



110-0032022-002

Agenda Item **No. 5(d)**
Meeting of December 6, 2022

MEMORANDUM

TO: Community Investment and Infrastructure Commissioners

FROM: Thor Kaslofsky, Executive Director

SUBJECT: Conditionally approving the Schematic Design for the Transbay Block 3 Park and Streetscape Improvements Project; adopting environmental findings pursuant to the California Environmental Quality Act; and providing notice that this action is within the scope of the Transbay Terminal/ Caltrain Downtown Extension/ Redevelopment Project Final Environmental Impact Statement/ Environmental Impact Report ("FEIS/EIR"), a program EIR, and is adequately described in the FEIS/EIR for purposes of the California Environmental Quality Act; Transbay Redevelopment Project Area

EXECUTIVE SUMMARY

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MAYOR

Thor Kaslofsky
EXECUTIVE DIRECTOR

Miguel Bustos
CHAIR

Mara Rosales
Bivett Brackett
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Dr. Carolyn Ransom-Scott
COMMISSIONERS

In 2005, the Board of Supervisors of the City and County of San Francisco (the "City") adopted the Transbay Redevelopment Plan (the "Plan") to redevelop the Transbay Redevelopment Project Area ("Project Area") and to generate funding from the development on 10 acres of State-owned property to facilitate the construction of the Salesforce Transit Center ("STC"). The Transbay Redevelopment Project Area Implementation Agreement ("Implementation Agreement") is an enforceable obligation which requires the Successor Agency to the Redevelopment Agency of the City and County of San Francisco, hereafter referred to as the Office of Community Investment and Infrastructure ("OCII"), to "execute all activities related to the implementation of the Plan, including but not limited to, activities related to major infrastructure improvements."

The Plan, the 2003 Transbay Redevelopment Project Area Design for Development ("Design for Development"), the accompanying Development Controls and Design Guidelines for the Transbay Redevelopment Project ("DCDG"), and the 2006 Transbay

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Streetscape and Open Space Concept Plan (“Streetscape and Open Space Plan”) all specify that the Project Area will include a central, public park. Hence, bringing this valuable public amenity to fruition as a community-serving open space will significantly contribute to the success of the new neighborhood surrounding the STC.

The Transbay Block 3 Park (the “Park”) will be located on the middle of what was the Transbay Joint Power Authority’s (“TJPA”) Temporary Transbay Bus Terminal (“Temporary Terminal”). The Temporary Terminal was recently subdivided into Transbay Blocks 2, 3 and 4 and is bound by Howard, Beale, Folsom and Main Streets. The Park on Block 3 is a nearly one-acre open space parcel that will be framed by two mixed-use developments on Transbay Blocks 2 and 4 and programmed to serve the neighborhood’s diverse community of residents and workers.

The STC is now open and the bus activity has been transferred from the Temporary Terminal to the new transit center. The cessation of the bus activity on the Temporary Terminal allows the development on Transbay Blocks 2, 3, and 4 to move forward in accordance with the Plan, the Design for Development, and the DCDG.

The Transbay Block 3 Park project, which will include streetscape improvements as well, (the “Project”) is within Zone One of the Project Area (“Zone One”). The Project is comprised of:

- The Park schematic design (“Schematic Design”) and construction.
- *Street design and improvements to portions of the adjacent new extensions of Clementina and Tehama Streets.
- *Improvements to the existing Main and Beale Streets rights-of-way.
 - **Note: Attachment 2, the Schematic Design Right-of-Way Scope of Improvements Plan, defines the Project’s streetscape boundaries and scopes of work.*

Inter-Agency Collaboration

The Project is a collaboration and inter-agency effort between OCII, San Francisco Public Works (“SFPW”) and the San Francisco Recreation & Parks Department (“RPD”) (collectively, the “City Design Team”).

- OCII- Current landowner, project sponsor, and is funding the design and construction of the Park.
- RPD- Future Park owner and operator and is guiding the Park design in partnership with OCII.
- SFPW- Providing public construction project management, design, and engineering services.

OCII will transfer the Project to the City consistent with the State-approved 2015 Long Range Property Management Plan or PMP. RPD will serve as the Park’s final owner and operator and SFPW will accept the Clementina and Tehama rights of way extensions.

The current schedule for the Project assumes:

- Completion of the design and construction documents in early/mid 2023.
- Construction start in Fall of 2023.
- Park opening to the public in late 2025.

