

AGENDA

TREASURE ISLAND MOBILITY MANAGEMENT AGENCY Meeting Notice

Date: Tuesday, July 26, 2016; 10:00 a.m.
Location: Legislative Chamber, Room 250, City Hall
Commissioners: Kim (Chair), Avalos (Vice Chair), Breed, Campos, Cohen, Farrell, Mar, Peskin, Tang, Wiener and Yee

Clerk: Steve Stamos

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9.	Introduction of New Items – INFORMATION During this segment of the meeting, Board members may make comments on items not specifically listed above, or introduce or request items for future consideration.	
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* Additional materials

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DRAFT MINUTES

TREASURE ISLAND MOBILITY MANAGEMENT AGENCY

Tuesday, January 26, 2016

1. Roll Call

Chair Kim called the meeting to order at 10:43 a.m. The following members were:

Present at Roll Call: Commissioners Avalos, Breed, Campos, Cohen, Farrell, Kim, Mar, Peskin, Tang, Wiener and Yee (11)

2. Chair's Report – INFORMATION

Chair Kim thanked former Commissioner Christensen for serving as Vice Chair of the TIMMA Board and Committee and thanked Commissioner Wiener for serving on the TIMMA Committee. She said together they had the unique opportunity to directly shepherd this innovative mobility program for Treasure Island. She said the major policy issue that was discussed last year was the initial tolling options that staff developed and the concerns of existing residents about their affordability. She appreciated that staff had been working on potential ways to address the toll burden concerns for low-income residents and local businesses, but that she was mindful that the level of transit service planned was very high and that there would be sizable benefits to toll payers of this increased mobility. She said that to help ensure financial viability of the program, she was pleased that staff began to explore cost savings opportunities such as with new low-emission ferry options and emerging shuttle technology. She said it could also be necessary to consider supplementing the mobility program's user fees – from tolling, parking and household transit pass programs – with other private or city sources of funding, in order to meet accessibility goals. She said that she looked forward to continuing discussions on this topic at the next TIMMA Committee meeting.

Chair Kim said she was also pleased to tour the Yerba Buena Island Ramps project that the Transportation Authority was leading, along with Commissioner Wiener. She said this project had been amazingly smooth for such a large-scale and complex undertaking and that though they were led by the Transportation Authority and TIMMA respectively, there were many synergies and benefits to having staff coordinate the work of the two programs. She said she was pleased to nominate the Transportation Authority's appointment of long-time Treasure Island resident Becky Hogue to the Transportation Authority's Citizens Advisory Committee, and noted that Becky also served on the Treasure Island Community Advisory Board and would be an instrumental link between the two citizens groups.

There was no public comment.

3. Executive Director's Report – INFORMATION

Tilly Chang, Executive Director, presented the Executive Director's Report.

During public comment, David Lee projected an image of a boat and spoke about the difficulty of planning.

4. Approve the Minutes of the June 23, 2015 Meeting – ACTION

There was no public comment.

The Minutes were approved without objection by the following vote:

Ayes: Commissioners Avalos, Breed, Campos, Cohen, Farrell, Kim, Mar, Tang, Wiener and Yee (10)

Abstain: Commissioner Peskin (1)

5. Election of Chair and Vice Chair – ACTION

Commissioner Yee moved to nominate Commissioner Kim for Chair of the Treasure Island Mobility Management Agency (TIMMA), seconded by Commissioner Campos.

There was no public comment.

Commissioner Kim was elected Chair by the following vote:

Ayes: Commissioners Avalos, Breed, Campos, Cohen, Farrell, Kim, Mar, Peskin, Tang, Wiener and Yee (11)

Commissioner Campos moved to nominate Commissioner Avalos for Vice Chair of TIMMA, seconded by Commissioner Farrell.

There was no public comment.

Commissioner Avalos was elected Vice Chair by the following vote:

Ayes: Commissioners Avalos, Breed, Campos, Cohen, Farrell, Kim, Mar, Peskin, Tang, Wiener and Yee (11)

6. Introduction of New Items – INFORMATION

There was no public comment.

7. Public Comment

During public comment, Andrew Yip spoke about enforcement.

8. Adjournment

The meeting was adjourned at 10:58 a.m.

ORDINANCE AMENDING THE TREASURE ISLAND MOBILITY MANAGEMENT
AGENCY ADMINISTRATIVE CODE

WHEREAS, The Treasure Island Mobility Management Agency (TIMMA) prescribes the powers and duties of the Commissioners of TIMMA, the method and appointment of staff of TIMMA, and the policies and systems of TIMMA operation and management; and

WHEREAS, The Administrative Code was adopted on June 23, 2015 through Ordinance 15-01 and TIMMA staff has proposed amendments to the Administrative Code, with assistance from general counsel, to provide clarifications as well as to better reflect state and local government codes; and

WHEREAS, At its July 20, 2016 meeting, the TIMMA Committee considered the subject request and unanimously recommended approval of the staff recommendation to amend the Administrative Code as presented in Attachment 1; now, therefore, be it

RESOLVED, That TIMMA hereby amends the Administrative Code as detailed in Attachment 1; and be it further

RESOLVED, That the Executive Director is hereby authorized to distribute the amended Administrative Code to all relevant parties.

Attachment:

1. Proposed Administrative Code



ADMINISTRATIVE CODE

SECTION 1. TITLE AND AUTHORITY.

This Ordinance is enacted pursuant to the provisions of California Streets and Highways Code Section 1967-1967.11 (the Treasure Island Transportation Management Act), and may be referred to as the “Treasure Island Mobility Management Agency (TIMMA) Administrative Code.” This Ordinance prescribes the powers and duties of the TIMMA Board; the method of appointment of staff of TIMMA; and the policies, and systems of operation and management of TIMMA.

SECTION 2. DUTIES OF TIMMA.

TIMMA shall have the exclusive power to do any or all things necessary and required to accomplish the stated purposes and goals of the Treasure Island Transportation Management Act, pursuant to the terms of a resolution or ordinance adopted by the TIMMA Board (Board):

- (a) TIMMA shall administer the Treasure Island Transportation Program.
- (b) TIMMA shall adopt an annual budget.
- (c) TIMMA shall cause a post audit of its financial transactions and records at least annually by a certified public accountant.

SECTION 3. POWERS AND DUTIES OF TIMMA COMMISSIONERS.

The eleven members of the Board of Commissioners of the San Francisco County Transportation Authority (Transportation Authority) shall be the Board of Commissioners of TIMMA.

- (a) A Commissioner may designate another local elected official who represents the citizens of the City and County of San Francisco (City) to serve as his or her alternate. The designation shall be made in writing to the Chair of TIMMA and shall become effective when delivered. The alternate’s term of office shall be the same as that of the regular member. When the regular member is not present at the meeting of TIMMA, the alternate may act as the regular member and shall have all the rights, privileges, and responsibilities of the regular member, including compensation for the meeting.
- (b) **Chair.** The Chair shall be a TIMMA Commissioner and shall possess the following powers and duties:
 1. To preside at all meetings;
 2. To appoint the membership and the Chair and Vice-Chair of the committees of TIMMA, except for the Community Advisory Committee;
 3. To decide the agenda of TIMMA meetings;
 4. To sign contracts, deeds, and other instruments on behalf of TIMMA; and
 5. To perform such additional duties as may be designated by TIMMA.
- (c) **Vice-Chair.** The Vice-Chair shall be a TIMMA Commissioner and shall perform the duties of the Chair in the absence or incapacity of the Chair.

SECTION 3.1. Method of Appointment of TIMMA Commissioners.

- (a) The Chair shall be elected at the first meeting of TIMMA, and thereafter, after the first complete calendar year, annually at the first meeting in January or at the first meeting of the year.
- (b) The Vice-Chair shall be elected at the first meeting of TIMMA, and thereafter, after the first complete calendar year, annually at the first meeting in January or at the first meeting of the year.
- (c) The newly appointed Chair shall immediately preside following his or her election at the same meeting.
- (d) If the Chair or Vice-Chair resigns or is removed from office, the election for Chair or Vice-Chair to serve the remainder of the term, shall be at the next meeting of TIMMA.

SECTION 3.2. Compensation of Commissioners.

- (a) TIMMA Commissioners or their alternates shall be compensated at the rate of \$100 for each day attending the business of TIMMA, but not to exceed \$400 in any month, for any of the following occurrences that are related to business of TIMMA:
 - 1. A meeting of the legislative body;
 - 2. A meeting of an advisory body;
 - 3. A conference or organized educational activity, including ethics training; or
 - 4. Any other occurrence, if TIMMA has adopted a written policy in a public meeting specifying that the attendance at such occurrence would constitute the performance of official duties for which Commissioners may receive compensation.
- (b) Commissioners shall receive reimbursement for necessary travel and personal expenses incurred in the performance of their duties when such expenses are authorized in advance and as set forth in TIMMA's adopted Travel, Conference, Training and Business Expense Policy.
- (c) TIMMA Commissioners shall not be compensated or reimbursed for any of the above if it would result in a duplication of compensation or reimbursement as a member of the San Francisco Board of Supervisors or as a Commissioner of the Transportation Authority.

SECTION 4. STAFF OF TIMMA.

The Transportation Authority shall lend staff to TIMMA as appropriate, subject to reimbursement by TIMMA for salary and related benefits and other costs allocable to services performed for TIMMA by Transportation Authority staff.

SECTION 5. METHODS, PROCEDURES AND SYSTEMS OF OPERATION AND MANAGEMENT.**SECTION 5.1. Meetings and Rules of Procedure.**



- (a) All proceedings of TIMMA shall be in conformance with the provisions of the Treasure Island Transportation Management Act, this Administrative Code, and TIMMA's adopted Rules of Order.
- (b) Except as otherwise determined by TIMMA, regular meetings of the Board shall be held at 10:30 AM on the fourth Tuesday of each month in the Legislative Chamber of City Hall or other location as designated with proper notice by TIMMA. However when that day or any preceding Tuesday that month is a holiday, in which case the meeting shall be held on the following Tuesday. Committee meetings shall be held in Room 263 of City Hall.
- (c) The acts of TIMMA shall be expressed by motion, resolution or ordinance.
- (d) A majority of the authorized number of members of the TIMMA Board shall constitute a quorum for the transaction of business, and all official acts of TIMMA shall require the affirmative vote of a majority of the authorized number of members of the TIMMA Board.
- (e) All meetings of the TIMMA Board and any standing and select committees shall be conducted in the manner prescribed by the Ralph M. Brown Act (Chapter 9 commencing with Section 54950 of Part 1 of Division 2 of Title 5 of the Government Code).

SECTION 5.2 Committees of TIMMA.

- (a) **TIMMA Committee.** The Chair of TIMMA shall appoint a TIMMA Committee which shall be composed of three Commissioners. Except as otherwise determined by the Chair of the Committee, regular meetings shall be held on a week prior to the meeting of the TIMMA Board ~~each month in the Committee Room of City Hall or other location as designated with proper notice by TIMMA~~, except when that day is a holiday, in which case the meeting shall be held on the following week. This Committee shall consider matters related to the Treasure Island Transportation Management Program requiring attention between meetings of the TIMMA Board.
- (b) **Additional Committees.** TIMMA may create, and the Chair of TIMMA shall appoint the membership of, select, standing, and other committees established consistent with the following criteria:
 1. The Committee shall have a clear, simple, narrow, single statement of purpose;
 2. The Committee will be created for a specified maximum period of time, which in the case of a standing committee may be permanent; and
 3. The Committee will consist of no less than three and no more than five Commissioners. The TIMMA Chair shall annually appoint Chairs of the TIMMA Committee(s).

SECTION 5.3. Community Advisory Committees.

- (a) **Community Advisory Committee.** The Treasure Island/Yerba Buena Island Citizens Advisory Board (CAB) shall serve as a Community Advisory Committee to TIMMA. The CAB has been established and its members are appointed by the Treasure Island Development Authority, and currently includes representatives from the following categories of expertise or experience: affordable housing, marine and waterborne activities, film/television industry, Job Corps, commercial redevelopment, organized sports, the environment and open space, environmental control and remediation, organized labor, transportation planning, land use

planning, economic development and job creation, and open meeting advocacy. The committee members serve without compensation for a four-year period. The CAB meets regularly and all meetings are open to the public. The staff of TIMMA shall be available to assist the CAB. The CAB in its advisory role, shall assist TIMMA in:

1. Defining and/or refining the mission of TIMMA;
 2. Reflecting community values in the development of the mission and program of TIMMA, and channeling that mission and program back to the community;
 3. Defining and/or refining criteria and priorities for implementing the 2011 Treasure Island Transportation Improvement Plan; and
 4. Monitoring TIMMA's programs and evaluating the sponsoring agencies' productivity and effectiveness.
- (b) **Additional Advisory Committees.** TIMMA may create and appoint other advisory committees that it deems necessary.

SECTION 5.4 Contracts.

- (a) Contracts for the purchase of supplies, equipment and materials in excess of \$75,000 shall be awarded after a formal competitive procurement process in conformance with TIMMA's adopted Procurement Policy.
- (b) Contracts for the purchase of services in excess of \$75,000 shall be awarded after a formal competitive procurement process in conformance with the TIMMA Procurement Policy.
- (c) The Executive Director is authorized to contract for goods and services for an amount less than or equal to \$75,000 in conformance with the TIMMA Procurement Policy. The Executive Director is authorized to amend contracts and agreements within the parameters specified in the TIMMA Procurement Policy.
- (d) Where advantageous, TIMMA may contract without initiating a competitive procurement process with the City and County of San Francisco to render designated services or to provide materials on behalf of TIMMA.
- (e) To the extent permitted by law, Disadvantaged Business Enterprises and Local Business Enterprises shall have the maximum feasible opportunity to participate in the performance of contracts financed in whole or in part with TIMMA funds. TIMMA shall not discriminate on the basis of race, national origin, color, religion, sex, sexual orientation, age, or disability in the award and performance of its contracts.

SECTION 5.5 Procedures for Implementing the California Environmental Quality Act.

SECTION 5.5.1. Authority and Mandate.

- (a) This Section 5.5 is adopted pursuant to the California Environmental Quality Act, Public Resources Code Sections 21000 and following, as amended; and pursuant to the Guidelines for Implementation of the California Environmental Quality Act, as amended, appearing as Title 14, Division 6, Chapter 3 of the California Code of Regulations (hereinafter referred to collectively as "CEQA").



- (b) Any amendments to CEQA adopted subsequent to the effective date shall not invalidate any provision of this Section 5.5. Any amendments to CEQA that may be inconsistent with this Section 5.5 shall govern until such time as the relevant provision of this Section 5.5 is amended to remove such inconsistency. The provisions of this Section 5.5 shall be interpreted in a manner that is consistent with CEQA.
- (c) This Section 5.5 shall govern in relation to all other ordinances of TIMMA and rules and regulations pursuant thereto. In the event of any inconsistency, the provisions of this Section 5.5 shall prevail.

SECTION 5.5.2. Incorporation by Reference.

The provisions of CEQA are not repeated here, but are expressly incorporated herein by reference as though fully set forth.

SECTION 5.5.3. Responsibility.

The administrative actions required by CEQA, to the extent authorized by Section 15025 of the CEQA Guidelines, with respect to the preparation of environmental documents, giving of notice and completing other activities shall be performed by staff of TIMMA or by consultants under the direction of TIMMA. These activities may include, but are not limited to:

- (a) Preparing any necessary forms, checklists and processing guidelines to implement CEQA in accordance with this Section 5.5;
- (b) Determining whether there are excluded and exempt activities which are not subject to CEQA;
- (c) Determining when a negative declaration or environmental impact report (EIR) is required when TIMMA is acting as a lead agency or as is otherwise required by CEQA;
- (d) Ensuring that agencies and other interested parties are consulted and have an opportunity to comment during the CEQA process when TIMMA is acting as a lead agency or as is otherwise required by CEQA;
- (e) Preparing environmental documents and notices when TIMMA is acting as a lead agency or as is otherwise required by CEQA;
- (f) Consulting, providing comments, and attending hearings as necessary on behalf of TIMMA when it acts as a responsible agency under CEQA; and
- (g) Ensuring coordination with federal lead and responsible agencies when project review is required under both CEQA and the National Environmental Policy Act ("NEPA").

SECTION 5.5.4. List of Non-Physical and Ministerial Projects.

TIMMA shall maintain a list of types of ministerial projects that are excluded from CEQA review. TIMMA shall also maintain a list of types of projects that normally do not cause a physical change in the environment and are therefore excluded from CEQA review. Such lists shall be modified over time as the status of types of projects may change under applicable laws, ordinances, rules and regulations. The list shall not be considered totally inclusive, and may at times require refinement or interpretation on a case-by-case basis. The list of ministerial projects

and modifications thereto shall be kept posted in the offices of TIMMA, and copies shall be sent to the TIMMA Board when the list is updated or modified.

SECTION 5.5.5. Categorical Exemptions.

TIMMA shall maintain a list of types of projects which are categorically exempt from CEQA. This list shall be kept posted in the offices of TIMMA, with copies sent to the Board. The list shall be kept up to date in accordance with any changes in CEQA.

SECTION 5.5.6. Initial Evaluation of Projects

- (a) For projects that are not statutorily excluded or categorically exempt from CEQA, an initial study shall be prepared to establish whether a negative declaration or an EIR is required prior to the decision as to whether to carry out or approve the project. If it is clear at the outset that an EIR is required for a project, however, such determination may be made immediately and no initial study shall be required.
- (b) Each initial study shall meet the requirements of CEQA with respect to contents and consultation with Responsible and Trustee Agencies. During preparation of the initial study, TIMMA may consult with any person having knowledge or interest concerning the project.
- (c) If a project is subject to both CEQA and NEPA, an environmental assessment prepared pursuant to NEPA may be used to satisfy the requirements of this Section.
- (d) Based on the analysis and conclusions in the initial study, TIMMA shall determine, based on the requirements of CEQA, whether there is substantial evidence that any aspect of the project may cause a significant effect on the environment, and whether a negative declaration or and EIR shall be prepared.

SECTION 5.5.7. Negative Declarations or Mitigated Negative Declarations.

- (a) When a negative declaration is required, it shall be prepared by or at the direction of TIMMA. All CEQA requirements governing contents, notice, and recirculation shall be met.
- (b) The Board shall review and consider the information contained in the final negative declaration, together with any comments received during the public review process, and, upon making the findings as provided in CEQA Guidelines Section 15074, subdivision (b), shall adopt the negative declaration, prior to approving the project. If the Board adopts a mitigated negative declaration, it shall also adopt a program for reporting on or monitoring the mitigation measures for the project that it has either required or made a condition of approval to mitigate or avoid significant environmental effects.

SECTION 5.5.8. Draft Environmental Impact Reports.

- (a) If it is determined that a project may have a significant effect on the environment and that an EIR is required, TIMMA shall prepare a Notice of Preparation and shall meet all requirements for notice and circulation as required by CEQA.
- (b) The EIR shall be prepared by or under the direction of TIMMA. The EIR shall first be prepared as a draft report. During preparation of the draft EIR, TIMMA may consult



with any person or organization that TIMMA believes will be concerned with the environmental effects of the project and shall meet all CEQA consultation requirements (CEQA Guidelines, Sections 15082, 15083, and 15086).

- (c) When the draft EIR has been prepared, TIMMA shall file a Notice of Completion and shall provide public notice of the draft EIR, as required by CEQA Guidelines Section 15085. The comment period on draft EIRs shall meet the requirements of CEQA. The draft EIR shall be available to the general public upon filing of the Notice of Completion.
- (d) Public participation, both formal and informal, shall be encouraged at all stages of review, and written comments shall be accepted at any time up to the conclusion of the public comment period. TIMMA may give public notice at any formal stage of the review process, beyond the notices required by CEQA, in any manner it may deem appropriate, and may maintain a public log as to the status of all projects under formal review. Members of the general public shall be encouraged to submit their comments in writing as early as possible.

SECTION 5.5.9. Final Environmental Impact Reports.

- (a) A final EIR shall be prepared in accordance with CEQA by, or at the direction of, TIMMA, based upon the draft EIR, the consultations and comments received during the review process, and additional information that may become available.
- (b) In the judgment of the Board, if the final EIR is adequate, accurate and objective, and reflects the independent judgment and analysis of the Board, the Board shall certify its completion in compliance with CEQA Guidelines 15090-15095. The certification of completion shall contain findings as to whether the project as proposed will, or will not, have a significant effect on the environment, any changes that have been required or incorporated into the project to avoid or substantially lessen any significant environmental effect of the project, and shall include adoption of a program for the monitoring and reporting on any changes or mitigation measures required in the project.

SECTION 5.5.10. Actions on Projects.

- (a) Before making its decision whether to carry out or approve the project, the Board shall review and consider the information contained in the Final EIR, Negative Declaration of Mitigated Negative Declaration and shall make findings as required by CEQA Guidelines Section 15091.
- (b) After the Board has decided to carry out or approve a project, TIMMA may file a notice of determination with the county clerk of the county or counties in which the project is to be located and as required by CEQA Guidelines Section 15094. Such notice shall contain the information required by CEQA Guidelines Section 15094. If the project requires a discretionary approval by a state agency, a copy of the notice of determination shall also be filed with the California Governor's Office of Planning and Research.

SECTION 5.5.11. Additional Environmental Review.

If TIMMA or the Board determine that additional environmental review is required by CEQA Guidelines Section 15162-15164, or if modifications to a project require additional environmental review, such review will be conducted as provided by CEQA Guidelines Section 15162-15164 and in accordance with the applicable procedures set forth in this Section 5.5.

SECTION 5.5.12. Evaluation of Modified Projects.

- (a) After evaluation of a proposed project has been completed, a substantial modification of the project may require reevaluation of the proposed project.
- (b) Where such a modification occurs as to a project that has been determined to be excluded or categorically exempt, a new determination shall be made. If the project is again determined to be excluded or categorically exempt, no further evaluation shall be required. If the project is determined not to be excluded or categorically exempt, an initial study shall be conducted as provided in Section 5.5.6.
- (c) Where such a modification occurs as to a project for which a negative declaration has been adopted or a final EIR has been certified, TIMMA shall reevaluate the proposed project in relation to such modification. If, on the basis of such reevaluation, TIMMA determines, based on the requirements of CEQA, that no additional environmental review is necessary, this determination and the reasons supporting the determination shall be noted in writing in the case record, and no further evaluation shall be required. If TIMMA determines that additional environmental review is necessary, a new evaluation shall be completed prior to the decision by the Board as to whether to carry out or approve the project as modified. CEQA Guidelines Sections 15162-15164 sets forth specific requirements for the determination of whether a supplemental or subsequent EIR is necessary, as well as the applicable process for either a supplemental or subsequent EIR.

SECTION 5.5.13. Multiple Actions on Projects.

