



**TREASURE ISLAND
DEVELOPMENT AUTHORITY**
CITY & COUNTY OF SAN FRANCISCO
One Avenue of the Palms, Suite 241 San Francisco CA 94130

MEMORANDUM TO THE TIDA BOARD

HEARING DATE: November 8, 2023

Board File No: None.
Project Name: Administration and Governance of TIDA Parks & Open Space
Staff Contact: AnMarie Rodgers, Deputy Director
AnMarie.Rodgers@SFGov.org, 628.652.7471

Reviewed by: **Bob Beck, Director**

Recommendation: **Informational Only**

Purpose of this Report

This memorandum summarizes the status of TIDA's management, operations, and governance of the parks and open space. It follows the report before the TIDA Board, presented on July 12, 2023. This report will discuss both the immediate operations and management capacity as well as the action plan for long-term operations, maintenance, and governance.

- I. **Background.** An overview of the parks that will be on TI/YBI, inclusive of the phasing plan and the parks under construction now. (pg 1)
- II. **Foundational Documents.** A review foundational documents and policies. (pg 5)
- III. **Immediate Capacity for Operations and Management.** A summary of the operational costs during development and approach to maintenance and operations in 2023-2025. (pg 7)
- IV. **Long-term Issues & Considerations.** A summary of operational and maintenance issues for consideration inclusive of findings from past studies and an expanded matrix to launch further conversations. (pg 10)
- V. **Action Plan for Next Steps.** Discussion of outstanding questions and potential next steps. (pg 14)

I. Background

The scale of the planned parks on Treasure Island (300 acres) represents a significant addition to San Francisco's park system. For reference, Golden Gate Park is over 1,000 acres. Ensuring adequate resources and staffing for such a large expansion of public parks will be critical. The opening of the first park, The Rocks Dog Park, will be in November 2023. The initial administrative approach is in place: TIDA will be administering with supporting contracts, see page 9 for more.

Parks Overview. The programming and design of the open spaces reflects intensive analysis of site opportunities and constraints, natural and cultural resources, Tidelands Trust, sea level rise, infrastructure, transportation, access, sustainability, and habitat management. The Islands' diverse open space program encompasses a wide variety of programs and experiences that will contribute to the unique identity of each island. The redevelopment of Treasure Island and Yerba Buena Island will provide approximately 290 acres of open space and parks, including 80 acres on YBI and 210 acres on Treasure Island.

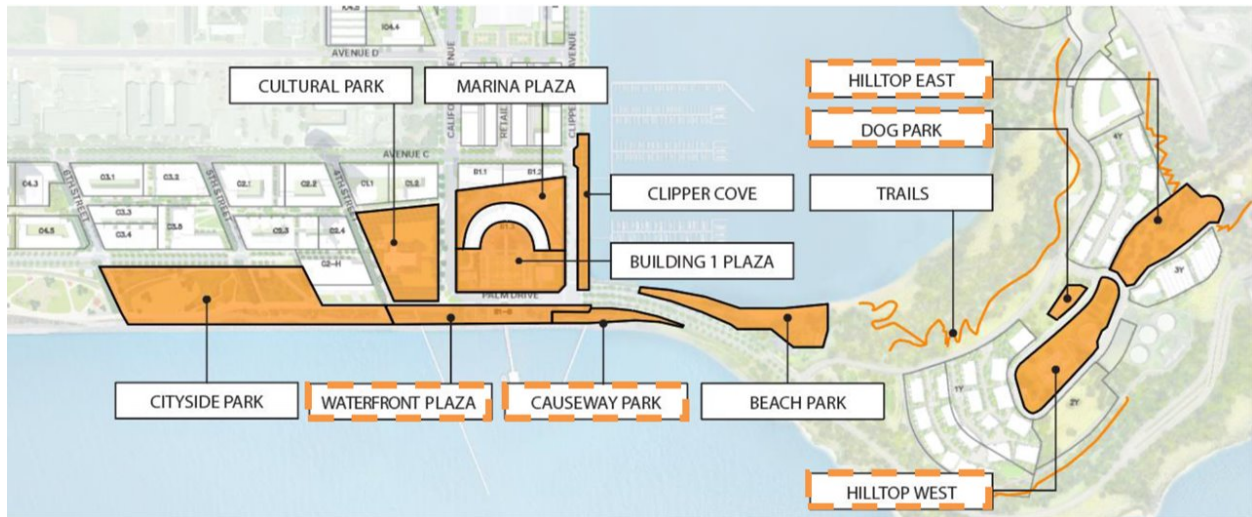
Phasing. Improvements to the Treasure Island and Yerba Buena Island Project will be provided over Four Major Phases. Currently, Major Phase I, Subphases Applications 1 and 2 are under construction.