Staff recommends approval of the Schematic Design for the Transbay Block 3 Park and Streetscape Improvements Project.

PROJECT BACKGROUND

Streetscape and Open Space Plan

In 2006, in furtherance of the Plan and the Design for Development, the Redevelopment Agency of the City and County of San Francisco (the “Former Agency”) and the San Francisco Planning Department (“Planning Department”), in collaboration with other City agencies and the TJPA, commissioned production of the Streetscape and Open Space Plan. The Streetscape and Open Space Plan includes design elements related to the major streets and public alleyways within the Project Area, as well as neighborhood parks and areas below bus and freeway ramps. Furthermore, the Streetscape and Open Space 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.

In accordance with the Plan and the Implementation Agreement, OCII is responsible for implementing the development of public open spaces that are on formerly State-owned parcels and that are zoned as public open space. With multiple development blocks in the Project Area under or completing construction, and the recent opening of the STC, OCII desires to move forward with the design and development of the Park. Block 3 is comprised of formerly State-owned parcels located within Zone One, where OCII has land use jurisdiction. OCII acquired the site of the former Temporary Terminal, including Block 3, from the TJPA in January 2021.

Memorandum of Understanding with SFPW and RPD

The 2018 Memorandum of Understanding (“MOU”) between OCII and SFPW contracted SFPW to provide professional services assisting OCII in the delivery of the Park (“Design and Engineering Services”), see description below:

Provided directly by SFPW’s staff architects and engineers:

- Landscape and streetscape design services
- Project management
- Reviews of access requirements for persons with disabilities
- Site assessment remediation services

Provided by a combination of SFPW staff and its as-needed consultant pool:

- Site surveys
- Environmental site assessments
- Tree assessments
- Geotechnical analysis
- Cost estimating
- Constructability review

In a companion action, the Commission will consider an amendment to the 2018 MOU (“Amended and Restated MOU”) that will enable SFPW and RPD to provide additional design and professional services work on the Project in subsequent phases to complete the Project.

Streetscape Portion of Project

The Project’s sidewalk and street improvements will ensure safe and direct pedestrian access to the Park and are depicted in Attachment 2, the Schematic Design Right-of-Way Scope of Improvements Plan. See the below summary of the streetscape design work and improvements planned with SFPW under the Amended and Restated MOU:

- Clementina Street design and construction
 - Complete design of the new Clementina Street extension.
 - Signalized crossings at the extension of Clementina Street leading to the Park.
 - Raised crosswalks at each corner of and at the mid-block of Clementina Street aligned with the Block 2 pedestrian mews.
- Main and Beale Streets' design and construction- Design and improvements to the Main and Beale Streets’ sidewalks adjacent to the Park.
- Tehama Street extension design start- The 50% completion of the design for the new Tehama Street extension (Block 4 developer will finish this design).
- Tehama Street extension design completion and construction- Under the Disposition and Development Agreement for Block 4, the developer will complete the 50% Tehama Street design and construct the new right of way.

The intention is that RPD will operate and maintain the Park, and the East Cut Community Benefits District (“CBD”) will support RPD by providing stewardship services through at least 2031, with the potential for renewal. The CBD’s stewardship services (to be fully defined in a future Memorandum of Understanding between RPD and the CBD) may include Park activation and some light maintenance, hosting community events and developing and coordinating volunteer opportunities.

SITE CONTEXT

Adjacent Development

Block 4

- The Park is flanked by Block 4 to the north towards Howard Street.
- Block 4 will be comprised of a tower and midrise building, with both market-rate and affordable housing components.
- Block 4 will have townhome units with individual stoops fronting the Park.
- Block 4 will include ground floor commercial space.
- On June 21, 2022, the Commission approved a disposition and development agreement with F4 Transbay Partners LLC and schematic design for Block 4.

Block 2

- The Park is flanked by Block 2 to the south towards Howard Street.
- Block 2 will be a 100% affordable housing development consisting of a midrise building and a low-rise building on each side of the block, with a mid-block pedestrian mews that will connect to the Park.
- Block 2 will include ground floor commercial space.
- Blocks 2 will have townhome units with individual stoops fronting the Park.
- OCII has selected two development teams (Mercy Housing and Chinatown Community Development Center) for Block 2, which is currently in the schematic design phase.