- (a) The concept of a project is broadly defined by CEQA so that multiple actions of the same or of different kinds may often constitute a single project. This expansive concept of a project permits all the ramifications of a larger public action to be considered together rather than in a piecemeal fashion, and avoids duplication of review.
- (b) Early and timely evaluation of projects and preparation of EIRs shall be emphasized.
- (c) Only one initial study, negative declaration or EIR shall be required for each project.
- (d) Only one evaluation of a project or preparation of an EIR shall occur in cases in which both TIMMA and one or more other public agencies are to jointly carry out or approve a project. In such cases the evaluation or preparation is performed by the lead agency, and the determination of which agency shall be the lead agency is determined with reference to the criteria contained in CEQA Section 21165.
- (e) CEQA provides that a single initial study, negative declaration or EIR may be employed for more than one project, if all such projects are essentially the same in terms of environmental effects and circumstances. Furthermore, an initial study, negative declaration or EIR prepared for an earlier project may be applied to a later project, if the circumstances and environmental effects of the projects are essentially the same.

**SECTION 5.5.14. Severability.**

- (a) If any article, section, subsection, paragraph, sentence, clause or phrase of this Section 5.5, or any part thereof, is for any reason held to be unconstitutional or invalid or ineffective by any court of competent jurisdiction, or other competent agency, such decision shall not affect the validity or effectiveness of the remaining portions. The Board hereby declares that it would have passed each article, section, subsection, paragraph, sentence, clause or phrase thereof, irrespective of the fact that any one or more articles, sections, subsections, paragraphs, sentences, clauses or phrases are declared unconstitutional or invalid or ineffective.
- (b) If the application of any provision or provisions of this Section 5.5 to any person, property or circumstances is found to be unconstitutional or invalid or ineffective in whole or in part by any court of competent jurisdiction, or other competent agency, the effect of such decision shall be limited to the person, property or circumstances immediately involved in the controversy, and the application of any such provision to other persons, properties and circumstances shall not be affected.
- (c) These severability provisions shall apply to this Section 5.5 as it now exists and as it may exist in the future, including all modifications thereof and additions and amendments thereto.

SECTION 6. SEAL.

TIMMA may provide for and adopt an official seal. The use of the seal of TIMMA shall be for purposes directly connected with the official business of TIMMA.



Memorandum

Date: 07.13.16 **RE:** TIMMA Committee
July 20, 2016

To: TIMMA Committee: Commissioners Kim (Chair), Avalos (Vice Chair) and Campos

From: Cynthia Fong – Deputy Director for Finance and Administration *CF*

Through: Tilly Chang – Executive Director *TC*

Subject: **ACTION** – Recommend Approval of the Revised Administrative Code, the Revised Rules of Order, and the Revised Fiscal and Travel, Conference, Training and Business Expense Reimbursement Policies

Summary

It is Treasure Island Mobility Management Agency (TIMMA) direction to review the administrative code and all policies periodically to ensure compliance with current statutes and TIMMA objectives. Upon the advice of TIMMA's financial advisors, bond counsel and legal counsel, we are recommending changes to the Administrative Code, Rules of Order, Fiscal Policy, and Travel, Conference, Training and Business Expense Reimbursement Policy to conform to applicable law and keep consistent with state and local government codes.

BACKGROUND

The San Francisco Board of Supervisors designated the Transportation Authority Board as the Treasure Island Mobility Management Agency (TIMMA) Board through Resolution 110-14 in April 2014. The purpose of TIMMA is to develop and operate the Treasure Island Transportation Improvement Program as called for in the Treasure Island Transportation Management Act of 2008 (Assembly Bill 981). Assembly Bill 14, signed in September 2014, established TIMMA as a legal entity distinct from the San Francisco County Transportation Authority (Transportation Authority).

TIMMA develops and implements policies and procedures to organize and formalize agency activities, and to ensure compliance with current statutes and TIMMA objectives. While TIMMA is not required to annually review its Administrative Code, Rules of Order, Fiscal, Procurement, and Travel, Conference, Training and Business Expense Reimbursement policies, it is good management practice to do so on a regular basis.

DISCUSSION

The purpose of this memorandum is to present staff recommendations for updates to TIMMA's policies, which were adopted by the TIMMA Board through Ordinance 15-01 and Resolution 15-01 on June 23, 2015. Attachment 1 provides a matrix of the proposed changes and explanations of the changes. Below are brief descriptions of each policy and procedure.

Wendel, Rosen, Black & Dean LLP, co-general counsel for TIMMA; KNN Public Finance, TIMMA's financial advisors; and Nixon Peabody LLP, TIMMA's bond counsel, reviewed the following policies and recommended changes as redlined in the attachments. Except where noted in the policy matrix, the

recommended changes mirror the changes to the Transportation Authority policies that were adopted by its Board on June 28, 2016.

Administrative Code: The Administrative Code prescribes the powers and duties of the Commissioners of TIMMA, the method of appointment of staff of TIMMA, and the policies and systems of operation and management of TIMMA.

Rules of Order: The Rules of Order establishes procedures to ensure that Board and Committee meetings are conducted in a clear and efficient manner, while in compliance with current statutes and TIMMA objectives.

Fiscal Policy: The purpose of the Fiscal Policy is to guide decisions pertaining to internal fiscal management, including day-to-day operations, annual budget development and revenue requirements of TIMMA.

Travel, Conference, Training and Business Expense Reimbursement Policy: This document establishes a set of policies relating to travel, conference, training and business expenses, and establishes procedures for reimbursement of commissioners and staff. These rules and guidelines are designed to safeguard public funds and to ensure that TIMMA and its staff are using the most economical and well-documented procedures in a consistent manner.

ALTERNATIVES

1. Recommend approval of the revised Administrative Code, the revised Rules of Order, and the revised Fiscal and Travel, Conference, Training and Business Expense Reimbursement policies, as requested.
2. Recommend approval of the revised Administrative Code, the revised Rules of Order, and the revised Fiscal and Travel, Conference, Training and Business Expense Reimbursement policies, with modifications.
3. Defer action, pending additional information or further staff analysis.

FINANCIAL IMPACTS

There is no financial impact to TIMMA's proposed FY 2016/17 budget from the requested action.

RECOMMENDATION

Recommend approval of the revised Administrative Code, the revised Rules of Order, and the revised Fiscal and Travel, Conference, Training and Business Expense Reimbursement policies.

Attachments (5):

1. Policies Matrix
2. Draft Administrative Code
3. Draft Rules of Order
4. Draft Fiscal Policy
5. Draft Travel, Conference, Training and Business Expense Reimbursement Policy

Attachment 1

Treasure Island Mobility Management Agency
Policies Matrix

ADMINISTRATIVE CODE			REASON	PAGE
SECTION	REVISION			
3.1(a)(b)	<p>(a) To The Chair shall be elected at the first meeting of TIMMA, and thereafter, after the first complete calendar year, annually at the first meeting in January <u>or at the first meeting of the year.</u></p> <p>(b) The Vice-Chair shall be elected at the first meeting of TIMMA, and thereafter, after the first complete calendar year, annually at the first meeting in January <u>or at the first meeting of the year.</u></p>		Minor clarification in the event a TIMMA Board meeting is not held in January [specific to TIMMA].	2
5.2(a)	<p>TIMMA Committee. The Chair of TIMMA shall appoint a TIMMA Committee which shall be composed of three Commissioners. Except as otherwise determined by the Chair of the Committee, regular meetings shall be held on a week prior to the meeting of the TIMMA Board each month <u>in the Committee Room of City Hall or other location as designated with proper notice by TIMMA,</u> except when that day is a holiday, in which case the meeting shall be held on the following week. This Committee shall consider matters related to the Treasure Island Transportation Management Program requiring attention between meetings of the TIMMA Board.</p>		Minor clarification regarding meeting location.	3

Attachment 1

RULES OF ORDER			
SECTION	REVISION	REASON	PAGE
Rules 1.6, 1.9, 1.17 (first instance only), 2.9, 3.1, 3.10 (last instance only), 4.3	Changing "TIMMA" to "the Board" in each location.	Clarifications to ensure that the Rules of Order use the term "Board" when referring to the governing body, and "TIMMA" when referring to the entity.	Various
Rule 1.11	Rule 1.11 "Measure" shall mean and include a proposal, in whatsoever form presented, fulfillment of the purpose of which requires action of TIMMA by Codes amendment, ordinance, resolution or motion, other than a motion designed to accomplish an action strictly parliamentary in character.	Cleanup change.	1

Attachment 1

TRAVEL, CONFERENCE, TRAINING AND EXPENSE REIMBURSEMENT POLICY		
SECTION	REVISION	PAGE
I.C.	<p>Limitations. Travel and meeting expenditures shall not exceed the approved budget, <u>except with justification and documentation</u>, and shall be consistent with associated policies established by TIMMA. Eligible TIMMA personnel are entitled to claim reimbursement for actual, reasonable and necessary expenses for eligible expenses incurred in the discharge of their official duties, subject to the limitations set forth herein.</p>	1
II.B.	<p>Eligible Travel Expenses. The following expenses are eligible for reimbursement in connection with authorized TIMMA business, travel, conferences, meetings, and training, subject to the restrictions identified in this policy. <u>Travel expenses are subject to review by the Deputy Director for Finance and Administration and will only be approved if deemed reasonable and proper.</u> Reimbursements shall be for actual expenditures (receipts required for expenses greater than \$25) for amounts not to exceed the per diem rates and allowances established by the General Services Administration (GSA) and/or United States Department of Defense (USDOD) as appropriate.</p>	1
II.B.3.	<p>3. Transportation charges (including commercial carrier fares, rental car charges, private car mileage allowances, parking, bridge and road tolls, and necessary taxi, <u>transportation network company</u> or public transit fares); and</p>	2
II.B.4.c.	<p>c. Tips to porters, <u>baggage carriers, bellhops, hotel staff, and stewards or stewarresses not to exceed \$2-per-bag;</u></p>	2
II.C.2. [new §]	<p><u>2. Alcoholic beverages and entertainment expenses;</u></p>	2
II.C.4.	<p>4. Expenses which are excessive or unreasonable as determined by the <u>Deputy Director for Finance and Administration</u> TIMMA.</p>	2
IV.E.	<p>Receipts. Receipts or proof of payment must be submitted with the claim to substantiate expenditures for public carrier fares, rental cars, lodging (indicating the single rate), meals, conference or seminar registration fees, and for any unusual items or items not specifically related to travel. Claims must be recorded and certified on an expense report. For any official business in-transit travel destination, TIMMA personnel must provide a receipt and narrative to substantiate claimed travel expenses for lodging and a receipt for any authorized expenses incurred costing over \$25. <u>Itemized receipts shall be obtained and submitted with the expense report.</u> If a receipt cannot be obtained or has been lost for expenses greater than \$25, a statement to that effect shall be made on the expense report and the reason given. In absence of a satisfactory explanation, the amount involved shall not be allowed.</p>	4
IV.G.	<p>Expenses Not Covered by TIMMA Policy. In the event where an expense does not qualify for reimbursement under this policy, to be reimbursable, the expense shall</p>	4

Attachment 1

TRAVEL, CONFERENCE, TRAINING AND EXPENSE REIMBURSEMENT POLICY			
SECTION	REVISION	REASON	PAGE
V.	<p>be approved by the TIMMA Board, in a public meeting before the expense is incurred, unless the expense is related to lodging in connection with a conference or organized educational activity conducted in compliance with California Government Code s. 54952.2(c), including but not limited to ethics training required by Article 2.4 (commencing with §. 53234) of the Government Code. Lodging costs shall not exceed the maximum group rate published by the conference or activity sponsor, provided that the lodging at the group rate is available to the member of a legislative body at the time of booking. If the group rate is not available, the member of a legislative body shall use comparable lodging that is consistent with the requirements of this policy.</p> <p>All requests for prepayment of conference/seminar/training will be submitted for approval a minimum of ten working days in advance of the conference/seminar/training, unless reasonable justification is provided. If the ten-day requirement cannot be met, TIMMA personnel may personally pay registration fees <u>and other expenses</u> at their own risk and seek reimbursement on the expense report.</p>	Minor clarification.	4
VI.A.	<p>General. TIMMA personnel may incur expenses for the purchase of meals for persons not employed by TIMMA, with whom TIMMA is transacting business. The name and business affiliation of the person, as well as the purpose of the business meeting, must be included in the expense report. The maximum per-person expenditure shall not exceed a reasonable amount under the particular circumstances and shall not exceed the per diem amount established by the GSA or USDOD as appropriate. Actual costs shall include reasonable and customary gratuities, but not the cost of alcoholic beverages. All such expenditures for personnel must be approved in advance by the Executive Director.</p>	Minor clarification.	4
VI.D.	<p>Out-of-Area Meals. Reimbursement for employee meals during periods of approved trips out-of-area must be approved on the travel authorization form. Reimbursement for out-of-area meals will be based on either actual costs, for which receipts must be provided for expenditures exceeding \$25, and in accordance with the per diem of the federal standard meal allowance, <u>including single day and total trip meal rates,</u> as established by the GSA or USDOD as appropriate. Unusual costs must be justified in writing.</p>	Minor clarification.	5
VII.	<p>TIMMA personnel will be expected to be prudent in the choice of lodging and will submit proper documentation to justify the expense. The Executive Director will approve the lodging as part of the approval of the travel request, and reserves the right to determine which lodging is prudent, based on economic, comfort, safety, and reasonability considerations. If lodging is required in connection with a conference or activity, the lodging costs shall not exceed the maximum group rate published by the sponsor of the conference. Lodging shall be at the location where the conference or activity is being held. Lodging costs shall not exceed the maximum group rate</p>	Text moved from Section IV.G. Minor clarification regarding lodging rates.	6

Attachment 1

TRAVEL, CONFERENCE, TRAINING AND EXPENSE REIMBURSEMENT POLICY		
SECTION	REVISION	REASON
VIII.B.3. [new §]	<p>published by the conference or activity sponsor, provided that the lodging at the group rate is available at the time of booking. If the group rate is not available and the hotel has no remaining vacancies, comparable lodging that is consistent with the requirements of this policy shall be used. No lodging shall be reimbursed on the final day of a conference or activity unless reasonable justification is provided or unless authorized by the Executive Director. If no group rate is available at the time of booking, TIMMA will reimburse its personnel for lodging up to the rates established by the GSA or USDOD as appropriate.</p> <p>3. Taxis, cabs, or transportation network companies; and</p>	Minor clarification.
VIII.C.	<p>Air and Rail Travel. TIMMA personnel shall use Air coach-class (or similar reduced fare equivalent accommodations) shall be used for air and rail travel if it is available whenever possible. Any additional fees for seat location upgrades, seat spacing upgrades, or preferential boarding will not be reimbursed unless documentation is provided that there were no other reasonable options available and unless authorized by the Executive Director for special circumstances (e.g. physical or medical conditions). All reasonable fare reductions or reduced fare flights as appropriate shall be utilized.</p>	Clarification regarding allowable flight and rail accommodations.
VIII.D.1.(d)	<p>In order to be paid mileage for travel which originates other than at the normal work location, the mileage must be in excess of that normally driven from the traveler's residence to and from the normal work location. The requesting traveler will include justification in their an explanation to the expense report. In the absence of a satisfactory explanation justification, the mileage expense shall not be allowed.</p>	Cleanup change.
VIII.E.	<p>Other Modes of Transportation. Limousine, and taxi and transportation network company fares will be allowed for travel where public transportation is not practical or available. Examples may include, but are not limited to, travel between transportation terminal and hotel, between hotel and place of business, and between places of business.</p>	Minor clarification.
IX.	<p>Charges incurred for excess baggage will be reimbursed if justified as necessary for the purpose of the trip. An explanation of the circumstances and payment receipts must accompany the claim for reimbursement. Charges for checking and handling of baggage, including reasonable and customary gratuities (\$2 per bag/package) will be allowed.</p>	Cleanup change.

Attachment 1

FISCAL POLICY			
SECTION	REVISION	REASON	PAGE
III.B.	The draft budget shall be presented at a public hearing at a publicly noticed TIMMA meeting prior to being approved by the Board. Notice of the time and place of the public meeting shall be published pursuant to Sections 6060 and 6061 of the California Government Code no later than the 15th day prior to the day of the hearing, and the draft budget shall be available for public inspection at least 15 days prior to the hearing.	Minor clarification regarding how the notice is published. The 15-day publishing requirement is from CA Public Utilities Code Section 131266 and does not apply to TIMMA [specific to TIMMA].	1
III.D.	Except as otherwise provided in this section, the adopted final budget is not subject to further review or reopener after the Board resolution has passed. The adopted final budget may be amended during the fiscal year to reflect actual revenues and expenses incurred to the date of amendment during the fiscal year. Amendments to the budget will be presented at a publicly noticed TIMMA meeting prior to being approved by the Board. The Executive Director shall be responsible for proposing amendments to the adopted final budget; the Committee shall be responsible for review of the proposed amended adopted final budget, and for making a recommendation regarding the amended final budget to the Board. The amended final budget shall be adopted by Board resolution.	Minor clarification consistent with adoption of the budget.	2
IV.A.2.	A petty cash revolving account in the amount of one thousand dollars (\$1,000) may be established and maintained by the Executive Director for the purposes of paying miscellaneous expenses of TIMMA. Individual expenditures may not exceed two hundred and fifty dollars (\$250). Such miscellaneous expenses include but are not limited to outside photocopying expenses, office supplies, meeting and travel expenses, and other practical expenses as determined by the Executive Director to be necessary and/or convenient for proper administration. The Executive Director is authorized from time to time to seek reimbursement of this account to the maximum balance by allocation from the operating budget.	Cleanup change, as there is already a catch-all for anything necessary or convenient.	2

RESOLUTION APPROVING THE REVISED RULES OF ORDER, REVISED FISCAL POLICY, AND REVISED TRAVEL, CONFERENCE, TRAINING AND BUSINESS EXPENSE REIMBURSEMENT POLICY

WHEREAS, The Treasure Island Mobility Management Agency (TIMMA) develops and implements policies and procedures to organize and formalize agency activities, and to ensure compliance with current statutes and TIMMA objectives; and

WHEREAS, While TIMMA is not required to annually review its Rules of Order and Fiscal, Procurement, and Travel, Conference, Training and Business Expense Reimbursement Policies, it is good management practice to do so on a regular basis; and

WHEREAS, The Rules of Order establishes procedures to ensure that Board and Committee meetings are conducted in a clear and efficient manner, while in compliance with current statutes and TIMMA policies and objectives; and

WHEREAS, The Fiscal Policy guides decisions pertaining to internal fiscal management, including day-to-day operations, annual budget development and revenue requirements of TIMMA; and

WHEREAS, The Travel, Conference, Training and Business Expense Reimbursement Policy establishes a set of policies relating to travel, conference, training and business expenses, and establishes procedures for reimbursement of commissioners and staff which safeguard public funds and ensure that TIMMA and its staff are using the most economical and well-documented procedures in a consistent manner; and

WHEREAS, With assistance and guidance from TIMMA's financial advisors, bond counsel and general counsel, TIMMA staff are updating policies to conform to applicable law and keep consistent with state and local government codes; and



WHEREAS, At its July 20, 2016 meeting, the TIMMA Committee considered the subject request and unanimously recommended approval of the staff recommendation to approve the revised Rules of Order, revised Fiscal Policy, and revised Travel, Conference, Training and Business Expense Reimbursement Policy as presented in Attachments 1 through 3 respectively; now, therefore, be it

RESOLVED, That TIMMA hereby adopts the Rules of Order as presented in Attachment 1; and be it further

RESOLVED, That TIMMA hereby adopts the Fiscal Policy as presented in Attachment 2; and be it further

RESOLVED, That TIMMA hereby adopts the Travel, Conference, Training and Business Expense Reimbursement Policy as presented in Attachment 3; and be it further

RESOLVED, That the Executive Director is hereby authorized to communicate the policies to all relevant parties.

Attachments (3):

1. Proposed Rules or Order
2. Proposed Fiscal Policy
3. Proposed Travel, Conference, Training and Business Expense Reimbursement Policy



RULES OF ORDER
CHAPTER 1. DEFINITIONS

- Rule 1.1** As used in these Rules, the following words and phrases shall have the meanings respectively ascribed to them by Rules 1.2 through 1.18.
- Rule 1.2** “Administrative Code” shall mean the Treasure Island Mobility Management Agency’s Administrative Code.
- Rule 1.3** “Adopted” in connection with proposed resolutions or ordinances, shall mean and include adoption of such proposed resolutions or ordinances by the Treasure Island Mobility Management Agency.
- Rule 1.4** “TIMMA” shall mean the Treasure Island Mobility Management Agency.
- Rule 1.5** “Board” shall mean the Board of Commissioners of TIMMA.
- Rule 1.6** “Chair” shall mean the Chair of ~~TIMMA~~the Board or in the absence of the Chair, the Vice-Chair acting as Chair.
- Rule 1.7** “Code” shall mean the Streets and Highways Code Sections 1967 et seq., under which TIMMA was created.
- Rule 1.8** “Clerk” shall mean the Clerk of TIMMA.
- Rule 1.9** “Committee” shall mean a committee of ~~TIMMA~~the Board, including select as well as standing committees.
- Rule 1.10** “Communication” shall mean any matter, other than the measure, in whatsoever form addressed to the Board for consideration or action by the Board or its committees.
- Rule 1.11** “Measure” shall mean and include a proposal, in whatsoever form presented, fulfillment of the purpose of which requires action of TIMMA by ~~Code~~, amendment, ordinance, resolution or motion, other than a motion designed to accomplish an action strictly parliamentary in character.
- Rule 1.12** “Member” shall mean a member of the Board of Commissioners.
- Rule 1.13** “Ordinances” shall mean procedures for establishing all rules of conduct affecting third parties under the jurisdiction of TIMMA and of a permanent nature and shall include but not be limited to the Administrative Code and employment rules.
- Rule 1.14** “Précis” shall mean a summary of a measure prepared by staff and presented as a part of the Board or committee folder.
- Rule 1.15** “Presiding Officer” shall mean the Chair or acting Chair.
- Rule 1.16** “Previous Question” shall be a call to end debate on a matter.
- Rule 1.17** “Resolution” shall mean the procedures for establishing all expressions of opinion of ~~TIMMA~~the Board which may or may not be of a permanent nature or affect third parties under TIMMA’s jurisdiction.
- Rule 1.18** “Rules” shall mean the Rules of Order of TIMMA.



