1. INTRODUCTION

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1.1 REGULATORY CONTEXT AND AUTHORITY

The General Plan land use designations and policies governing Treasure Island and Yerba Buena Island are set forth in the Treasure Island / Yerba Buena Area Plan, an area plan of the City’s General Plan that provides the broad General Plan objectives and policies to redevelop the islands. The overall objectives and policies of the General Plan are implemented through the applicable zoning for the islands, which is found in the Treasure Island / Yerba Buena Island Special Use District (“Special Use District”), Section 249.52 of the Planning Code. The Special Use District includes basic land use and development standards for the development areas of Treasure Island and Yerba Buena Island identified in the Special Use District (“Development Plan Area”), and sets forth the process for approval by TIDA and the Planning Department and Commission, as applicable, of Vertical Improvements. The Special Use District references the Design for Development, also adopted by the Planning Commission, for more detailed design standards and guidelines for development.

TIDA is the public agency responsible for the oversight of the development within the Development Plan Area, and administers the property that is subject to the Tidelands Trust in accordance with the land use restrictions set forth in the Treasure Island Conversion Act of 1997 (amending Section 33492.5 of the California Health and Safety Code and added Section 2.1 to Chapter 1333 of the Statutes of 1968). TIDA will have oversight for the horizontal development of the islands as more particularly described in the Design for Development. In the event of any conflict between the Design for Development and the Special Use District, the Special Use District provisions control.

DESIGN REVIEW AND DOCUMENT APPROVAL PROCEDURE

The Design Review and Document Approval Procedure (DRDAP), which is part of the Treasure Island and Yerba Buena Island Disposition and Development Agreement (DDA), sets forth the procedures for submitting, reviewing, and approving Major Phase and Sub-Phase Applications for the Project Site. The review and approval process set forth in the DRDAP relates primarily to horizontal infrastructure development and compliance with various obligations under the DDA.

MAJOR PHASE APPLICATIONS AND APPROVALS

The purpose of a Major Phase Application is for the Developer -- Treasure Island Community Development (TICD) -- to present additional detailed information for a certain geographic area of the Treasure Island and Yerba Buena Island Project (Project), referred to as a Major Phase (see Figure 1.1). Major Phase Applications generally include overall site plans, vicinity plans, illustrative concept plans for Infrastructure and Stormwater Management Controls, including all Associated Public Benefits, and any proposed changes to the Phasing Plan attached to the DDA, as updated and approved from time to time.

The Treasure Island Development Authority (TIDA) shall review such Applications and coordinate with applicable City Agencies for review in accordance with the Interagency Cooperation Agreement (ICA). Approval of the Major Phase by the TIDA Board serves to confirm that the Major Phase Application conforms to and is consistent with the applicable Development Requirements, and for the Developer to obtain approval by TIDA of the additional detailed information included in a Major Phase Application that has not been previously reviewed or approved by TIDA.

Under the DDA, the TIDA Board must approve the Major Phase Application before the TIDA Executive Director may approve a Sub-Phase.

SUB-PHASE APPLICATIONS AND APPROVALS

A Sub-Phase is a smaller geographic area within a Major Phase. A Sub-Phase Application includes plans for Infrastructure and Stormwater Management Controls within the Sub-Phase, including data charts, site plans, 50% Construction Documents for Infrastructure and Stormwater Management Controls within the Sub-Phase, and 100% Design Development Documents for Open Space Lots.

A Sub-Phase Application must be approved by the Executive Director before the conveyance of land to TICD, before building permits may be issued for Infrastructure and Stormwater Management Controls and before the Authority’s consideration of and grant of Vertical Approvals.

The Developer will submit Sub-Phase Applications for the Sub-Phases within Major Phase 1 in accordance with the Schedule of Performance (See Sections 1.4 and 1.6)

VERTICAL APPLICATIONS AND APPROVALS

The procedure for submitting, reviewing and approving applications for Vertical Improvements in the Project Site is governed by the Treasure Island and Yerba Buena Island Special Use District that resides in Section 249.52 of the City’s Planning Code.
RELATIONSHIP OF THE MAJOR PHASE 1 APPLICATION TO OTHER PROJECT DOCUMENTS

The Disposition and Development Agreement (DDA) for Treasure Island and Yerba Buena Island were approved by the City of San Francisco in June 2011. The DDA and its attached Exhibits guide and regulate the implementation of the redevelopment project. The following related documents are the most relevant to the information provided in this Major Phase Application.

Design for Development Document
The Design for Development for Treasure and Yerba Buena Islands (D4D) is the guiding document for the land use, urban design, vertical development and building design, streets and public parks and open spaces. It includes the overall vision for the project, the planning and transportation frameworks, land use, building massing and height controls, as well as programmatic requirements, standards and guidelines for the implementation of the streets, parks, and open spaces. It is the primary reference document relative to the design of the public realm and vertical development.

