

CITY & COUNTY OF SAN FRANCISCO

TREASURE ISLAND DEVELOPMENT AUTHORITY  
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LONDON N. BREED  
MAYOR

ROBERT BECK  
TREASURE ISLAND DIRECTOR

April 25, 2023

Mayor London Breed  
Office of the Mayor  
1 Dr Carlton B Goodlett Pl  
San Francisco, CA 94102

RE: Housing Delivery Performance Assessment and Improvement Plan  
For the Treasure Island Development Authority

Mayor Breed,

In accordance with the requirements of the Executive Directive on Housing 23-01 (ED23-01), the Treasure Island Development Authority (TIDA) is pleased to transmit our Housing Delivery Performance Assessment and Improvement Plan. The plan is organized according to the structure outlined in ED23-01.

TIDA's primary roles in the redevelopment of Treasure Island and Yerba Buena Island are oversight of the developers and coordination with reviewing city departments with review and approval responsibilities. The Public Works Task Force assists with the day-to-day distribution and tracking of city agency reviews and approvals for TIDA projects. TIDA, in conjunction with affordable housing developers, is responsible for the development of affordable housing sites. TIDA issues permits for temporary facilities (detour routes, etc.) that will not be transferred to the city and facilitates reviews and technical support from other agencies as-needed to keep the TI/YBI project moving toward approval and acceptance.

Accordingly, the Housing Delivery Performance Assessment and Improvement Plan is limited to the items for which TIDA maintains responsibility.

Please let us know if you have questions or need more information.

Sincerely,

A handwritten signature in blue ink, appearing to read "R. Beck".

Robert Beck  
Director



Executive Directive 23-01

Housing Delivery Performance Assessment and Improvement Plan  
for the  
Treasure Island Development Authority

April 28, 2023

## **Executive Directive 23-01**

### **Housing Delivery Performance Assessment and Improvement Plan**

Executive Directive 23-01 outlines responsibilities for the housing delivery agencies and describes the need for accountability and oversight on the implementation of the City's Housing Element. As such, the Treasure Island Development Authority, the agency responsible for oversight of development on Treasure Island and Yerba Buena Island, participates as a Housing Delivery Agency and has Housing Coordinators participate in the Executive Directive on Housing working groups.

#### **SECTION 1                   ROLE**

##### **1.1     Introduction and Relevant Background**

The Treasure Island Development Authority (TIDA) is a non-profit public benefit agency dedicated to the redevelopment of Treasure Island and Yerba Buena Island. The project includes a master developer, Treasure Island Community Development, LLC (TICD) that has entitlement to develop the former Naval Station Treasure Island into a mixed use development including:

- Up to 8,000 homes, including 2,173 below market rate units
- 550,000 square feet of commercial development
- 290 acres of public parks and open space
- Geotechnical improvement of soil conditions for seismic safety
- Sea level rise adaptations including an increase in TI ground elevation via dedicated Community Facilities District funding stream
- New roadways and utilities (water, sewer, stormwater, electric, and gas)
- Dedicated bicycle and pedestrian pathways
- Transportation improvements including a new ferry, new and expanded bus service (including service to the East Bay provided by AC Transit), first/last mile transit connections with a free on-island shuttle, and a new on-island multi-modal roadway network and new on- and off-ramps for improved Bay Bridge access
- New SFPUC wastewater treatment plant producing recycled water
- Green power provided by SFPUC
- Adaptive reuse of existing historic buildings
- New SFUSD public school
- New combined police/fire station for SFPD and SFFD
- Developer-funded public art program consistent with the Treasure Island Arts Master Plan
- Job readiness training program for economically disadvantaged residents

In addition, TIDA manages the existing residents and infrastructure on the islands. TIDA is planned to continue as an agency beyond completion of development as the owner and operator of certain facilities and open spaces on Treasure Island and Yerba Buena Island, and to implement sea level rise adaptation strategies as/when required.

## 1.2 Role

The primary housing-related role that TIDA has is oversight and support of the development project. This includes both horizontal and vertical improvements. SFPW has the primary permitting responsibility for horizontal infrastructure. DBI and Planning have primary responsibility for vertical projects. TIDA retains permitting responsibility for small items that are either temporary works (e.g., detours) or for items where TIDA retains jurisdiction.

For buildings on Trust property, TIDA holds the Planning Review jurisdiction (this is primarily related to TIDA's historic buildings).

## 1.3 Organizational Chart

See attached Org Chart (developed for prior Executive Directive (ED) 17-02, amended).