CHAPTER 2. ORGANIZATION AND MEETINGS

- Rule 2.1** **Adoption of Rules of Order.** The Rules of Order (Rules) shall be adopted by resolution carried by an affirmative recorded vote of a majority of the members of the Board. When adopted, such Rules shall remain in effect unless suspended or amended as provided herein. The Chair or committee chair may adopt temporary Rules to address a specific situation or point of order in the Board meeting.
- Rule 2.2** **Suspension of Rules.** Except this rule and Rules which are restatements of other applicable laws and which are designated in these Rules by an asterisk, any rule may be suspended by the affirmative vote of eight members unless there be less than eight members present, in which case the unanimous consent of the members present, but not less than six shall be required. A motion to suspend the Rules is not debatable.*
- Rule 2.3** **Amendment to Rules.** All proposed amendments to the Rules shall be referred to the TIMMA Committee for consideration and recommendation to the Board for adoption.
- Rule 2.4** **Parliamentary Authority.** On any question or point of order not contained in these Rules, the Chair shall issue a ruling.
- Rule 2.5** **Organization and Election of Chair.** Refer to Administrative Code Section 3.1.
- Rule 2.6** ***Meetings and Rules of Procedures.** Refer to Administrative Code Section 5.1.
- Rule 2.7** **Temporary Meeting Place.** In the event of the regular meeting place is unavailable, the Chair shall designate some other appropriate place as its temporary meeting place.
- Rule 2.8** **Special Meetings of the Board.** A special meeting of the Board of Commissioners may be called, subject to the Ralph M. Brown Act, by the Chair.
- Rule 2.9** **Attendance at Meetings.** All members of ~~TIMMA~~the Board shall be in their respective seats at the hour appointed for each regular, special or recessed meeting of the Board or one of its committees. The Clerk shall keep a record of the attendance of the members and shall report such record in the minutes.
- Rule 2.10** ***Quorum.** A majority of the authorized number of members of the Board constitutes a quorum for the transaction of business, and all official acts of TIMMA require the affirmative vote of a majority of the authorized number of members of the Board.
- Rule 2.11** **Rights of the Members Less Than Quorum.** In the absence of a quorum no information may be presented and no official action shall be taken by the members present except to order a call of the Board or committee, to reschedule the same meeting, to recess or to adjourn.
- Rule 2.12** **Call of the Board or Committee.** Whether there be a quorum or not, upon a call of the Board or one of its committees, those absent members shall be sent for by the Board or committee chair and be brought to the Legislative Chamber or to Room 263 for committee meetings by special messengers appointed for the purpose.
- When the Board or one of its committees is under call, no member shall leave the Chamber or Room 263 without an announcement from the Chair or committee chair that the member is excused.

During a call of the Board or one of its committees, when there is a quorum present, business may be transacted as usual, except that no action shall be taken with respect to the matter in connection with which the call was made.

Rule 2.13 **Permission to Leave Meeting.** No member shall leave the Board or committee meeting while in session if the departure would cause the loss of a quorum.

Rule 2.14 ***Power and Duties of Chair and Vice-Chair of the Board.** Refer to Administrative Code Section 3.b.

Rule 2.15 **Permission to Remove Disruptive Persons.** The Board or committee Chair shall possess the power and duty to order removed from the meeting room any person who commits the following acts in respect to a regular or special meeting of the Board or a standing or select committee:

Disorderly, contemptuous or insolent behavior toward the Board or committee or any member thereof, tending to interrupt the due and orderly course of said meeting.

A breach of the peace, boisterous conduct or violent disturbance tending to interrupt the due and orderly course of said meeting;

Disobedience of any lawful order of the presiding officer, which shall include an order to be seated or to refrain from addressing the Board or committee, and

Any other unlawful interference with the due and orderly course of said meeting.

Any person so removed shall be excluded from further attendance at the meeting from which removed, unless permission to attend be granted upon motion adopted by a majority vote of the Board or committee, and such exclusion shall be effected by attendant law enforcement officer or officers upon being so requested by the presiding officer.

Any law enforcement officer or officers on duty and in attendance at the meeting or whose services are requested by the presiding officer shall carry out all orders and instructions given by the presiding officer for the purpose of maintain order and decorum at the Board or committee meeting.

In addition to effecting removal of any person who, in the opinion of the presiding officer, has violated the order and decorum of any meeting, such presiding officer may request any law enforcement officer or officers to place such person under arrest for violation of Section 403 or Section 415 of the California Penal Code, or any other applicable law, and shall cause such person to be prosecuted therefore, the complaint to be signed by such presiding officer.



CHAPTER 3. BOARD RULES AND PROCEDURES

- Rule 3.1** **Call to Order and Roll Call.** The Chair shall preside at all Board meetings, and shall call each regular, adjourned, recessed or special meeting to order at the appointed hour. Immediately after the call to order, the Clerk shall call the roll of the members of ~~TIMMA~~the Board and shall record those members present and shall enter in the minutes the names of those members present as well as those members who arrive subsequent to the first roll call and those absent. In the absence of the Chair, the Vice-Chair shall preside and in the absence of both the Chair and the Vice-Chair, the members present after waiting fifteen (15) minutes from the scheduled onset of the meeting, by an order entered in the minutes, shall elect one of their members to act as Chair pro tempore, who, while so acting, shall have the authority of the Chair. The presiding officer shall proceed with the Order of Business.
- Rule 3.2** **Order of Business.** The normal Order of Business for the Board shall be as follows:
1. Roll Call
 2. Approval of Minutes
 3. Chair's Report
 4. Executive Director's Report
 5. Consent Agenda
 6. Unfinished Business
 7. Introduction of New Items
 8. Public Comment
 9. Adjournment
- Rule 3.3** **Addressing the Board.** When a member desires to address the Board, the member shall either rise in place or raise his or her microphone, address the presiding officer, and when recognized shall proceed to speak, confining discussion to the question before the Board. Members shall not be recognized when away from their seats.
- Rule 3.4** **Member Entitled to Floor.** When two or more members arise at the same time to address the Board, the presiding officer shall designate the member who is entitled to the floor.
- The committee chair, or in his or her absence or forbearance another member of the committee, shall be accorded priority in addressing the Board for the purpose of making a presentation concerning any matter submitted to the Board by the committee.
- Rule 3.5** **Agenda.** Prior to preparation of the agenda, the Executive Director shall review and finalize with the Chair all matters to be considered at the meeting. Any member may request of the Chair in writing ten business days prior to the scheduled Board or committee meeting that an item be included on the agenda. The Chair shall either refer the issue to committee within a reasonable time or advise the member why it will not be scheduled.
- Rule 3.6** **Calling of Items.** The Chair shall decide whether items may be acted upon individually (or grouped) when the question is called, unless a member requests that they be separate.

- Rule 3.7 Reading Titles.** The Clerk may read abbreviated titles of measures on the agenda when the abbreviated working titles will clearly express to the members and to the listening public the nature of the measure.
- Rule 3.8 Introduction of Measures.** Unless provided for by the Administrative Code, the Chair shall decide which items shall be referred to which committee or to the Board. The Executive Director shall prepare a précis of each item to be considered by the Board.
- Rule 3.9 *Measures Not on the Agenda.** Before considering an item of business not on the agenda, the Board shall adopt a motion (i) by majority vote of the full membership of the Board that an emergency exists, as defined in Government Code Section 54956.5; or (ii) by a two-thirds vote of the full membership, or if less than two-thirds of the members are present, a unanimous vote of those members present, determining that there is a need to take immediate action and that the need to take action arose after the agenda was posted (Section 54954.2 of the Government Code).
- Rule 3.10 Action by Motion.** All resolutions, ordinances, parliamentary actions, all recommendations of a committee, actions on matters which concern only the internal functioning of the Board, directives to the staff of TIMMA to perform some specific act in the line of the official duty, adoption of the annual report, inquires, actions of a ceremonial or commemorative nature, and such other actions as may be approved by TIMMA's legal counsel, may be accomplished by motion.
- Unless otherwise provided by these Rules, a motion of a parliamentary nature shall require for adoption the affirmative vote of at least a majority of the authorized number of members of the Board or committee, there being present not less than a quorum.
- *All other motions shall require for adoption the affirmative vote of a majority of all the authorized number of members of ~~TIMMA~~the Board, except as otherwise provided by these Rules, the Code, or other applicable law.
- Rule 3.11 Motions to be Stated and Seconded.** The Clerk shall state all motions prior to debate. All motions are to be seconded unless provided for otherwise in these Rules. The Chair shall acknowledge members as they make motions and seconds.
- Rule 3.12 Motion Not Required.** The Board shall consider, without the necessity for a motion and a second, all measures recommended to the Board by the committee.
- Rule 3.13 Division of the Question.** On the demand of any member, the Chair shall order a question divided if it includes propositions so distinct in substance that one being taken away, one of more substantive proposition shall remain for the decisions of the Board. When divided, each proposition shall then be considered and voted upon separately as if it has been offered alone.
- Rule 3.14 Seriatim Consideration.** When a measure under debate includes points which are ultimately connected, any member may have the matter considered by section or paragraphs. Each section or paragraph may be amended while being considered, and the proposition as a whole shall then be voted upon.
- Rule 3.15 The Previous Question.** The previous question shall only be admitted when called for by three members, and if the motion carries, its effect shall be to terminate all debate on the matter pending, except that the author or mover of the measure, motion or amendment shall have



the right to close and the question under discussion shall thereupon be immediately put to a vote.

It shall require a two-thirds vote of the members present to adopt a motion calling for the previous question.

The previous question shall be put in the following form: "Shall the previous question be now put?"

Rule 3.16 **Withdrawal of Motion.** After the motion has been stated, it shall be in the possession of the Board. Before it is acted upon, a motion may be withdrawn by the mover only with the consent of a majority of the members present.

Rule 3.17 **Reconsideration.** When a motion has been made and carried or lost, it shall be in order for any member voting with the prevailing side to move to reconsider the vote on that question.

To be recorded as having voted with the prevailing side, in order to move to reconsider the vote on any question, a member may change a vote before the result of the roll call has been announced.

Rule 3.18 **Rescind.** When a vote has been taken by the Board and carried or lost, it shall be in order at the same meeting for any member to move to rescind that vote unless something has been done as a result of the vote which is impossible to undo.

Rule 3.19 ***Voting Requirements and Procedure.** *Every member present when a measure is put forth shall vote for or against it unless prohibited from voting by applicable law because of a conflict of interest which shall be disclosed (Section 1090 et seq. of the Government Code, Section 87100 et seq. of the Government Code, and all other relevant laws or regulations).

No member shall be permitted to vote upon a question until the roll is called or before the vote is announced.

*A tie vote on any matter before the Board shall be deemed to be a disapproval.

Rule 3.20 **Vote to be Entered in the Minutes.** After the Board has voted upon any matter, the name of the members who voted for and those who voted against the question shall be entered in the Minutes, and the votes by ayes and noes shall be recorded in the minutes.

Rule 3.21 **Identification, Filing and Indexing.** The Clerk shall assign to all measures appropriate identification. Thereafter, the Clerk shall maintain a legislative record and index of all measures.

Rule 3.22 ***Posting of the Agenda.** The Clerk shall post the agenda not later than 72 hours before any regularly scheduled Board meeting and 24 hours before any special meeting (Sections 59454.2, 54956 of the Government Code).

In the case of a rescheduled meeting, notice of the rescheduled new meeting shall be posted outside Room 244 of City Hall.

Rule 3.23 **Minutes.** Minutes will be kept of each regular and special meeting by the Clerk, except for closed sessions.

Rule 3.24 ***Meetings to Be Public.** Every Board meeting shall be open to the public except that the Chair may order a meeting to be held in the closed session for consideration of matters permitted

to be discussed in closed session by State law (Section 54957 et seq. of the Government Code).

Rule 3.25

***Public Comment.** Any member of the public is entitled to comment on any matter on the agenda before it is acted on by the Board. In addition, an agenda item at each Board meeting shall provide an opportunity for members of the public to directly address the Board on items of interest to the public which have not been discussed earlier in the meeting that are within the subject matter jurisdiction of TIMMA. Members of the public may address the Board for up to three minutes or for such number of minutes as set by the Chair. The Chair may limit the total testimony to 30 minutes (Section 54954.3 of the Government Code).



CHAPTER 4. COMMITTEE RULES AND PROCEDURES

- Rule 4.1** **Call to Order and Roll Call.** The committee chair shall preside at all committee meetings, and shall call each regular, adjourned, recesses or special meeting to order at the appointed hour. Immediately after the call to order, the Clerk shall call the roll of the committee members and shall record those members present and shall enter in the minutes the names of those members present as well as those members who arrive subsequent to the first roll call and those absent. In the absence of the committee chair, the Vice-Chair shall preside. The presiding officer shall proceed with the Order of Business.
- Rule 4.2** **Order of Business.** The normal Order of Business for committees shall be as follows:
1. Roll Call
 2. Approval of Minutes
 3. Consent Agenda
 4. Unfinished Business
 5. Introduction of New Items
 6. Public Comment
 7. Adjournment
- Rule 4.3** **Standing Committees, General Rules.** The standing committees of ~~TIMMA~~ the Board and the matters to be referred to each are set forth in the Administrative Code. Select committees may be established as provided in Section 5.2 of the Administrative Code.
- Committee members shall be noticed and agendized as both committee meetings and special board meetings. Any member of the Board who is not a member of an assigned committee may join with the members of the said committee in its deliberations, however, only members of said committee shall be entitled to vote, except that the Chair may vote as provided in Rule 4.5 below, on such matters in committee. If a quorum of the committee is present the meeting shall be convened as a committee meeting. If a quorum of the Board is initially present at a committee meeting, or if a quorum of the Board is present at any time during the meeting, the committee meeting shall be convened (if a quorum of the Board is initially present), or recessed and reconvened (if a quorum of the Board is present at any other time during the meeting) and constitute a special meeting of the Board. The Clerk shall record it in the minutes, and discussion shall be limited to items noticed on the agenda.
- In the event that the scope of committee assignments may be conflicting, overlapping, ambiguous, or not stated, the Chair shall determine and designate which committee shall have jurisdiction over a particular matter.
- Rule 4.4** ***Committee Chair.** The committee chairs will be appointed by the Chair at the beginning of each year (Section 3 (b) of the Administrative Code).
- Rule 4.5** ***TIMMA Chair as Non-Voting, Ex-Officio Member.** The Chair of TIMMA shall be eligible to be appointed and to serve on each TIMMA Committee established under this Rule as a voting, regular member. If not appointed as a regular member of a Committee, the Chair shall serve

as a non-voting, ex-officio member, except that the Chair shall serve as a voting member when his or her presence is necessary in order to constitute a quorum. The majority of the authorized number of members of a committee shall constitute a quorum for the transaction of business, and all official acts of a committee shall require the affirmative vote of a majority of the authorized number of members of the committee. In the case of a tie vote in any TIMMA committee, the TIMMA Chair, if present but not acting as a voting member, may cast the deciding vote. If the Chair's presence as a nonvoting ex-officio member causes a majority of the members of the full Board to be present, the committee meeting shall be recessed, if necessary, and the meeting convened or reconvened as a special Board meeting. See Rule 4.3.

- Rule 4.6** **Time of Meeting.** Every committee shall meet at the time set by the Chair, committee chair at the beginning of his or her appointment, or a majority of the committee, in that order of priority. Whenever a meeting falls on a holiday or a quorum does not result, the meeting shall be rescheduled at the discretion of the committee chair.
- Rule 4.7** **Meeting Frequency.** The regular schedule of the standing committee meetings shall provide for meeting at least once a month for each of the committees, except during recess and for committees which meet only at the call of the Chair.
- Rule 4.8** **Agenda.** Prior to preparation of an agenda, the Executive Director shall review and finalize with the committee chair all matters to be considered at the meeting.
- Rule 4.9** **Calling of Items.** The committee chair shall decide whether items may be acted upon individually (or grouped) when the question is called, unless a member requests that they be separate.
- Rule 4.10** **Reading the Titles.** The Clerk may read abbreviated titles of measure on the agenda when the abbreviated wording will clearly express to the members and to the listening public the nature of the measure.
- Rule 4.11** **Introduction of Measures.** The Executive Director shall prepare a précis of each item to be considered by the committee.
- Rule 4.12** ***Measures Not on the Agenda.** Before considering an item of business not on the agenda, the committee shall adopt a motion (i) by majority vote of the full membership of the committee that an emergency exists, as defined in Government Code Section 54956.5; or (ii) by the two-thirds vote of its members, or if less than two-thirds of the members are present, by a unanimous vote of those members present, determining that there is a need to take immediate action and that the need to take action arose after the agenda was posted (Section 54954.2 of the Government Code).
- Rule 4.13** **Action by Motion.** All resolutions, ordinances, parliamentary actions, all recommendations of a committee, actions on matters which concern only the internal functioning of the Board, directive to the staff to perform some specific act in the line of official duty, adoption of the annual report, inquiries, actions of ceremonial or commemorative nature, and such other actions as may be approved by TIMMA's legal counsel, may be accomplished by motion.
- Rule 4.14** **Motion to be Stated.** The Clerk shall state all motions prior to debate. No motion in the committee shall require a second. The committee chair shall acknowledge members as they make motions.



- Rule 4.15** **Division of the Question.** On the demand of any member, the committee chair shall order a question divided if it includes propositions so distinct in substance that one being taken away, one or more substantive propositions shall remain for the decision of the committee. When divided, each proposition shall then be considered and voted upon separately as if it has been offered alone.
- Rule 4.16** **Seriatim Consideration.** When a measure under debate includes points which are ultimately connected, any member may have the matter considered by sections or paragraphs. Each section or paragraph may be amended while being considered, and the proposition as a whole shall then be voted upon.
- Rule 4.17** **Withdrawal of Motion.** After the motion has been stated it shall be in the possession of the committee. Before it is acted upon, a motion may be withdrawn by the mover only with the consent of a majority of the members present.
- Rule 4.18** **Reconsideration.** When a motion has been made and carried or lost, it shall be in order for any member voting with the prevailing side to move to reconsider the vote on that question.
To be recorded as having voted with the prevailing side, in order to move to reconsider the vote on any question, any member may change a vote before the result of the roll call has been announced.
- Rule 4.19** **Rescind.** When a vote has been taken by a committee and carried or lost, it shall be in order at the same meeting for any member to move to rescind that vote unless something has been done as a result of the vote which is impossible to undo.
- Rule 4.20** ***Voting Requirements and Procedure.** Every member present when a motion is put forth shall vote for or against it unless prohibited from voting by applicable law because of a conflict of interest which shall be disclosed (Government Code Section 1090 et seq., Government Code Section 87100 et seq. and all other relevant laws and regulations).
No member shall be permitted to vote upon a question until the roll is called or before the vote is announced.
A tie vote on any matter before the committee shall be deemed to be a disapproval.
- Rule 4.21** **Vote to be Entered in the Minutes.** After the committee has voted upon any matter, the names of the members who voted for and those who voted against the question shall be entered in the Minutes, and the votes by ayes and noes shall be recorded in the Minutes.
- Rule 4.22** **Identification, Filing and Indexing.** The Clerk shall assign to all measures appropriate identification. Thereafter, the Clerk shall maintain a legislative record and index of all measure.
- Rule 4.23** **Minutes.** Minutes will be kept of each regular and special meeting by the Clerk, except for closed sessions.
- Rule 4.24** ***Posting of Agenda.** The Clerk shall post the agenda not later than 72 hours before a regularly scheduled committee meeting or 24 hours before a special meeting is scheduled (Sections 54954.2, 54956 of the Government Code).
- Rule 4.25** ***Public Comment.** Any member of the public is entitled to comment on any matter on the agenda which is within the subject matter jurisdiction of TIMMA before it is acted on by the committee. In addition, an agenda item at each committee meeting prior to

adjournment shall provide an opportunity for members of the public to directly address the committee on items of interest to the public which have not been discussed earlier in the meeting that are within the subject matter jurisdiction of TIMMA. Members of the public may address the committee for up to three minutes or for such number of minutes as set by the Chair. The committee chair may limit the total testimony to 30 minutes (Section 54954.3 of Government Code).

**CHAPTER 5. MISCELLANEOUS**

- Rule 5.1** **Conduct of Members.** No member in debate shall, directly or indirectly, by any form of words impute to another member or to other members any conduct or motive unworthy or unbecoming to a member.
- Rule 5.2** **Honors issued by the Board of Commissioners.** The Board may issues honors in the following categories for TIMMA-related activities:
1. Engrossed Resolutions. Such resolutions shall be prepared for members leaving office; TIMMA staff leaving the service after at least ten (10) years of service with TIMMA; and Mayors, members of Congress, and members of the State Legislature upon leaving office.
 2. Certificate of Honor. Each member of the Board is authorized to be issued up to five Certificates of Honor a year on behalf of the Board without further Board action in accordance with the following procedure.
 - a) No certificates shall be issued to a person or entity which has received a certificate within the previous twelve months.
 - b) Each member desiring to issue a Certificate of Honor shall provide the name of the proposed recipient to the Clerk who will advise other members of the request.
 - c) During the two business days following the provision of the name, other members may indicate their desire to join in on sponsoring the certificate. The primary sponsor shall then permit the additional members to sign the certificate.
 3. Letters of Recommendation. Each member of the Board is authorized to issue Letters of Recommendation in the name of the Board without limit as to number.
 4. The Executive Director shall, after consultation with the Chair, prescribe the form for each of these honors, and shall facilitate the preparation of such certificates and letters by the staffs of individual members.
 5. The Board shall be advised at its regularly scheduled meeting on any engrossed resolutions, certificates of honor or letters of recommendation awarded since the last Board meeting.

* See Rule 2.2.



FISCAL POLICY

I. INTRODUCTION

The Fiscal Policy is designed to guide decisions pertaining to internal fiscal management, including day-to-day operations, annual budget development and any revenues requirements of the Treasure Island Mobility Management Agency (TIMMA). It is intended to be consistent with TIMMA's adopted Administrative Code, the Treasure Island Transportation Program, federal and state regulations, and general prudent accounting and financial management practices.

II. SCOPE AND AUTHORITY

The Fiscal Policy applies only to the operations of TIMMA. Overall policy direction shall be the responsibility of the TIMMA Board (Board). Responsibility for implementation of the Policy, and day-to-day responsibility and authority for structuring, implementing, and managing TIMMA's policies, goals, and objectives, shall lie with the Executive Director. This Policy will be reviewed and updated as required or deemed advisable at least once every three years. Any changes to the policy are subject to approval by the Board at a public meeting.

III. ANNUAL BUDGET PROCESS

The Board shall adopt an Annual Budget by the beginning of each fiscal year. The purpose of the Annual Budget is to provide management guidance and control over disbursement of TIMMA's revenues in accordance with the goals and objectives as determined by the Board and as set forth in other policies. TIMMA's fiscal year extends from July 1 of each calendar year through June 30 of the following calendar year. The sections below further define the process involved in the development of the final budget.

A. PREPARATION AND REVIEW OF A DRAFT BUDGET

The Executive Director is charged with responsibility for the preparation of a draft budget for each fiscal year. The draft budget will consist of line items for Revenues, including investment income, and Administrative Operating Expenses, as applicable. The draft budget may also include other functional categories as deemed appropriate.