Treasure Island and Yerba Buena Island Parks and Open Space Plan
The Parks and Open Space Plan was approved by the City in June of 2011 as part of the project entitlements and establishes the scope and program for park and open space improvements that are required as part of the project. The Open Space Plan is consistent with the standards and design guidelines established in the Design for Development and provide additional information regarding program, materials and furnishings, as well as maintenance and operations. The Plan is the primary reference document for review of the Parks and Open Spaces in this Major Phase Application.

Streetscape Master Plan
The Streetscape Master Plan was approved by the City in February 2015 and further develops the streetscape design defined in the Treasure Island / Yerba Buena Island Design for Development. The master plan includes specific design standards and guidelines that will direct the implementation of streetscapes on both islands. The master plan also positions the streetscape as an integral component of an innovative and welcoming public realm by establishing guidelines for paving, street trees, planting, lighting, furnishings, accessible parking and on-street loading as well as coordinating with necessary utilities. The document is the primary reference for review of the streets in the Major Phase 1 Application.

Master Utility Plans
The Master Utility Plans further develop the Infrastructure Plan approved as part of the entitlements in June 2011 and provide detailed design criteria and systematic layout for the construction of new infrastructure on both Treasure Island and Yerba Buena Island. The Master Utility Plans include: Grading and Storm Drain, Joint Trench, Low Pressure Water, Recycled Water, and Sanitary Sewer systems. Each has been coordinated with applicable City Departments and utility service providers.

Stormwater Control Plans
Stormwater Control Plans documenting the proposed storm water management and treatment measures are required by the SFPUC Stormwater Design Guidelines. Stormwater Control Plans will be submitted with Sub-Phase Improvement submittals and will further specify the size, type, and detailed design of storm water treatment systems and features. The design of storm water treatment systems and open spaces shall be coordinated to ensure aesthetic and programmatic consistency.

Yerba Buena Island Habitat Management Plan (YBI HMP)
The YBI Habitat Management Plan describes adaptive management strategies for the preservation, restoration, and enhancement of ecological resources and habitat on Yerba Buena Island. The goals and strategies outlined in the plan are an integral part of the YBI open space program.

Sustainability Plan
The Sustainability Plan included as part of the entitlements and approved in June 2001 establishes framework for sustainability as well as goals, strategies, commitments, and aspirations for community, energy, transportation on, waste, and building design.
1.2 PROJECT OVERVIEW

Treasure Island and Yerba Buena Island are in the San Francisco Bay, about halfway between the San Francisco mainland and Oakland. The Islands are the site of the former Naval Station Treasure Island (NSTI), which is owned by the U.S. Navy. NSTI was closed on September 30, 1997, as part of the Base Realignment and Closure Program. The Islands also include a U.S. Coast Guard Station and Sector Facility, a U.S. Department of Labor Job Corps campus, and Federal Highway Administration land occupied by the San Francisco-Oakland Bay Bridge and tunnel structures.

The Project facilitates the City’s long-term goal of implementing the creation of a new City neighborhood on Treasure Island and Yerba Buena Island that provides extensive public benefits to the City such as significant amounts of new affordable housing, increased public access and open space, transportation improvements, extensive infrastructure improvements, and recreational and entertainment opportunities, while creating jobs and a vibrant, sustainable community. In particular, the Project provides an innovative transportation program designed to maximize transit usage and opportunities for walking and biking, with a dense mixed-use urban core in close proximity to transit, and provides a model for sustainable development. The Project provides for the creation of approximately 300-acres of public open spaces, including neighborhood parks, sports fields, shoreline parks, wetlands, and urban farm and large areas for passive recreation and native habitat.

The Treasure Island Development Authority (TIDA) proposes to redevelop the portions of NSTI still owned by the Navy, once they are transferred to TIDA. The Development Plan will be carried out by Treasure Island Community Development, LLC (TICD), a private development entity who has the right to develop the Project Site in accordance with the Development Agreement (DA) and the Disposition and Development Agreement (DDA), and related Project approvals (including the Environmental Impact Report (EIR), Design for Development (D4D), Parks and Open Space Plan (POSP), Treasure Island Transportation Implementation Plan (TITIP), and Infrastructure Plan (IP)). These documents control the overall design, development and construction of the Project and all improvements, including the permitted uses on the Project Site, the density and intensity of uses, the maximum height and size of buildings, the number of allowable parking spaces and all Mitigation Measures required in order to eliminate or mitigate any materially adverse environmental impacts of the Project.

The development of the Project’s planning and design documents is a thorough, thoughtful, and collaborative process, and it has included the engagement of hundreds of members of the community and many public agencies. A series of public hearings and numerous workshops with regulatory agency representatives have led to the preparation of this Major Phase 1 application.

Currently, the former military base consists primarily of low-density residential uses, along with vacant and underutilized non-residential structures. There are about 1,005 total dwelling units on Treasure Island and Yerba Buena Island (of which about 726 are available for occupancy), about 100 buildings with existing and former non-residential uses, parking and roadways, open space, a wastewater treatment facility, and other infrastructure.