FIGURE 43: PHASING PLAN (subject to modification)

- | | |
|---|---|
|  MAJOR PHASE 1 |  MAJOR PHASE 3 |
|  MAJOR PHASE 2 |  MAJOR PHASE 4 |

Parks Under-Construction. The current parks under construction now a portion of “Major Phase 1” and are described in Chapter 4 of the Sub-Phase Application 1 aka “Yerba Buena 1YA and 1 YB”¹ and Sub-Phase Application 2 aka “Treasure Island 1B, 1C & 1E”².



Major Phase I Initial Parks. This image shows the initial parks in orange for Major Phase I, subphase applications 1YA, 1YB, and 2. TI. 1B, 1C & 1E. The parks with the dashed orange outline are under construction and nearing opening.

Sub-Phase Application 1. YA. Parks & Open Space

- **Hilltop Park 1 & 2.** A regional and neighborhood serving park with passive recreational areas, overlooks, and picnic areas.
- **Open Space/Habitat Management Area 1.** The majority of the island’s open space is dedicated to habitat management and associated recreational uses such as hiking, biking, and picnicking.

Sub-Phase Application 1. YB. Parks & Open Space

- **Beach Park.** Universal water access via Clipper Cove Beach and the above bluff with Historic Quarters 10, to be owned and managed by TIDA for uses community events, retail, water access services or rentals, and non-profit functions.
- **Open Space/Habitat Management Area 2.** Habitat management and associated recreational uses such as hiking, biking, and picnicking.

Sub-Phase Application 2. TI. 1B, 1C & 1E. Parks & Open Space

¹ Sub-Phase Application 1 aka Yerba Buena 1YA and 1 YB, June 25, 2015. Available online at: <https://app.box.com/s/553ht2yxmbxashruled6b3hozfsbxj4m>

² Sub-Phase Application 2 aka Treasure Island 1B, 1C & 1E, June 25, 2015. Available online at: <https://app.box.com/s/kkboz6kv32asaal8no2332v2b5yz5aml>

- **Waterfront Plaza.** The public plaza (now under construction), ferry shelter, and associated coastal landscape is located on the waterfront opposite historic Building One. The approximately 400 foot by 100 foot plaza will serve as an intermodal hub connecting multiple modes of transit including cyclists, pedestrians, ferries, shuttles, and buses.
- **Building 1 Plaza.** The plaza acts as the civic focal point of Treasure Island, designating the site as an “urban hub” and linking the new Ferry Shelter up and through Historic Building 1 to Marina Plaza on the eastern side of the building, and through to the future retail street.
- **Marina Plaza.** This plaza serves gatherings, café seating and event space as well as a central passage through the site.
- **Clipper Cove Promenade.** Part of the Bay Trail, this linear open space orients toward the water and marina activities.
- **Cultural Park.** As a cultural park, this protecting the history and heritage unique to its site; providing activities well-suited for its visitors; and offering opportunities for expression of the local neighborhood’s identity.
- **Cityside Waterfront Park.** This iconic destination that will draw visitors and residents alike to walk, run, ride and linger along this spectacular 24-acre open space, 300-foot wide by ¾ mile from the shore to Cityside Avenue.
- **Cityside Neighborhood Park.** The location and size of the neighborhood park on Block C3.5, are approximate and will be finally determined in conjunction with the surrounding development.

Later Phase Parks: Remaining in Major Phase I and Major Phase II-IV.

The next parks scheduled for construction and the last parks in Major Phase One will be the Plazas for Building Two and Building Three, Clipper Cove Promenade Part Two, Eastside Common, Eastside Stormwater, and the Eastern Shoreline Park; all shown in Image A, below. Images B-D below show Major Phases II-IV.



Image A: Major Phase I, Remaining Parks.



Image B: Major Phase II, Parks.



Image C: Major Phase III Parks.



Image D: Major Phase IV Parks.

II. Review of Foundational Documents

San Francisco General Plan: Treasure Island and Yerba Buena Island Area Plan. One policy speaks directly to open space and parks management.