B. PUBLIC REVIEW OF DRAFT BUDGET

The draft budget shall be presented at a public hearing at a publicly noticed TIMMA meeting prior to being approved by the Board. Notice of the time and place of the public meeting shall be published pursuant to Sections 6060 and 6061 of the California Government Code ~~no later than the 15th day prior to the day of the hearing, and the draft budget shall be available for public inspection at least 15 days prior to the hearing.~~

C. ADOPTION OF A FINAL BUDGET

As established by the Administrative Code, the TIMMA Committee (Committee) shall be responsible for review of the proposed overall operating and capital budget of TIMMA. The Committee shall set the budget parameters (spending limits) by budget line item as detailed in Section III.A. Preparation and Review of a Draft Budget, and shall recommend adoption of the draft budget to the Board.



The final budget for a given fiscal year shall be approved and adopted by resolution of the Board by June 30 of the prior fiscal year. If TIMMA is unable to adopt a final budget by June 30, it must adopt a resolution to continue services and payment of expenses. The continuing resolution shall include a date certain by which the annual budget will be adopted.

D. AMENDMENTS TO THE ADOPTED BUDGET

Except as otherwise provided in this section, the adopted final budget is not subject to further review or reopener after the Board resolution has passed. The adopted final budget may be amended during the fiscal year to reflect actual revenues and expenses incurred to the date of amendment during the fiscal year. Amendments to the budget will be presented at a publicly noticed TIMMA meeting prior to being approved by the Board. The Executive Director shall be responsible for proposing amendments to the adopted final budget; the Committee shall be responsible for review of the proposed amended adopted final budget, and for making a recommendation regarding the amended final budget to the Board. The amended final budget shall be adopted by Board resolution.

IV. BUDGET REQUIREMENTS

A. ADMINISTRATIVE OPERATING EXPENSES

Administrative operating expenses include all expenses related to the operations and maintenance of TIMMA, including, among others, staff salaries, staff benefits, office lease costs, equipment rental, supplies, and travel. Specific requirements with respect to certain budgeted expenses are set forth below.

1. EMERGENCY EXPENDITURES

The Executive Director is authorized to exceed the overall administrative operating expense line items by up to seventy-five thousand dollars (\$75,000), for the actual cost of emergency expenditures that are made to protect the health, safety, and welfare of the agency or the public, or to repair/restore damaged/destroyed property for TIMMA. The Executive Director shall submit a report to the Committee within thirty (30) days of the emergency explaining the necessity of the action, a listing of expenditures, and future recommended actions.

2. PETTY CASH

A petty cash revolving account in the amount of one thousand dollars (\$1,000) may be established and maintained by the Executive Director for the purposes of paying miscellaneous expenses of TIMMA. Individual expenditures may not exceed two hundred and fifty dollars (\$250). Such miscellaneous expenses include ~~but are not limited to,~~ outside photocopying expenses, office supplies, meeting and travel expenses, and other practical expenses as determined by the Executive Director to be necessary ~~and or~~ convenient for proper administration. The Executive Director is authorized from time to time to seek reimbursement of this account to the maximum balance by allocation from the operating budget.

B. CAPITAL EXPENDITURES

Capital Expenditures shall be listed as a single line item.



C. OTHER FUNCTIONAL CATEGORIES

The Executive Director may designate other functional categories as deemed appropriate or necessary.

V. REPORTING REQUIREMENTS

The Executive Director shall report to the Committee at least on a quarterly basis on TIMMA's actual expenditures, budgetary performance, authorized variances that have been implemented pursuant to this Fiscal Policy. The Committee shall cause TIMMA's financial transactions and records to be audited by an independent, certified public accountant firm at least annually and a report to be submitted to the Board on the results of the audit.

VI. PROCUREMENT OF GOODS AND SERVICES

It shall be the policy of TIMMA to competitively bid the procurement of goods and services. Procurements in amounts greater than seventy-five thousand dollars (\$75,000) shall require a formal bid process including advertising requests for bids and/or proposals in appropriate local newspapers or other media outlets. Formal procurement of supplies, equipment, and materials in excess of \$75,000 shall be awarded to the lowest responsible bidder after competitive bidding, except in an emergency declared by the vote of two-thirds of the voting membership of TIMMA, or, if after rejecting bids received, TIMMA determines and declares by a two-thirds vote of all of its voting members that, in its opinion the supplies, equipment or materials may be purchased at a lower price in the open market.

Procurements of supplies, equipment, and materials in amounts equal to or less than \$75,000 shall be awarded to the lowest responsive bidder following an informal competitive bid process.

The selection of professional services, such as legal, financial advisory, private architectural, landscape architectural, engineering, environmental, land surveying, or construction project management firms, shall be on the basis of demonstrated competence and on the professional qualifications necessary for the satisfactory performance of the services required in accordance with TIMMA's Procurement Policy.

All procurement transactions, regardless of dollar value and regardless of whether by sealed bid, informal quote, or by negotiation, shall be conducted in a manner that promotes free and open competition.

A. DISADVANTAGED BUSINESS ENTERPRISE REQUIREMENT

Any procurement whether formal or informal shall comply with TIMMA's applicable non-discrimination, disadvantaged/minority/local/small/women-owned business and other applicable contracting policies in place at the time of procurement.

B. CONFLICT OF INTEREST

Commissioners, staff, or agents of TIMMA shall not participate in the selection or in the award or administration of a contract if such participation would result in a conflict of interest, real or apparent, as defined by state statute and applicable case law. Commissioners, staff or agents shall not solicit or accept gratuities, favors or anything of monetary value from contractors, potential contractors or parties to sub-agreements.



C. CONTRACTS

Approval of the Board is required prior to the execution of any contract for the procurement of goods or professional services that authorizes payments that in the aggregate exceed seventy-five thousand dollars (\$75,000) in a fiscal year. The Executive Director is authorized to approve and execute all such contracts that authorize payments not in excess of \$75,000 per fiscal year, provided that the amounts are consistent with the adopted final budget, as amended in accordance with this Policy for the current fiscal year or, in the event that the contract was not completed in a single fiscal year, the contiguous fiscal year(s). The Executive Director is authorized to amend contracts to extend time, to add or delete tasks of similar scope and nature, and to increase or reduce the total amount of the contract. The Executive Director may execute such amendments without prior Board approval, if the amount of the amendment does not exceed \$75,000 and so long as the amendment is consistent with the adopted final budget.

No contractual obligations, administrative or capital, shall be assumed by TIMMA in excess of its ability to pay, as defined by the adopted final budget. All expenditures shall comply with all federal, state, and local statutory and other legal restrictions placed on the use of said funds.

TIMMA shall establish contracts for banking and investment services.. Said contracts shall include provisions for the receipt, maintenance, investment and disbursement of funds, and ongoing financial data reports as required by TIMMA.



TRAVEL, CONFERENCE, TRAINING AND BUSINESS EXPENSE REIMBURSEMENT POLICY

I. PURPOSE AND GENERAL POLICY

- A. Purpose.** This document establishes a set of policies relating to travel, conference, training and business expenses, and establishes procedures for reimbursement of eligible Treasure Island Mobility Management Agency (TIMMA) Commissioners and staff, including loaned staff, herein referred to as TIMMA personnel, for such expenses. These rules and guidelines are designed to safeguard public funds and to ensure TIMMA and its personnel are using the most economical and well-documented procedures in a consistent manner.
- B. General Policy.** TIMMA recognizes that in some instances it is necessary and/or convenient for authorized TIMMA personnel to incur expenses for travel, training and other business purposes in connection with the official business of TIMMA. Additionally, TIMMA recognizes the benefit of attendance at meetings, conferences and other functions which advance professional knowledge and provide opportunities to exchange information related to transportation, government operations and issues. The policy of TIMMA is to pay or reimburse TIMMA personnel for such expenses, travel and fees that a reasonable and prudent person would incur when traveling on official business and which serve a TIMMA purpose and are deemed necessary and/or advantageous to TIMMA.
- C. Limitations.** Travel and meeting expenditures shall not exceed the approved budget, except with justification and documentation, and shall be consistent with associated policies established by TIMMA. Eligible TIMMA personnel are entitled to claim reimbursement for actual, reasonable and necessary expenses for eligible expenses incurred in the discharge of their official duties, subject to the limitations set forth herein.

II. ELIGIBILITY

- A. Eligible Personnel.** Expenses are authorized for TIMMA personnel. Travel expenses may be authorized for the purpose of conducting business on behalf of TIMMA, including employment interviews.
- B. Eligible Travel Expenses.** The following expenses are eligible for reimbursement in connection with authorized TIMMA business, travel, conferences, meetings, and training, subject to the restrictions identified in this policy. Travel expenses are subject to review by the Deputy Director for Finance and Administration and will only be approved if deemed reasonable and proper. Reimbursements shall be for actual expenditures (receipts required for expenses greater than \$25) for amounts not to exceed the per diem rates and allowances established by the General Services Administration (GSA) and/or United States Department of Defense (USDOD) as appropriate¹:
1. Meals;
 2. Lodging;

¹ Per diem is an allowance for lodging (excluding taxes), meals and incidental expenses. The GSA establishes per diem rates for destinations within the Continental United States. The United States Department of State establishes the foreign rates.



3. Transportation charges (including commercial carrier fares, rental car charges, private car mileage allowances, parking, bridge and road tolls, and necessary taxi, transportation network company or public transit fares); and
4. Miscellaneous expenses:
 - a. Local and long distance business telephone calls, faxes and internet access by the most economical practicable commercial service, ~~subject to review by the Deputy Director for Finance and Administration and only approved if deemed reasonable and proper;~~
 - b. Registration fees for attending conferences, seminars, conventions, meetings, or other training of professional societies or community organizations;
 - c. Tips to porters, baggage carriers, bellhops, hotel staff, and stewards or stewardesses, ~~not to exceed \$2 per bag;~~
 - d. Purchase of necessary training or conference materials or supplies;
 - e. Business expenses in connection with the preparation of clerical or official reports while on training or travel status; and
 - f. Unforeseen or unusual expenses which are justified, necessary and substantiated.
- C. **Non-Eligible Travel Expenses.** TIMMA personnel are not eligible to claim reimbursement for the following items:
 1. Personal telephone calls;
 2. Alcoholic beverages and entertainment expenses;
 - ~~2.3.~~ 3. Constructive expenses, which are those which might have been incurred for TIMMA business but were not; such as:
 - a. if two individuals traveled together to a meeting in one car and each claimed full transportation costs, then one would be making a “constructive” claim; or
 - b. if an individual on a trip stayed with friends or relatives, it would be “constructive” to claim a lodging expense.
 - ~~3.4.~~ 4. Expenses which are excessive or unreasonable as determined by the Deputy Director for Finance and Administration ~~TIMMA~~.
- D. **Expense Limitations.** Reimbursement of costs shall be based on the minimum number of days and hours required to transact TIMMA business. Costs incurred due to early or late arrival shall be at the traveler’s expense unless it is shown that the savings in airfare outweighs other costs. In that event, it is up to the traveler’s discretion as to whether he or she wishes to take advantage of the reduced airfare by traveling at an earlier/later date.
- E. **Cash Advance.** Cash advances may be requested to cover anticipated travel expenses for out-of-area or overnight travel if requested a minimum of ten working days before departure. Cash advances shall not be less than \$100 nor more than the estimated expenses listed on the approved travel authorization form. Advances must be refunded immediately when an authorized trip is canceled or indefinitely postponed.



III. TRAVEL AUTHORIZATION

- A. Approval.** Before any TIMMA paid or reimbursed overnight or out-of-area travel may take place, TIMMA personnel must first submit a travel authorization form to their supervisor for approval, who will forward the approved form to the Deputy Director for Finance and Administration to verify that sufficient funds are available in TIMMA's budget for the travel. The Deputy Director for Finance and Administration will forward the approved form to the Executive Director for final approval. TIMMA Commissioners must submit the travel authorization form to the Executive Director for pre-approval. The Executive Director is authorized to approve travel requests for TIMMA personnel consistent with this policy. The Executive Director will inform the Chair of the Finance Committee and the Chair of the TIMMA Board of all Commissioner travel requests in excess of \$5,000. All travel requests must be approved in advance, prior to incurring any reimbursable expenses.
- B. Local Travel.** Local travel, which does not involve overnight travel, can be reimbursed by TIMMA without pre-verification of travel funds availability but staff shall obtain verbal approval from their respective supervisor and the Executive Director. If overnight travel is necessary, a travel authorization form shall be submitted prior to incurring reimbursable expenses.
- C. Out-of-Area Travel.** Out-of-area travel is defined as 50 miles or more beyond the San Francisco city limits.
- D. Travel Authorization Form.** The travel authorization form shall list the destination, purpose and justification for the trip, departure and return dates, and the estimated costs for transportation, meals, lodging, registration, and other expenses.

IV. PROCEDURES FOR CLAIMING EXPENSE REIMBURSEMENT

- A. Expense Report.** Any reimbursement for expenses incurred on behalf of TIMMA shall be claimed on an expense report. Expense reports shall be submitted within 45 days of incurring the expenses, and the reports shall be accompanied by adequate documentation supporting the expenses.

The total amount of all expenses pertaining to a particular trip should be accounted for the traveler on an expense report form. If the total actual cost of a trip exceeds the amount listed on the travel authorization form, justification and documentation of the excess cost must be provided. In the absence of a satisfactory explanation, any amount in excess of the estimated cost approved on the travel authorization form shall not be allowed. If the cash advance exceeds the actual reimbursable expense, then the traveler shall immediately return the excess amount with the expense report.

- B. Nature of Claim.** Claims must be for actual and necessary expenses consistent with this document; not for "constructive" expenses.
- C. Per Diem Adjustments.** Per diem claims will be adjusted, using the appropriate per meal rate, in those instances where meals are provided gratis or as part of a registration or any other fee claimed on the expense report.
- D. Required Information.** Each claim must clearly indicate the date, nature of expense and amount for which reimbursement is being claimed.



- E. Receipts.** Receipts or proof of payment must be submitted with the claim to substantiate expenditures for public carrier fares, rental cars, lodging (indicating the single rate), meals, conference or seminar registration fees, and for any unusual items or items not specifically related to travel. Claims must be recorded and certified on an expense report. For any official business in-transit travel destination, TIMMA personnel must provide a receipt and narrative to substantiate claimed travel expenses for lodging and a receipt for any authorized expenses incurred costing over \$25. Itemized receipts shall be obtained and submitted with the expense report. If a receipt cannot be obtained or has been lost for expenses greater than \$25, a statement to that effect shall be made on the expense report and the reason given. In absence of a satisfactory explanation, the amount involved shall not be allowed.
- F. Commissioner Reports.** TIMMA Commissioners attending a meeting, conference, or training at the expense of TIMMA shall provide a brief written and oral report of such at the next regular Board meeting of TIMMA. The report must include a statement of how the Commissioner's attendance has an impact on, or was associated with, TIMMA business, and include any materials distributed at the meeting, conference, or training that could be helpful to other Commissioners.
- G. Expenses Not Covered by TIMMA Policy.** In the event where an expense does not qualify for reimbursement under this policy, to be reimbursable, the expense shall be approved by the TIMMA Board, in a public meeting before the expense is incurred, unless the expense is related to lodging in connection with a conference or organized educational activity conducted in compliance with California Government Code s. 54952.2(c), including but not limited to ethics training required by Article 2.4 (commencing with §. 53234) of the Government Code. ~~Lodging costs shall not exceed the maximum group rate published by the conference or activity sponsor, provided that the lodging at the group rate is available to the member of a legislative body at the time of booking. If the group rate is not available, the member of a legislative body shall use comparable lodging that is consistent with the requirements of this policy.~~

V. PREPAYMENT OF CONFERENCE/SEMINAR/TRAINING FEES

All requests for prepayment of conference/seminar/training will be submitted for approval a minimum of ten working days in advance of the conference/seminar/training, unless reasonable justification is provided. If the ten-day requirement cannot be met, TIMMA personnel may personally pay registration fees and other expenses at their own risk and seek reimbursement on the expense report.

VI. MEAL EXPENSE

- A. General.** TIMMA personnel may incur expenses for the purchase of meals for persons not employed by TIMMA, with whom TIMMA is transacting business. The name and business affiliation of the person, as well as the purpose of the business meeting, must be included in the expense report. The maximum per-person expenditure shall not exceed a reasonable amount under the particular circumstances and shall not exceed the per diem amount established by the GSA or USDOD as appropriate. Actual costs shall include reasonable and customary gratuities, but not the cost of alcoholic beverages. All such expenditures for personnel must be approved in advance by the Executive Director.



- B. Restrictions.** The purchase of non-travel-related meals is authorized only when TIMMA personnel are required, and where approved in advance by the Executive Director in the following circumstances:
1. to attend a breakfast, lunch or dinner meeting concerning TIMMA business affairs because of the official position or duties of the individual;
 2. to attend a meeting between Commissioners and staff when required to conduct TIMMA business outside of normal business hours;
 3. to attend consecutive or continuing morning and afternoon and night sessions of a TIMMA, Board of Supervisors, city council, commission, district or other public agency meeting to cover an agenda;
 4. to act as host for official guests of TIMMA, such as members of examining boards, official visitors, and speakers or honored guests at banquets or other official functions; and
 5. to attend off-site training events (training workshops, seminars, and retreats) and ready access to reasonably priced meals is not available. The Executive Director may elect to either provide meals to the attendees or authorize individuals to purchase their own meals and claim reimbursement in accordance with provisions of this document.
- C. Local Area Meals.** Reimbursement for personnel meals in the local area must be associated with TIMMA business and must be approved in advance by the Executive Director. Meal expenses incurred prior to authorization will be at the risk of the personnel. Meals should not exceed the per diem rates and allowances established by the GSA or USDOD as appropriate. Unusual costs must be justified in writing.
- D. Out-of-Area Meals.** Reimbursement for personnel meals during periods of approved trips out-of-area must be approved on the travel authorization form. Reimbursement for out-of-area meals will be based on either actual costs, for which receipts must be provided for expenditures exceeding \$25, and in accordance with the per diem of the federal standard meal allowance including single day and total trip meal rates, as established by the GSA or USDOD as appropriate. Unusual costs must be justified in writing.
- E. Special Functions.** Reimbursement for meals at special functions, such as banquet meals at authorized conferences, professional meetings, or special events or functions, may be eligible for reimbursement at rates different than the per diem allowances. Eligibility for such reimbursements is based on a pre-approval by the Executive Director, or the TIMMA Board in accordance with this policy.

VII. LODGING EXPENSES

Reimbursement is allowable for single-room lodging expenses associated with attendance at out-of-area conferences or meetings. The cost of a single room will be reimbursed when travel exceeds the day's duration. Where available, government and group rates must be requested. No reimbursement is authorized for overnight accommodations within the nine Bay Area counties of Alameda, Contra Costa, Marin, Napa, San Francisco, San Mateo, Santa Clara, Solano and Sonoma unless prior authorization is granted.

TIMMA personnel will be expected to be prudent in the choice of lodging and will submit proper documentation to justify the expense. The Executive Director will approve the lodging as part of the



approval of the travel request, and reserves the right to determine which lodging is prudent, based on economic, comfort, safety, and reasonability considerations. If lodging is required in connection with a conference or activity, ~~the lodging costs shall not exceed the maximum group rate published by the sponsor of the conference.~~ lodging shall be at the location where the conference or activity is being held. Lodging costs shall not exceed the maximum group rate published by the conference or activity sponsor, provided that the lodging at the group rate is available at the time of booking. If the group rate is not available and the hotel has no remaining vacancies, comparable lodging that is consistent with the requirements of this policy shall be used. No lodging shall be reimbursed on the final day of a conference or activity unless reasonable justification is provided or unless authorized by the Executive Director.~~If no group rate is available at the time of booking, TIMMA will reimburse its personnel for lodging up to the rates established by the GSA or USDOD as appropriate.~~

VIII. MEANS OF TRANSPORTATION

A. General. All travel must utilize the most efficient, direct and economical mode of available transportation. TIMMA personnel shall use government and group rates offered by providers of transport where available. If for personal convenience, TIMMA personnel travel an indirect route and travel is interrupted, any resulting extra expense will be borne by the individual except for reasons beyond the control of the individual. For personnel, any resulting excess travel time, except where beyond the control of the personnel, will not be considered work time, but will be charged the appropriate type of leave.

Charges or loss of refunds resulting from failure to cancel reservations in accordance with the carrier's rules and time limits will not be reimbursed, unless it can be shown that such failure resulted from circumstances beyond the control of TIMMA personnel.

Unused portions of transportation tickets are subject to refund and, when purchased by TIMMA, the individual traveler is responsible to see that they are turned in promptly to secure such a refund.

B. Local Travel. TIMMA personnel are encouraged to make optimum use of available public transit services and carpooling for local area travel. The following modes of transportation are to be used in the following priority:

1. Public transportation;
2. Privately-owned motor vehicles; ~~and~~
3. Taxis, cabs, or transportation network companies; and
- ~~3-4.~~ Rental cars, after exhausting all other available options.

C. Air and Rail Travel. ~~TIMMA Personnel shall use Air coach class (or similar reduced fare equivalent accommodations) shall be used for air and rail travel if it is available whenever possible. Any additional fees for seat location upgrades, seat spacing upgrades, or preferential boarding will not be reimbursed unless documentation is provided that there were no other reasonable options available and unless authorized by the Executive Director for special circumstances (e.g. physical or medical conditions). All reasonable fare reductions or reduced fare flights as appropriate shall be utilized.~~



D. Automobiles

1. Privately-owned Automobile for Official Business

- a. In instances where TIMMA personnel use their private automobiles for transportation between their normal work location and other designated work locations (e.g., the site of a meeting), TIMMA personnel may be reimbursed for such mileage based upon the standard mileage rate as established by the GSA. When actual mileage exceeds by 10% the reasonable distance between points, TIMMA personnel must justify such excess. Inability to do so will result in the reimbursement being based on mileage for the most direct route. Mileage rate of reimbursement will be adjusted as required. Mileage reimbursement for out-of-area trips shall not exceed the cost of the most efficient and economical direct air rate. TIMMA personnel who use their privately-owned motor vehicles for transportation while on official TIMMA business must carry at least the minimum automobile liability insurance for privately-owned motor vehicles as required by the State of California. Reimbursement for this minimum automobile liability insurance coverage shall not be allowed. When using privately-owned motor vehicles, TIMMA personnel will not be reimbursed for any damages that may occur.
- b. Charges for ferries, bridges, tunnels, or toll roads will be allowed. Reasonable charges will also be allowed for necessary parking.
- c. Property damage to the automobile owned by TIMMA personnel incurred without fault or cause of the traveler shall be reimbursed in an amount up to \$250 or the amount of the deductible on the traveler's auto insurance policy, whichever is the lesser amount, for each accident. TIMMA will assume an assignment of subrogation rights up to the amount expended, for recovery of such sums from third parties, known or unknown at the time of such payment.
- d. In order to be paid mileage for travel which originates other than at the normal work location, the mileage must be in excess of that normally driven from the traveler's residence to and from the normal work location. The requesting traveler will include justification in attach an explanation to the expense report. In the absence of ~~a~~ justification ~~explanation~~, the mileage expense shall not be allowed.