The Project provides a new, high-density, mixed-use community with a variety of housing types, a retail core, open space and recreation opportunities, on-site infrastructure, and public and community facilities and services. In all, there will be up to approximately 8,000 residential units; up to approximately 140,000 square feet (sq. ft.) of new commercial and retail space; approximately 100,000 sq. ft. of new office space; up to 500 hotel rooms; approximately 300 acres of parks and open space; bicycle, transit, and pedestrian facilities; a ferry terminal and intermodal transit hub; and new and/or upgraded public services and utilities, including a new or upgraded wastewater treatment plant.

Three historic buildings on Treasure Island would be adapted to house up to 311,000 sq. ft. of commercial space. There is an opportunity to adaptively reuse nine historic buildings and four garages on Yerba Buena Island. The Navy will remediate hazardous materials to standards consistent with applicable Federal laws governing base closure prior to transfer. Geotechnical improvements will be made to stabilize Treasure Island and the causeway that connects it to Yerba Buena Island. Build out will be implemented in phases, anticipated to occur from approximately 2016 through 2034, depending on market conditions.

The Project’s urban form is intended to be distinctive, place-based, and experience-focused, establishing a memorable identity on the Bay. Treasure Island is arranged with a series of fine-grained, walkable blocks. The new homes on Treasure Island will form two neighborhoods – one along the island’s western edge with spectacular views back to the City, and a second stretching to the east along Clipper Cove with views of the new Bay Bridge and the East Bay hills. Each neighborhood will feature a distinctive mix of parks, and both will be enveloped by a regional waterfront park system that will occupy the majority of land on the island. The east and west neighborhoods will have a retail main street linking the historic buildings along clipper cove to the west-facing ferry and bus facilities. On Yerba Buena Island, the rugged natural topography informs the placement and form of development, which is focused on views and relationship to natural habitats. Yerba Buena Island’s limited development footprint allows preservation of natural vegetation and landform along with historic structures and gardens.
The Project is oriented around a progressive design philosophy reflecting TICD’s commitment to sustainability and reflects years of planning and design by many contributors. Its goal is to ensure that the islands enter San Francisco’s family of world class neighborhoods, using an innovative design that embodies the City’s most desirable characteristics: walkable, compact and eclectic; economically, ethnically, and demographically diverse; sensitive to topography, views and aesthetics; memorable and distinctive.
1.3 SUSTAINABILITY AND ENVIRONMENT

SUSTAINABILITY

The Treasure Island and Yerba Buena Island Project thoroughly integrates sustainability guidelines in every aspect of the Project vision, design, and development.

One of the core principles that informs the planning and design at Treasure Island and Yerba Buena Island is the Project’s commitment to long term sustainability. The Project applies the concept of sustainability in a broad manner, incorporating positive outcomes associated with use of natural resources, management of transportation opportunities, incorporating future proofing strategies and technologies, and promoting economic opportunities for generations to come.

The Project’s broad and extensive application of sustainability principles is the connecting theme between many aspects of the Project, and makes this section the appropriate chapter in which to include descriptions about how the Project complies with numerous other related conditions that must be satisfied under the Disposition and Development Agreement (DDA). Such applicable DDA exhibits include the following, and they are referenced by name in subsequent paragraphs within this chapter. Many of the details that describe how the Project design fulfills the sustainability obligations are provided in greater detail in other chapters of this Major Phase application, and where those cross references are appropriate, they are included herein.

• Exhibit D – Land Use Plan
• Exhibit C – Mitigation Monitoring and Reporting Program
• Exhibit E – Housing Plan
• Exhibit F – Community Facilities Obligations
• Exhibit FF – Infrastructure Plan
• Exhibit GG – Parks and Open Space Plan
• Exhibit JJ – Schedule of Performance
• Exhibit N – Transportation Obligations
• Exhibit O – Sustainability Obligations
• Exhibit P – Jobs and Equal Opportunity Program

LAND USE

The Project is committed to achieving Gold certification under the United States Green Building Council’s LEED (Leadership in Energy & Environmental Design) for Neighborhood Development (ND) rating system (July 2010 version) and making a good faith effort to achieve a higher Platinum certification. The Project will also promote green building and sustainability performance through the application of the Green Building Specifications that are included in the Design for Development. These commitments will ensure that the Project emphasizes high transportation connectivity, compact and walkable neighborhood design, and green infrastructure and buildings.

As developed in the Streetscape Master Plan, the Project’s urban form will implement the Land Use Plan in a distinctive, place-based, and experience focused manner. On Treasure Island, residential neighborhoods extend north and east from a compact and pedestrian-oriented public realm that is located at the entrance to the island and extending west along Clipper Cove. In contrast, Yerba Buena Island’s development is informed by the island’s rugged topography, and it focuses on views and its relationship to natural habitat. This is described in more detail in Chapter 2, Land Use.

As described in the Project’s Design for Development, land for an Urban Agricultural Park has been dedicated in a central and accessible location on Treasure Island. This Park will be both an educational and recreational amenity, and visitors will have access to interpretive areas that demonstrate local organic food production operations.