Project Area History

The Temporary Terminal site is currently programmed for interim activation until construction of Blocks 2, 3, or 4 commences. The Temporary Terminal site has a rich underlying history, first as an intertidal wetland zone, then as a developing urban shoreline and finally woven into the urban fabric of San Francisco's downtown after portions of the Bay were filled to expand the growing city. The Park's design incorporates elements of the site's unique history such as an oyster-shaped form at the heart of the Park, which features a meadow recalling a wildlife-rich intertidal landscape once present at the site. The children's playground design also playfully echoes the previous site ecology.

PUBLIC ENGAGEMENT AND PLANNING PROCESSChanges from the Streetscape and Open Space Plan

The City Design Team employed a community-based planning approach that, through a series of public meetings, informed the final Park Schematic Design. While the Park Schematic Design substantially conforms to the 2006 Streetscape and Open Space Plan, the Park Schematic Design does evolve the design, see the below summary of new or changed design elements:

New or Changed Design Elements

- A new children's playground and restroom were incorporated into the Park program due to lack of these amenities in the neighborhood.
- The restroom will be co-located in a building with room for storage and community space (the "Stewardship Building").
- The 2006 Streetscape and Open Space Plan included a diagonal circulation route and large swaths of lawn.
 - Large sections of lawn do not meet City mandates for climate-responsive design due to high water usage.
 - The lawn was replaced with decking for sitting and lounging and a native meadow to provide habitat and reduce irrigation demands.

San Francisco Arts Commission and Public Art

The Park design is subject to the San Francisco Arts Commission ("SFAC") Civic Design Review process because the Park will be owned by the City. The SFAC Board is comprised of design professionals whose mission is to ensure that public projects enhance the public realm and respect the natural environment. The review process occurs no less than three times, at the end of each of the 1) Conceptual, 2) Design Development, and 3) Construction Document phases.

The SFAC approved the Park's Conceptual Design with two conditions, see below:

1. The habitat planting palette will include species-specific plantings that encourage identified beneficial species.
2. The Stewardship Building design (described in the following *Schematic Design and Program* section) will be further integrated with the landscape design and is subject to further SFAC review.

Section 5.103 of the City Charter and Section 3.19 of the Administration Code (the "Art Enrichment Ordinance") does not apply to OCII projects because OCII's land is not City property. However, the Park parcel will become City property upon OCII's intended transfer of the land to RPD, and therefore OCII has volunteered to participate in the SFAC Art Enrichment Program. The SFAC Art Enrichment Program is a city-wide program that supports the design, construction and installation of artwork in new public spaces. SFPW has executed an MOU with SFAC and SFPW will manage the Art Enrichment process for selecting and implementing public artwork that will be featured in the Park.

The artist selection panel includes representation from SFAC, RPD, the OCII Commission, local artists, and the Transbay Citizens Advisory Committee ("CAC"). The first artist review panel was held in February 2022, from which four artist finalists were selected. The second artist review panel was held in August 2022. The final artist selection has been referred to the SFAC Visual Arts Committee, to be followed by the Arts Commission, for their review and approval.

Outreach

The public engagement process included four community meetings, held between March 2020 and April 2021. Public feedback gathered in each of these meetings informed and advanced the Park's design. Following each meeting the presentation and a survey were publicized through the SFPW website and CBD staff. From these surveys the City Design Team gained a greater understanding of the community's desires and further refined the Park's proposed design and program.

The Project was presented to the CAC on February 10, 2022. Several members of the CAC had previously participated in the public engagement process and gave feedback on the Park's landscape design, the Stewardship Building architecture and the streetscape improvements. The CAC voted unanimously in support of the Project.

The Project's Schematic Design was presented to the RPD Capital Committee on March 2, 2022 and the RPD Commission on March 17, 2022. Both bodies unanimously approved of and referred the Project to the OCII Commission.

SCHEMATIC DESIGN AND PROGRAM

Key Design Inspiration and Constraints

Surrounded by high-density residential and commercial uses, the Park will provide valuable green and gathering space for this urban neighborhood. The Park design concept was informed by three key components:

1. Comprehensive community feedback
2. Climate-responsive design goals
3. Site-specifics

Park Program

The programming includes a mix of active recreation and passive open space and responds to the existing and proposed open space programs in the Transbay neighborhood by providing activities not found in other neighborhood parks. For example, three nearby parks already serve dogs and, therefore, Block 3 does not incorporate a dog run, but instead offers a small-scale dog relief zone. Notably, with five childcare centers in the area, and only one school age playground at Salesforce Park, a dedicated children's play area is included in the Park's final program.

