

AGENDA ITEM #8
Treasure Island Development Authority
City and County of San Francisco
Meeting of September 10, 2025

Subject: TIDA Staff and SF Recreation and Park Update on Treasure Island and Yerba Buena Island Park Maintenance Costs

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SUMMARY

In February 2025, TIDA staff and the San Francisco Recreation and Parks department (RPD) staff co-presented on staffing and budget projections for Fiscal Year 2025-26 & Fiscal Year 2026-27. Staff presented the near-term and long-term operations and maintenance approach to the Treasure Island and Yerba Buena (TI/YBI) parks system, including TIDA and RPD's implementation timeline, scope of services, and labor/staffing model.

As related to the two-year budget presentation, staff specifically presented the proposed framework and initial budget for first two years of RPD performance in Fiscal Year 2025-26 & Fiscal Year 2026-27. At that time, staff committed to a future presentation of long-term budgets and detailed RPD scope of services. This agenda item serves as an update to the February 2025 presentation.

BACKGROUND

Over the past 18 months, TIDA and the San Francisco Recreation and Parks department (RPD) undertook a collaborative and methodical process to define the scope of services and resources required for maintaining Treasure Island and Yerba Buena Island parks. This process included the following steps:

Site Evaluations: RPD conducted detailed tours of newly opened and planned parks, assessed TIDA's recently adopted Operations & Maintenance Manual, and reviewed existing practices implemented by Rubicon, Toolworks, and other TIDA-contracted providers. This evaluation helped identify the current standards of care and areas for improvement.

Labor Modeling: RPD leveraged operational data, such as time estimation tools developed from National Recreation and Parks Association (NRPA) standards, and drew on comparable examples, such as Mission Bay Parks, to determine staffing, material, and equipment requirements. This modeling ensured the proposal aligns with TIDA's funding capacity while meeting RPD's high standards.

Drafting the Care Plan: Through an iterative process, TIDA and RPD developed a detailed staffing proposal and budget emphasizing horticultural excellence, infrastructure maintenance, and custodial services. The proposal and long-term budget reflect best practices from RPD's operations across San Francisco while tailoring services to the specific needs of Treasure Island and Yerba Buena Island.

Near-Term Budget: Fiscal Year 2025-26 & Fiscal Year 2026-27

TIDA's two-year budget reflected a transition period of ongoing TIDA contracts supporting parks operations and a ramp-up of anticipated RPD staffing, equipment, material and supplies, and utility cost

estimates for 86.3 total park acreage of new parks scheduled for completion by FY 2026-27, including Buckeye Grove, Willow Bridge, Treasure Island Landing, Panorama Park, Signal Point, The Rocks Dog Park, Treasure Island Landing, Cityside Park 1 & 2, Clipper Cove Park, Chapel Grove, Clipper Cove Promenade 1, YBI Trails 1, and YBI Trails 2 (see **Attachment A**).

- Staffing budget was based on the number of full-time equivalents (FTEs), including the cost of fringe benefits and overhead for each respective classification (see **Attachment B**).
- Equipment budget was based on field staff feedback on the amount and types of equipment that will be needed and City approved vendor quotes and leasing agreements.
- Materials and Supplies budget was based on cost per acre estimate, using both RPD's existing materials and supplies budget and park acreage to estimate the amount to be budgeted based on TI/YBI acreage.
- Utilities budget was based on a similar approach to materials and supplies, where RPD's actual utility costs and existing park acreage were used to estimate the amount to be budgeted based on TI/YBI acreage.