2. Rental Automobiles

- a. Rental automobiles may be used when such rental is considered to be more advantageous to TIMMA than the use of other means of transportation. Advance reservations should be made whenever possible and TIMMA personnel are expected to be prudent in the selection of an automobile model.
- b. The traveler must obtain full collision coverage. Any additional charge for this coverage will be allowed for reimbursement.
- c. Charges for ferries, bridges, tunnels, or toll roads will be allowed. Reasonable charges will also be allowed for necessary parking.

E. Other Modes of Transportation. Limousine, ~~and~~ taxi and transportation network company fares will be allowed for travel where public transportation is not practical or available. Examples may include, but are not limited to, travel between transportation terminal and hotel, between hotel and place of business, and between places of business.



F. **Reimbursement.** Unless otherwise provided above, TIMMA will reimburse its personnel for transportation at the rates established by the GSA or USDOD as appropriate.

IX. BAGGAGE

Charges incurred for excess baggage will be reimbursed if justified as necessary for the purpose of the trip. An explanation of the circumstances and payment receipts must accompany the claim for reimbursement. Charges for checking and handling of baggage, including reasonable and customary gratuities (~~\$2 per bag/package~~) will be allowed.

RESOLUTION ADOPTING THE TREASURE ISLAND MOBILITY MANAGEMENT
AGENCY FISCAL YEAR 2016/17 ANNUAL BUDGET AND WORK PROGRAM

WHEREAS, Pursuant to the Treasure Island Mobility Management Agency's (TIMMA's) Fiscal Policy (Resolution 15-01), TIMMA shall adopt an annual budget each year; and

WHEREAS, The purpose of the Annual Budget is to provide management guidance and control over disbursement of TIMMA's revenues in accordance with the goals and objectives as determined by the TIMMA Board and as set forth in other policies; and

WHEREAS, TIMMA's fiscal year extends from July 1 of each calendar year through June 30 of the following calendar year; and

WHEREAS, The proposed Fiscal Year (FY) 2016/17 Annual Budget includes projections of revenues, projections of operating and administrative costs, and professional services expenditures, as well as a description of TIMMA's proposed Work Program for the coming fiscal year; and

WHEREAS, Total revenues are projected to be \$1,081,191 from the Treasure Island Development Authority and Transportation Authority, and total expenditures are projected to be \$1,081,191 from technical professional services, personnel and non-personnel costs; and

WHEREAS, The TIMMA program revenue for FY 2016/17 covers the full cost of all Transportation Authority activities in support of TIMMA; and

WHEREAS, The TIMMA work program continues to advance the Treasure Island Transportation Implementation Plan, which provides a vision and strategies for a sustainable transportation system for Treasure Island; and

WHEREAS, TIMMA's FY 2016/17 Annual Budget and Work Program was included in the San Francisco County Transportation Authority's FY 2016/17 Annual Budget and Work Program, which was adopted on June 28, 2016; and



WHEREAS, At its July 20, 2016 meeting, the TIMMA Committee reviewed and unanimously recommended approval of the staff recommendation; now, therefore, be it

RESOLVED, That the Treasure Island Mobility Management Agency FY 2016/17 Budget and Work Program are hereby adopted.



Memorandum

Date: 07.13.16 **RE:** TIMMA Committee
July 20, 2016

To: TIMMA Committee: Commissioners Kim (Chair), Avalos (Vice Chair) and Campos

From: Cynthia Fong – Deputy Director for Finance and Administration *CF*

Through: Tilly Chang – Executive Director *TC*

Subject: **ACTION** – Recommend Adoption of the Proposed Fiscal Year 2016/17 Annual Budget and Work Program

Summary

Pursuant to the Treasure Island Mobility Management Agency's (TIMMA's) Fiscal Policy, TIMMA shall adopt an annual budget each year. The purpose of the Annual Budget is to provide management guidance and control over disbursement of TIMMA's revenues in accordance with the goals and objectives as determined by the TIMMA Board and as set forth in other policies. The proposed Fiscal Year (FY) 2016/17 Annual Budget includes projections of revenues, projections of operating and administrative costs, and professional services expenditures, as well as a description of TIMMA's proposed Work Program for the coming fiscal year. Total revenues are projected to be \$1,081,191 from the Treasure Island Development Authority (TIDA) and Transportation Authority, and total expenditures are projected to be \$1,081,191 from technical professional services, personnel and non-personnel expenditures.

BACKGROUND

The San Francisco Board of Supervisors designated the Transportation Authority Board as the Treasure Island Mobility Management Agency (TIMMA) Board through Resolution 110-14 in April 2014. The purpose of TIMMA is to develop and operate the Treasure Island Transportation Improvement Program as called for in the Treasure Island Transportation Management Act of 2008 (Assembly Bill 981). California State Assembly Bill 141, signed in September 2014, established TIMMA as a legal entity distinct from the San Francisco County Transportation Authority (Transportation Authority).

Pursuant to TIMMA's Fiscal Policy (Resolution 15-01), TIMMA shall adopt an annual budget each year. The purpose of the Annual Budget is to provide management guidance and control over disbursement of TIMMA's revenues in accordance with the goals and objectives as determined by the Board and as set forth in other policies. TIMMA's fiscal year extends from July 1 of each calendar year through June 30 of the following calendar year.

DISCUSSION

The purpose of this memorandum is to present TIMMA's proposed Fiscal Year (FY) 2016/17 Annual Budget and Work Program to recommend its adoption. TIMMA's FY 2016/17 Annual Budget and Work Program was included in the Transportation Authority's FY 2016/17 Annual Budget and Work Program, which was adopted on June 28, 2016.

The TIMMA work program continues to advance the Treasure Island Transportation Implementation Plan, which provides a vision and strategies for a sustainable transportation system for Treasure Island. The vision is to be achieved through new and expanded transit, shuttle, and bicycle services, to be funded by a congestion toll, parking charges, and transit pass purchases. Efforts this year will focus on advancing operational agreements for the first five years of program operation, and advancing both program-wide planning and systems engineering in response to the development program schedule for Treasure Island. This effort will require integration of policies with the San Francisco Municipal Transportation Agency (SFMTA) and the Bay Area Tolling Authority (BATA) and coordination of project scope, schedule and implementation with a number of local partners.

Revenues: TIMMA's total revenues are projected to be \$1,081,191; with \$1,000,000 obligated from the Treasure Island Development Authority (TIDA), and \$81,191 appropriated from the Transportation Authority. The Other Financing Sources is an inter-fund transfer between the Transportation Authority's sales tax program and TIMMA and represent the required local match or appropriation of Prop K to federal and state grants and TIMMA Program. The TIDA funds provide support for administrative, operating, planning and engineering functions including: developing agency policies and partnership agreements; project management; planning; engineering, including systems engineering, civil engineering, and environmental analyses; and direct costs. The budget includes ongoing staffing and professional/technical service contracts required to conduct pre-implementation engineering, planning, and administration. The TIMMA program revenue for FY 2016/17 covers the full costs of all Transportation Authority activities in support of TIMMA.

Revenues	Proposed Budget FY 2016/17	Increase (Decrease) From Prior Year	Amended Budget Fiscal Year 2015/16
Regional/State/Federal Revenues	\$1,000,000	\$250,000	\$750,000
<u>Other Financing Sources</u> Prop K	\$81,191	(\$123,111)	\$204,302
Total Revenues	\$1,081,191	\$126,889	\$954,302

Expenditures: Total expenditures are projected to be \$1,081,191, with 28% budgeted for personnel costs, 68.2% for technical professional services, and 3.8% for non-personnel costs. Technical professional services include planning, engineering, design, communications, and environmental services. Included are technical services contracts already awarded: for the Treasure Island System Manager; On-call demand model development and application; on-call transportation planning; and project management support. Additional technical services contracts anticipated in this line item include strategic communications, legal services, and outreach services.

As stated in TIMMA's Administrative Code (Ordinance 15-01), the Transportation Authority shall lend staff to TIMMA as appropriate, subject to reimbursement by TIMMA for salary and related benefits and other costs allocable to services performed for TIMMA by Transportation Authority staff. Personnel costs encompass technical staffing across each of the six divisions of the Transportation Authority. Non-personnel costs include typical operating expenditures for telecommunications, postage, materials and office supplies, printing and reproduction equipment and services, and other administrative support requirements for all TIMMA activities, along with all administrative support contracts, whether for City-supplied services, such as the Department of Technology cablecast services, or for competitively procured

services (such as auditing, outside computer system support, etc.). Also included are funds for ongoing maintenance and operation of office equipment; computer hardware; licensing requirements for computer software; and Commissioner meeting fees.

Expenditures	Proposed Budget FY 2016/17	Increase (Decrease) From Prior Year	Amended Budget Fiscal Year 2015/16
Technical Professional Services	\$737,000	\$244,556	\$492,444
<u>Personnel Expenditures</u>			
Salaries	\$205,830	\$2,536	\$203,294
Fringe Benefits	\$96,861	(\$1,367)	\$98,228
<u>Non-Personnel Expenditures</u>			
Administrative Operations	\$35,900	(\$15,400)	\$51,300
Commissioner-Related Expenses	\$5,600	\$1,400	\$4,200
Prior Year Expenditure Carryover	\$0	(\$104,836)	\$104,836
Total Expenditures	\$1,081,191	\$126,889	\$954,302

ALTERNATIVES

1. Recommend adoption of the proposed FY 2016/17 Annual Budget and Work Program, as requested.
2. Recommend adoption of the proposed FY 2016/17 Annual Budget and Work Program, with modifications.
3. Defer action, pending additional information or further staff analysis.

FINANCIAL IMPACTS

As described above.

RECOMMENDATION

Recommend adoption of the proposed FY 2016/17 Annual Budget and Work Program.

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RESOLUTION APPROVING THE TREASURE ISLAND MOBILITY MANAGEMENT STUDY TOLL POLICY RECOMMENDATIONS

WHEREAS, The purpose of the Treasure Island Mobility Management Agency (TIMMA), as set forth in the Treasure Island Transportation Management Act of 2008, is to implement the Treasure Island Transportation Implementation Plan (TITIP) in support of the Treasure Island/Yerba Buena Island Development Project; and

WHEREAS, The TITIP was adopted in 2011 and calls for a comprehensive, integrated program to manage travel demand on Treasure Island as it develops, the Treasure Island Mobility Management Program (TIMM Program), which includes a complimentary package of strategies and services including required purchase of transit passes by residents, parking fees, and a multimodal congestion pricing program that applies motorist user fees to support enhanced and new bus, ferry, and shuttle transit, as well as bicycle sharing, to reduce the traffic impacts of the project; and

WHEREAS, Funded by federal and regional grants, the Treasure Island Development Authority (TIDA), and Prop K sales tax funds, the Transportation Authority has prepared the attached Treasure Island Mobility Management Study (Study) to refine the assumptions of the TITIP and recommend congestion pricing policies for Treasure Island based on demand forecasting, financial analysis and stakeholder input; and

WHEREAS, The Study advances the TITIP recommendations, in particular the toll system component, to a level suitable for TIMMA to begin systems engineering design and to enter into transit operator and procurement agreements; and

WHEREAS, The recommendations state (1) that both residents of and visitors to Treasure Island should be subject to the tolling program, (2) that a toll should be charged both as eligible vehicles arrive on and depart from the Island, (3) that only shuttles, vanpools, or buses would be



eligible for a high-occupancy vehicle toll exemption, and two and three passenger vehicles would not be eligible for a high-occupancy vehicle toll exemption, (4) that TIMMA develop a Transportation Affordability Program to support transit and transportation affordability for current and future Below-Market-Rate households, and (5) that for a limited period of time to be determined, TIMMA provide for eligible existing households to receive one free round trip toll daily; and

WHEREAS, The recommendations state that prior to initiating the tolling program, TIMMA staff will bring to the TIDA Board for endorsement and to the TIMMA Board for adoption additional toll policies including, but not limited to, the hours of toll operation and the amount of initial tolls; and

WHEREAS, Approval of the Study's recommended policy actions will guide the next steps in project development, including in the areas of planning, outreach, engineering, and funding; and

WHEREAS, On June 28, 2016, The TIDA Citizens Advisory Board considered and unanimously endorsed the Study's Toll Policy Recommendations; and

WHEREAS, On July 13, 2016, the TIDA Board considered and unanimously endorsed the Study's Toll Policy recommendations; and

WHEREAS, At its July 20, 2016 meeting, the TIMMA Committee reviewed and unanimously recommended approval of the staff recommendation; now, therefore, be it

RESOLVED, That TIMMA hereby approves the Treasure Island Mobility Management Study Toll Policy Recommendations.

Attachment:

1. Treasure Island Mobility Management Study

DRAFT SUMMARY REPORT

JULY 2016

Treasure Island

Mobility Management Study



TREASURE ISLAND MOBILITY MANAGEMENT AGENCY



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TREASURE ISLAND MOBILITY
MANAGEMENT AGENCY
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Acknowledgements

The Treasure Island Mobility Management Study Summary Report was prepared by the San Francisco County Transportation Authority, with support from the San Francisco Municipal Transportation Authority (SFMTA), Stantec Consultants, Pendergast Consulting Group, the Treasure Island Development Authority (TIDA), Treasure Island Community Development (TICD), and the Treasure Island Homeless Development Initiative (TIHDI). The following individuals participated.

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TECHNICAL ADVISORS

TK

FUNDING

Funding for this plan was generously provided by [TK] and the San Francisco Proposition K half-cent sales tax for transportation.

I. Introduction



Treasure Island and Yerba Buena Island are planned to become home to at least 20,000 residents by 2035 as part of an approved development proposal of the Treasure Island Development Authority (TIDA). Treasure Island's growth is grounded in the principle of sustainable development, as called for in the overarching development vision, Design for Development, adopted in 2011. As a San Francisco Priority Development Area (PDA), Treasure Island's new housing will help San Francisco and the Bay Area meet our goals for accommodating residents in the region's urban core.¹ Supported by neighborhood-serving retail and commercial land uses, residents of and visitors to this renewed San Francisco neighborhood will also enjoy significant community, civic, and open spaces.

Treasure Island's position between San Francisco and Oakland, accessible only by the heavily trafficked San Francisco-Oakland Bay Bridge (SFOBB), means that substantial investments in access must accompany Island development. Treasure Island transportation plans adopted since 2006 call for a new transportation system that provides Treasure Island's residents, visitors, and employees with access to high-quality transportation options, and a neighborhood where walking, bicycling, and transit are prioritized and encouraged. This focus on sustainability in transportation is intended to minimize greenhouse gas and other emissions from transportation. It will also increase safety and choice for travelers to, from, and on the Island.

¹ For more information about Priority Development Areas, see <http://gis.abag.ca.gov/website/PDAShowcase/>

Two main challenges need to be addressed to achieve the transportation access and sustainability vision for this new neighborhood:

- How will traffic impacts on the San Francisco-Oakland Bay Bridge be managed and minimized?
- What are the sources of committed, permanent funding to operate and maintain new transit and other transportation services?

Transportation plans for the Island adopted since 2006 call for *incentives* for transit, walking, and biking, and *disincentives* to travel by private vehicles. The adopted transportation plans include new ferry, East Bay, and San Francisco bus services, plus an on-Island shuttle and bicycle sharing. Incentives include a mandatory pre-paid Treasure Island transit pass and other amenities and services described in the recommendations of this report. The disincentives are the use of pricing to discourage driving, including a congestion toll, fees for all parking, and parking maximums. The congestion toll serves as a primary mechanism to address the environmental and transportation network impacts of the Treasure Island development, including Island-generated traffic on the Bay Bridge. The driving disincentives also serve as the committed, permanent funding source for much of the new transit, on-Island shuttles, and on-Island bicycle and pedestrian programs.² Taken together, this comprehensive, multimodal set of incentives, disincentives, and funding is the Treasure Island Mobility Management Program (TIMM Program).

This Treasure Island Mobility Management Study (Study) analyzes and recommends policies for the congestion toll component of the TIMM Program. The policies must balance revenue generation for transit service with travel demand management to meet specific transportation performance measures identified in the development approval documents and legislation. The toll policies must:

² SFMTA's Muni bus service expansions will be funded through a dedicated portion of the San Francisco General Fund revenues generated by Island development.

1. Encourage travel by transit, vanpool, and bicycling/walking instead of private vehicles so that 50 percent of travel during peak periods is by non-auto modes;
2. Provide multiple high-quality transit choices; and
3. Raise enough revenue, along with the revenue from parking, on-Island revenues dedicated to SFMTA, and transit farebox and pass purchases, to provide long-term financial sustainability.

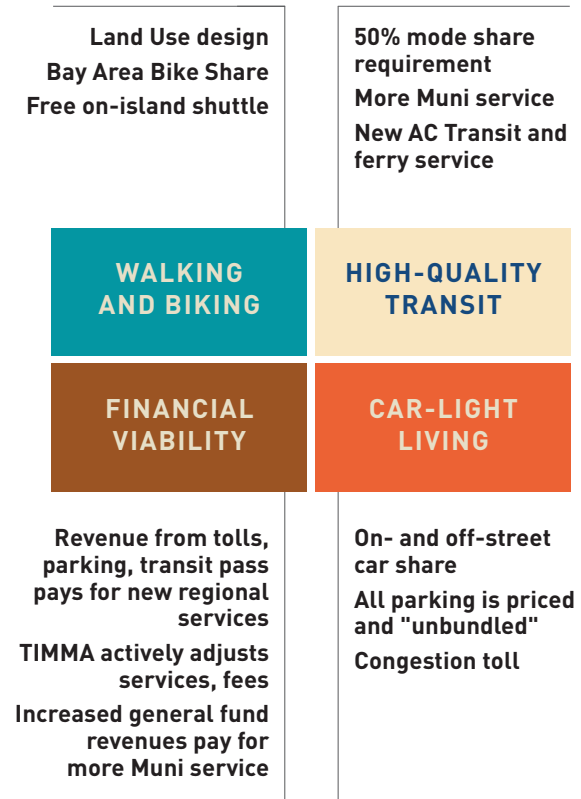
Driven by technical analyses and guided by stakeholder and community input, the Study recommends a preliminary set of toll policies for Treasure Island that are most likely to achieve these multiple goals.

II. TIMM Program Background, Goals, and Strategies

The 2006 Treasure Island Transportation Plan first established the vision and guiding principles for a transportation system on Treasure Island/Yerba Buena Island that would include a pricing program to support sustainability and minimize additional traffic on the Bay Bridge. State legislation, including California State Assembly Bills 981 (2008) and 141 (2014), authorized tolling of private vehicles on and off Treasure Island and called for a Treasure Island Mobility Management Agency (TIMMA) to oversee implementation and operation of a congestion pricing and transportation program on Treasure Island. The Board of Supervisors designated the San Francisco County Transportation Authority (SFCTA) as the TIMMA in 2014 [Figure 1].

With the certification of the development project’s environmental impact report and adoption of a disposition and development agreement in 2011, the Treasure Island Development Authority (TIDA) and the San Francisco Board of Supervisors each adopted the Treasure

FIGURE 2. Treasure Island Transportation System Goals and Strategies, from 2011 TITIP



Island Transportation Implementation Plan (TITIP). Superseding the 2006 Transportation Plan, the TITIP re-established the vision, goals, and strategies [Figure 2] for Treasure Island’s new transportation system:

- Design the Island to support safe and convenient walking and bicycling.
- Provide high-quality transit service to, from, and on the Island.
- Discourage automobile trips through congestion tolling and parking policies and pricing.
- Develop and actively maintain a long-term, financially sustainable transportation system.

FIGURE 1. Timeline of Treasure Island Transportation Planning

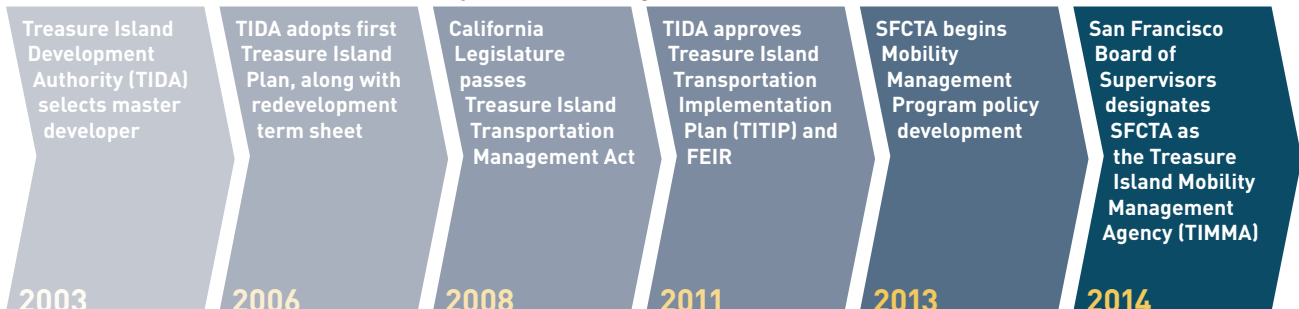


FIGURE 3. Milestones to Implement the TIMM Program



The policies recommended in this Study report are the latest—but not the last—refinement of the transportation policies and principles that have guided the development of Treasure Island since inception. As called for in the TITIP, the congestion pricing program is intended to be flexible and to evolve as travel conditions and behaviors change; as such, the TIMMA Board will actively manage the program in real time. The TIMMA Board will adopt “opening year” operating toll policies and business rules about one year in advance of the start of new services, currently planned for mid-2019 [Figure 3]. The TIMMA Board will also establish a monitoring and evaluation program and will modify policies in response to changing travel and financial conditions. For these reasons, this Study proposes policy recommendations for action, as well as recommendations that are advisory, but may be acted on at a future date pending further analysis and refinement.

III. Outreach

Through a Technical Advisory Committee, this Study received extensive technical consultation from many local and regional agency stakeholders, including the San Francisco Municipal Transportation Agency (SFMTA), Alameda-Contra Costa Transit District (AC Transit), Water Emergency Transportation Authority (WETA), Metropolitan Transportation Commission/Bay Area Toll Authority (MTC/BATA), California Department of Transportation (Caltrans), TIDA, Treasure Island Community Development (TICD), and the Treasure Island Citizen’s Advisory Board (CAB).