POLICY 5.2: Open space should be developed and managed in a way that increases waterfront public access and fulfills the objectives of the Public Trust. Proposed development plans should emphasize the unique Bay location of Treasure Island and Yerba Buena Island by providing increased waterfront and shoreline access consistent with regional planning principles and regulatory requirements. Visual and physical connections to waterfront parks and open spaces should be maintained in development areas. Parks and open space in the Public Trust areas must be designed so that their uses are consistent with the Trust. Lands on Treasure Island that may be subject to the Public Trust should be administered and reconfigured through an exchange with the State of California for lands of Yerba Buena Island that are not presently subject to the Trust, so as to allow the purposes of the Public Trust to be more fully realized on the Islands as a whole. The open space programming for both Islands should be consistent with the objectives of the Public Trust, including the principles of providing public access, habitat management and view enhancement.³

³ Treasure Island and Yerba Buena Island Area Plan. An Area Plan of the San Francisco General Plan. Adopted by BOS Ordinance No. 97-11, May 2, 2011. Available online at: https://generalplan.sfplanning.org/Treasure_Island_Yerba_Buena_Island.htm.

[Design and Development Agreement: Exhibit GG: Parks & Open Space Plan⁴](#). This Plan identifies a coordinated plan for multiple owners and managers of parks and open space on Treasure Island and Yerba Buena Islands.

Privately Managed Public Parks & Open Space. “Treasure Island Development Authority will transfer to TICD all land intended to be sold to third party developers. Within the parcels transferred into private ownership, various parks, plaza’s and open spaces will be developed and available for use by the residents and visitors pursuant to this Open Space Plan and the Design for Development. These parks and open spaces - such as the Cityside Neighborhood Parks - will be owned and/or managed a by a Treasure Island Home Owners Association (TIHOA) or adjacent commercial development.” (page 68)

Publicly Managed Parks & Open Space. “Treasure Island Development Authority will transfer to TICD all land intended to be sold to third party developers. . . TIDA will be responsible for the operations and management all of the public open space and recreation facilities during and following the development process.”

Potential Parks Conservancy. “In addition to coordination with individual organizations, TIDA could form a Parks Conservancy to manage and operate all or some of the open space and recreational resources. The Conservancy would be a private, 501c3 non-profit, park-benefit organization that raises funding independent of TIDA and manages it under a plan of action that is mutually agreed upon with TIDA. The Conservancy would not own any parkland; the land would continue to remain in the ownership of TIDA, and TIDA would retain ultimate authority over everything that happens there. The Conservancy could be involved with the whole suite of parkland activities, from planning through capital construction to maintenance. The relationship between TIDA and the Conservancy would be defined in a memorandum of understanding or a contract that defines the roles and responsibilities between TIDA and the conservancy.”

[Design and Development Agreement](#). Section 13.3.1 establishes an “Open Space Annual Subsidy” that the Developer shall pay to the Authority for the costs of operating and maintaining the Parks and Open Space Improvements⁵.

[Design and Development Agreement, Exhibit EE: Financing Plan](#). A Community Facilities District will be formed for each Sub-Phase that the Developer acquires. (Section 2.1) Among other uses, CFDs may be used for Park Maintenance. (Section 2.7) For on-going Park Maintenance, the financing plan establishes that a budget must be

⁴ The Parks & Open Space Plan. Exhibit GG to the Design and Development Agreement (DDA), June 28, 2011. Available online at: <https://app.box.com/s/kv6ey2zyuia4ks875dj0t18d8j3vszdh>.

⁵ Design and Development Agreement. Adopted. Available: <https://sf.gov/sites/default/files/2022-11/DDA-Body%20Only-RecordedExecuted.pdf>

prepared by TIDA, reviewed by the Developer, and shared with The City. This results in an annual payment from TICD to TIDA for parks maintenance. (Section 2.7) TIDA and the Developer may pursue grants for costs related to the Parks and Open Space Plan (Section 4.3).

III. Immediate Capacity for Governance Operations and Management

At the July 12, 2023 TIDA Board hearing, TIDA staff presented an outline of the strategy to address governance, finance and management in the near-term and long-term as follows. The short-term timeframe is 2023-2025. In this current window, the TIDA Board is responsible for governance, financing is coming from the Principal Developer Subsidy (TICD), and maintenance is conducted via a TIDA managed contract with Rubicon.

Governance, Finance & Maintenance

	Short-Term	Long-Term
Govern	TIDA Board	Public Private Partnership (P3)
Finance	TICD subsidy	IFD + (P3)
Maintenance	TIDA to contract	Public Private Partnership (P3)

This short-term plan discussed in July 2023 remains in place.