Design Elements

The Park includes a network of pedestrian paths looping around a central planted meadow, plazas and decks for small community gatherings, a children's play area, an all-ages exploration area, seating, a dog-relief area, and groves of trees. The Stewardship Building will house a restroom, storage and community space.

The central meadow sits at the heart of the Park and is framed by an oyster-shaped looped pathway. The meadow planting will feature a biodiverse habitat to attract wildlife to the Park and enrich the lives of City residents. The planting strategy introduces a landscape evocative of the Bay Area's natural, undeveloped spaces, and will stand in contrast to the heavily urbanized surroundings. These plants from California's coastal sage landscape will establish quickly in their native climate and, in contrast to a traditional lawn, require minimal water upon establishment.

A paved flexible plaza provides a transition from the urban street edge to the habitat meadow and will support casual, everyday socialization with elements such as movable furniture and seat walls. A larger main deck is deliberately sited in a year-round sunny location within the Park. The deck will support multiple community activities that could range from larger social events, such as group exercise or neighborhood picnics, to more solitary ones like sunbathing, reading, or viewing the meadow from various seating locations.

Playground

The playground design is inspired by the natural landscape of the San Francisco Bay shoreline. The space is divided into three levels that mimic the physical profile of the zone: the first, at the main level, represents the water; the second, an 18-inch-high terrace, is indicated by stairs and climbing blocks and represents the transition zone between water and land; and the third, an elevated level, represents the wetlands. The demarcation of zones makes the site's unique history more evident to its audience and offers a deeper understanding of the place and history. This multilevel approach also has practical advantages because it creates a physical boundary between children age groups.

Stewardship Building

The Stewardship Building anchors the west side of the Park along Beale Street, and the building is nestled in a grove of trees. Programmatically, the building includes storage and maintenance space for RPD and the CBD, and provides an all-gender restroom adjacent to the playground. Crafted as a quiet, modern building of stone, wood-like slats, and channel glass, the building's linear, low-slung form reinforces the street edge along Beale Street with park-identification signage, while the material composition of tactile stone, glowing glass, and delicate wood-like slatting harmonize with its setting in the street-edge bosque.

SUSTAINABILITY

The Park features several sustainable design measures that ensure compliance with State and City policies as well as industry best practices regarding climate and sustainability guidelines, see the summary below.

Planting and Irrigation Design

- Conforms to the requirements of California AB-1881 Model Water Efficient Landscape Ordinance and further meet the State's 15% water reduction goal from the 2020 standards.
- Adheres to the Board of Supervisors *Biodiversity Policy* as defined in Resolution 107-18 and emphasize native species selected to attract wildlife.
- Street tree species will be selected from Department of the Environment's 2021 list of Recommended Street Trees for San Francisco.
- Plant species will be selected for adaptability to climate change and the anticipation of a warmer and drier climate.

Non-Planting Materials Selection

Physical materials selected for the Park will conform to San Francisco municipal requirements, including Environmental Code Chapter 7 Green Building Requirements for City Buildings, and the Chapter 8 Tropical Hardwood and Virgin Redwood Ban.

Stormwater Management

On-site infiltration of stormwater will be maximized with a grading design that directs runoff into areas of planting and permeable paving. Underground soil cells may also be used to create a reservoir to absorb runoff, promote ground water infiltration, and retain water for park trees. Opportunities for irrigating with greywater may also be explored.

Sustainability Performance Goals and Measurement

The Sustainable Sites Initiative ('SITES V2") rating system will be used as a guiding metric for sustainable design goals. SITES V2 is a comprehensive rating system designed to distinguish sustainable landscapes and measure their performance. It is anticipated that the Park design will honor requirements for the SITES V2 prerequisites and credits listed on Page 27 of the Schematic Design package, including sustainable construction practices, water reduction, heat island effect mitigation, use of sustainable materials, provision of public health benefits, ecological education, and performance monitoring.