Long-Term Budget: Fiscal Year 2027-28 through Fiscal Year 2035-36

TIDA's projected year-over-year budget starting in FY 2027-28 through FY 2035-36 reflects parks operations entirely serviced by RPD staff and contracts with no ongoing budgetary support for TIDA operating contracts. Like the two-year adopted budget, the long-term annual budget projections reflect anticipated RPD staffing, equipment, material and supplies, and utility cost estimates using RPD's staffing/labor model, field staff input regarding equipment, and materials and supplies and utilities estimates based on a cost-per-acre assumption. The annual budget assumes TI/YBI parks grow from 86.3 acres to 97.15 acres, adding new parks scheduled for completion from FY 2026-27 through FY 2035-36, including Eastside Gardens 1, Clipper Cove Promenade 2, Eastern Shoreline Park 1, Eastside Gardens 2, Eastside Gardens 3, Eastside Park 1 & 2, and Eastside Park 3 (see **Attachment A**).

In this period, the total annual parks maintenance budget is expected to grow from \$3,667,000 per year in FY 2027-28 to \$9,848,000 per year in FY 2035-36 (see **Attachment C**), with approximately 50% of the budgetary growth attributable to labor costs. In FY 2027-28, the annual budget assumes 15 FTEs funded, compared to a total of 33 FTEs funded in FY 2035-36. Anticipated staffing and classifications reflect the growth in total acreage over this period and the expansion of anticipated services, including gardeners, natural resource specialists, IPM specialists, arborist techs, park section supervisors, park rangers/officers, and other maintenance-related classifications (see **Attachment B**).

Funding Sources for TI/YBI Parks Operations and Maintenance

TIDA funding for TIDA and RPD's maintenance services described in the two-year budget are payable from special taxes collected by the Community Facilities District (CFD) pursuant to the DDA Financing Plan, Open Space Subsidy payments (developer/TICD obligation) subject to annual caps, and Homeowners Association (HOA) fees where applicable.

Community Facilities District

The City and County of San Francisco Community Facilities District No. 2016-1 (Treasure Island) ("CFD") was formed to provide funding for certain public infrastructure and ongoing public services. Pursuant to Board Resolution No. 8-17 ("Resolution of Formation"), the Treasure Island CFD was established, which created a supplementary special tax on all newly developed, market rate properties on YBI/TI. As market rate properties are constructed, the City leverages the CFD special taxes and issues public bonds (CFD

Bonds) dedicated to reimbursing the developer/TICD for the cost of constructing public infrastructure and fund ongoing parks operations and maintenance. Pursuant to the Financing Plan to the Disposition and Development Agreement (DDA), after the completion of first park, annual CFD special taxes necessary to fund ongoing parks maintenance each year are set aside in a separate Ongoing Parks Maintenance Account. At the time of CFD formation, it was anticipated that the new YBI/TI parks and open space operations and maintenance costs would be approximately \$13 million per year (in 2017 dollars) or approximately \$23 million per year escalated.

The Ongoing Parks Maintenance Account funded by the CFD serves as the primary source of revenue to pay for YBI/TI parks operations and maintenance. After the first park opening of The Rocks Dog Park in September 2023, beginning in FY 24, TIDA began allocating CFD special taxes in the Ongoing Parks Maintenance Account to fund all eligible parks operations and maintenance expenditures in the TIDA budget payable by the CFD. As RPD's services commence on TI/YBI, consistent with the Financing Plan, TIDA will be allocating CFD special taxes to pay for RPD costs pursuant to its interdepartmental work order agreement with RPD.

Parks and Open Space Subsidy

Pursuant to Section 13.3.1 of the DDA, the developer is obligated to contribute a subsidy for the cost of operating and maintaining newly constructed improvements under the Parks and Open Space Plan ("Parks and Open Space Subsidy" or "Subsidy"). Pursuant to the Financing Plan, the subsidy balance was set at \$14,320,000 (in 2011 dollars) plus annual escalation by CPI on the undrawn balance. In FY 26, the total accrued Parks and Open Space Subsidy balance is approximately \$21.4 million.

The Subsidy is drawn upon when the CFD or Ongoing Maintenance Account balance is insufficient to fund annual costs, subject to an annual cap of \$1,500,000 in the first five years of parks operations and \$3,000,000 each year thereafter (see **Attachment C**). In any given year, if the CFD generates higher annual special taxes than currently projected, the Subsidy draw amount will be reduced and the undrawn balance will carry over to be used for future years.