In accordance with the Infrastructure Plan, the Project will include any additional environmental remediation work that may be required after the Navy’s completion of its cleanup obligations. Generally, such additional work would include removal of any hazardous building materials, such as lead-based paint or asbestos.

The Parks and Open Space Plan provides for an exceptional park system with a diverse array of urban public spaces that are integrated with new neighborhood development and provide a connection with the ecological and experiential qualities of the Bay. Highlights of the Plan include Parkland, Waterfront, Sports Park, Urban Agricultural Park, and Yerba Buena Hilltop Park and Habitat Management. Elements of the Plan incorporate use of appropriate landscaping species, compliance with protection of sensitive species, and funding for on-going operations and maintenance. Characteristics of the Parks and Open Space Plan are described in more detail in Chapter 4, Parks and Open Space.
SEA LEVEL RISE

Estimates of sea level rise (SLR) in literature vary widely based on the methods used and it is clear that the science of climate change and sea level rise is evolving. This implies that it is prudent to develop community designs that can accommodate various levels of SLR over the planning horizon rather than design to a specific report or estimate. Features that have been incorporated into project planning documents and design criteria are summarized below.

1. Given the relatively high elevation of over half the island, the decision was made to raise the development footprint to be higher than extreme Bay water levels. All streets and entrances to subterranean parking will be set at an elevation that is 36 inches higher than the Base Flood Elevation (BFE, current 100-yr return period water level). All buildings will have a finished floor elevation that is 42 inches higher than the BFE (includes a 6-inch freeboard). This will ensure that even in the event of deficiencies along the perimeter, habitable structures will not be flooded for water levels 42 inches higher than the BFE. This will put it beyond the 2080 time frame according to the most aggressive sea level rise, and close to or beyond 2100 according to NRC and IPCC projections.

2. The perimeter of the island would be geotechnically improved such that existing coastal flooding from various combinations of tides, waves, surges and tsunamis would be mitigated. The crest elevation of shoreline structures would be set at an elevation that is 16 inches higher than what would be needed at the present time, and the design would be adaptable to higher levels of SLR by leaving a significant development setback such that improvements can be made. This would ensure that visual obstructions and public access limitations do not occur for a condition that would not happen for several decades in the future.

3. The storm drain system would be improved such that runoff from the island would flow out to the Bay under gravity, and not result in flooding of the development parcels. The gravity-drained storm drain system will be constructed with an initial SLR allowance of 16 to 24 inches, which will be adaptable to higher levels of SLR with minimal intervention. It will thus function as a gravity-drained system for several decades, beyond which adaptations will be implemented consisting of installing storm drain pumps.

4. Future SLR would be accommodated into each of the above proposed improvements, such that future improvements would be necessary only after a significant amount of SLR has occurred in the Bay. Due to differences in adaptive capacity, different planning horizons were adopted for the various elements of the project.
   a) Areas that can not tolerate flooding (“immovable”, with low adaptive capacity, such as urban promenades, building pads, City parks) would incorporate a higher amount of SLR.
   b) Passive use, open space areas where infrequent flooding can be tolerated (high adaptive capacity) would incorporate a lower amount of SLR, with provisions for relatively easy adaptations in the future, for example by raising the perimeter. Development setbacks would be included along the perimeter to allow these future improvements to be constructed within the island footprint rather than encroaching into the Bay.
   c) A stream of funding would be set up for the community to construct these improvements as part of an Adaptive Management Plan. The Adaptive Management Plan is a project-specific Plan that would identify stakeholders, provide guidance, define appropriate triggers and management actions, and establish long-term specific funding mechanism. The Plan would be administered by Treasure Island Development Authority which would have taxing authority and funding responsibility. It would lay out the elements of a monitoring program for incorporating ongoing measurements of SLR from the scientific community into periodic perimeter system inspection reports that would guide the decision making process for future improvements. The Plan would also define specific triggers for action, based on observed changes in sea level.
Treasure Island’s Transportation Implementation Plan is grounded in the principles of sustainable development, including designing for safe walking and biking, providing high quality alternatives to driving, implementing a pricing program that discourages driving, and using pricing program revenues to support transit, walking, and biking. The Implementation Plan will be implemented and operated by the Treasure Island Mobility Management Agency (TIMMA), in consultation with TIDA, SFMTA, and other transit service providers. TIMMA’s Pricing Program Policy Analysis is currently underway, and it will analyze and recommend pricing program policies and establish financial viability.

The Project includes transportation infrastructure and support for transportation programs. Infrastructure and facilities such as streets, sidewalks, transit stops, and bike paths are described in more detail in Chapter 3, Streets. The Ferry Shelter is described in more detail in Chapter 4, Parks and Open Space. The application date for the building permit for the Ferry Quay is triggered by a specific minimum number of building permits for residential dwelling units, and the Ferry Quay improvement plans will be submitted in accordance with that future vertical development milestone trigger date. The Ramps/Viaducts SFCTA Soft Cost Reimbursement will occur in accordance with the payment schedule described in more detail in the TIDA/SFCTA Memorandum of Understanding 3rd Amendment.