Operational Costs During Development. In 2011, the Parks and Open Space Plan (Exhibit GG of DDA), estimated that \$80.5M, in nominal dollars, would be needed for the operating and maintenance budget during the project development period. Total funding sources, including as estimated \$18.5M funded through Developer subsidy payments, have been identified to be approximately \$92.9M, or \$12.4M more than the identified costs. Any excess in funds collected by TIDA above the required operating costs will be used to pay for other qualified project costs as described in the Financing Plan. In 2015, Sub-Phase Application YBI 1YA and YBI 1YB

estimated that the Operations and Maintenance Cost Subsidy would be \$14.32M, beginning with the first opening of the first park owned by TIDA at the maximum rate of **\$1.5 million per year** for the first 5 years and \$3 million per year thereafter (pg 24).⁶

On February 18th, 2020 TIDA staff presented a “Budget Review” on Parks Operations and Maintenance to the TIDA ITC Committee. (See Exhibit B.) At the 2020 hearing, a comprehensive “O&M Budget” was presented with detailed estimates for the Stage 1 Parks and projections for parks O&M in future phases. This presentation established “Level of Service” for each park based upon park design, program and anticipated use. The budget included engineering, landscape, janitorial and related equipment. It did not include administration or security, capital expenses or the potential for off-setting revenue⁷. This budget is pasted below and shows higher costs than anticipated during the earlier subphase application of 2015.

Treasure Island and Yerba Buena Island Operations and Maintenance										
Preliminary Budget Summary, 2/5/2020										
	FY 20/21	FY 21/22	FY 22/23	FY 23/24	FY 24/25	FY 25/26	FY 26/27	FY 27/28	FY 28/29	FY 30/31
PARK OPERATING and MAINTENANCE EXPENSES										
YBI Natural Areas	\$ 168,392	\$ 174,286	\$ 180,386	\$ 186,699	\$ 193,234	\$ 199,997	\$ 206,997	\$ 214,242	\$ 221,740	\$ 229,501
YBI - East Stormwater	\$ 24,839	\$ 103,404	\$ 115,109	\$ 119,137	\$ 123,307	\$ 127,623	\$ 132,090	\$ 136,713	\$ 141,498	\$ 146,450
YBI - Causeway Slopes & Beach Access	\$ 26,156	\$ 117,364	\$ 152,910	\$ 158,262	\$ 163,801	\$ 169,534	\$ 175,468	\$ 181,609	\$ 187,965	\$ 194,544
YBI - Macalla Stormwater	\$ 38,895	\$ 157,088	\$ 179,198	\$ 185,469	\$ 191,961	\$ 198,680	\$ 205,633	\$ 212,831	\$ 220,280	\$ 227,989
YBI - Hilltop Park East	\$ 120,076	\$ 166,995	\$ 172,840	\$ 178,889	\$ 185,151	\$ 191,631	\$ 198,338	\$ 205,280	\$ 212,464	
YBI - Dog Park	\$ 35,945	\$ 40,109	\$ 41,513	\$ 42,966	\$ 44,470	\$ 46,026	\$ 47,637	\$ 49,305	\$ 51,030	
YBI - Hilltop Park West	\$ 181,319	\$ 243,259	\$ 306,423	\$ 312,518	\$ 318,827	\$ 325,356	\$ 332,114	\$ 339,108	\$ 346,347	
YBI - Causeway Stormwater	\$ 17,822	\$ 17,822	\$ 30,769	\$ 33,722	\$ 36,124	\$ 37,388	\$ 38,697	\$ 40,051	\$ 41,453	
YBI - Beach Park & Quarters 10	\$ 17,822	\$ 111,110	\$ 137,317	\$ 142,123	\$ 147,097	\$ 152,245	\$ 157,574	\$ 163,089	\$ 168,797	
YBI Trails	\$ 21,011	\$ 74,896	\$ 98,217	\$ 101,655	\$ 105,213	\$ 108,895	\$ 112,707	\$ 116,651	\$ 120,734	
TI - Cityside Park (Phase 1)	\$ 80,897	\$ 157,330	\$ 200,307	\$ 207,317	\$ 214,574	\$ 222,084	\$ 229,857	\$ 237,902	\$ 246,228	
TI - Cityside Park (Stormwater)	\$ 18,887	\$ 36,887	\$ 45,395	\$ 46,984	\$ 48,628	\$ 50,330	\$ 52,092	\$ 53,915	\$ 55,802	
TI - Cityside Park (Phase 2)	\$ 88,811	\$ 318,864	\$ 404,948	\$ 419,121	\$ 433,790	\$ 448,973	\$ 464,687	\$ 480,951	\$ 497,784	
TI - Waterfront Plaza	\$ 65,025	\$ 126,668	\$ 138,744	\$ 143,600	\$ 148,626	\$ 153,828	\$ 159,212	\$ 164,784	\$ 170,552	
TI - Building 1 Plaza	\$ 96,599	\$ 191,602	\$ 237,759	\$ 246,081	\$ 254,694	\$ 263,608	\$ 272,834	\$ 282,383	\$ 292,267	
TI - Clipper Cove Promenade	\$ 4,996	\$ 58,479	\$ 75,778	\$ 78,430	\$ 81,175	\$ 84,016	\$ 86,956	\$ 90,000	\$ 93,150	
TI - Cultural Park		\$ 134,184	\$ 191,205	\$ 270,365	\$ 279,828	\$ 289,622	\$ 299,758	\$ 310,250	\$ 321,109	
TI - Marina Plaza		\$ 29,611	\$ 105,001	\$ 137,139	\$ 141,938	\$ 146,906	\$ 152,048	\$ 157,370	\$ 162,878	
TI - Later Major Phase 1*					\$ 1,419,593	\$ 1,469,279	\$ 1,520,704	\$ 1,573,928	\$ 1,629,016	
TI - Phase 2 Parks**						\$ 733,497	\$ 759,169	\$ 785,740	\$ 813,241	
TI - Phase 3 Parks***							\$ 723,738	\$ 749,069	\$ 775,286	
TI - Phase 4 Parks****									\$ 4,405,794	
PARK TOTALS	\$ 258,282	\$ 1,301,351	\$ 2,335,419	\$ 2,835,783	\$ 3,033,212	\$ 4,555,559	\$ 5,443,871	\$ 6,353,515	\$ 6,571,258	\$ 11,202,417
PARKS TO BE REIMBURSED BY H.O.A										
YBI - East Stormwater	\$ 24,839	\$ 103,404	\$ 115,109	\$ 119,137	\$ 123,307	\$ 127,623	\$ 132,090	\$ 136,713	\$ 141,498	\$ 146,450
YBI - Macalla Stormwater	\$ 38,895	\$ 157,088	\$ 179,198	\$ 185,469	\$ 191,961	\$ 198,680	\$ 205,633	\$ 212,831	\$ 220,280	\$ 227,989
TI - Cityside Park (Stormwater)	--	\$ 18,887	\$ 18,887	\$ 36,887	\$ 45,395	\$ 46,984	\$ 48,628	\$ 50,330	\$ 52,092	\$ 53,915
Parks O+M Subtotal	\$ 194,548	\$ 1,021,973	\$ 2,022,227	\$ 2,494,289	\$ 2,672,549	\$ 4,182,273	\$ 5,057,520	\$ 5,953,641	\$ 6,157,389	\$ 10,774,062

