

**STAFF REPORT FOR CALENDAR ITEM NO.: 13
FOR THE MEETING OF: June 8, 2023**

TRANSBAY JOINT POWERS AUTHORITY

BRIEF DESCRIPTION:

Approve the Office of Community Investment and Infrastructure (OCII) Schematic Design for the proposed Under Ramp Park project, which is the first milestone contemplated under the 2022 Term Sheet with the East Cut Community Benefit District (CBD); delivery of Under Ramp Park will require several future discretionary actions and approvals, including approvals by TJPA, OCII, City and County of San Francisco, CBD, Caltrans, and others.

EXPLANATION:

Background

In 2005, the Board of Supervisors of the City and County of San Francisco (“City”) adopted the Transbay Redevelopment Plan to redevelop the Transbay Redevelopment Project Area (“Project Area”) and generate funding from the development of about 10 acres of State-owned property for the construction of the new Transbay Transit Center, now known as the Salesforce Transit Center.

In 2005, the Redevelopment Agency of the City and County of San Francisco (“Former Agency”) and the Transbay Joint Powers Authority (TJPA) entered the Transbay Redevelopment Project Implementation Agreement (“Implementation Agreement”), which, among other things, required the Former Agency to “execute all activities related to the implementation of the Transbay Redevelopment Plan, including all administrative activities related to implementation, including, but not limited to, activities related to major infrastructure improvements, including new public parks.... The costs for implementation of the Transbay Redevelopment Plan activities ... shall be an indebtedness incurred by the [Redevelopment] Agency....”

In 2006, the Former Agency and the San Francisco Planning Department released the Transbay Redevelopment Project Area Streetscape and Open Space Concept Plan (“Streetscape Plan”), which identified the under ramp areas beneath TJPA and California Department of Transportation (“Caltrans”) off-ramps from the San Francisco-Oakland Bay Bridge within the project area as potential opportunities for public park use.

In 2011, the Former Agency entered into a contract with CMG Landscape Architecture (CMG) to complete design documents for select elements of the Streetscape Plan, including a proposed park planned to be located primarily under TJPA’s bus ramps (formerly referred to as “Oscar Park” and referred to here as “Under Ramp Park” as a placeholder name).

In 2012, the State of California dissolved the Former Agency and established a successor agency to wind down redevelopment activities and complete some of the unfinished enforceable obligations of the Former Agency. OCII is the Successor Agency to the Former Agency.

In 2013, the California Department of Finance determined that the Implementation Agreement, among other Transbay-related documents, is an enforceable obligation of the Former Agency. Accordingly, OCII has authority pursuant to the Implementation Agreement to complete certain infrastructure improvements, including new public parks like the proposed Under Ramp Park. OCII, however, has no authority to acquire or operate the park; OCII cannot have any ownership or leasehold interest in either the land or the improvements for the park during or after construction.

Term Sheet

The proposed Under Ramp Park is not currently part of the Transbay Program. TJPA staff acknowledge, however, the advantages that could accrue to the Transbay neighborhood as a whole, and TJPA directly, from programming and activation of areas on TJPA property under its bus ramps and adjacent parcels. For the last several years, OCII and TJPA staff have discussed opportunities for the agencies to cooperate to achieve delivery of the proposed Under Ramp Park, recognizing, among other things: the limits on OCII under the redevelopment dissolution law; TJPA's lack of funding sources to support design, construction or operation of the park; TJPA's need to ensure the transit center infrastructure (particularly its bus ramp) is protected; and TJPA's interest in ensuring that the proposed park complements (rather than detracts from) the transit center programming and operations.