The Project’s Transportation Plan also includes various Project obligations addressing Transit Capital, Transportation Demand Management Programs, Operating Subsidies, and Additional Transportation Subsidies. These obligations are associated with future vertical development of residential units and will be fulfilled upon occurrence of each development trigger event. The Transit Capital obligations address the purchasing of various types of buses for AC Transit and Muni services to and on the islands. The Transportation Demand Management Programs obligations address the establishment of a bike library, offices for TIMMA, and annual updates of the Transportation Implementation Plan.

INFRASTRUCTURE

Sustainable infrastructure is a key component of the Project development and the Infrastructure Plan incorporates various strategies that support the long term sustainable vision for the community. The Project’s Infrastructure Plan defines the Infrastructure improvements for the Project’s Development Plan Area, as well as off-site and on-site work that may be provided to support development of the Development Plan Area by the San Francisco Public Utilities Commission (SFPUC).

Stormwater treatment is described in more detail in Chapter 4, Parks and Open Space, and in Chapter 5, Utilities, including treatment wetlands in the street and open space designs, the location and sizes of street and park based stormwater treatment facilities, and other collection and conveyance facilities. Water storage facilities are described in more detail in Chapter 5, Utilities, including facilities for low and high pressure water and reclaimed water. The stormwater system is designed to accommodate the 100-year storm during the 100-year tide with a maximum of ponding to top of curb at low points in the streets. The horizontal limits and depth of ponding in the open space areas is being developed in coordination with SFPUC.

The infrastructure systems are described in more detail in separate utility master plan documents including Joint Trench, Low Pressure Water, Recycled Water, Drainage and Storm Drain, and Sanitary Sewer.

In the vicinity of the Urban Agricultural Park, the Project includes a corp yard for the composting and recycling of food and green waste. It is envisioned that composted food and green waste will support farm production and sustainable agricultural practices.

The Environmental Mitigation and Monitoring and Reporting Program (MMRP) includes a requirement for the Project Soil and Groundwater Management Plan (SGMP) to be included in every set of Project construction specifications. The SGMP requires that all work performed on site must be in compliance with the site-wide Storm Water Pollution Prevention Plan (SWPPP) and that all construction activities must follow the stormwater Best Management Practices, monitoring, training and reporting requirements as outlined in the SWPPP.

The Infrastructure Plan addresses the need for the Project design to provide long term seismic stability and to accommodate adaption and protection for sea level rise. Improvements to protect against seismic risks and features to provide management of impacts associated with sea level rise are described in more detail in Chapter 6, Geotechnical and Shoreline Improvements.

A variety of improvements associated with the provision of adequate emergency support services are included in the Project, and these are described in more detail in Chapter 5, Utilities and in Chapter 3, Streets. The improvements accommodate services such as use of recycled water for backup fire water, access throughout streets and rights of way for emergency vehicles, provision of emergency water supplies, backup power supplies for water pumps stations, and generators for the provision of emergency power.
ENERGY AND WATER

The Green Building Specifications that are attached to the Project’s Design for Development document promote green building and sustainability performance. They essentially “raise the sustainability bar” for the islands’ development. These specifications provide detailed standards for building energy use, water use, material selection, construction activity best practices, and other aspects of green building. The Project process integrates these techniques from the beginning of design, as demonstrated by the broad reference to such standards in this Major Phase application.

Numerous Project performance requirements are associated with use of energy, including a 15% compliance margin over Title 24 Part 6 2008 California Energy Standards. A renewable energy infrastructure will provide a minimum 5% of peak demand delivered from on-site renewable energy, and it is anticipated that photovoltaic (PV) panels will be used to meet this goal. For buildings that do not integrate renewable energy into the building, all buildings will provide “solar ready” infrastructure, such as solar panel standoffs, conduit, and roof water spigots. These design features will enable installation of PV panels or solar thermal applications. As appropriate, third party energy providers will be provided with access to rooftops to support the PV system. The Project electric infrastructure also accommodates electric vehicle chargers in its total cumulative coincident power demand.

Other Project performance requirements are associated with the use of water, and these will provide a 30% reduction in the use of potable water from the baseline calculated for the building after meeting the Energy Policy Act of 1992 fixture performance requirements. As required by code, new buildings will include water conserving dual plumbing to enable reuse of water to flush toilets and urinals, irrigate outdoor planting areas, feed into wetlands, and serve other non-potable water uses. The water recycling system is described in more detail in Chapter 5, Utilities. The landscape design guidelines for the Project’s public and private open spaces, rooftops, and green walls also incorporates water conservation practices, including the selection of non-invasive, drought tolerant vegetation and landscaping materials that require minimal or no permanent irrigation.

BUILDING DESIGN AND CONSTRUCTION

One of the primary goals for building design standards in the Design for Development is sustainability. Detailed standards promote reduction of resource and energy consumption, encourage water and solid waste recycling, integrate renewable energy generation, enable rainwater capture, support walking and other alternatives to private automobile use, and support occupant and environmental health. These elements will effectively lower resource and energy requirements, reduce greenhouse gas emissions, and enhance long term sustainability. Green Building practices will also be implemented during the construction phases, including the use of alternatively fueled construction equipment for at least 15% of the construction fleet.