CALIFORNIA ENVIRONMENTAL QUALITY ACT

Approval of the Park Schematic Design and Streetscape Improvements design of the Project is undertaken pursuant to the Transbay Terminal/Caltrain Downtown Extension/Redevelopment Project Final Environmental Impact Statement/Environmental Impact Report ("FEIS/FEIR"), a program EIR, certified by the Planning Commission on April 22, 2004, and by the Former Agency Commission on April 20, 2004, as amended in subsequent addenda. OCII staff has reviewed the Schematic Design and Streetscape Improvements design of the Project for purposes of compliance with the California Environmental Quality Act ("CEQA") and State CEQA Guidelines, and determined that the development of the Project in accordance with its Schematic Design is within the scope of the project analyzed in the FEIS/FEIR and requires no additional environmental review pursuant to State CEQA Guidelines Section 15180, 15168, 15162 and 15163 for the following reasons:

1. 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 FEIS/FEIR.
2. No substantial changes have occurred with respect to the circumstances under which the project analyzed in the FEIS/FEIR was undertaken that would require major revisions to the FEIS/FEIR due to the involvement of new significant environmental effects, or a substantial increase in the severity of effects identified in the FEIS/FEIR.
3. No new information of substantial importance to the project analyzed in the FEIS/FEIR has become available which would indicate that (a) the proposed use will have significant effects not discussed in the FEIS/FEIR; (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 FEIS/FEIR will substantially reduce one or more significant effects on the environment.

Compliance with Equal Opportunity Programs

SFPW will coordinate with the City's Contract Monitoring Division ("CMD") and OCII Contract Compliance Division ("Contract Compliance") to ensure compliance with OCII's Small Business Enterprise ("SBE") policy. For all third party and/ or as-needed consultants brought onto the Project during the design phase, SFPW and CMD will work towards assisting OCII in meeting its overall agency SBE goal of 50% participation.

To date, the project exceeds the 50% SBE goal achieving 93% SBE participation (58.1% SF-SBE and 58.1% MBE). Prior to the bid of the construction contract, SFPW will coordinate and cooperate with Contract Compliance to ensure SBE program requirements are included in the specification documents of the final construction bid package.

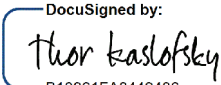
SFPW will also coordinate with OCII, CMD and its agent, the CityBuild program of the Office of Economic and Workforce Development ("CityBuild") to ensure specifications include compliance with OCII's Construction Workforce Program, which requires that contractors (regardless of tier) make good faith efforts to employ San Francisco residents for 50% of the hours by each trade needed to construct the Project.

STAFF RECOMMENDATION

The proposed Project substantially conforms to the Redevelopment Plan, the Streetscape and Open Space Plan, the Design for Development and other Plan documents. The Park's design, including its streetscapes' and Stewardship Building's design, represent an attractive, welcoming, and ecologically sensitive open space that will provide a new, valuable urban recreation area for San Francisco residents and visitors alike. Its design is the result of a thorough, community-based design process and is supported by the RPD Commission and the Transbay CAC. The Project's designs are within the scope of the project analyzed in the FEIS/FEIR and the Commission's approval is an implementing action of the Transbay Redevelopment Plan. Therefore, staff recommends the Commission's approval.

Following the Commission's approval, SFPW will prepare Design Development and Construction Documents. The current schedule for the Project assumes the Park opening to the public in 2025.

(Originated by Laura Shifley, Associate Planner-Urban Designer)

DocuSigned by:

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Thor Kaslofsky
Executive Director

Attachment 1: Transbay CAC Letter of Support

Attachment 2: Schematic Design Right-of-Way Scope of Improvements Plan

7 April 2022
Transbay Citizens Advisory Committee
Chris Jaksa, Chair

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Dear Commissioners,

On February 10, 2022 the Transbay Block 3 Park design and development team, consisting of staff from the Office of Community Investment and Infrastructure ("OCII"), San Francisco Public Works ("SFPW") and San Francisco Recreation and Parks ("RPD"), presented the Schematic Design for the Park to the Transbay Citizens Advisory Committee ("CAC"). Additionally, staff from the San Francisco Arts Commission ("SFAC") presented an overview of the Public Art Enrichment program that will be incorporated into the park design.

CAC members asked clarifying questions about the project's design and programming and expressed unanimous support for the Park Schematic Design. The CAC voted 6-0 in favor of recommending the Park Schematic Design to the OCII Commission for approval.

The Transbay Citizens Advisory Committee views the Transbay Block 3 Park project as an attractive and sustainable open space addition that will greatly benefit the neighborhood and the City of San Francisco.

