MEMORANDUM

TO: Community Investment and Infrastructure Commissioners

FROM: Tiffany Bohee
Executive Director

SUBJECT: Conditionally approving, consistent with the Transbay Streetscape and Open Space Concept Plan and pursuant to the Transbay Implementation Agreement, the schematic design package for the Folsom Streetscape Improvements Project; Transbay Redevelopment Project Area

EXECUTIVE SUMMARY

The Transbay Redevelopment Project Area (the “Project Area”) was adopted in 2005 with the goal of developing: 1) a new, multi-modal Transbay Transit Center and related public infrastructure; 2) a new, transit-oriented neighborhood on approximately 10 acres of publicly-owned property, most of which was formerly owned by the State of California (“State-owned parcels”); and 3) approximately 1,200 affordable housing units, which is estimated to be 35 percent of the new residential units constructed in the Project Area. A majority of the new residential development will be on parcels along Folsom Street between 2nd and Spear Streets. The ground floor of all developments along Folsom Street will contain retail space, transforming the Street into the primary neighborhood commercial corridor for the Transbay and Rincon Hill neighborhoods.

The Transbay Redevelopment Project Area Implementation Agreement (the “Implementation Agreement”) is an enforceable obligation that requires the Office of Community Investment and Infrastructure (“OCII”), as the Successor Agency (the “Successor Agency”) to the former San Francisco Redevelopment Agency (the “Former Agency”), to among other things, “execute all activities related to the implementation of the Transbay Redevelopment Plan, including but not limited to, activities related to major infrastructure improvements.” (Section 2.1 (d) of the Implementation Agreement at p. 4) On April 15, 2013, the California Department of Finance (“DOF”) determined “finally and conclusively” that the Implementation Agreement, along with other Transbay-related documents, is an enforceable obligation that will not require additional DOF review in the future, although expenditures under the Implementation Agreement are subject to continuing DOF review. The Folsom Streetscape Improvements Project is a central component of the 2006 Transbay Streetscape and Open Space Concept Plan (“Concept Plan”) and is one of the first infrastructure improvement projects that will be implemented by OCII. The project is necessary for the development of the surrounding residential neighborhood and will significantly increase the value of the adjacent parcels, thus increasing the revenue generated for the construction of the TTC.

In June 2011, the Former Agency entered into an agreement with CMG Landscape Architecture (“CMG”) to complete design documents for select elements of the Concept Plan. Specifically, they are responsible for the following: 1) full design and construction administration for the streetscape improvements on Folsom and Essex Streets, 2) conceptual designs and construction documents for the open space along Essex Street, and 3) conceptual designs for the under ramp park areas. CMG
Landscape Architecture completed the schematic designs for the Folsom Streetscape Improvements Project (“Schematic Designs”) in January 2012, immediately prior to the dissolution of the Former Agency.

The Schematic Designs were presented at a public workshop and approved by the Transbay Citizens Advisory Committee (“CAC”) on January 12, 2012. The Schematic Designs were also reviewed by the TJPA, the San Francisco Public Utilities Commission (“SFPUC”), the San Francisco Department of Public Works (“DPW”), the San Francisco Municipal Transportation Agency (“SFMTA”), and the San Francisco Planning Department (“Planning”). The designs were very well received, with the majority of comments technical and specific in nature (e.g. street lane widths, tree separation, etc.). As is typical, these comments, as well as any received from the Commission, will be incorporated into the next design phase.

One aspect of the overall design of Folsom Street has not been resolved: the addition of a cycletrack within the Folsom Street roadway, which is discussed in detail in the body of this memorandum. The addition of a cycletrack requires additional design and analysis by CMG, which will be included in a proposed contract amendment to be presented for the Commission’s consideration at a future date. A cycletrack will not affect the configuration of the sidewalks on Folsom Street, which have been the subject of all of the design work by CMG to date. Therefore, staff is seeking Commission approval of the Schematic Designs so that CMG can begin work on the construction documents for the sidewalk component of the Folsom Streetscape Improvements Project, while continuing to analyze the potential addition of a cycletrack. At the conclusion of this analysis, staff will return to the Commission with any proposed changes to Folsom Street, including a potential cycletrack.

Staff recommends approval of the January 2012 Folsom Streetscape Improvements Project Schematic Designs.

BACKGROUND

The Project Area was adopted in 2005 after an extensive planning process that resulted in a rezoning of the neighborhood around the future Transbay Transit Center to accommodate approximately 3,300 new housing units and 2.6 million square feet of commercial development on publicly-owned property. The residential development will be concentrated on Folsom Street, adjacent to the emerging Rincon Hill neighborhood, the development of which has been closely coordinated with the Project Area planning process.