More recently, TIDA Operating Budgets for Parks and Open Space established in 2023, established costs at \$1.2M and \$1.6M respectively, for FY 2023/2024 and FY 2024/2025—the “Short-Term” phase of parks management.

PARKS & OPEN SPACE OPERATING AND MAINTENANCE EXPENSES	FY2023-24	FY2024-25
YBI - EAST STORMWATER	119,200	123,400
YBI - CAUSEWAY SLOPE AND BEACH ACCESS	158,300	163,900

⁶ Sub-Phase Application 1 YBI. June 25, 20215. Available online at: <https://app.box.com/s/553ht2yxmbxashruled6b3h0zfsbxj4m>

YBI - MACALLA STORMWATER	185,500	192,000
YBI - HILLTOP EAST	172,900	178,900
YBI - DOG PARK (OPENING NOV 2023)	41,600	43,000
YBI - HILLTOP WEST	306,500	332,300
YBI - CAUSEWAY STORMWATER	30,800	33,800
YBI - BEACH PARK & QUARTERS 10 (OPENING MID-2024)	-	142,200
YBI - TRAILS (OPENING MID-2024)	-	101,700
TI - WATERFRONT PLAZA (OPENING IN FALL 2023)	92,533	143,600
TI - CITYSIDE PARK (OPENING IN EARLY 2024)	100,200	207,400
TI - CLIPPER COVE PROMENADE - PHASE 1 (OPENING MID-2024)	-	26,200
TOTAL	1,207,533	1,688,400

Existing TIDA Capacity for Short-Term Operations & Maintenance.

With the first park, “The Rocks” opening in November, the initial administrative approach is locked in place: **TIDA administration through existing resources, inclusive of a private contract.** Ensuring adequate resources and staffing in the near-term and during the initial expansion of public parks will be critical and a contract provides facile adaptation and increased capacity as needed. Within the existing TIDA budget, TIDA will maintain the existing parks and open spaces on the island including the residential open spaces, perimeter pathway, and the Great Lawn. Rubicon is the current contractor. TIDA staff, supplemented by biodiversity staff from the San Francisco Environment (SFE), have developed and grown Rubicon’s capacity for operations of the unique natural areas and parks that will be first to open.