Homeowners Association Fees

The Master Declaration of Covenants, Conditions, and Restrictions and Reservation of Easements for YBI and Treasure Island ("Master CC&Rs") assign certain maintenance responsibilities and costs to the Homeowners Association (HOA) for certain stormwater gardens on YBI and Treasure Island (see footnote on **Attachment A**). Although it is anticipated for RPD to provide maintenance services for all of YBI/TI parks and open space acreage including the stormwater gardens, a portion of the costs under the responsibility of the HOA will be offset by HOA fee sources.

EXHIBITS

- **Attachment A:** TI/YBI Parks Completion Timeline and Services Start Dates
- **Attachment B:** RPD FTE Projections (FY 2026-27 – FY2035-36)
- **Attachment C:** Long-term RPD Parks Maintenance Budget (FY 2026-27 – FY2035-36)

ATTACHMENT A

TI/YBI Parks Completion Timeline and Services Start Dates

Fiscal Year	Park & Open Space Name	Acreage (approx.)	TIDA Acceptance Year	Assumed Start Date of RPD Services
2026-2027	Buckeye Grove *	2.1	2023	July 1 2026
2026-2027	Willow Bridge *	1.3	2023	July 1 2026
2026-2027	Treasure Island Landing	0.5	2024	July 1 2026
2026-2027	Panorama Park	2.2	2024	July 1 2026
2026-2027	Signal Point	1.7	2024	July 1 2026
2026-2027	The Rocks Dog Park	0.3	2024	July 1 2026
2026-2027	Treasure Island Landing	1.6	2024	July 1 2026
2026-2027	Cityside Park 1 & 2	5.7	2025	July 1 2026
2026-2027	Clipper Cove Park	0.8	2026	July 1 2026
2026-2027	Chapel Grove	2.7	2026	July 1 2026
2026-2027	Clipper Cove Promenade 1	0.7	2026	July 1 2026
2026-2027	YBI Trails 1	9.1	2027	July 1 2027
2026-2027	YBI Trails 2	57.6	2027	July 1 2027
2028-2029	Eastside Gardens 1*	0.5	2028	July 1 2028
2031-2032	Clipper Cove Promenade 2	2.1	2031	July 1 2031
2031-2032	Eastern Shoreline Park 1	4.3	2031	July 1 2031
2032-2033	Eastside Gardens 2*	0.5	2032	July 1 2032
2032-2033	Eastside Gardens 3*	0.5	2032	July 1 2032
2032-2033	Eastside Park 1 & 2	2.0	2032	July 1 2032
2034-2035	Eastside Park 3	1.0	2034	July 1 2034

*Scope of maintenance services are payable under the TI/YBI Homeowners Association.

ATTACHMENT B

RPD FTE Projections

Classification	Job Title	26-27	27-28	28-29	29-30	30-31	31-32	32-33	33-34	34-35	35-36	Grand Total
0922	Manager 1	1										1
2708	Custodian	1					1					2
3417	Gardener	7					2	5		1		15
3420	Natural Resource Specialist	2										2
3422	Park Section Supervisor	1						1				2
3424	IPM Specialist			1								1
3434	Arborist Tech	1										1
7346	Painter	1										1
7347	Plumber	1		1								2
7355	Truck Driver			1								1
8208	Park Patrol Officer						3					3
8210	Head Park Patrol Officer						1					1
7395	Iron Worker						1					1
	Grand Total	15		3			8	6		1		33

ATTACHMENT C: Long-term RPD Parks Maintenance Budget (FY 2026-27 – FY2035-36)