SOLID WASTE

Solid waste recycling is an important Project goal that applies to both construction and occupancy. During construction, contractors will comply with detailed construction waste management plans, including the diversion of at least 75% of construction debris away from landfills and incinerators, and back to the manufacturing process or reuse at appropriate sites. During occupancy, vertical developments (except for townhomes) will include on-site areas for the separation, storage, and loading of trash, recyclables, and compostable waste.

Feasibility studies are currently underway to evaluate the potential implementation of an automated waste collection system. The studies include analysis of the installation, operations, and maintenance of collection and distribution equipment and centralized collection stations, and they factor in short term and well as long term constraints and opportunities.
COMMUNITY BENEFITS

The Project includes a wide range of Community Benefits, for which the amount and timing are detailed in the Community Facilities Obligation Plan and the Schedule of Performance. These benefits serve the residents of Treasure Island and San Francisco, visitors to the Islands, and the entire Bay Area region. Details of the timing of compliance are described in more detail in Section 1.5, Associated Public Benefits.

The Project includes many benefits associated with its Jobs and Equal Opportunity Program, including the creation of new construction and permanent employment opportunities, development of programs to direct those jobs to priority groups, establishment of a framework for a job broker program, creation of contracting opportunities for small businesses (with priority opportunities for local small businesses), and creation of opportunities for and support of Treasure Island Homeless Development Initiative (TIHDI) residents and member organizations. Many of these opportunities are realized during and after construction, and even though start of construction will not commence until late 2015 or early 2106, efforts are already underway to develop the framework for a Construction Contractor Assistance Program, to make sure local small contracting firms will have access to the technical assistance they may need to participate in portions of the construction. Efforts are also underway to create the framework for implementation of the TIHDI Job broker program, including early discussions about the alignment of Project needs with TIHDI member resources.

One of the goals of the Project’s Jobs and Equal Opportunity Program is to implement Small Business Enterprise (SBE) participation goals and to ensure that SBEs are provided with opportunities to participate in contracting opportunities for the Project. These goals include future participation in Contractor and Subcontractor contracts (36%) as well as current Professional Service contracts (33%). The Contractor compliance will be monitored and reported as soon as construction commences. The Professional Services compliance is currently being monitored, and annual SBE Reports will be delivered to TIDA by March 1 of each year, commencing March 1, 2015.

The Housing Plan provides that not less than 25% of the residential units will be below market rate units, affordable to low and moderate income households (or transitioning households). Refer to Figure 2.x Major Phase 1 Authority Lots for the proposed locations of the Authority Housing Lots in Major Phase 1.

ENVIRONMENT

The Final Environmental Impact Report (Final EIR) for the Treasure Island/Yerba Buena Island Project, certified in April 2011, was prepared in conformance with the requirements of the California Environmental Quality act (CEQA). The purpose of the EIR was to identify the significant environmental impacts of the Project, to identify alternatives to the Project, and to indicate the manner in which those significant effects could be mitigated or avoided. The EIR evaluates the Project’s environmental effects at a project level of detail and examines all phases of the Project, including planning, construction, and operations, as well as the direct, indirect, and cumulative impacts that might result. It is anticipated that each approval related to the implementation of the Project will rely on this EIR and will not require preparation of subsequent environmental documentation, unless otherwise required by CEQA.

The Environmental Mitigation Monitoring and Reporting Program (MMRP) has been established to provide for the monitoring of mitigation measures required of the Project, as set forth in the Final EIR. Prior to the issuance of building permits, while detailed development plans are being prepared for approval by TIDA and/or City staff, TIDA and/or City staff will be responsible for ensuring compliance with mitigation monitoring applicable to the Project construction, development and design phases.

The status of all applicable mitigation measures is included in Appendix A.
1.4 PHASING AND SCHEDULE OF PERFORMANCE

MAJOR PHASE 1 PHASING

Major Phase 1 is comprised of 8 Sub-Phases which are anticipated to be built over the next 6 years. The Sub-Phases are delineated in Figure 1.6 and the program of land uses for each can be found in Table 2.1.

There is no change proposed to the boundary of Major Phase 1 compared with the DDA. Major Phase 1 will encompass all of TIDA’s lands within Yerba Buena Island, the Causeway and the western and southern portions of Treasure Island, covering an area of 171.3 acres. There is a change proposed between the boundaries of Sub-Phases 1A and 1B: Block M1 will be removed from Sub Phase 1B and added to Sub Phase 1A. The reason for this is that the initial development area on TI will be concentrated on the western blocks running from Building 1 northward through Block C3, without including Block M1. Block M1 will be included in the next phase of development area.