In February 2022, the TJPA Board authorized the Executive Director to execute a non-binding Term Sheet between TJPA and the CBD, with OCII as an acknowledging entity, regarding the proposed design, development, operations and funding of the proposed Under Ramp Park project. The Term Sheet presents a framework for TJPA, OCII, and CBD to cooperate to accomplish Under Ramp Park; that cooperation is summarized as:

- OCII funds the design and construction of Under Ramp Park. OCII enters an agreement with San Francisco Public Works to oversee the park's construction.
- TJPA owns the land under much of the park and the park improvements, once completed. TJPA seeks to enter a lease with Caltrans for the right to use a portion of Caltrans land for the park.
- CBD manages the operations and maintenance of the proposed Under Ramp Park, and funds all associated operating costs, minimizing the financial risk to TJPA, until the end of the term of the CBD (June 2030) (potentially subject to extension). TJPA and CBD expect to use the Term Sheet as the basis for the parties to negotiate an Operations Agreement, codifying CBD's obligations relative to operations and funding; the Operations Agreement would be presented to the TJPA Board for its approval.

The Term Sheet outlines certain key milestones necessary to deliver Under Ramp Park; the milestones generally are expected to be completed in sequence. The milestones include:

1. OCII completes Schematic Design, and City Planning and/or OCII and TJPA approve that Schematic Design.

2. TJPA (as landowner) and OCII (as designer and funder) cooperate to seek all necessary entitlement approvals.
3. OCII secures all funds necessary for design and construction based on budgets approved by TJPA, OCII Commission, Board of Supervisors, the Oversight Board, and California Department of Finance.
4. TJPA, OCII, and San Francisco Public Works negotiate and enter a Construction Agreement.
 - * CBD meets funding milestone 1 (at least \$1.2 million in private funds to supplement CBD assessment funds already dedicated to the park and anticipated park net revenues).
5. OCII and San Francisco Public Works prepare construction documents and permits.
6. TJPA negotiates a lease agreement with Caltrans for the portion of Under Ramp Park planned to be located on Caltrans property.
 - * CBD meets funding milestone 2 (at least \$3 million in private supplementary funds).
7. San Francisco Public Works issues construction contracts.

Thus, the TJPA Board's approval of OCII's proposed Schematic Design would be the first milestone in the series of steps to deliver Under Ramp Park. OCII staff explain that the OCII Commission is expected to consider approval of the Schematic Design at the Commission's June 6 meeting.

Schematic Design

OCII, through its contractor CMG, developed the Schematic Design for Under Ramp Park. OCII's complete Schematic Design package is on file with TJPA and incorporated herein by reference. The park is planned to total approximately 2.3 acres, spanning Harrison to Howard Streets. The park primarily would be located on TJPA property, below TJPA's bus ramps. The design proposes that a portion of the park be located on property owned by Caltrans primarily under the existing Interstate 80 Fremont exit ramp. Approximately 25% of the site would be open to the sky.

The Schematic Design includes a range of proposed programming for Under Ramp Park, including a dog park, areas for children's play, walking, biking, adult and youth sports, relaxation spaces, areas for events and community programs, and casual dining. With respect to casual dining in the park, a beer garden/concessions building, lounge space and game area is proposed adjacent to Clementina Street at the center of the park. A two-story pavilion building totaling approximately 4,500 square feet is planned at the Folsom entrance to Under Ramp Park. The upper story is currently designed to include three food kiosks serving park patrons and a small indoor seating area. Additionally, outdoor seating and tables are proposed outside of the food kiosks on a large plaza overlooking the park. The lower story of the pavilion building is

located at the same level as the park and is proposed to be used as office space and storage for the park operator. Adjacent to the office is a proposed flexible space/conference room that could be available for community use/rentals. Under Ramp Park is expected to be heavily used by neighborhood residents, commuters, office workers, and visitors.

California Environmental Quality Act

Approval of the Schematic Design is an organizational activity of government that will not result in direct or indirect physical changes in the environment and is therefore not a “project” that requires environmental review under the California Environmental Quality Act Guidelines Section 15378(b)(5). Approval of the Schematic Design is also statutorily exempt per Guidelines section 15262 because it involves only feasibility or planning studies for possible future actions, which the TJPA Board of Directors has not approved, adopted, or funded.

RECOMMENDATION:

Approve OCII’s Schematic Design for Under Ramp Park, which is the first milestone contemplated under the 2022 Term Sheet with the CBD; delivery of Under Ramp Park will require several future discretionary actions and approvals, including approvals by TJPA, OCII, City and County of San Francisco, CBD, Caltrans, and others.