	Adopted Budget Year 1	RPD Year 1	RPD Year 2	RPD Year 3	RPD Year 4	RPD Year 5	RPD Year 6	RPD Year 7	RPD Year 8	RPD Year 9	RPD Year 10
	FY 25-26	FY 26-27	FY 27-28	FY 28-29	FY 29-30	FY 30-31	FY 31-32	FY 32-33	FY 33-34	FY 34-35	FY 35-36
Total Park Acreage	86.3	86.3	86.3	86.8	86.8	86.8	93.15	96.15	96.15	97.15	97.15
REVENUES											
Community Facilities District (Special Taxes)	\$730,849	\$2,487,853	\$2,080,000	\$2,000,000	\$2,380,000	\$2,750,000	\$3,816,000	\$5,202,000	\$5,526,000	\$6,052,000	\$6,868,000
Open Space Subsidy	\$1,500,000	\$1,500,000	\$1,403,000	\$2,350,000	\$2,116,000	\$1,904,000	\$3,000,000	\$3,000,000	\$3,000,000	\$3,000,000	\$2,487,000
TI/YBI Homeowners Association Fees (estimate)			\$184,000	\$229,000	\$237,000	\$245,000	\$359,000	\$432,000	\$449,000	\$477,000	\$493,000
Total Revenues	\$2,230,849	\$3,987,853	\$3,667,000	\$4,579,000	\$4,733,000	\$4,899,000	\$7,175,000	\$8,634,000	\$8,975,000	\$9,529,000	\$9,848,000
EXPENDITURES											
Estimated RPD Operating Costs											
Labor ¹	\$581,946	\$2,912,620	\$3,008,000	\$3,823,000	\$3,947,000	\$4,076,000	\$5,883,000	\$7,370,000	\$7,609,000	\$8,078,000	\$8,340,000
Materials & Supplies	\$50,000	\$200,000	\$175,000	\$181,000	\$187,000	\$192,000	\$219,000	\$232,000	\$239,000	\$249,000	\$256,000
Utility Cost ²	\$0	\$0	\$111,000	\$120,000	\$128,000	\$140,000	\$148,000	\$157,000	\$217,000	\$253,000	\$265,000
Vehicles ³	\$0	\$314,516	\$257,000	\$336,000	\$352,000	\$368,000	\$802,000	\$749,000	\$784,000	\$819,000	\$857,000
Equipment ⁴	\$0	\$111,816	\$116,000	\$119,000	\$119,000	\$123,000	\$123,000	\$126,000	\$126,000	\$130,000	\$130,000
RPD Subtotal	\$631,946	\$3,538,951	\$3,667,000	\$4,579,000	\$4,733,000	\$4,899,000	\$7,175,000	\$8,634,000	\$8,975,000	\$9,529,000	\$9,848,000
Estimated TIDA Operating Costs (Interim) ⁵											
TIDA Utilities	\$108,903	\$108,902	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
TIDA Contracts	\$1,400,000	\$250,000	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
TIDA Work Orders	\$90,000	\$90,000	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
TIDA Subtotal	\$1,598,903	\$448,902	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Total Expenditures	\$2,230,849	\$3,987,853	\$3,667,000	\$4,579,000	\$4,733,000	\$4,899,000	\$7,175,000	\$8,634,000	\$8,975,000	\$9,529,000	\$9,848,000
EST. FUND BALANCE	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0

Notes:

1. Labor costs include salaries, benefits, and departmental overhead costs associated with 15 FTEs in FY27, growing to 33 FTEs by FY36. Staff assumptions include park manager, park supervisor, arborists, gardeners, natural resource specialists, IPM specialists, truck driver, park patrol/rangers, and other general maintenance staff.

2. Utility costs are based on a cost per acre estimate using RPD utility costs and existing park acreage, adjusted for irrigation and lighting.

3. Vehicle cost assumptions are based on leased RPD on-road vehicles and direct purchase of off-road utility carts.

4. Equipment cost assumptions include a subcompact tractor, trailer, tow-behind blower, and high-weed and walk-behind mowers.

5. TIDA interim operating costs are based on current budget for parks-related utilities, professional service contracts, and interdepartmental work order with SF Dept. of the Environment.