SCHEDULE OF PERFORMANCE

The Schedule of Performance (as amended) (Appendix B) included in the DDA provides for the submittal of Major Phase 1 application by December 31, 2015. This submittal conforms with such requirement.
1.5 MAJOR PHASE 1 ASSOCIATED PUBLIC BENEFITS

Major Phase 1 includes a variety of public benefits that would be provided to support the needs of the current and future residents, businesses and visitors. Associated Public Benefits shown in the Schedule of Performance (Appendix B) and the anticipated timing of the community benefits, including any payments or obligations to be fulfilled in the Major Phase in accordance with the DDA are described in this section. See Figure 1.3 on the following page.

PARKS AND OPEN SPACE
The first Major Phase of redevelopment will provide 103.6 acres of open space and parks, including 72.4 acres on YBI and 31.2 acres on TI. Consistent with the principle of adjacency described in the DDA, open space and parks will be developed in conjunction with development blocks proposed for Major Phase 1. Chapter 4 – Parks & Open Space of this Major Phase application provides detailed descriptions of the location, boundary and character of each open space and park that will be developed, including:

- YBI Hilltop Parks 1 and 2
- YBI Open Space - Habitat Management Area
- YBI Beach Park
- Waterfront Plaza
- Cityside Waterfront Parks 1 and 2
- Building 1 Plaza and Marina Plaza
- Cultural Park
- Clipper Cove Promenade 1 and 2
- Building 2 and Building 3 Landscapes
- Eastside Commons 1 through 3
- Urban Agricultural Park 1
- Eastpark 1

COMMUNITY FACILITIES
- Waterfront Plaza/Ferry Terminal Phase 1: As used herein, “ferry terminal” refers to all of the waterside and landside improvements associated with the accommodation of new ferry service to Treasure Island. The original schedule for the ferry terminal considered implementation of improvements in two phases; interim improvements to support initial service needs, followed by permanent improvements after the ferry service frequency increased. The current schedule does not include interim improvements and instead provides a ferry terminal that will support and sustain full ferry service operations, to be constructed as part of Sub-Phase 1B work.
- Buses for East Bay Service: $3,213,675 to fund the purchase of up to five (5) buses in cooperation with AC Transit for service anticipated to begin with the occupancy of the first new residential units.
- On-Island Shuttle Buses: $395,000 to purchase up to two (2) shuttle buses for operation when the existing Muni 108 ceases to circulate the island (no earlier than occupancy of the 3,000th residential unit)
- Bicycle Lending Library: $110,000 for the purchase of bicycles and equipment to establish the bicycle lending library no later than the occupancy of the 1,000th residential unit. It is currently assumed that the bicycle lending library will be provided in the form of Bay Area Bike Share.
- TIHDI Support Space: Provide up to 2,500 square feet of administrative space (expected to be in Building 1)
- Chapel: Integrate the retained Chapel into the adjacent park and open space.
- Treasure Island Museum: Collaborate with the Treasure Island Museum Association for space suitable for programmatic and visitor needs necessary to create a viable museum operation. The space is expected to be in Building 1 but could be accommodated in other locations acceptable to both TICD and the Treasure Island Museum Association.
- Joint Use Police and Fire Station: An approximately 20,000 sq ft facility for use as a joint police/fire station.
- TIMMA Office Space: Up to 500sf of office space for the TIMMA’s Administrative Offices, expected to be located in Building 1.

FINANCIAL OBLIGATIONS
- Open Space Annual O&M Subsidy: $14.32 million of total subsidy 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
- Transportation Annual Operating Subsidy: $30 million of total subsidy to be funded for transportation operation subsidies up to a maximum of $4 million per year
- Transportation Capital Contributions: $1.8 million for the purchase of up to six (6) Muni buses at the lesser of 20% of the cost of a Muni bus and $300,000
- Community Center Space Subsidy: $9.5 million or 13,500 square feet of community center space (or a combination thereof as approved by TIDA and TICD) subject to a maximum of $2.375 million per Major Phase.
- Childcare Facility Subsidy: $2.5 million for TIDA to construct a childcare facility; or TICD would construct a 15,000 square foot facility no later than the first Sub-Phase of Major Phase 3 or 18 months before current facility is expected to cease operations.
- Affordable Housing Subsidy: Approximately $47,656,000 at a subsidy rate of $17,500 per market rate unit from the approximately 2,718 units expected to be developed within Major Phase 1.
- School Improvement Payment: $5 million in subsidy for TIDA / San Francisco Unified School District to refurbish the existing school on TI for K-5 or K-8 education.
- Ramps/Viaduct SFCTA Cost Reimbursement: Approximately $7,818,860 million in payment to SFCTA 30 days following the initial conveyance of land by the Navy to TIDA, followed by approximately $3,218,750 by December 31, 2015 and $3,315,313 by December 31, 2016.
- Import Fill: Approximately $1 million for landfill stockpiled on Treasure Island paid at a rate of $3.50 per cubic yard removed or in 3 equal annual installments at the end of 2015, 2016 and 2017.
PUBLIC BENEFITS

FIGURE 1.3 MAJOR PHASE 1 PUBLIC BENEFITS

PUBLIC BENEFIT

- Parks and Open Space
- Waterfront Plaza / Ferry Terminal Plaza
- Chapel
- Potential Location for TIHDI Support Space, Treasure Island Museum + TIMMA Office Space
1.6 MAJOR PHASE 1 OVERVIEW