In 2006 the Former Agency and Planning, in collaboration with other City entities, commissioned the production of the Concept Plan. The Concept Plan, prepared by a team of consultants including Zimmer Ginsul Frasca Architects, LLP, Marta Fry Landscape Associates, CHS Consulting Group, and ARUP, addresses the public realm within the Project Area. The Concept Plan includes design elements related to the ten major streets and six public alleyways within the Project Area, as well as neighborhood parks and areas below bus and freeway ramps. The Concept Plan aims to knit together a mix of old and new architecture and incorporate design elements embracing the multi-modal transportation infrastructure within the Project Area. The Concept Plan includes recommended landscaping, sidewalk paving, tree types, street furniture, and lighting, for each street. It also delineates the purpose of each public right-of-way and links the Transbay neighborhood to the adjacent Rincon Hill neighborhood. The Schematic Designs further develop
the ideas created in the Concept Plan. Both the Concept Plan and the Schematic Designs have been vetted in public workshops and with property owners on Folsom Street. In particular, OCI staff and CMG have met with the developer of 201 Folsom Street, an approved high-rise residential project, to coordinate the construction of improvements on the south side of Folsom Street.

Three of the publicly-owned residential parcels along Folsom in the Project Area are in various stages of development and pre-development: 1) Block 11, a 120-unit supportive housing project for formerly homeless individuals, will be completed by the end of 2013; 2) Blocks 6/7, a mixed-income residential project with 409 market-rate units and 147 affordable units, will commence construction in October, 2013; and 3) Block 9, a mixed-income residential project with 456 market-rate units and 144 affordable units, an Exclusive Negotiation Agreement will be brought to the Commission for consideration in June 2013.

The proposed infrastructure work along Folsom Street will complement this new development and ensure success of the neighborhood, which in turn command a higher price for the remaining residential parcel sales and an increase in tax increment to be used for construction of the TTC. The proposed infrastructure work will include permanent improvements as well as temporary improvements depending on the development timeline for each parcel.

DISCUSSION

The Schematic Designs are consistent with the 2006 Concept Plan. The core principles and goals of the Folsom Streetscape Improvements Project are as follows: 1) Support a pedestrian-oriented mixed-use residential corridor through streetscape and alley designs; 2) Require sustainable strategies to support a more livable community and to contribute to the Mayor's “A Green and Clean San Francisco” Initiative; 3) Enforce the specific roles for each street to balance the functional needs of pedestrians, bicyclists, transit patrons and motorists; 4) Create a safe and accessible public realm for all ages and abilities; 5) Modify Folsom to fulfill its future role as a neighborhood “main street,” allowing for its conversion to balanced 2-way traffic and to better link the Transbay and Rincon Hill neighborhoods; and, 6) Modify the Folsom off-ramp to function better as a gateway into a pedestrian-oriented neighborhood.

Preparation of the Schematic Designs included the following: 1) utility and tree surveys; 2) review current information on adjacent development; 3) review existing geotechnical data; 4) understand and apply design guidelines for street lighting and decorative lighting, air quality management, stormwater management, water demand management, etc. 5) meet with stakeholder groups and key agency representatives; and 6) provide a site analysis of existing conditions including climate, solar, wind, shadows, etc. Upon completion of the aforementioned research and analysis, CMG prepared the Schematic Designs, a graphic summary of which is included in Exhibit 1.

The key elements of the Schematic Designs, which are consistent with the Concept Plan, are presented below with any variations from the Concept Plan described in detail:

Sidewalk Improvements

As required under the Development Controls and Design Guidelines for the Transbay Redevelopment Project Area, on the north side of Folsom Street developers will be required to set
back buildings 15 feet from the existing property line to achieve a 25 foot sidewalk. This greater width will support sidewalk and café activity. The south side is currently 10 feet wide and will be widened to 12 feet (where possible). This will require moving the curb and gutter and reducing the parking and traffic lane widths. The wider sidewalk on the north side will have a double row of trees, matched by a single row of the same species on the south side of the street. The paving will be a combination of granite setts perpendicular to the Folsom Street frontages, saw cut concrete, and a strip of permeable pavers adjacent to the curb running parallel to Folsom Street. The permeable pavers are an addition since the 2006 Concept Plan and are proposed to help meet the goals of DPW’s Better Streets Plan and the PUCs stormwater management strategies.

**Right-of-Way Improvements**

The attached plans include four 11-foot travel lanes, with two in each direction and a four-foot bike lane. After completion of the Schematic Designs and during the City review process, MTA requested an analysis of a cycle track on the south side of the street in place of one of the travel lanes. A cycle track is a separated, often times elevated bike path. This request is consistent with the recent planning efforts underway along Folsom Street west of Second Street and throughout the rest of the City. The addition of a cycletrack will not affect the configuration of the sidewalks on Folsom Street, which have been the subject of all of the design work by CMG to date. However, there are variations in the roadway configuration that CMG will analyze during the next design phase. The additional work includes analyzing the possibility of a grade separated cycle track from 2nd to Spear Streets, ability to move and possibly decrease street parking, and how the cycle track will navigate the bulbouts. This additional analysis will be included in a proposed contract amendment to be presented for the Commission’s consideration at a future date. The curb lines will remain constant as will the sidewalk and intersection improvements, so this analysis can be done concurrently with the development of the construction documents.