## 1.4 Flow Chart

See attached Flow Chart (developed for prior ED 17-02, amended). The various City agencies that TIDA coordinates are shown with the central agency as the Public Works Infrastructure Task Force (ITF), the entity that coordinates all reviews and submittal tracking on behalf of TIDA.

## **SECTION 2 PERFORMANCE ASSESSMENT**

For items that are TIDA's to permit, TIDA includes and incorporates reviews by other city agencies, who perform reviews as a "courtesy review" to TIDA because those departments have the necessary technical expertise. Because there are only a limited number of agencies involved in these courtesy reviews and the scopes are limited, the overall processing time for TIDA permits is streamlined.

TIDA's Housing Coordinator attends the several monthly meetings that track permit progress and collaborates with other housing delivery agencies to elevate issues that are often universal challenges. Additionally, there is a monthly management meeting held with TICD, the master developer, that includes a high level review of issues related to housing and infrastructure improvements and their respective permits.

## **SECTION 3 HOUSING COORDINATOR**

### 3.1 Housing Coordinator Efficacy

The Housing Coordinator role as outlined in ED 17-02 has been shared between TIDA Director Bob Beck and Assistant Development Program Manager Liz Hirschhorn. TIDA's Housing Coordinators have actively participated in interdepartmental coordination meetings to identify shared solutions to problems

across projects and to workshop priority vertical permits. As additional staff are hired, TIDA will more clearly designate an individual staff member as Housing Coordinator.

### 3.2 Permitting Timelines

Data is not available that shows all of the building permitting timelines for Treasure Island and Yerba Buena Island housing-related approvals to date, but we have used the active projects data as a subset to develop average timelines.

The Average Timeline is for approval of these permits is derived by using partial data from priority permit spreadsheet, which does not show breakdown of time with developer versus time with City departments.

Average time from submittal to approval: 143 days (4.7 months)

## **SECTION 4 PROCESS IMPROVEMENTS**

### 4.1 Process Improvements Since ED 17-02

TIDA's progress and current status on some of the key process improvements since ED 17-02 are as follows:

- Implement schedule management system in coordination with the Public Works ITF.
  - While TIDA has received a formal schedule from the Master Developer occasionally, and TIDA's coordination with the ITF on a bi-weekly basis includes discussion of schedule milestones, all parties could improve communication about schedules.
- Utilize the decision escalator to solve problems.
  - TIDA has used the decision escalator by bringing items to the Housing Coordinator forum for elevated discussion by the group. Some examples include escalation of PG&E service tariffs, accessible loading areas, design exceptions, and project-wide addressing. All of these were first vetted in the Housing Coordinator forum and then tackled with working groups to obtain resolution. TIDA anticipates increased use to resolve some unresolved policy matters which are inhibiting progress.
- Require development partners to surface major non-standard design proposals as early as possible.
  - TIDA has implemented this goal. SubPhases 2 and 3 were prepared with a Basis of Design, and an all-agency review meeting was held to highlight non-standard design items.

#### 4.2 Future Process Improvements

Proposed process improvements for TIDA and other coordinating City agencies include:

- Working with the Controller’s Office and Mayor’s Budget Staff to optimize public financing to decrease the impacts of delays, high construction costs, and high interest rates on program viability.
- Working with key agencies to address staffing shortages (e.g., helping provide supplemental contract consultant services required).
- Work with key agencies on the executive/policy level to recommit to the Interagency Cooperative Agreement and “lean into” their obligations to embrace and support Treasure Island as a San Francisco neighborhood.
- Better integrating Treasure Island into City services (including utilities and roadways management).
- Improve work with the Public Works Infrastructure Task Force and other departments.
- Formalize and improve internal permitting for TIDA items.
- Improve information sharing from multiple vertical developers on priority vertical permits
- Improve tracking and storage/retrieval of design submittals and approvals (e.g., file system).

### 5.1 TIDA Capacity Assessment

Currently TIDA has an Executive Director and a staff of 10 employees, three of which are focused on redevelopment. The remainder of TIDA staff focus on the day-to-day management of the islands' residents and existing infrastructure. Please see the attached organizational chart attached (at end, referenced from Section 1.3).

### 5.2 TIDA Capacity Plan

We are currently recruiting for a new deputy director of development position. With the infrastructure projects in the first two subphases nearing completion and our first two vertical projects completed, TIDA has a number of new tasks and responsibilities which it must address. First, we need to work with Public Works to support the process of issuing Notices of Completion for new infrastructure and the processing of legislation through the Board of Supervisors for acceptance. We will also be partnering with Public Works to review cost reimbursement applications in advance of anticipated public financing issuances.

