

COMMISSION ON COMMUNITY INVESTMENT AND INFRASTRUCTURE

RESOLUTION NO. 22-2015

Adopted April 21, 2015

CONDITIONALLY APPROVING, PURSUANT TO THE TRANSBAY IMPLEMENTATION AGREEMENT, THE SCHEMATIC DESIGN FOR A PROPOSED HIGH-DENSITY RESIDENTIAL PROJECT ON TRANSBAY BLOCK 8, LOCATED ON FOLSOM AND FREMONT STREETS, AND MAKING ENVIRONMENTAL FINDINGS PURSUANT TO THE CALIFORNIA ENVIRONMENTAL QUALITY ACT; TRANSBAY REDEVELOPMENT PROJECT AREA

WHEREAS, The California Legislature in 2003 enacted Assembly Bill 812 (“AB 812”) authorizing the demolition of the historic Transbay Terminal building and the construction of the new Transbay Transit Center (“TTC”) (Stat. 2003, Chapter 99, codified at § 5027.1 of the Cal. Public Resources Code). AB 812 also mandated that 25% of the residential units developed in the area around the Center “shall be available to” low income households, and an additional 10% “shall be available to” moderate income households if the City and County of San Francisco (“City”) adopted a redevelopment plan providing for the financing of the Center; and,

WHEREAS, In 2003, in an agreement with the Transbay Joint Powers Authority (“TJPA”) and the City, the State agreed to transfer approximately 10 acres of State-owned property (“State-owned parcels”) in and around the then-existing Transbay Terminal to the City and the TJPA, which would then sell the State-owned parcels and use the revenues from the sales to finance the Center (“Cooperative Agreement”). The City agreed, among other things, to commit property tax revenue through its Redevelopment Agency to the Center. Under the Cooperative Agreement, the State relied on tax increment financing under a redevelopment plan to improve and sell the parcels; and,

WHEREAS, The Board of Supervisors of the City and County of San Francisco approved a Redevelopment Plan for the Transbay Redevelopment Project Area (“Project Area”) by Ordinance No. 124-05, adopted on June 21, 2005 and by Ordinance No. 99-06, adopted on May 9, 2006 (the “Redevelopment Plan”). The Redevelopment Plan provided for the financing of the TTC and established a program for the Redevelopment Agency of the City and County of San Francisco (the “Former Agency”) to redevelop and revitalize the blighted Project Area; and,

WHEREAS, In 2005, at the same time the Redevelopment Plan was adopted, the Former Agency adopted the Development Controls and Design Guidelines for the Transbay Redevelopment Project (the “Development Controls”), which provides detailed controls and recommendations for development within Zone One of the Project Area, including Block 8. In 2006, the Former Agency adopted the Transbay Redevelopment Project Area Streetscape and Open Space Concept Plan (the “Streetscape and Open Space Plan”), which provides detailed concept plans

for all public infrastructure in the Project Area necessary for the development of the State-owned parcels; and,

WHEREAS, In 2006, the TJPA and the Former Agency executed an agreement (“Implementation Agreement”), which required the Former Agency to take the lead role in facilitating the development of the State-owned parcels. Specifically, the Implementation Agreement required the Former Agency to: (1) prepare and sell the State-owned parcels to third parties, (2) deposit the sale proceeds into a trust account to help the TJPA pay the cost of constructing the TTC, (3) implement the Redevelopment Plan to enhance the financial feasibility of the Project, and (4) fund the state-mandated affordable housing program; and,

WHEREAS, On February 1, 2012, the Former Redevelopment Agency was dissolved pursuant to the provisions of California State Assembly Bill No. 1X 26 (Chapter 5, Statutes of 2011-12, First Extraordinary Session) (“AB 26”), codified in relevant part in California’s Health and Safety Code Sections 34161 – 34168 and upheld by the California Supreme Court in California Redevelopment Assoc. v. Matosantos, No. S194861 (Dec. 29, 2011). On June 27, 2012, AB 26 was subsequently amended in part by California State Assembly Bill No. 1484 (Chapter 26, Statutes of 2011-12) (“AB 1484”). (Together, AB 26 and AB 1484 are referred to as the “Redevelopment Dissolution Law.”); and,

WHEREAS, Pursuant to the Redevelopment Dissolution Law, all of the Former Redevelopment Agency’s assets (other than housing assets) and obligations were transferred to the Office of Community Investment and Infrastructure (“OCII”), as Successor Agency to the Former Agency. Some of the Former Agency’s housing assets were transferred to the City, acting by and through the Mayor’s Office of Housing and Community Development (“MOHCD”); and,