Over recent years, TIDA and SFE staff have planned and implemented special projects on YBI to remove invasive species and to advance the objectives of the habitat management plan. In coordination with TIDA’s non-profit partners, TIDA has implemented community garden projects with Indigenous Permaculture. TIDA’s real estate staff have facilitated high-quality programming of large public events. Recent and upcoming sponsored events include the Treasure Island Flea Market, Dragon Boat Races, Oracle World, and the Treasure Island Music Festival, to name a few. Unsponsored, TIDA Real Estate managed events, include Fleet Week, Fourth of July and the New Year’s Fireworks displays. This team works diligently to lease and manage the many TIDA public venues. The Real Estate team is experienced in hosting multiple events per week and sometimes multiple events per day at sites as diverse as the chapel and Casa de la Vista. Resources at TIDA’s disposal include contracts and purchase orders with not only SFE and Rubicon; but also Public Works, Toolworks, local native plant nurseries such as Literacy for Environmental Justice, and OneTI Partners.

Based upon these past experiences, maintenance, and operation of the parks to be completed in the initial subphases are well within the capabilities of existing staff and resources.

IV. Long-term Issues & Considerations

Long-Term Operational Costs. In 2011, the Parks and Open Space Plan (Exhibit GG of DDA), expected that long-term open space maintenance after the project has been developed would be funded by a combination of property taxes collected through Community Facilities District financing and residential, commercial, and master home owners’ association dues. As shown in the chart below, it was estimated that the total funding sources for operations and maintenance on an annual basis will be in excess of the actual funding need. In the event that funding sources are greater than the open space operating budget, any excess funds will be used to fund other eligible open space and community facilities improvements as directed by TIDA.

The following charts are from the Parks and Open Space Plan.

Parks + Open Space Areas Budget	Capital Costs	Operating Costs During Development	Long-Term Operating Costs (Annual) (1)
Total Costs	\$ 85,500,000	\$ 80,500,000	\$ 9,100,000
Costs funded by Interim Operating Budget		\$ 5,500,000	\$ -
Costs funded by Residential & Commercial HOA		\$ 35,200,000	\$ 3,900,000
Costs funded by Developer Subsidy	\$ 85,500,000	\$ 18,500,000	\$ -
Available proceeds from CFD	\$ -	\$ 33,700,000	\$ 12,700,000
Total Funding Sources	\$ 85,500,000	\$ 92,900,000	\$ 16,600,000
Funding Surplus / (Shortfall)	\$ -	\$ 12,400,000	\$ 7,500,000

(1) Long-Term Operating Costs are estimated costs in 2029 shown in inflated dollars

Table 1: Capital Costs, Operating Costs During Development, and Long-Term Operating Costs. During development of the island the parks and open space operations would be supported by an interim operating budget, HOAs, a developer subsidy and the CFD. Over time, only the HOA and CFD would remain in support of funding operations.

Open Space Type	Treasure Island Parks and Open Space: Operations & Management Entity / Funding Source					
	TIDA	Master HOA	Commercial District	3rd Party Operator	SF PUC / SF USD	SF DPW / HOAs
Northern Shoreline Park						
The Wilds						
Cityside Waterfront Park						
Eastern Shoreline Park & Pier 1						
Wetlands	Cost share w/ PUC				Cost share w/ TIDA	
YBI Open Space						
YBI Hilltop Park						
YBI Beach Park						
Eastside Commons						
Cityside Neighborhood Parks / SPWs						
Waterfront Plaza						
Building 1 Plaza						
Clipper Cove Promenade						
Marina Plaza						
Cultural Park	Cost Share w/3rd Party					
Recreation Sports Park						
Urban Agricultural Park						
Cityside Waterfront Park - Sculptural Garden	Cost Share w/3rd Party					
Senior Officers' Quarters Historic District						
Treasure Island Sailing Center Open Space						
School Open Space						
PUC WWTP & 4-6 Acres						
Roadways and Streetscape Elements						

Table 2: Specific Parks and Associated Owner, Operator, and Funder. In the Parks and Open Space Plan, TIDA would own and operate the major parks and the regional parks with the exception of the East Sides Commons. The HOA and CBDs would operate parks serving these particular neighborhoods and third-party operators would control use-specific parks like Cultural Park, Urban Ag, Sailing Center and the Sports Park.