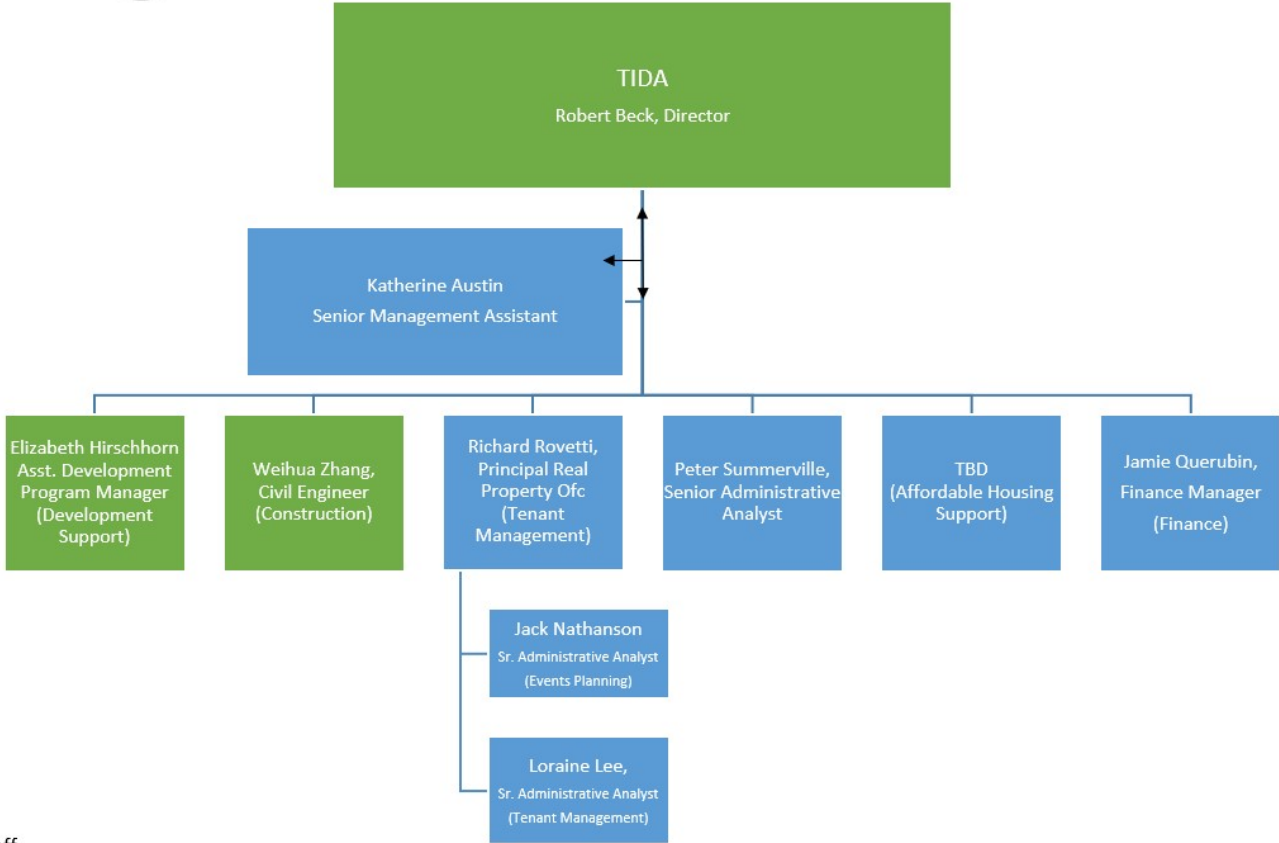
Some of the completed infrastructure – notably new parks and the ferry landing – will become TIDA assets upon acceptance, and we need to plan for those responsibilities including the adoption of a parks code for the management and operation of the parks and establishing maintenance and operations policies, procedures and budgets. Additionally, TIDA is supporting the Treasure Island Mobility Management Agency to adopt policies for the required congestion management tolling program for vehicle traffic to and from Treasure Island.

We also saw a marked increase in vertical development activity in 2022 with three new market rate sites and a 100% affordable site breaking ground. Additional market rate sites are expected to break ground this year, and our next two affordable sites are beginning predevelopment work. Accordingly, we have a second open recruitment for a vertical housing development coordinator dedicated to supporting and monitoring the progress of these vertical projects.

These new positions will enable TIDA to support the expanding scope of development activities. As development activity progresses toward completion over the next 10-15 years, TIDA will continue to evaluate its staffing needs and plan accordingly.

1.3 Organizational Chart – Treasure Island Development Authority

# TIDA Org Chart



Development staff



1.4 Project Approval Flowchart – Treasure Island Development Authority

# TIDA Project Approval Flowchart