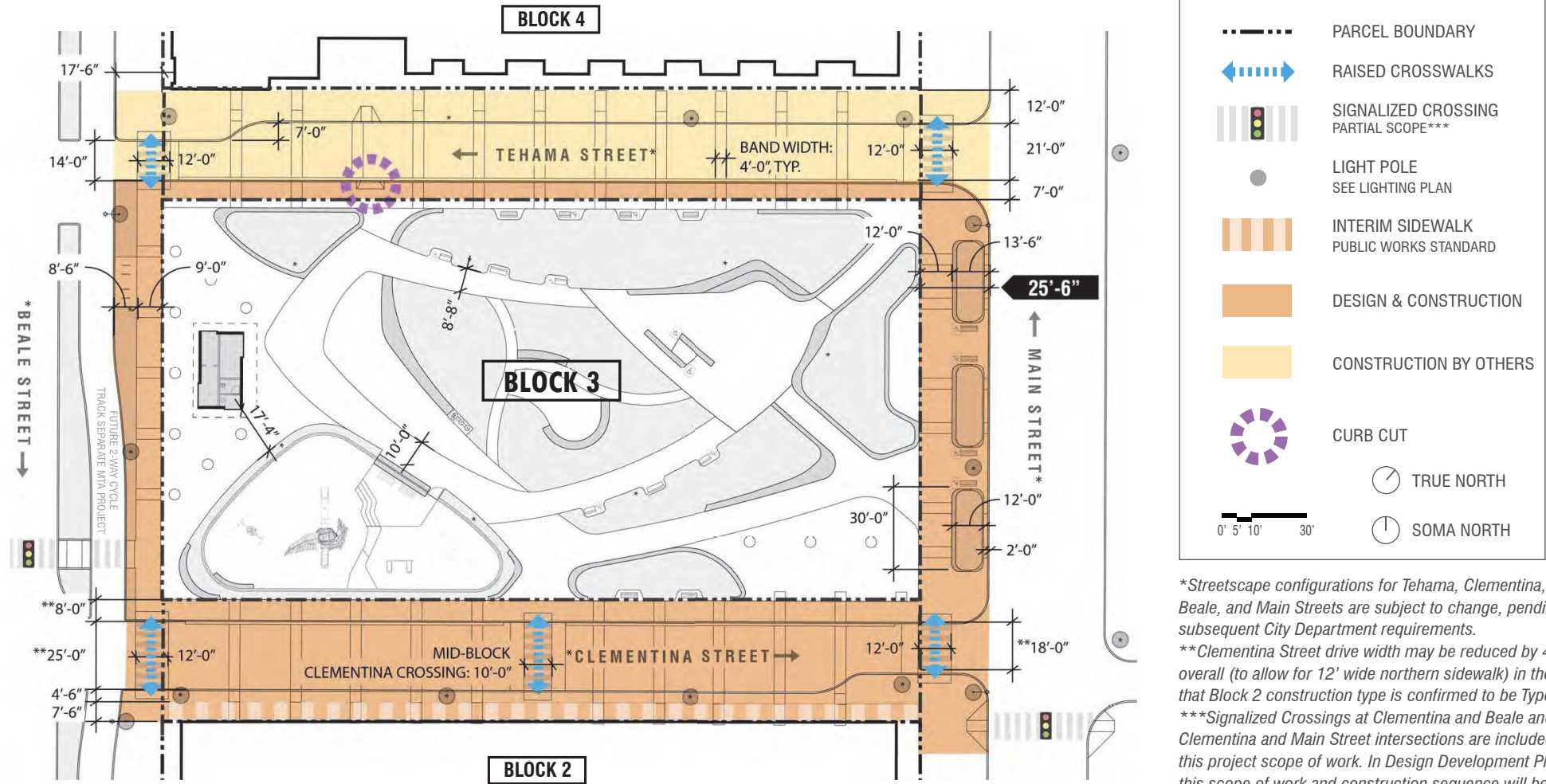
Sincerely,

Chris Jaksa

A handwritten signature in dark ink, appearing to read "Chris Jaksa", written in a cursive style.

Chair, Transbay Citizens Advisory Committee

RIGHT-OF-WAY SCOPE OF IMPROVEMENTS



*Streetscape configurations for Tehama, Clementina, Beale, and Main Streets are subject to change, pending subsequent City Department requirements.

**Clementina Street drive width may be reduced by 4' overall (to allow for 12' wide northern sidewalk) in the event that Block 2 construction type is confirmed to be Type 1.

***Signalized Crossings at Clementina and Beale and Clementina and Main Street intersections are included in this project scope of work. In Design Development Phase, this scope of work and construction sequence will be further coordinated with MTA/PW adjacent Main and Beale projects whereby scope reductions may occur.