In partnership with TIDA, agency staff also conducted a multilingual, multi-phase community outreach effort to engage with current Treasure Island residents, busi-

nesses, and other community stakeholders [Figure 4]. This effort was guided and assisted by community service providers and on-Island organizations including the Treasure Island Homeless Development Initiative and its member organizations. Staff also sought input and review by local and regional advocacy groups. These groups represent a range of interests, including economic and social justice for low-income communities and communities of color, environmental quality, transit riders, and bicycle and pedestrian safety.

Some of the main themes and concerns we heard while conducting outreach activities were:

- Addressing the needs of longtime Island residents who have developed travel patterns based on the status quo and will need help with the transition period during which new and expanded transit service is being phased in.
- Mitigating the reliance on toll revenues by seeking other sources of funding, such as grants.
- Concerns about low-income residents and the cost of living generally with future redevelopment.

FIGURE 4. Outreach at the Ship Shape Community Center



- Concerns about a toll's impact on the Island's low-wage workers.
- Business community concerns about parking allocations, enforcement activities during the transition period, impacts to patronage from non-residents, and the overall cost of doing business.

We have incorporated much of this feedback into the policy recommendations presented in this Study; for example, see the Transportation Affordability and Program Funding Strategy sections. Other areas of concern will be addressed in future phases of planning. For more information about the outreach effort to date, refer to Appendix A.

IV. Toll Policy Evaluation Framework

The TITIP identified two specific performance targets for the TIMM Program: (1) a transportation system that yields a non-auto mode share for on-off Island travel of at least 50 percent during peak travel periods and (2) a financially sustainable program that covers its long-run operating and capital maintenance costs. This Study refines the congestion toll policy assumptions of the TITIP to enable TIMMA to meet these long-term performance targets, as well as to optimize measures of performance towards the other goal areas described in the Background, Goals, and Strategies section. This performance evaluation framework is described in Table 1.

V. Toll Policy Scenarios and Analysis Method

This section describes the technical tools and approach used to evaluate TIMM Program toll policies, described in Figure 5. It also describes the alternative TIMM Program toll policy Scenarios evaluated.

To conduct this analysis, this Study used transportation demand and financial forecast analyses to itera-

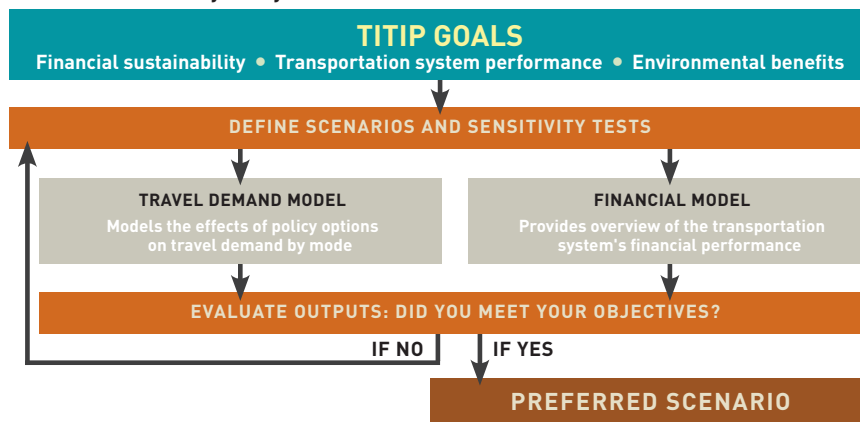
TABLE 1. TIMM Program Performance Evaluation Framework

MOBILITY PROGRAM GOAL	PERFORMANCE MEASURE	PERFORMANCE TARGET
Support safe and convenient walking and bicycling	Share of homes within 15-minute walk of transit hub	90%
	Walk and bike mode share for on-Island trips	At least 50%; greater = better
Provide high quality transit service	Transit mode share for on-off Island trips, peak periods	At least 50%; greater = better
	Transit crowding (by service/operator)	Meet transit operator crowding standards on each route
Discourage automobile trips and dependency	Island-generated vehicle miles traveled (VMT)	Lower = better
Financially sustainable transportation system	Program cost recovery ratio	Operating, maintenance, and replacement costs covered
Support housing and transportation affordability for low and middle income households	Average share of income spent on housing and transportation for low and middle income households	At or below San Francisco average

tively develop, test, and assess a range of toll policies, identified in Table 2 (next page). These policy areas included the toll structure and level, which categories of travelers will pay the toll, and what times of the day the toll will operate.

The transportation system performance of alternative toll policies is based on the results of five travel demand forecasts, using the Transportation Authority's SF-CHAMP activity-based travel demand forecasting model. Each demand forecast represents a distinct toll policy Scenario; these Scenarios are described in Table 3 (page 7). Each Scenario in this analysis assumed that

FIGURE 5. Toll Policy Analysis Process



all homes and other new land uses are complete on the Island—the “buildout” Scenario—by 2030. Scenario 1, the Baseline, represents the toll policy assumptions outlined in the 2011 TITIP. Scenarios 2-5 test toll policy alternatives, seeking to meet or exceed the TIMM Program transportation system performance goals, including mode share.

The financial performance results are based on the results of dozens of financial model forecasts using

a customized Excel-based financial model developed for this Study. Each demand Scenario 1-5 underwent multiple iterations of financial modeling to test the significance of various financial assumptions and financial policies, seeking to meet the TIMM Program financial performance requirement of cost recovery. These scenarios are described in Table 3 (page 7).

TABLE 2. Toll Policy Options

POLICY AREA	POLICY OPTIONS
Who pays the toll?	Treasure Island/Yerba Buena Island residents only
	Residents and non-residents
What is the toll rate structure?	Time of day schedule, single rate
	Time of day schedule, varying rates
	Dynamically adjusted rates
What are the toll hours of operation?	Peak periods only, weekdays
	Peak and off-peak periods, weekdays
	Weekend peaks in addition to weekdays
Which direction(s) are tolled?	On and off the Island
	Either on or off, but not both
How is the toll level determined?	Re-set periodically by the TIMMA Board
	Must generate sufficient revenue to cover cost of desired transit service (in combination with other revenues, including parking fees and mandatory transit pass purchases)
	Must sufficiently discourage driving to achieve mode share goals
	Indexed to inflation
	Indexed to program operations cost (may differ from inflation)
	Must account for SFOBB toll and BATA tolling authority
Are any driving trips exempt from the toll?	Vehicles with two or more occupants (HOV2+)
	Vehicles with three or more occupants (HOV3+)
	Registered transit, vanpools and shuttles
	Low- and zero-emission vehicles with DMV-issued decals
	Federal government vehicles
Are any trips given a discount on the Toll?	Motorcycles
	Low-income households
Does the toll program have any additional features for equity purposes?	Current longtime* households
	Transportation Affordability Program
	Subsidized once-daily roundtrip toll for longtime households

* Residents who have lived on Treasure Island or Yerba Buena Island since prior to adoption of the 2011 Development Agreement.

VI. Scenario Performance and Evaluation

This section describes the results of the travel demand and financial analyses, and identifies the combination of toll policies that together will achieve the TIMM Program financial and transportation performance requirements.

Baseline (Scenario 1)

The first Scenario tested, the Baseline, used the toll policy assumptions underlying the 2011 TITIP, and updated the travel demand forecast and unit cost assumptions. This section summarizes the most significant changes to the demand and financial profile of the Baseline.

TRAVEL PATTERN QUICK FACTS

Many of the basic travel patterns forecast in the Baseline 2030 Scenario stay the same in Scenarios with other toll policies. Travel patterns shift by ~+/-3% from Scenario to Scenario. The greatest change in a travel pattern between Scenarios is the share of AM/PM peak period transit mode share for on-off Island trips, which increases from 42% in the Baseline, to 52% in Scenarios 4 and 5. Some basic travel patterns that stay similar under all toll policy Scenarios:

- ~70,000 person trips/day on/off/within Island, in 2030
- ~80% of all person trips are on-off Island
- ~75% of all person trips are made by Island residents
- ~45% of all person trips are made during the AM and PM peak periods
- ~65% of on-off Island person trips are made to/from San Francisco
- ~25% of on-off Island person trips are made to/from the East Bay.

For more information, see Appendix B.

COST ESTIMATE UPDATES

- Ongoing maintenance, rehabilitation, and replacement costs are now included in the financial projections.
- Ferry operating cost: the financial model uses WETA's most recent unit operating cost.
- Ferry vessel procurement approach: the TITIP's financial projections assume that TIMMA will lease ferry vessels from a third party operator.

While a ferry lease may be viable in the early years of the program, TIMMA/WETA should purchase vessels for long-term operations.³ Vessel purchase and maintenance costs are now included in the financial projections.

- Transit operating reserve: the TITIP financial projections did not include an operating reserve. The Baseline financial projections now account

³ For more information, see Appendix C.

TABLE 3. Congestion Toll Policy Scenarios

TOLL POLICY AREAS	BASELINE	SCENARIO 2	SCENARIO 3	SCENARIO 4	SCENARIO 5
Who pays the toll?	Residents only	Residents and Non-Residents	Residents and Non-Residents	Residents and Non-Residents	Residents and Non-Residents
What is the toll rate structure?	Time-of-day schedule, single rate, peak periods only	Time-of-day schedule, including higher toll rate during peak periods	Time-of-day schedule, including higher toll rate during peak periods	Time-of-day schedule, including higher toll rate during peak periods	Time-of-day schedule, including higher toll rate during peak periods
What are the toll hours of operation?	3-hour AM and PM peaks, e.g.: 6:00 AM to 9:00 AM 3:30 PM to 6:30 PM	Weekdays: AM and PM peaks, plus midday; e.g.: 6:00 AM to 6:30 PM Weekends: TBD	Weekdays: AM and PM peaks, plus midday; e.g.: 6:00 AM to 6:30 PM Weekends: TBD	Transit core span of service, e.g., 6:00 AM to 10:00 PM Weekends: TBD	Transit core span of service, e.g., 6:00 AM to 10:00 PM Weekends: TBD
Which direction(s) are tolled?	On and off Bridge	Same as Baseline	Same as Baseline	Same as Baseline	Same as Baseline
What is the toll level (each direction)?	5 (\$2013) per trip Re-set periodically by the TIMMA Board Indexed to inflation	\$5 per trip Re-set periodically by the TIMMA Board Indexed to inflation	AM and PM peak periods: \$8 (\$2013) per trip Midday period: \$4 per trip Re-set periodically by the TIMMA Board Indexed to inflation	AM and PM peak periods: \$5 (\$2018) per trip Midday and evening period: \$3 (2018\$) per trip Re-set periodically by the TIMMA Board Indexed to a function of inflation and program operations cost	AM and PM peak periods: \$5 (\$2018) per trip Midday and evening period: \$3 per trip Re-set periodically by the TIMMA Board Indexed to a function of inflation and program operations cost
Are any driving trips exempt from the Toll?	Transit Vanpools Shuttles 3+ Person Carpools	Transit Vanpools Shuttles 3+ Person Carpools	Transit Vanpools Shuttles 3+ Person Carpools	Transit Vanpools Shuttles	Transit Vanpools Shuttles
Are any trips given a discount on the Toll?	No	No	No	Credit for toll paid at Bay Bridge toll plaza For a limited term, one daily roundtrip toll free for current longtime households of all incomes	Credit for toll paid at Bay Bridge toll plaza 50% toll discount for very-low-income households
Transportation Performance goals met?	✗	✗	✗	✓	✗
Financial performance goals met?	✗	✗	✗	✓	✓

✓ means yes; ✗ means no.

for a standard two-month operating reserve as a program cost.

- SFMTA-led parking program: parking unit costs are updated with inputs as of 2013.

REVENUE ESTIMATE UPDATES

- Travel demand: we forecast fewer daily trips generated by the redeveloped Island than did the TITIP. The 2011 FEIR Transportation Analysis used a different travel demand model and more conservative assumptions about average trip generation and mode split. As a result, the FEIR and TITIP both projected about 20% more overall peak-period trips than our SF-CHAMP baseline forecast; and within that, a higher share of drive trips than SF-CHAMP (74% drive trips in the FEIR, compared to 58% drive trips in the SF-CHAMP baseline). Fewer overall projected driving trips result in lower toll, parking, and transit pass revenues. We also project a different transit ridership split between ferry and bus modes.
- Transit pass purchase revenue: TITIP anticipated that all revenue from mandatory transit pass purchases would be available to fund annual transit operating costs. We assume that some pass holders will keep a balance on their passes, and that some pass holders will choose to purchase a Muni pass, meaning that not all transit pass revenue will be liquid and available to support AC Transit or ferry operating costs.
- Funding for transit maintenance and replacement: based on transit operator feedback, we anticipate

some federal formula funding for maintenance and replacement of ferries and bus vehicles.

These updates result in a Baseline (Scenario 1) profile that differs from that projected in the 2011 TITIP.

Scenarios 1–5 Comparative Analysis

The following section summarizes the key findings of our comparative transportation and financial performance analysis of Scenarios 1-5.

KEY FINDINGS: TRANSPORTATION PERFORMANCE

Once all homes and other land uses are constructed on the Island—2030 at the time of this Study—Treasure Island travelers are expected to make about 72,000 person-trips per day; this includes on-Island as well as off-Island trips, of all modes. Changes in toll policy from one Scenario to the next do not have significant effects on overall travel demand; as the toll is extended to more drivers and to more times of the day, overall trip-making decreases by up to 3% and a greater share of trips are made on-Island. Non-residents’ trip-making is more sensitive to changes in the toll policy than that of residents. These findings are shown in Figure 6; for more information on the travel demand effects of each Scenario, see Appendix B.

Figure 7 (next page) reports the mode share performance of each scenario. The Baseline Scenario, Scenario 1, does not meet the 50% non-auto mode share performance target for peak-period, on-off Island trips. Subsequent toll policy scenarios sought to meet that target by extending the toll to additional drivers or times of day. This Study did not add transit services beyond those called for in the TITIP as another way

FIGURE 6. Treasure Island/Yerba Buena Island Person trips, Daily, 2030

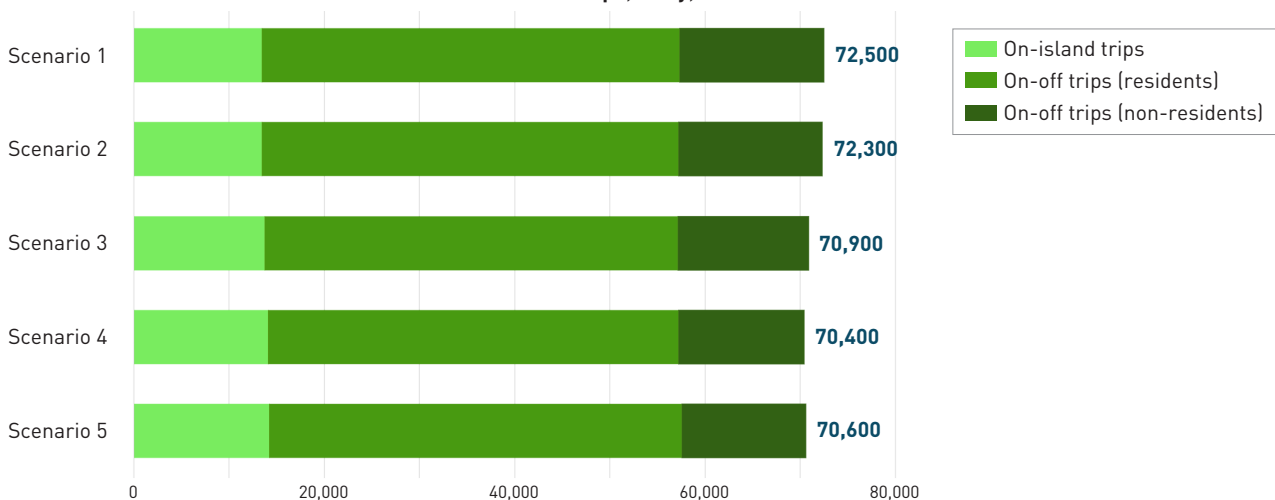
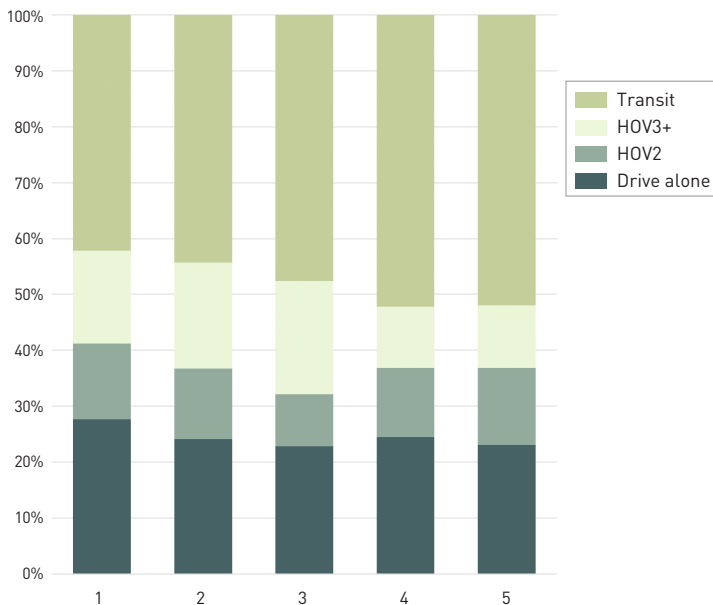


FIGURE 7. Treasure Island/ Yerba Buena Island On-off Island Trips, PM Peak, 2030, by Mode



of incentivizing a 50% transit mode share. Any additional services would further increase program operating costs and, as will be shown in the next section, the first Scenarios tested already do not cover transit operating costs.

Scenario 1, the Baseline Scenario, did not apply a toll to non-resident drivers or to periods of high travel demand outside of three-hour AM and PM peak windows. Scenario 2 extended the toll to non-resident drivers as well as to typically congested midday and weekend periods.

Scenarios 4 and 5 represent the only combinations of toll policies that do achieve the 50% peak-period non-auto mode share target for on-off trips. This is accomplished by discontinuing a toll exemption for 2- and 3+-person HOVs. Demand forecasts indicate higher-than-average rates of two- and three-person carpools to and from the Island, shown in Figure 7.

Taken together, the travel demand forecasts indicate that three major policies are required to meet the 50% transit mode share target for the TIMM Program:

- Managing the travel choices of non-residents by extending the toll to all drive trips, not just resident drive trips.
- Extending the toll to the shoulders of the peak and midday.
- Extending the toll to 2- and 3+-person HOVs.

Scenario 5 tested the travel demand effects of a toll discount for very low-income households (discussed more in Section VII). The number of households that would likely be eligible for this discount—between 1,000-1,500—is not enough to result in a large increase in overall daily drive mode share.

KEY FINDINGS: FINANCIAL PERFORMANCE

This section describes the financial performance of the TIMM Program scenarios. TIMM Program costs change little between scenarios; the average program cost across all Scenarios is \$59 million / year in \$2030. The projected cost of the recommended Scenario is about \$55 million/year in \$2030, including annualized maintenance and renewal costs. Transit operating costs comprise about half the total TIMM Program costs. Figure 8 shows a comparison of the costs-versus-revenues financial performance across all five scenarios.

FIGURE 8. TIMM Program Toll Policy Scenarios Financial Forecasts (\$2030, in Millions of Dollars)

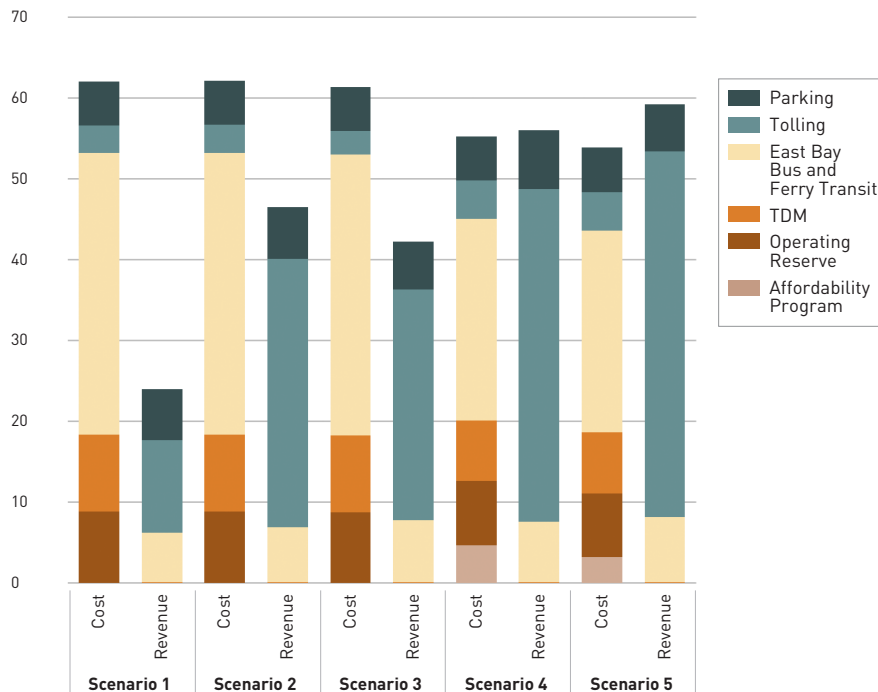


FIGURE 9. TIMM Program Baseline Scenario 1 Costs and Revenues (\$2030 Financial Profile, in Millions of Dollars)

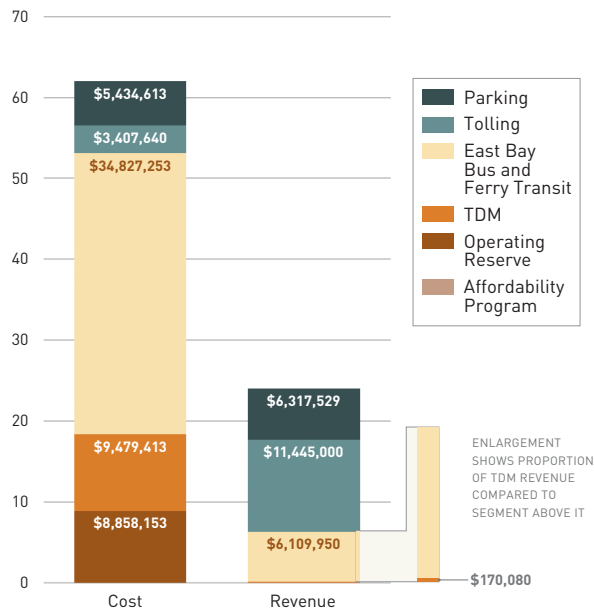
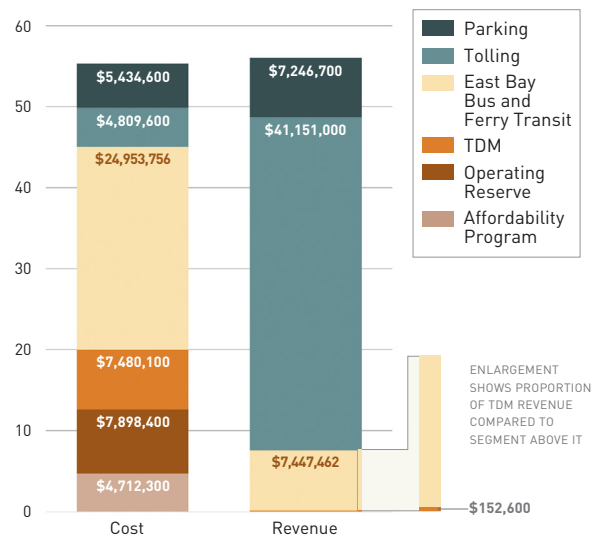


FIGURE 10. TIMM Program Scenario 4 Costs and Revenues (Recommended Toll Policies—\$2030, in Millions of Dollars)



Scenario 1, the Baseline Scenario, is forecast to fall short of financial performance targets; projected revenue is less than half of projected costs at buildout. Figure 9 summarizes Baseline Scenario costs and revenues. For more detail on the line items included in each cost category, please see Appendix C.