WHEREAS, Redevelopment Dissolution Law authorizes successor agencies to enter into new agreements if they are “in compliance with an enforceable obligation that existed prior to June 28, 2011.” Cal. Health & Safety Code § 34177.5 (a). Under this limited authority, a successor agency may enter into contracts if a pre-existing enforceable obligation requires that action. See also Cal. Health & Safety Code § 34167 (f) (providing that the Redevelopment Dissolution Law does not interfere with an agency’s authority under enforceable obligations to “enforce existing covenants and obligations, or . . . perform its obligation.”). The Implementation Agreement and several other Transbay obligations are “enforceable obligations” requiring OCII to take the actions proposed by this Resolution. Cal. Health & Safety Code § 34171 (d) (1); and,

WHEREAS, On April 15, 2013, the California Department of Finance (“DOF”) determined finally and conclusively that the Pledge Agreement, the Implementation Agreement, and the Transbay Affordable Housing Obligation are enforceable obligations under Redevelopment Dissolution Law and will not be subject to further DOF review except to determine if future Agency expenditures are consistent with those obligations. Letter, S. Szalay, DOF Local Government Consultant, to T. Bohee, Agency Executive Director (April 15, 2012[sic]) (the

“Transbay Final and Conclusive Enforceable Obligations”); and,

WHEREAS, On November 20, 2013, pursuant to the Implementation Agreement, the Former Agency issued a Request for Proposals (the “RFP”) from development teams to design and develop a high-density, mixed-income residential project on Block 8 in the Project Area. On June 17, 2014, after a competitive selection process, the Commission authorized the Executive Director to execute an Exclusive Negotiations Agreement (“ENA”) for the Development of Block 8 with the development team led by Related California Urban housing, LLC (“Related”) and Tenderloin Neighborhood Development Corporation (“TNDC”), along with Office of Metropolitan Architecture (“OMA”) as the lead architect for the tower component of the development and Fougerson Architects (“Fougerson”), a small business enterprise, as the architect for the low-rise buildings (together referred to as the Development Team); and,

WHEREAS, The ENA included a purchase price of \$72,000,000, and 653 residential units (476 market-rate units, 79 inclusionary affordable units, and 98 affordable units with funding to be provided by OCII). The inclusionary and affordable units were to be available to households earning no more than 40% and 50% of Area Median Income (“AMI”). The ENA contemplated a close of escrow in October, 2015; and,

WHEREAS, Based on the ENA, OCII staff negotiated the terms of a disposition and development agreement (the “DDA”) with Transbay 8 Urban Housing, LLC and Tenderloin Neighborhood Development Corporation for the sale and development of Block 8. The DDA provides for a purchase price of \$71,000,000, 554 residential units (404 market-rate units and 70 inclusionary affordable units in a 550 foot tower, 20 affordable units in an OCII funded podium building adjacent to the tower, and 60 affordable units in an OCII funded standalone podium building located east of the pedestrian paseo); and,

WHEREAS, Approval of the DDA requires OCII to acquire Block 8 from the City pursuant to the Option Agreement. If the Successor Agency exercises the option for Block 8, it will deliver written notice to the City and acquire Block 8 prior to close of escrow with Transbay 8 Urban Housing, LLC and Tenderloin Neighborhood Development Corporation under the DDA; and,

WHEREAS, OCII has reviewed the design and it conforms to all of the requirements of the Redevelopment Plan, the Development Controls and the Streetscape and Open Space Plan. The designs were reviewed by the Transbay Citizens Advisory Committee (the “CAC”) at its April 9, 2015 meeting. In addition, the development team has created an attractive project and has responded to all of OCII’s and the CAC’s comments and revisions to the design for Block 8. However, as is typical, there remain a number of detailed issues that must be resolved in subsequent design stages (i.e., design development or construction documents); and,

WHEREAS, A copy of the schematic design is on file with the Commission Secretary in the OCII office; and,

WHEREAS, On April 20, 2004, the Former Agency Commission adopted Resolution No. 45-2004, certifying the Final Environmental Impact Statement/Environmental Impact Report (the "Final EIS/EIR") for the Transbay Redevelopment Project, and on January 25, 2005 adopted Resolution No. 11-2005, adopting findings under the California Environmental Quality Act ("CEQA"), a Statement of Overriding Considerations and a Mitigation Monitoring and Reporting Program in connection with the adoption of the Redevelopment Plan. The Board of Supervisors and the City Planning Commission adopted similar findings. Because the Final EIS/EIR includes evaluation of the new Transbay Transit Center, the Transbay Joint Powers Authority ("TJPA") also adopted environmental findings; and,

WHEREAS, The Final EIS/EIR includes by reference a number of addenda. The addenda include the following:

- a. Addendum #1 – adopted by the TJPA on June 2, 2006, assessed the additional use of the temporary Transbay Terminal by Greyhound, another transit carrier; and,
- b. Addendum #2 – adopted by the TJPA on April 19, 2007, assessed modifications of the rail tracks and underground tunnels leading to the new Transit Center; and,
- c. Addendum #3 – adopted by the TJPA on January 17, 2008, evaluated the addition of 546 Howard Street to the Transit Center; and,
- d. Addendum #4 – adopted by the TJPA on October 17, 2008, evaluated the configuration, boarding platforms and passenger waiting areas, and bus staging areas of the temporary Terminal, and associated modifications to bus lanes on surrounding streets; and,
- e. Addendum #5 – adopted by the TJPA on April 9, 2009, evaluated the building design of the new Transit Center; and,
- f. Addendum #6 – adopted by the TJPA on December 8, 2011, evaluated minor refinements to the proposed bus ramp component of the Transit Center; and,

WHEREAS, In adopting each Addendum, the TJPA determined that modifications to the Project would not require subsequent environmental review and would not require major revisions to the Final EIS/EIR; and,

WHEREAS, The Final EIS/EIR is a program EIR under CEQA Guidelines Section 15168 and a redevelopment plan EIR under CEQA Guidelines Section 15180. The Final EIS/EIR is also a project EIR under CEQA Guidelines Section 15161 for certain structures and facilities, including the Temporary Terminal. The development of approximately 554 units of market-rate and affordable housing on Transbay Block 8 is an undertaking pursuant to and in furtherance of the Redevelopment Plan in conformance with CEQA Sections 15180 and 15168; and,

WHEREAS, OCII staff has reviewed the schematic design for Transbay Block 8 and finds the proposed actions to be Implementing Actions to facilitate construction of market-rate and affordable housing on Transbay Block 8 and within the scope of the Project analyzed in the Final EIS/EIR and subsequent addenda and no additional environmental review is required pursuant to State CEQA Guidelines Sections 15180 and 15168; and,

WHEREAS, OCII staff, in making the necessary findings for the Implementing Actions contemplated herein, considered and reviewed the Final EIS/EIR and addenda, has made documents related to the Implementing Actions, the Final EIS/EIR, and addenda available for review by the Commission on Community Investment and Infrastructure (“CCII”) and the public, and these files are part of the record before CCII; and,

WHEREAS, The Final EIS/EIR findings and statement of overriding considerations adopted in accordance with CEQA by the Agency Commission by Resolution No. 11-2005 dated January 25, 2005 were and remain adequate, accurate and objective and are incorporated herein by reference as applicable to the Implementing Actions; now therefore, be it

RESOLVED, The Commission on Community Investment and Infrastructure finds and determines that the conditional approval of the schematic design for Block 8 is an Implementing Action within the scope of the project analyzed in the Final EIS/EIR and Addenda and requires no additional environmental review pursuant to State CEQA Guidelines Sections 15180, 15168, 15162 and 15163 for the following reasons:

- a. The Implementing Actions are within the scope of the project analyzed in the Final EIS/EIR and Addenda and no major revisions are required due to the involvement of new significant environmental effects or a substantial increase in the severity of significant effects previously identified in the Final EIS/EIR; and,
- b. No substantial changes have occurred with respect to the circumstances under which the project analyzed in the Final EIS/EIR and Addenda was undertaken that would require major revisions to the Final EIS/EIR due to the involvement of new significant environmental effects, or a substantial increase in the severity of effects identified in the Final EIS/EIR; and,
- c. No new information of substantial importance to the project analyzed in the Final EIS/EIR and Addenda has become available which would indicate that (a) the Implementing Actions will have significant effects not discussed in the Final EIS/EIR; (b) significant environmental effects will be substantially more severe; (c) mitigation measures or alternatives found not feasible which would reduce one or more significant effects have become feasible; or (d) mitigation measures or alternatives which are considerably different from those in the

Final EIS/EIR will substantially reduce one or more significant effects on the environment; and, be it further

RESOLVED, The Office of Community Investment and Infrastructure, acting as the Successor Agency to the Redevelopment Agency of the City and County of San Francisco, hereby approves the schematic design for a proposed high-density residential project on Transbay Block 8, located on Folsom Street at Fremont Street, subject to the following conditions, which require further review and approval by the Executive Director, or her designee:

1. The project shall incorporate the recommendations provided in the “Transbay Block 8 Pedestrian Wind Conditions Consultation Wind Tunnel Tests” report dated 3/17/15.
2. The project shall include the following mitigations from the “Transbay Terminal/ Caltrain Downtown Extension/Redevelopment Project FEIS/FEIR Mitigation Monitoring and Reporting Program”:
 - a. Safety and Emergency Services: Saf 1
 - b. Soils/Geology: SG 1 through SG 5
 - c. Utilities: Util 1
 - d. Hazardous Material/Waste – Operations: HWO 1 through HWO 7;
 - e. Hazardous Material/ Waste – Construction: HMC 1 through HMC 10
 - f. General Construction: GC 1 through GC 5
 - g. Noise – Construction: NoiC 1 through NoiC 6
 - h. Vibration: VibC 1 through VibC 6
 - i. Visual/Aesthetics: VA 1, VA 2
 - j. Air Emissions- Construction: AC 1 through AC 15
3. The project shall be subject to Enhanced Ventilation specified in Article 38 of the Health Code for the project’s ventilation system; Article 30 of the Health Code for the project’s backup diesel generators; and BAAQMD new source review permitting for fire pumps and backup diesel generators.
4. The Project shall be subject to the recommendations of the “Transbay Block 8 Transportation Assessment” dated March 17, 2015. In addition, the project shall incorporate the following:
 - a. Develop loading dock management plans for Level B1 and First Street loading docks and on–street loading.
 - b. Install visual warning devices for vehicles exiting the First Street loading dock.
 - c. Install a raised crosswalk across the east side of the First Street/Clementina Street intersection.
 - d. Install a stop sign for the westbound approach at the First Street/ Clementina Street intersection and the northbound approach at the garage/ Clementina Street intersection.

- e. If trucks can make the turning radii, reduce the width of the curb cut off of Clementina Street.
- f. To ensure that recurring vehicle queues do not occur in the public right-of-way, queue abatement methods shall be incorporated into the project. A vehicle queue is defined as one or more vehicles (destined to the parking facility) blocking any portion of any public street, alley or sidewalk for a consecutive period of three minutes or longer on a daily or weekly basis. If a recurring queue occurs, the owner/operator of the parking facility shall employ abatement methods as needed to abate the queue. Appropriate abatement methods will vary depending on the characteristics and causes of the recurring queue, as well as the characteristics of the parking facility, the street(s) to which the facility connects, and the associated land uses (if applicable).

Suggested abatement methods include but are not limited to the following: Redesign of facility to improve vehicle circulation and/or on-site queue capacity; employment of parking attendants; installation of LOT FULL signs with active management by parking attendants; use of valet parking or other space-efficient parking techniques; use of off-site parking facilities or shared parking with nearby uses; use of parking occupancy sensors and signage directing drivers to available spaces; travel demand management strategies such as additional bicycle parking, customer shuttles, delivery services; and/or parking demand management strategies such as parking time limits, paid parking, time-of-day parking surcharge, or validated parking.

5. The project shall be subject to the recommendations provided in the "Transbay Transit Center Program Addendum to the Final Archeological Research Design and Treatment Plan for the Existing Transbay Transit Terminal and Ramp Demolition, Utility Relocation, and New Transit Center Foundation Excavation. Addressing Block 8 of the Transbay Redevelopment Project Area" dated March 2015.
6. The building materials, colors, finishes, architectural detailing shall be subject to further review and approval by OCII staff during the Design Development phase. Mockup of sufficient size shall be built on construction sites during an early phase of construction for OCII staff review and approval to ensure consistency with this schematic design.
7. The appliances and finishes for the Affordable Project and the BMR Units shall be consistent with current standards for new housing. While the appliances and finishes need not match or be equivalent to those in the Market Rate units, they should be new and of good quality in terms of performance, durability and appearance and shall be subject to OCII Housing Manager and MOHCD Construction Manager review and approval as further described in conditions 11-13 below.

8. The width and detailed landscaping design of the sidewalks and driveway access on Clementina Street shall be subject to further review and approval by OCII staff during the Design Development phase to assure that it provides sufficient pedestrian access to the paseo and visual linkage between First to Fremont Streets and is consistent with the proposed conditions of Clementina Street on Blocks 9 and 6/7. Paving materials, colors, finishes, and detailing shall be subject to further review and approval by OCII staff during the design.
9. The location of two car share spaces shall be identified in the parking areas in future submitted materials for review.
10. The design of access to the below grade retail space shall be subject to further review and approval by OCII staff during the Design Development phase to ensure that it is evident from the street and well connected to the public realm.
11. MOHCD Construction Manager and OCII Housing Program Manager must review and approve any changes to the design, including materials, of the Affordable Project that are a result of value engineering or that substantively alter the proposed design. Any such changes must be presented to OCII no later than 30 days before construction start.
12. MOHCD Construction Manager and OCII Housing Program Manager must review and approve the specifications for the Affordable Project to ensure a consistent level of quality of materials and unit amenities with other OCII and MOHCD-funded affordable housing developments.
13. MOHCD Construction Manager and OCII Housing Program Manager must review and approve the final interior finishes of the BMR units in the Market Rate tower, and any subsequent value engineering or other modifications. Any such modification must be presented to OCII no later than 30 days before construction start.

I hereby certify that the foregoing resolution was adopted by the Commission at its meeting of April 21, 2015.



Commission Secretary