Park Maintenance & Staffing. In 2020, CMG proposed an initial system for managing the parks and open spaces in the draft Operations & Maintenance guide that added staff capacity as parks opened. **A professional staff accountable to TIDA is recommended.** This report identified the need for a Parks Manager possessing expertise in place-making, property management, and ideally, asset management. This Parks Manager will oversee overall operations and maintenance, including tasks like general maintenance, engineering services, landscape upkeep, and janitorial services, as well as the handling of special conditions or events. The Park Manager's responsibilities will encompass all areas and features of the park improvements as outlined in the provided plans, specifications, and project manuals for each park as they become part of the Parks system. Close coordination with TIDA management and administration will be crucial to integrate park operations with island-wide management and services.

Additionally, CMG's draft report recommended a full-time Stationary Engineer, preferably with experience in parks and mixed-use spaces, should be available to manage repairs, inspections, certifications, licensing, and testing. As more phases of the parks are developed, the Parks

Manager would transition from part-time to full-time, and the team would expand to include an Assistant Property Manager and a Utility Engineer. Any further staff additions will be assessed based on the development of future phases of the parks and open spaces.

A Spring 2022 Study by UC Berkeley Goldman School of Public Policy Graduate Student, Scott W. Miller, studied additional park maintenance and staff possibilities⁸. The report compared options that TIDA staff were considering at that time, including: contracted workers and in-house staff, and a new conservancy. This recommendation considered effectiveness, economy, administrative ease and potential for popular support. It was supported by the following observations.

- A team of ten workers, with a likely even split between gardeners and custodians because of the assets in designed spaces, would be required to maintain these areas.
- Hiring a private firm for maintenance in designed spaces is cheaper than employing TIDA's teams or creating a new conservancy. It avoids the administrative burden of hiring staff or outlining conservancy responsibilities.
- Work in natural spaces requires more training and knowledge, as it involves understanding local flora and fauna and how to achieve conservation goals for the area's ecosystem.
- A conservancy would offer stability and long-term expertise. It would also allow TIDA to attract donations and volunteers without needing to maintain a large staff. The process of establishing a government-sponsored conservancy through San Francisco governance could take two-to-five years.

After evaluating four staffing options, the UC Berkeley Goldman School of Public Policy report suggests **a split system: private firms for designed spaces and a conservancy for natural areas**. Further, it noted that TIDA should create site-specific handbooks and standards for maintenance, adopt a landscaping maintenance app, and ensure current residents are not negatively affected by staffing changes. If a conservancy idea doesn't gain public support, TIDA should be ready to hire permanent staff or establish a long-term contractor relationship for conservation work. Equity concerns exist but are complex and require further exploration. This report serves as a stepping stone for TIDA's exploration of parks management, with plans and metrics to evolve as new spaces open and best practices develop. TIDA should continually assess its maintenance actors and consider alternative worker sources as it expands its park maintenance role. This approach should help TIDA maintain its new parks to world-class standards.

Broadening Considerations: An Expanded Matrix. In response to the comprehensive study conducted by the Goldman School Graduate Student, TIDA staff has broadened the scope of

⁸ This report has not

factors for consideration in the management options parks. **These factors encompass social, functional, and management aspects critical to decision-makers seeking to optimize successful and equitable operation of these spaces.** See Exhibit D Expanded Matrix.

Conservancies, public-private partnerships and contracting park operations has grown more common in cities over the past decades. Nearby examples include the Presidio Trust, Golden Gate National Parks Conservancy, and San Jose's partnership with the company Agronica Industries to maintain parks. Evaluating their track records could provide useful benchmarks. The low population currently on TI/YBI, and likely low number of potential donors, may not support the administrative costs of a conservancy for the first few years.

As a new neighborhood with its own governing entity (TIDA), Treasure Island provides an opportunity to create innovative management models for the parks that balance public oversight and private support. The parks could become a model for sustainable stewardship and operations. Community engagement and input from Treasure Island residents will be important in determining the right governance structure. Priorities like affordability, programming, capacity, and access should help drive the approach. At the same time, the lack of depth in this work area create structural challenges and increase reliance on individual staff for success.

San Francisco's Recreation and Parks department manages over 220 parks, has a \$240 million annual operating budget. RPD manages a large and diverse park system that provides recreation facilities and programs for all ages and interests of San Franciscans. Within San Francisco, its 3,400 acres make it one of the larger land managers within the City, providing outside access through mini-parks, playgrounds and recreation facilities, citywide parks, and open spaces.

For this reason, the 2023 Expanded Matrix includes the previously considered options: 1) a private contractor, 2) a conservancy, or 3) TIDA staff. The Expanded Matrix also adds new options including the 4) the City's Recreation and Parks Department and 5) a public-private partnership, inclusive of the on-Island OneTI partners. This chart also expands categories for consideration beyond the 2020 Goldman Student Report of effectiveness, economy, administrative ease and potential for popular support to consider equity, sustainability, accountability, capacity and agility. The matrix assigns preliminary rankings allow for easy comparison of critical factors related to social, functional, and management aspects. However, it's important to note that these rankings are relative. Instead, they offer a comparative view of how each option performs in different areas as a basis for discussion for decision-makers and the public at the TIDA Board.