Major Phase 1 includes all of the Project areas on YBI (except the Historic Officers Quarters District), an approximately 95.6 acre area on the southwestern section of Treasure Island (TI), and the causeway that connects the two islands (see Figure 1.4). Major Phase 1 encompasses the majority of TI Island Center, which will serve as the commercial and civic core of the Project. The Island Center also serves as the transportation hub for TI and YBI, where ferry, bus, pedestrian and bicycle networks converge to provide convenient sustainable access to and from the island. Major Phase 1 contains a large residential component as well, including portions of TI’s two distinct neighborhoods – Cityside and Eastside – and all of the homes nestled into the slopes of YBI (see Figure 1.6)
1.7 SUB-PHASES WITHIN MAJOR PHASE 1

Major Phase 1 contains two Sub-Phases on YBI and six on TI (see Figure 1.6). Sub-Phases 1YA and 1YB, are anticipated to commence first, in 2016. On Treasure Island it is anticipated that Sub-Phases 1B, 1C and 1E will commence first, with geotechnical improvements beginning in 2016 and infrastructure construction beginning in 2017. Commencement of Sub-Phases 1A, 1D and 1F will follow by approximately two years.

One change has been made to the Phasing Plan that was attached to the DDA: the boundary between Sub-Phases 1A and 1B has been moved one block to the west from Avenue D to Avenue C, shifting blocks M1-A and M1-B from Sub-Phase 1B to Sub-Phase 1A. This change has been made in order to allow greater residential density to be built prior to developing the retail blocks. Retail uses will not be viable without a critical mass of residents on the island. Figure 1.5 show the change made to the Phasing Plan.
1.8 CONSISTENCY WITH PREVIOUS ENTITLEMENT DOCUMENTS

PHASING AND SCHEDULE OF PERFORMANCE

The Project Phasing Plan has been altered slightly, as described in Section 1.4 of this Major Phase Application. Additionally, certain dates in the Schedule of Performance have been extended due to a CEQA Delay of the Project. Consistent with Section 24.2 of the DDA, a CEQA Delay shall be provided for any time during which there are litigation or other legal proceedings pending involving the certification or sufficiency of the Project EIR or any other additional environmental review. The Project was delayed due to CEQA litigation for approximately three years and four months, therefore certain dates have been extended three years. The revised Schedule of Performance is included as Appendix B.

LAND USE AND DEVELOPMENT PROGRAM

The proposed land use for Major Phase 1 is consistent with all previous entitlement documents. The locations of housing, commercial and community uses are shown illustratively based on the land use standards and guidelines in Sections T3 and Y3 of the TI-YBI Design for Development. The proposed development program is also within the limits established by the Project EIR. The development blocks in Major Phase 1 are largely consistent with the TI-YBI D4D, but have been revised slightly based on updated street designs and new survey information. The changes to the development block dimensions are not substantive. Building height limits, setbacks, bulk and massing standards shown in the Major Phase 1 Application are all consistent with those in Sections T4 and Y4 of the TI-YBI D4D. The Tidelands Trust configuration is also consistent with the TI-YBI Trust Exchange Agreement.

TRANSPORTATION AND STREETSCAPES

The transportation systems and streetscapes included as part of this Major Phase 1 Application are consistent with previous entitlement documents and the Treasure Island/Yerba Buena Island Streetscape Master Plan, which was approved by TIDA in February 2015.

PARKS AND OPEN SPACE

The Parks and Open Spaces included as part of this Major Phase 1 Application are consistent with previous entitlement documents and the Treasure Island/Yerba Buena Island Parks and Open Space Plan. All programmatic requirements, standards and guidelines established in the Parks and Open Space Plan have been incorporated in the schematic design for each park.

UTILITIES

The Utility systems included as part of this Major Phase 1 Application are consistent with previous entitlement documents and the Treasure Island/Yerba Buena Island Master Utility Plans, which are currently being reviewed by applicable City Agencies. The Utilities section of this Major Phase application presents limited additional information about proposed connections to existing utilities on Treasure Island and Yerba Buena Island. Further information regarding phasing and interim utility improvements will be provided as part of subsequent Sub-Phase submittals.

GEOTECHNICAL

In 2009, during the Treasure Island EIR effort, conceptual geotechnical design reports were developed for Treasure Island and Yerba Buena Island. The subject reports identified the geotechnical issues and provided concept level geotechnical improvement strategies to mitigate the geotechnical hazards. A design level geotechnical exploration program recently commenced for the first phase of work at TI and YBI. Based on the findings of the recent geotechnical exploration program, the geotechnical concerns and the proposed geotechnical mitigation measures are similar to the ones identified in 2009 conceptual geotechnical design reports.

MARINE AND SHORELINE IMPROVEMENTS

The design of the Ferry Terminal and Shoreline improvements are consistent with the project as set forth in the Design for Development and Mitigation Measures described in the Final Environmental Impact Report.