- Not included in Figures 8-10 are projected General Fund revenues generated by Treasure Island and Yerba Buena Island that are dedicated to the SFMTA to support Muni service and street network maintenance and operations. A Fiscal

Analysis of the Treasure Island Redevelopment Project, prepared for TIDA in 2011, found that:

- “Over the life of the project, there will be adequate net new revenues to fund Muni operations as shown in the EIR. Providing enhanced levels of service plus... transportation mitigation measures... may require a small increase in the percentage General Fund allocation as permitted by the City charter. The analysis indicates that the net revenues generated by the Project could fully fund this increase without adversely affecting services to the balance of the City, and without negatively affecting the funding of all General Fund services to TI and YBI.”
- From these funds, the SFMTA is projected to receive \$2,307,800 for Muni maintenance and operations at buildout, which is short of projected net Muni costs (\$3,516,000).⁴ However,

⁴ In constant 2010\$. Based on net project revenues of \$25,222,054 at buildout.

TRANSIT FARE POLICY

The planned WETA ferry service between Treasure Island and downtown San Francisco, and AC Transit bus service to downtown Oakland, do not exist today. TIMMA will work with each operator in the next phase of study to determine the fare level for each service.

Both the Muni route 25 service and the WETA ferry service will share an origin at the Island’s Intermodal Hub and a destination in downtown San Francisco. To balance ridership and avoid crowding on these services, the fare for both services should be equal for pass holders/frequent riders.

We anticipate that the fare for AC Transit service will be a hybrid of AC Transit local and Transbay fares, since the service will have characteristics of both.

To maintain fare box cost recovery targets for all services, one-time or cash fares should be set higher than pass holder fares.

This fare policy will support strong ferry ridership, reduce crowding on Muni, and achieve a reasonable fare box recovery.



other funding sources for the SFMTA will include advertising revenue, local and state sales tax revenues, and other revenues as described in the Fiscal Analysis. The City Controller is also directed to adjust General Fund appropriations to the SFMTA for any service increases not provided for in a given base year. The Fiscal Analysis finds that the allowed General Funds transfers will cover net new costs of Muni enhanced services.⁵

The Baseline Scenario also indicates some findings about TIMM Program revenues:

- Tolls are the revenue driver for the Program.
- Non-residential parking revenues are projected to cover costs, but will not contribute significant net revenue to subsidize the transit benefits.

Subsequent financial model Scenarios sought to cover operating costs (for more information on these Scenarios, see the Treasure Island Financial Modeling & Analysis Documentation Memorandum in Appendix C). Scenarios 4 and 5 are the only ones that use a combination of toll policies that meet the transportation system performance targets; similarly, they are the only Scenarios that cover program costs. The cost and revenue profile for Scenario 4 specifically is shown in Figure 10 (previous page).

To meet the operations and maintenance cost recovery target for the program, three major policies are required:

- Raising revenue from all drivers, including non-residents and 2- and 3+ -person HOVs. This is particularly true starting with Scenario 3, to offset the cost of crediting westbound, east span drivers for toll payments made at the SFOBB toll plaza.
- Raising revenue from the shoulders of the week-day peak, the midday, and weekend peaks.
- Indexing the toll level to a formula that combines inflation with the changes in transit operating cost. This formula is very similar to the one that indexes Muni transit fares to cost of living and the cost of providing Muni transit service.

Scenario 4 also incorporates program cost savings. These include a WETA and AC Transit service plan savings by identifying interlining opportunities, more efficiently deploying ferry crews, and by more closely

tailoring transit service plans to forecast demand.

Scenarios 4 and 5 tested the financial feasibility of transportation affordability programs for low-income residents. Scenario 5 estimated the financial effects of a toll discount for the lowest-income Treasure Island residents, described more in Section VII. As described in Appendix C, the total cash value of this discount for these residents, compared to no discount, is about \$3 million annually. Financial analysis indicates that, for the same subsidy as a toll discount, a multimodal Transportation Affordability Program (TAP) can be provided to all households in below-market-rate (BMR) housing (See Section VII for more information about the TAP). Scenario 4 provides a multimodal TAP to all BMR households; Scenario 5 provides either a 50% toll discount for the lowest-income households or a multimodal TAP benefit of equivalent value.

For more information on the demand and financial analyses supporting the toll policy analysis, see Appendices B and C.

Performance Summary Table

Table 4 (next page) summarizes the performance of each toll policy Scenario on each evaluation metric.

Only Scenarios 4 and 5 meet the 50% peak-period on-off Island transit mode share performance target. As the toll is extended to more driving trips, transit mode share increases and vehicle miles traveled (VMT) decrease—by as much as 13% from Scenario 1 (Baseline) to Scenario 4.

Financial cost-recovery is only achieved in Scenarios 4 and 5, as discussed above. Considering all performance metrics together, Scenario 4 provides the best performance and advances the goals of the TIMM Program the most.

VII. Transportation Affordability

During outreach, a frequent theme of stakeholder feedback concerned the affordability of transportation on Treasure Island for low-income residents, both current and future. In response, we recommend two strategies: a multimodal Transportation Affordability Program (TAP) for current and future residents of below-market-rate (BMR) housing, and a limited-term toll subsidy for current, longtime residents of the Is-

⁵ Fiscal Analysis of the Treasure Island Redevelopment Project, TIDA, April 2011, Table A-13a.

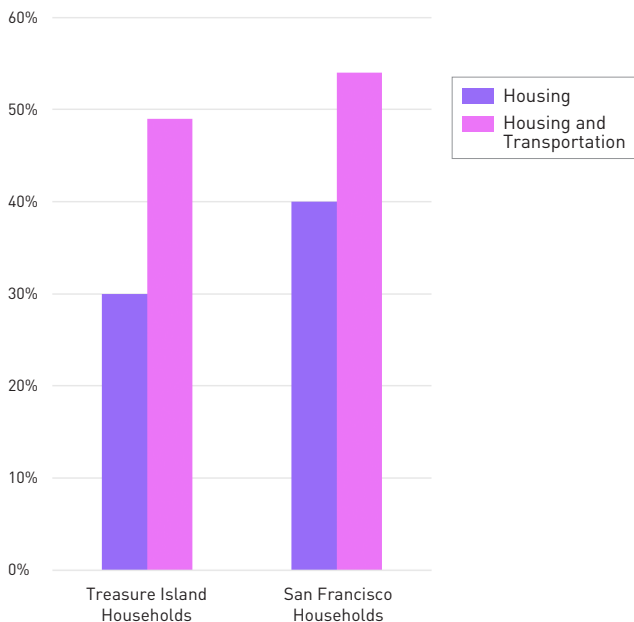
TABLE 4. Toll Policy Scenario Performance Summary

MOBILITY PROGRAM GOAL	PERFORMANCE MEASURE	PERFORMANCE TARGET	SCENARIO				
			1	2	3	4	5
Walking and bicycling	Share of homes within 15-minute walk of transit hub	90%	90%	90%	90%	90%	90%
	Walk and bike mode share for on-Island trips	Greater = better	80%	80%	78%	77%	77%
High-quality transit	Non-auto mode share on-off Island, peak periods	50% non-auto mode share for on-off Island trips during peak periods	42	44	47	52	50
Discourage automobile trips	Island-generated vehicle miles traveled (VMT), daily	Lower = better	324k	293K (-10%)	289K (-11%)	283K (-13%)	291K (-10%)
Financially sustainable	Program cost recovery ratio	Operating, maintenance, and replacement costs covered	No	No	No	Yes	Yes

land to aid their transition into the new neighborhood. We also recognize the need to consider transportation affordability supports for low-wage workers.

Treasure Island residents today spend about 50% of their income on housing and transportation costs combined. Although Island residents spend a lower share of their income on housing than the average San Francisco resident, they spend a higher share on transportation, as shown in Figure 11. This is likely a consequence of higher auto ownership and usage rates on Treasure Island.

FIGURE 11. TI Resident Transportation Spending (Average Share of Income Spent on Housing and Transportation)



According to the U.S. Department of Housing and Urban Development’s Local Affordability Portal,⁶ Treasure Island residents drive a significantly greater number of miles annually and take significantly fewer

⁶ Location Affordability Portal, U.S. Department of Housing and Urban Development, 2016

TRANSPORTATION AFFORDABILITY

Treasure Island residents spend a lower share of their income on housing, but a higher share on transportation, than the average San Francisco household. This is likely due to the higher auto ownership rate of Island households compared to the average San Francisco household.

Research indicates that low-income California households that rely primarily on driving for transportation spend four times the share of their incomes on transportation as those who primarily use transit.

These findings inform our affordability approach, which seeks to enable low-income households to shed more or one cars, and share cars or rides for vehicle mobility. This provides access while spreading the costs of vehicle purchase, insurance, maintenance, registration across many households.



transit trips that other San Franciscans. For example, Treasure Island residents average over 150 transit trips a year, compared with other San Francisco neighborhoods where residents may make close to 800 transit trips on average each year. Treasure Island residents average about 21,600 miles in their cars each year. Compared with residents near transit stops in other San Francisco neighborhoods, where some residents drive as few as 10,700 miles per year on average, the number of miles generated by Treasure Island is significantly higher than in other parts of the city.

Research indicates that low-income California households that rely primarily on driving for transportation spend four times the share of income on transportation as those who primarily use transit⁷. This research also indicates that the greatest sources of car ownership expense are lease or purchase payments, fuel, insurance, and maintenance.

These findings inform our affordability approach, which seeks to enable low-income households to shed one or more cars, and share cars or rides for vehicle mobility. This provides mobility while spreading the costs of vehicle purchase, insurance, maintenance, and registration across many households.

Current and Future Low-Income Households

We tested two affordability programs for current and future low-income residents: a toll discount and a multimodal transportation discount.

Scenario 5, which includes a toll discount, could be offered to very-low-income households, defined as households whose incomes qualify them for a Muni “Lifeline” Fast Pass (200% of the federal poverty line). With this program, one FasTrak transponder per household would qualify for a 50% discount on each toll-eligible trip. At buildout, we forecast that about 2,500-3,000 residents (about 1,000-1,500 households) would be eligible for this program.

The travel demand effects of the toll discount in Scenario 5 suggest that low-income residents will respond to the discount in one of two ways: 1) switching from transit to driving, either alone or in a carpool; or 2) switching from an off-peak period trip to a peak period trip. In these instances, the toll discount works against the program goal to reduce vehicle trips. The change in travel behavior slightly decreases overall average peak-period transit mode share on-off the Island, but

MORE TRANSIT SERVICE FOR A COMMUNITY OF CONCERN

The Metropolitan Transportation Commission has identified Treasure Island as a Community of Concern (CoC). CoCs are considered disadvantaged or vulnerable in terms of both current conditions and potential impacts of future growth because of their concentrations of minority and low-income households, people with disabilities, seniors 75 years and over, or cost-burdened renters.

Because overnight, or Owl, bus service on Muni’s single route serving Treasure Island did not meet standards for CoCs, the San Francisco Municipal Transportation Agency sought and was awarded Lifeline Transportation Program funds to expand Owl service on the 25-Treasure Island route. Frequency is now every 30 minutes instead of every 45-50 minutes.



not significantly; in our forecasts, peak-period transit mode share remains at about the 50% target.

The increase in driving trips means an increase in toll revenues, off-setting the revenue lost from the discounted toll level.

We also developed in Scenario 4 a multimodal Transportation Affordability Program (TAP) modeled on best practices and programs in place in other cities. The TAP is intended to reduce transportation costs for participants, by providing a range of discounts for travelers of all modes, not just those driving during the peak period, consistent with the overall transit-first goals of the TIMM Program. With this package, we seek to first provide lower-cost ways for low-income residents to access a car when needed. We project that this approach will reduce the share of income spent by low-income households on transportation, primarily by reducing costs associated with auto ownership and operation.

The TAP described below is designed to have the same value or cost to the TIMM Program as the toll discount (about \$3 million/year in 2030\$). This program will be extended to all residents in BMR housing, benefitting almost double the number of people as a toll discount (25% of the buildout residential population, or 4,500-

⁷ Transportation Spending by Low Income Households, Public Policy Institute of California, 2004

5,000 people). The TAP would provide each eligible resident with a package of multiple benefits such as:

- **Transit fare discounts.** Although Muni offers a Lifeline transit pass, the WETA and AC Transit currently do not. The TAP Program could further discount the cost of two monthly transit passes for each households in all BMR units.
- **Toll credit for transit trips.** This program would reward regular transit users with toll credits each month, modeled on LA Metro's Transit Rewards program.⁸ Qualifying residents would earn one roundtrip toll credit for every eight roundtrips on transit.⁹ The TAP can also cover the FasTrak minimum balance for two FasTrak accounts per household.
- **Carshare memberships.** Carshare services are not available today on Treasure Island, but are a development requirement for new buildings and are expected to be available on-street. The TAP

⁸ For more information, see https://www.metroexpresslanes.net/en/about/low_income_draft_final_report.pdf and http://www.octa.net/onthemove/05-31-13/metro_expresslanes.pdf

⁹ Specific eligibility guidelines to be determined in future study.

L.A. METRO TRANSIT REWARDS PROGRAM

The Treasure Island Transit for Toll Credit Program is modeled after best practices from across the country, such as LA Metro's Transit Rewards program.

This program is designed to support low-income users of L.A Metro's Express Lanes. As frequent transit riders, Express Lanes customers can earn a \$5 toll credit or \$5 in transit fares by taking 16 one-way transit trips during peak hours.

For more information, refer to:

https://www.metroexpresslanes.net/en/about/low_income_draft_final_report.pdf

and

http://www.octa.net/onthemove/05-31-13/metro_expresslanes.pdf



could subsidize a carshare membership for BMR households.

- **Bay Area Bike Share membership.** TAP could cover the annual membership fee.
- **Deliveries and Rideshare.** Rideshare and delivery services can offer mobility for seniors and youth, or alternatives to driving to off-Island destinations, but tend to have barriers for many low-income households, such as high costs or required use of a smart phone-stored credit card. TIMMA should explore serving as the fiscal agent or broker for such services on Treasure Island as part of the TAP program, which could also subsidize fares or memberships.

While the toll discount would benefit very-low-income residents who primarily drive, the proposed TAP would provide benefits to more people (all residents who qualify for BMR housing units on Treasure Island, including those who drive, take transit, and bicycle). We forecast that the multimodal TAP would reduce average transportation spending among eligible households by 30% relative to a toll discount, primarily by reducing costs associated with auto ownership and operation.

Longtime Households

Another theme heard during outreach concerned current longtime residents who moved to the Island prior to the adoption of the 2011 Disposition and Development Agreement (DDA). Unlike future residents, these longtime residents will not have "opted in" to the program on account of the lifestyle and travel needs they had when they made the decision to locate on the Island.

To address this concern, we recommend that for a limited transition period, the TIMM Program subsidize the cost of one daily round-trip toll payment for each qualifying longtime household. Qualifying households are those households that signed a lease prior to the DDA approval, regardless of income. About 200 households, or about 450 people, would qualify for this program as of today. The benefit would continue until the household relocated into new housing on Treasure Island, or until ferry service begins in 2022, whichever is sooner.

This program would not continue beyond buildout, and so would not require a change in toll policies needed to achieve transit mode share and financial viability goals. This program will require additional subsidy in



the very early years of the TIMM Program, particularly when current longtime residents comprise the majority of Island residents. Any additional subsidy required will be identified in the next phase of planning work.

Low Wage Workers

We also heard concerns about the ability to recruit low-wage workers to jobs on the Island. In the next phase of planning, TIMMA will work with current and prospective Treasure Island commercial tenants to identify supports for current and future low-wage Island workers. Local-hire provisions will also help in reducing Treasure Island commute burdens associated with jobs and housing.

VIII. Toll Policy Recommendations: Actions and Advisories

Based on transportation demand and financial analysis, technical guidance from agency stakeholders, and community input, this report recommends toll policy refinements that will meet the transportation and financial objectives of the TIMM Program. The recommendations fall into two categories: “policy actions” and “policy advisories”:

- **Policy Actions** are policy areas that need direction now from the TIMMA Board in order to proceed with systems engineering and additional project approvals. Subsequent project development documents, environmental documentation, tolling system designs, and approvals will be based on these policy decisions.
- **Policy Advisories** are policy areas that either do not need adoption now in order to proceed with the next steps in project development, and/or need further analysis. At the same time, these policy advisories are important assumptions underlying the Policy Action recommendations. These Advisory issues will be further analyzed as part of the next steps in TIMM Program development, and final direction shall be approved by the TIMMA Board as part of the Opening Year Toll Policies about one year prior to launch of the Program.

The TIMM Program toll policy recommendations are consistent with three principles:

- **Broad Base, Lower Level.** The first principle is that the TIMM Program is well suited to a broader toll base. A broader toll base allows for a lower toll level than a program with a narrower base (fewer toll payers, but a higher toll level for each payment). The revenue to fund new Treasure Island transportation services could be raised from a limited, “narrow base”—a toll only, for instance, or a toll limited to only a small set of drivers during a very limited part of the day. To raise enough revenue, any single toll payment from a “narrow base” would need to be a high dollar value, or “high level.” A narrow base also means that the toll is less effective in discouraging driving and achieving the 50% transit mode share target. In contrast, the same amount of revenue could be raised from a “broad base,” which means multiple revenue sources raised from multiple system users and time periods. A broad-based approach increases the number of system users who are asked to contribute taxes or fees to fund the program, but it also means that any individual user’s contribution towards the needed annual revenue is lower. This approach also does more

TIMM PROGRAM POLICY

For the TIMM Program to meet its long-run goals, it will take a broad-based (but relatively low-level) toll that is in place during core transit service hours, that is, when there is a good transit alternative. Broad based means that there will be few discounts or exemptions; we would credit any amount that a driver pays at the Bay Bridge toll plaza towards the TI payment. Unlike the Bay Bridge, however, we would not be able to provide a discount to HOVs of 2 or 3 people. A TIMM Program that operates according to these policies can subsidize a Multimodal Transportation Affordability Program (TAP) for households in the Below Market Rate units, as well as, for a limited transition period, a free daily roundtrip toll for longtime current residents.



to discourage driving, because a larger share of drivers experience the disincentive effect of out-of-pocket driving costs.

- **Consistent Incentives.** A second principle of these policy recommendations is to provide internally consistent behavioral incentives. In designing added features or addressing concerns, we sought to support the TITIP goals of walking and biking on-Island; providing high-quality, frequent transit; enabling carshedding; and discouraging driving for routine trips.
- **Predictable but Adaptable.** New residents and workers need to understand the parameters and features of the TIMM Program in order to make location decisions. At the same time, travel

demand, land uses, transit service levels, and other assumptions will change significantly from the start of the Program through full buildout and beyond. The TIMM Program needs the ability to be flexible and responsive to changing conditions. The policy recommendations seek to provide a predictable scenario that allows users to “opt in” to the buildout horizon year, while at the same time maintaining the ability of the TIMMA Board to adapt and adjust the program costs and revenues over time.

Table 5 describes the recommendations for each policy issue, the technical basis for the recommendation, and indicates whether the recommendation is a Policy Action or a Policy Advisory. This combination of policies

TABLE 5. TIMM Program Toll Policy Recommendations: Actions and Advisories

POLICY ISSUE	RECOMMENDATION	BASIS / FINDING	TYPE
Who pays the toll?	Residents and non-residents should pay the toll.	Demand forecasts indicate that visitors and workers will make about 20% of on-off-Island trips, and that a toll will influence the travel decisions of non-residents. This policy is important for meeting the 50% transit mode share requirement. Financial modeling indicates that a resident-only toll will not raise sufficient revenue. A toll applied to residents-only is more costly to enforce and administer.	Policy Action
What are the toll hours of operation?	During weekdays, the toll should be in operation during transit’s core span of service. Weekend hours of operation will be determined through a subsequent study based on refined projections of travel demand revenue needs.	Financial modeling indicates that a toll during weekday peak periods only will not raise sufficient revenue. Demand projections indicate that 55% of Treasure Island-generated trips will take place during non-peak periods.	Policy Advisory
	TIMMA and the City should explore additional operating funding from new revenue sources to reduce the need for toll revenue generated during the midday, evening, or weekend periods.	Additional operating revenue sources would diversify the TIMM Program’s transit funding basis, and make transit service less dependent on driver user fees. Operating revenue should be committed to the TIMM Program and should be long-term, if not permanent. Additional sources could include: Muni revenues, City general funds, State and regional programs, developer contributions, and existing or future local voter-approved transportation fees or taxes.	Policy Advisory
What is the toll rate structure?	The toll should follow a time-of-day rate schedule with increments indexed to Island-generated traffic levels.	Toll levels that vary based on traffic levels influence driving decisions towards less-congested times of day.	Policy Action
Which direction(s) are tolled?	Both directions should be tolled (both onto and off Treasure Island).	A toll in each direction is a better demand management tool, influencing both resident travel and visitor/worker travel. Demand projections indicate that some drivers will be influenced to shift one or both ends of their trips to a less congested period. A toll in each direction is more equitable. An alternative to a bi-directional toll is a higher toll rate in one direction only. A bi-directional toll allows for a broader revenue base than a higher one-way toll level.	Policy Action

table continues next page

best supports the goals of the TIMM Program, including meeting the 50% transit mode share target and covering costs in the long run.¹⁰

For the TIMM Program to meet its long-run goals, it will take a broad-based (but relatively low-level) toll that is in place during core transit service hours; that is, when there is a good transit alternative. Broad-based means that there will be few discounts or exemptions; for instance, we are not able to provide a toll exemption to HOVs of 2 or 3+ people. We will, however, credit any amount that a driver pays at the SFOBB toll plaza towards the Treasure Island payment. A TIMM Program

¹⁰ For a number of years prior to Island buildout, the Mobility Program will require operating subsidies in order to provide desired transit service and other benefits such as the Affordability Program and subsidy for longtime residents. The TIMM Program will also require subsidy for some upfront capital costs.

that operates according to these policies can subsidize a Multimodal Transportation Affordability Program (TAP) for households in BMR units, as well as, for a limited transition period, a free daily roundtrip toll for longtime current residents.