Recommendation: None, Informational Only

V. Action Plan for Next Steps & Decision-Making

Phase I Initial Parklands to be managed in-house by TIDA with supporting contract(s). With the first parks opening early this month in November 2023, the initial maintenance and operations will be completed through TIDA's existing staff and contract support, including Rubicon. When additional parks open in 2024, an amendment to the Professional Services expansion with Rubicon will be brought to the TIDA Board. Funding will be taken from the Authority's existing facilities maintenance account.

Next Steps. With existing capacity in place for the near-term parks opening, TIDA has options for adding capacity for the remainder of the near-term (2023-2025) timeframe. The proposed Action Plan for Next Steps and Decision-Making is as follows.

- I. **Discussion of the Parks Code.** Determine if TIDA should use the existing Recreation and Parks Department Parks Code or Adopt a TIDA-Specific Parks Code (November TIDA Board)
- II. **Short-Term Budgeting & Staffing.** Further develop and refine the short-term budget & staffing for initial 2 years. (January TIDA Board Hearing)
- III. **Strategy for Long-Term Operations, Maintenance & Governance.** (March TIDA Board Hearing).

I. Defining the Parks Code. The development of a Parks Code to govern conduct within Treasure Island and Yerba Buena Island's new parks and open spaces is of paramount importance. Such a code ensures the safe, respectful, and equitable use of these public spaces, promoting an enjoyable environment for all residents and visitors. TIDA has two viable options: crafting a specific TI/YBI Parks Code tailored to the unique needs of these islands, or utilizing San Francisco's existing Parks Code. Regardless of the chosen approach, having a clear and enforceable Parks Code is essential to foster a sense of community, protect the environment, and enhance the overall quality of life on the islands. It will provide guidelines for park use, behavior expectations, and the responsible management of these valuable assets.

II. Short-Term Budgeting & Staff. As described earlier in this report, resources are in place with existing contracts and work orders for the very near-term parks operations. In January, TIDA staff anticipates returning to the TIDA Board with proposed supplements. In further support of the goal of immediate care, TIDA will contract with San Francisco Environments' Citywide Integrated Pest management consultant, Michael Baefsky. The consultant will perform individual site assessments of initial Phase 1 parks as they come on-line over the next calendar year and generate recommendations on mitigations and site management techniques intended to further reduce and eliminate conditions which may create vectors for pests and invasive plants. TIDA will also draw on its annual Work Order with SFE for further consultation

on managing the landscaped and planted areas through a larger Island-wide context rooted in fostering local native biodiversity. The principal developer and CMG Landscaping are securing a contractor with plant expertise who can assist TIDA. At the January hearing, staff will present options for management oversight which could be the hiring of a TIDA Parks Manager, a work order for a part-time manager from the Recreation and Parks Department or new contractual agreement.

III. Strategy for Long-Term Operations, Maintenance & Governance. In all phases, TIDA should align its management choice with relevant policy documents, emphasizing the crucial aspects of public access, equity, and sustainability. TIDA staff are seeking input from the public and Board Members about priority factors during decision-making process for the long-term management of Treasure Island and Yerba Buena Island parks. Across the wide spectrum of social, functional, and managerial elements; all play a pivotal role in shaping the future of these prized public spaces. The Extended Matrix provides a launching pad for these discussions.

To date, various costs of operations and maintenance have been produced. There has not yet been a fiscal comparison of the options: private, non-profit, public (TIDA and RPD) or a partnership combination. Getting more information on administrative costs and how these costs may vary across structure types is paramount. Revenue projections may be more difficult to estimate.

While exploring the most fitting long-term management structure, it would be prudent to engage in additional dialogues with the City's Recreation and Parks Department. Certain legal questions concerning the City's contracting, labor laws, and gift laws demands further research and examination. Ultimately, TIDA's overarching goal should be to adopt a management approach that optimally serves the public interest, aligns harmoniously with policy guidance, and safeguards the enduring vitality of the parks and open spaces on the islands.

- Exhibit A:** 2011 Parks & Open Space Plan
- Exhibit B:** 2020 Park Operations & Maintenance Budget Review
- Exhibit C:** 2022 Study by UC Berkeley Goldman School of Public Policy Graduate Student
- Exhibit D:** 2023 Expanded Matrix of Considerations