**Intersection Improvements**

In order to slow traffic and make Folsom Street pedestrian-oriented, bulb-outs will be added to each intersection. In the Concept Plan the bulb-outs had clustered furniture, landscaping, and vertical markers or palm trees at each corner. While the bulb-outs are still included in this version, they will now include raised rain gardens with concrete seat walls and custom benches. Consequently the vertical marker or palm tree element was removed to allow for the rain garden and its stormwater treatment capacity and aesthetic element. The cost savings resulting from elimination of the vertical markers or palm trees will be re-allocated to the public art component of the adjacent under-ramp park.

**Site Furnishings and Materials**

Folsom Street will be part of the high quality public realm envisioned in the Concept Plans. As such, modern concrete and steel benches, sleek trash receptacles and bike racks will be used throughout the length of Folsom Street. Significant attention has also been paid to the tree species and plantings in the rain garden to be resilient and aesthetically pleasing.

The sidewalks, trees, and plantings in front of each building are required to be maintained by each building owner, with DPW responsible for street maintenance and the PUC responsible for street lights. There are no plans for any bus stops on Folsom Street, but the design can accommodate bus
shelters if MTA decides to add them in the future, and such shelters would be maintained by MTA. In order to achieve a more uniformed and efficient maintenance program OCII is working with residents and building owners in the Rincon Hill and Transbay neighborhoods to create a Community Benefit District (“CBD”). All developments on the publicly-owned parcels will be required to join the CBD to ensure proper care of the public and private infrastructure improvements. Once formed, the CBD Board of Directors will hire private landscape and tree maintenance companies to care for these improvements and provide other services such as security and steam cleaning. According to the current schedule, the CBD will be established by the beginning of Fiscal Year 14-15.

SCHEDULE

Where development blocks are nearing construction, developers will use the Schematic Design for their sidewalk improvements, thus completing each block of sidewalk improvements at the same time as the private developments are completed. Blocks that are not yet under construction will receive interim improvements including curb relocation, streetlights, and interim paving. Such improvements are expected to use cost-effective construction means and materials less refined than the ultimate improvement palettes shown in the Concept Plan and Schematic Designs. These improvements are not discussed in detail since the permanent improvements along the length of Folsom Street will be complete on most blocks within 3-5 years. A majority of the south side of the sidewalk will receive the full spectrum of improvements outlined. Additionally, the entire right-of-way will be reconfigured to accommodate travel lanes, bike lanes, and widened sidewalks. All contracts for construction of the improvements will be presented to the Commission for consideration at a future date. The table below shows the type of improvements and whether or not they will be constructed by the Developer or OCII.

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<tr>
<th>Block</th>
<th>Permanent/Interim</th>
<th>Constructed By</th>
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<tbody>
<tr>
<td>South Side Between Essex and Beale Streets</td>
<td>Permanent</td>
<td>OCII</td>
</tr>
<tr>
<td>South Side Between Beale and Spear Streets</td>
<td>Permanent</td>
<td>Developer (Tishman Speyer)</td>
</tr>
<tr>
<td>North Side Between Second and Essex Streets</td>
<td>Permanent</td>
<td>OCII</td>
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<tr>
<td>North Side Between Essex and First Streets (Block 9)</td>
<td>Permanent</td>
<td>Developer</td>
</tr>
<tr>
<td>North Side Between First and Fremont Streets (Block 8)</td>
<td>Interim</td>
<td>OCII</td>
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<tr>
<td>North Side Between Fremont and Beale Streets (Block 6)</td>
<td>Permanent</td>
<td>Developer (Golub/Mercy)</td>
</tr>
<tr>
<td>North Side Between Beale and Main Streets (Block 2/Temporary Terminal)</td>
<td>Interim</td>
<td>OCII</td>
</tr>
<tr>
<td>North Side Between Main and Spear Streets (Block 1)</td>
<td>Interim</td>
<td>OCII</td>
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The improvements outlined above will be phased by block with construction beginning in 2014 and lasting up to two years.

SMALL BUSINESS ENTERPRISE PARTICIPATION

The Former Agency entered into the contract with CMG in June 2011, relying on the Small Business Enterprise ("SBE") policy to ensure diversity in the design team. The current CMG team includes 58% SBE participation for the total work scope, which includes the Schematic Designs as well as conceptual plans for Under-Ramp Park, the cost of which is shown in Attachment 2. OCII staff is currently working with CMG to expand the team for the next phase of work on Under-Ramp Park to include an additional architect to design the structures in the park. Once this additional architect is on board, the SBE participation rate for the total work scope will increase to 59.5%.

CALIFORNIA ENVIRONMENTAL QUALITY ACT

Approval of the Schematic Designs will allow for the completion of feasibility and planning studies for portions of the Transbay Streetscape and Open Space Plan and related community outreach. These activities would have no resultant significant impacts on the physical environment, and are exempt from the California Environmental Quality Act ("CEQA") pursuant to CEQA Guidelines Sections 15061(b)(3) and 15262.

(Originated by Courtney Pash, Assistant Project Manager, Transbay)

Tiffany Bohee
Executive Director

Attachment 1: January 2012 Folsom Street Schematic Design Excerpts
Attachment 2: Transbay Streetscape Fee Summary