IX. Program Funding Strategy

The buildout year TIMM Program expenditures are estimated at \$55 million. The 2011 Development Agreement secured three committed, permanent sources of funding for the ongoing operations and maintenance of The TIMM Program, and required that the Program achieve financial self-sustainability based upon these

TABLE 5 (continued). TIMM Program Toll Policy Recommendations: Actions and Advisories

POLICY ISSUE	RECOMMENDATION	BASIS / FINDING	TYPE
How is the toll level determined?	TIMMA should set the toll level periodically, at the level needed to raise enough revenue to provide recommended transit service levels and achieve transportation performance targets, in combination with other committed sources of operating funding.	Demand forecasts indicate that at project build-out, a \$5 (2018\$) peak-period toll, combined with other recommended policies, will influence travel behavior enough to meet the transit mode share requirement, without suppressing overall travel demand. Financial analysis indicates that a balanced toll level, combined with other recommended policies, will generate sufficient revenue for transit operations and ongoing program support and maintenance. Rates will be adjusted to reflect the availability of transit service, cost escalation for providing the service, and the requirement to make the program sustainable in the long term. For ease of administration, toll levels will be adjusted periodically as needed based on observed system performance and the cost of program services.	Policy Advisory
	The toll level should be indexed to a function of transit cost inflation.	Financial modeling indicates that the toll level should be indexed to a function of general inflation and to inflation in transit costs specifically. The SFMTA's index formula for adjusting Muni transit fares provides an example. The toll level should be adjusted, if warranted.	Policy Advisory
	TIMMA, TIDA, TICD, and partner agencies should seek capital grant funding.	New capital grants for TICD commitments, such as transit vehicles, street infrastructure, and/or the multimodal transit hub, could free committed capital subsidy for unfunded capital needs such as ferry vessels or toll system infrastructure and hardware, or for additional operating subsidy in the early years of the TIMM Program, when travel demand (and revenues) are lower. Currently, there is a gap in the sources of funding for initial capital investments. Financial analysis indicates that this strategy would help keep initial toll levels as low as possible and potentially offset the cost of benefits such as the TAP and subsidized roundtrip toll for longtime (pre-DDA) households.	Policy Advisory
Are any driving trips exempt from the toll?	2- and 3+-passenger carpools should pay the toll. Registered* transit, shuttles, and vanpools, as well as pedestrian and bicycle trips, should be exempt from the toll. Allow exemptions consistent with existing law or interagency agreements.	Demand forecasts indicate higher than average rates of 2- and 3+-person carpools to and from the Island. Demand analysis projects that the TIMM Program will not meet the 50% transit mode share target if these carpools are exempt from toll payment. Carpool passengers may split toll (and other driving) expenses, providing a financial incentive to carpool. Private and non-profit services simplify these transactions. Applying the toll to 2- and 3+-passenger carpools is consistent with a broader-based, but lower-level user fee. Exemptions for federal vehicles, if applicable, should be consistent with the policies for such vehicles on other Bay Area tolled facilities.	Policy Action Policy Advisory

table continues next page

funding sources: program generated revenues including tolls, non-residential parking fees, transit fares, and the mandatory transit pass program.

Although the TIMM Program under Scenario 4, described above, is projected to be self-sustaining once buildout is substantially complete, a combination of state, federal and local funds will be required to complete the initial program development and to supplement operating funding in the early stages of the program.

In addition, as discussed in Section XII, stakeholder feedback has called for TIMMA and TIDA to pursue ad-

ditional, supplemental sources of short or long-term operating funds. The purpose of the additional operating funds is to:

- Reduce the absolute need for operating and maintenance revenue from the tolls, allowing for reduced toll hours of operation and/or toll level; and
- Reduce the relative need for operating and maintenance revenue from tolls, diversifying the set of permanent, committed sources of operating and maintenance funding.

TABLE 5 (continued). TIMM Program Toll Policy Recommendations: Actions and Advisories

POLICY ISSUE	RECOMMENDATION	BASIS / FINDING	TYPE
Are any driving trips given a discount on the toll?	Credit westbound east span drivers for tolls paid at the SFOBB toll plaza.	Demand forecasts indicate that about one-quarter of all trips to and from Treasure Island, by any mode, will start or end in the East Bay. Drivers who have already paid a SFOBB toll will not pay the full Treasure Island congestion toll. Someone who drives from San Francisco to Treasure Island will only pay the Treasure Island congestion toll. Demand projections also indicate that crediting these drivers for SFOBB tolls will not induce driving significantly, since the amount of toll paid by these drivers will be about the same as other Treasure Island drivers. Financial analysis indicates this revenue loss is made up by extending the toll to transit core hours of operation. The Bay Area Toll Authority (BATA), which operates the State-owned toll bridges in the Bay Area, also has the authority to toll the west-bound approach to the SFOBB from Treasure Island.	Policy Action
	Ease the transition to a new neighborhood for longtime (pre-DDA)** households of all income levels by subsidizing the cost of one daily round trip toll.	In order to meet transportation system performance targets, this benefit should sunset, such as at the start of ferry services, or on the date that residents relocate to their new permanent housing unit. To maintain consistent incentives within the TIMM Program structure, eligible residents may choose either to receive the one free toll or a multimodal Transportation Affordability Program (TAP) benefit of equal value. Financial analysis finds: this will require operating subsidy during the period that it is in place.	Policy Action
	Support transportation affordability for residents in Below-Market-Rate (BMR) units by ensuring high quality transit, and by providing a multimodal Transportation Affordability Program (TAP) discount.	Demand analysis indicates that a toll discount or exemption for very-low-income households on Treasure Island will result in more Island-generated vehicle miles of travel (VMT) and a risk of not achieving the 50% transit mode share requirement. Financial analysis indicates that, for the same subsidy as this toll discount, a multimodal TAP can be provided to all BMR households, benefitting twice the number of residents—as well as users of all travel modes, not just drivers—for the same cost. Financial analysis indicates that car ownership itself is the greatest transportation expenditure for low-income households. A TAP discount on all transit modes, in combination with high levels of transit service, supports “carshedding,” which decreases overall transportation costs the most for households in BMR units. Using TIMM Program revenues to fund a multimodal TAP discount for BMR residents encourages transit use, enables carshedding, and is consistent with program-wide transportation and financial sustainability goals.	Policy Action

* e.g., with the Metropolitan Transportation Commission’s 511 registry.

** That is, residents who signed leases prior to the 2011 adoption of the Disposition and Development Agreement.

† “Very-low-income” households are defined as those who qualify for SFMTA’s Lifeline Transit pass.

This Section describes the funding strategy for the development and ongoing operations of the TIMM Program.

TIMM Program Project Development and Planning

Planning for the mobility program including project development and capital expenditures for the toll system are the responsibility of TIMMA. Program elements that must be completed prior to the program becoming operational in 2019 include policy development, travel demand and financial analysis, transit service planning and project development and construction of the toll system. The total cost for this work is estimated at \$17 million. Funding for these activities is from various grant programs and partner contributions as shown in Table 6.

TIMMA is actively seeking additional grant funding for the program elements that will be completed prior to first occupancy of the development in 2019. A variety of state, federal and local discretionary programs will be pursued for the TIMM Program. See Table 9.

Transit Capital: Initial Investment

All transit infrastructure, including the intermodal terminal, ferry infrastructure improvements and bus stops and shelters will be funded and constructed by TICD. The initial purchase of transit vehicles and ferries will be funded from a combination of developer contributions, SFMTA revenues and grant funding as shown in Table 7.

Operations, Capital Replacement and Rehabilitation

Ongoing TIMM Program operations will be funded with a combination of program generated revenue, developer subsidy, grant funds, and any additional revenue sources to be determined.

The anticipated TIMM Program revenues from tolling, parking and transit fares are projected to be sufficient to fund the operations for the recommended program at buildout. Additionally, the developer will contribute \$30 million in operating subsidy that will address cashflow needs in the early years prior to full buildout of the development. When available, grant funds will be used to supplement TIMM Program revenue for capital rehabilitation. Funding assumptions for Operations and Rehabilitation are shown in Table 8.

TABLE 6. TIMM Program Development Funding 2013–2019

SOURCE	FUNDING
TIDA	\$5,250,000
Federal Value Pricing Grant	\$480,000
MTC Planning Grant	\$500,000
Prop K Funding	\$ 360,000
Grant Funding TBD	\$10,400,000
TOTAL	\$16,990,000

PROGRAM ELEMENT	FUND SOURCE	NOTES
Treasure Island/YBI transit infrastructure	Developer funds	Includes intermodal hub, ferry infrastructure, transit stops, and shelters
AC Transit buses (9) for East Bay service	Developer funds	
Muni buses	SFMTA funds and developer funds*	The development agreement requires TICD to provide \$1.8 million in match for the purchase of 6 Muni buses
On-Island shuttle	Developer funds	
Ferry vessels	Grant funds	TIMMA is partnering with WETA to pursue grant funding for the ferry vessels

TABLE 8. Operations, Capital Replacement, and Rehabilitation Funding Assumptions

PROGRAM ELEMENT	FUNDING ASSUMPTION
TIMM Program Operations: transit service, TDM and equity programs, administration	TIMM Program revenues: toll, parking, transit fares, transit passes, developer subsidy
Ferry vessel and AC Transit bus rehabilitation and replacement	Federal funds and TIMM Program revenues
Muni bus replacement	Federal funds and SFMTA revenues
On-Island shuttles	TIMM Program revenues
Toll system and parking infrastructure replacement	TIMM Program revenues

TABLE 9. Potential TIMM Program Grant Opportunities

PROGRAM ELEMENT	FUNDING ASSUMPTION
State and Regional Clean Air Funds	Alternative fuel buses, shuttles, ferries. Trip reduction and TDM programs
Federal Discretionary Transit Programs	Buses, shuttles, ferries
Federal Discretionary Grants	Toll System, buses, shuttles, ferries
Other (e.g., bridge tolls, local sales or other taxes / fees)	Toll System, buses, shuttles, ferries

* Source: "Fiscal Analysis of the Treasure Island Rededvelopment Project" April 2011

Supplemental Grant Funding

TIMMA is actively working with project partners to pursue supplemental grant funding for the program, both for capital costs and for ongoing operations. While the financial analysis shows that the program can be self-sustaining with existing committed, permanent operating funds, any additional grant funds that can be secured could potentially reduce the need for toll revenue for on-going operations of the program. Table 9 (previous page) lists potential funding programs that will be pursued.

X. Next Steps

Treasure and Yerba Buena Islands are an opportunity to create new housing, open space, and visitor destinations in San Francisco. The 2011 Design for Development called for this new development to model sustainability in its land use and transportation system. The TIMM Program, adopted as part of the 2011 DDA, does this through new transit, on-island shuttles, car share, bike share, and other services, supported by committed and permanent user fees to fund the Program's ongoing operation and maintenance.

This Study refined the demand and financial assumptions and projections of the 2011 TITIP, and recommends TIMM Program toll policies that will enable the Program to meet long-term transportation and financial performance targets. Approval of this Study's recommended Policy Actions will guide the next steps in project development. This Study also provides some Policy Advisories that need further research and development before an approval action is taken prior to the operational launch of the TIMM Program. TIMMA will lead, or partner with joint operating agencies to lead, the following next steps:

OUTREACH

- Continue and expand outreach and communications with public agencies, current and future residents, businesses, workers, and community organizations.
- Explore strategies to support future low-wage workers on Treasure Island.
- Execute partner agency agreements and additional program approvals as needed.

PLANNING

- Prepare travel demand forecasts and financial projections focused on the Program's implementation and first five years of operation (TIMM Program 10 Year Implementation Plan).
- Develop a Treasure Island-focused transit pass to fulfill the mandatory transit pass requirement within the development agreement.
- Recommend initial toll hours of operation, toll level, and rate schedule based on the TIMM Program 8 Year Implementation Plan. Final Program Policies and tolling Business Rules to be adopted approximately one year prior to the launch of operations.
- Develop the Transportation Affordability Program (TAP) for below-market-rate households.
- Coordinate with SFMTA-led development of parking management plans for Treasure Island.

ENGINEERING

- Continue engineering of the toll system and civil infrastructure, and define toll system requirements.
- Develop ferry system (dock/vessel) plans, explore alternative technologies through collaboration with WETA, and seek grants from State/regional and federal agencies.

FUNDING PLAN

- Refine TIMM Program funding plan as 10-year Implementation Plan financial analyses are undertaken.
- Pursue funding sources in current TIMM Program Funding Plan and seek new additional local, committed sources of operating revenue to reduce need for tolls.



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DRAFT SUMMARY REPORT

JULY 2016

Treasure Island

Mobility Management Study

Appendices



TREASURE ISLAND MOBILITY MANAGEMENT AGENCY



Memorandum

Date: 07.13.16 **RE:** TIMMA Committee
July 20, 2016

To: TIMMA Committee: Commissioners Kim (Chair), Avalos (Vice Chair) and Campos

From: Eric Cordoba – Deputy Director for Capital Projects *EC*

Through: Tilly Chang – Executive Director *TC*

Subject: **ACTION** – Recommend Approval of the Treasure Island Mobility Management Study Toll Policy Recommendations

Summary

The purpose of the Treasure Island Mobility Management Agency (TIMMA), as set forth in the Treasure Island Transportation Management Act of 2008 (State Assembly Bill 981), is to implement the Treasure Island Transportation Implementation Plan (TITIP) in support of the Treasure Island/Yerba Buena Island Development Project. The TITIP, adopted in 2011, calls for a comprehensive, integrated program to manage travel demand on the Island as it develops. This innovative approach to mobility includes a complimentary package of strategies and services including required purchase of transit passes by residents, parking fees, and a multimodal congestion pricing program that applies motorist user fees to support enhanced and new bus, ferry, and shuttle transit, as well as bicycle sharing, to reduce the traffic impacts of the project. Funded by federal and regional grants, the Treasure Island Development Authority, and Prop K sales tax funds, the Transportation Authority has prepared the Treasure Island Mobility Management Study (Study). The objective of Study is to refine the assumptions of the TITIP recommend congestion pricing policies for Treasure Island based on demand forecasting, financial analysis and stakeholder input. The Study advances the TITIP recommendations to a level suitable for TIMMA to begin systems engineering design and to enter into transit operator and procurement agreements. On June 28, 2016, and July 13, 2016, the TIDA Citizen Advisory Board (CAB) and the TIDA Board, respectively, unanimously approved the Study.

BACKGROUND

On April 21, 2011, in a joint session with the San Francisco Planning Commission, the Treasure Island Development Authority (TIDA) Board of Directors adopted a series of resolutions to approve numerous entitlement and transaction documents relating to the Treasure Island/Yerba Buena Island Development Project, including a Development Agreement and a Disposition and Development Agreement (DDA), with Treasure Island Community Development, adopting environmental findings pursuant to the California Environmental Quality Act. On June 7, 2011, the Board of Supervisors approved the same.

The Treasure Island Transportation Implementation Plan (TITIP) was adopted concurrent with the DDA and referenced in the DDA and outlined the goals, strategies, and implementation plan for a new transportation system, infrastructure, and services to support the development Project, including the designation of the Treasure Island Transportation Management Agency (TIMMA) to oversee the implementation and management of the transportation programs and revenues. On April 1, 2014, the San

Francisco Board of Supervisors approved a resolution designating the Transportation Authority as TIMMA. The purpose of TIMMA, as set forth in the Treasure Island Transportation Management Act of 2008 (State Assembly Bill 981), is to implement the TTTIP.

The TTTIP calls for a comprehensive, integrated program to manage travel demand on Treasure Island as it develops. This innovative approach to mobility includes a complimentary package of strategies and services including required purchase of transit vouchers 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.

To carry out pre-implementation planning on TIMMA and TIDA's behalf, the Transportation Authority and TIDA Board have authorized annual operating Memoranda of Agreement since 2011. In each of these years, Transportation Authority staff has carried out a scope of pre-implementation work, including successful grant applications to the Federal Highway Administration and Metropolitan Transportation Commission for planning and design funds. Work has included the Treasure Island Mobility Management Study (Study), a policy and financial analysis of the congestion pricing program.

The objective of the Study is to refine the assumptions of the TTTIP and to recommend congestion pricing policies for the Island based on revised demand forecasting, financial analysis, and stakeholder input. The Study, included as an enclosure, advances the TTTIP, in particular the toll system component, to a level suitable for TIMMA to begin systems engineering design and to enter into transit operator and procurement agreements.

DISCUSSION

The challenges to be addressed to achieve the transportation access and sustainability vision for Treasure Island include:

- How will traffic impacts on the San Francisco-Oakland Bay Bridge be managed and minimized?
- What are the sources of committed, permanent funding to operate and maintain new transit and other transportation services?
- How can we support affordable housing and transportation for low and moderate-income households?

The 2011 TTTIP informs the development of a Treasure Island Mobility Management Program (TIMM Program). The TIMM Program comprises both incentives for transit, walking, and biking, and disincentives to travel by private vehicles—namely, pricing in the form of a congestion toll, fees for all parking, and parking maximums. This Study analyzes and recommends policies specifically for the congestion toll component of the TIMM Program.

The TTTIP identified two specific performance targets for the TIMM Program:

- A program that yields a non-auto mode share for on-off Island travel of at least 50 percent during peak travel periods.
- A financially sustainable program that covers its long-run operating and capital maintenance costs.

This Study used transportation demand and financial forecast analyses to iteratively develop, test, and assess five toll policy scenarios and recommends a preliminary set of toll policies for Treasure Island that are most likely to achieve these performance targets. It also describes recommendations that are advisory, but may be acted on at a future date pending further analysis and refinement.

Stakeholder Feedback: We conducted multilingual outreach throughout the Study process, reaching residents, businesses, and non-profit organizations on the Island, and crafted recommendations that respond to the feedback we heard. One of the main themes of feedback concerned affordability for current and future low- and moderate-income households.

To address these concerns, we recommend development of a multimodal Transportation Affordability Program (TAP) for all households that qualify for below-market-rate housing on the Island. The TAP would include toll (or transit) credit earned for frequent transit use; lifeline fare equivalents on ferry and Alameda-Contra Costa Transit District fares or passes; and subsidized carshare and bikeshare memberships.

In addition, we heard concerns from current longtime residents who moved to the Island prior to adoption of the 2011 DDA. We recommend a toll discount for these households that, for a limited transition period, would provide one daily round-trip free toll for each qualifying longtime household.

Stakeholder feedback also called for more investigation into additional, supplemental sources of short or long-term operating funds in order to reduce reliance on toll revenues. This Study discusses a strategy for pursuing a variety of funding sources.

On June 28, 2016, and July 13, 2016, the TIDA Citizen Advisory Board (CAB) and the TIDA Board, respectively, unanimously approved the Study.

Recommended Policies: This Study recommends toll policy refinements that will meet the transportation and financial objectives of the TIMM Program. These recommendations fall into two categories:

- Policy Actions are policy areas that need direction now from the TIMMA Board in order to proceed with systems engineering and subsequent project design and approvals. These are described in Table 1 below.
- Policy Advisories are policy areas that either do not need adoption now in order to proceed with the next steps in project development, and/or need further analysis. These are described in Table 2 below.

We recommend that for the TIMM Program to meet its long-term goals, toll policies must include a bi-directional, broad-based, low-level toll in place during core transit service hours, without exemptions for carpools. We recommend that the Program encompass a multimodal TAP as well as a limited-term roundtrip toll subsidy for longtime residents.

Table 1: TIMM Program Toll Policy Recommendations for Action

Policy Issue	Recommendation
Who pays the toll?	Residents and non-resident drivers pay the toll.
Which direction(s) are tolled?	Both directions are tolled (both onto and off Treasure Island).
Are any driving trips exempt from the toll?	Two-and three passenger carpools are not exempt from the toll. Transit, shuttles, and vanpools, as well as pedestrian and bicycle trips, are exempt from the toll.
Are any driving trips given a discount on the toll?	Credit westbound East Span drivers to Treasure Island for tolls paid at the Bay Bridge toll plaza. The Bay Area Toll Authority (BATA), which operates the State-owned toll bridges in the Bay Area, has the authority to toll the west-bound vehicles taking the Bay Bridge from Treasure Island into San Francisco.

Policy Issue	Recommendation
	Support transportation affordability for households that qualify for Below-Market-Rate units by ensuring high quality transit, and by providing a multimodal Transportation Affordability Program (TAP) discount.
	Ease the transition to a new neighborhood for longtime (pre-DDA) ¹ residents of all income levels by providing, for a limited period to be defined, the cost of one daily round trip toll per qualifying household.

Table 2: TIMM Program Toll Policy Advisory Findings, Subject to Further Study

Policy Issue	Finding
What are the toll hours of operation?	Toll hours of operation will be determined through a subsequent study based on refined projections of travel demand and revenue needs.
	TIMMA and the City should explore additional operating funding from existing or new revenue sources to reduce the total need for toll revenue and allowing flexibility in setting peak toll levels and off-peak toll policies.
What is the toll level?	TIMMA should set the toll level based on further study and the availability of additional supplemental operating funding sources.

Next Steps: Approval of this Study's recommended Policy Actions will guide the next steps in project development, including in the areas of planning, outreach, engineering, and funding. If approved by the TIMMA Board, Staff will proceed with systems engineering design of the toll system and with the policy development and design of the toll policy provisions, including a TAP, consistent with the policies in Table 1. TIMMA will also proceed to develop operating agreements with transit operators and other operating agencies, including the Metropolitan Transportation Commission/BATA and Caltrans.

Finally, TIMMA will proceed with further travel demand and financial modeling to analyze, refine and recommend the areas of toll policy not subject to the current request for action. Prior to the start of operations, TIMMA will submit final toll policy recommendations, including those policies included in Table 2, for the First Subphase for approval to TIDA and TIMMA.

ALTERNATIVES

1. Recommend approval of the Treasure Island Mobility Management Study toll policy recommendations, as requested.
2. Recommend approval of the Treasure Island Mobility Management Study toll policy recommendations, with modifications.
3. Defer action, pending additional information or further staff analysis.

FINANCIAL IMPACTS

There is no financial impact to TIMMA's proposed FY 2016/17 budget from the requested action.

RECOMMENDATION

Recommend approval of the Treasure Island Mobility Management Study toll policy recommendations.

Enclosure:

1. Treasure Island Mobility Management Study

¹ That is, residents who signed leases prior to the 2011 adoption of the Disposition and Development Agreement.