ENCLOSURE:

1. Resolution
2. Schematic Design package (on file)

**TRANSBAY JOINT POWERS AUTHORITY
BOARD OF DIRECTORS**

Resolution No. _____

WHEREAS, In 2005, the Board of Supervisors of the City and County of San Francisco (“City”) adopted the Transbay Redevelopment Plan to redevelop the Transbay Redevelopment Project Area (“Project Area”) and generate funding from the development of about 10 acres of State-owned property for the construction of the new Transbay Transit Center, now known as the Salesforce Transit Center; and

WHEREAS, In 2005, the Redevelopment Agency of the City and County of San Francisco (“Former Agency”) and the Transbay Joint Powers Authority (TJPA) entered the Transbay Redevelopment Project Area Implementation Agreement (“Implementation Agreement”), which, among other things, required the Former Agency to “execute all activities related to the implementation of the Transbay Redevelopment Plan, including all administrative activities related to implementation, including, but not limited to, activities related to major infrastructure improvements, including new public parks The costs for implementation of the Transbay Redevelopment Plan activities ... shall be an indebtedness incurred by the [Redevelopment] Agency...”; and

WHEREAS, In 2006, the Former Agency and the San Francisco Planning Department released the Transbay Redevelopment Project Area Streetscape and Open Space Concept Plan (“Streetscape Plan”), which identified the under ramp areas beneath the TJPA and California Department of Transportation (“Caltrans”) off-ramps from the San Francisco-Oakland Bay Bridge within the project area as potential opportunities for public park use; and

WHEREAS, In 2012, the State of California dissolved the Former Agency and established a successor agency to wind down redevelopment activities and complete some of the unfinished enforceable obligations of the Former Agency. The Office of Community Investment and Infrastructure (OCII) is the Successor Agency to the Former Agency; and

WHEREAS, In 2013, the California Department of Finance determined that the Implementation Agreement, among other Transbay-related documents, is an enforceable obligation of the Former Agency. Accordingly, OCII has authority pursuant to the Implementation Agreement to complete certain infrastructure improvements, including new public parks like the proposed Under Ramp Park. OCII, however, has no authority to acquire or operate the park; OCII cannot have any ownership or leasehold interest in either the land or the improvements for the park during or after construction; and

WHEREAS, TJPA acknowledges the advantages that could accrue to the Transbay neighborhood as a whole, and the TJPA directly, from programming and activation of areas on TJPA property under its bus ramps and adjacent parcels; and

WHEREAS, In February 2022, the TJPA Board authorized the Executive Director to execute a non-binding Term Sheet between TJPA and the CBD, with OCII as an acknowledging entity, regarding the proposed design, development, operations and funding of the proposed Under Ramp Park project; and

WHEREAS, The Term Sheet presents a framework for TJPA, OCII, and CBD to cooperate to accomplish Under Ramp Park and outlines certain key milestones necessary to deliver Under Ramp Park; and

WHEREAS, The first milestone under the Term Sheet is OCII completes a Schematic Design, and City Planning and/or OCII and TJPA approve that Schematic Design. OCII's Schematic Design package is on file with the TJPA and incorporated herein by reference; and

WHEREAS, As described in the Term Sheet, delivery of Under Ramp Park will require several future discretionary actions and approvals; now, therefore, be it

RESOLVED, That the TJPA Board of Directors approves the OCII Schematic Design on file with TJPA for the proposed Under Ramp Park.

I hereby certify that the foregoing resolution was adopted by the Transbay Joint Powers Authority Board of Directors at its meeting of June 8, 2023.

Secretary, Transbay Joint Powers Authority

Schematic Design for proposed Under Ramp Park

TJPA Board
June 8, 2023



Milestones & Approvals

1. OCII has completed Schematic Design, which is being considered for approval by OCII and TJPA (**Board Action**).
2. TJPA (as landowner) and OCII (as designer and funder) cooperate to seek all necessary entitlement approvals.
3. CBD and TJPA negotiate and enter into Operations Agreement including budget: CBD responsible for all costs of operations, security and maintenance (**Board Action**).
4. OCII secures all funds necessary for design and construction based on budgets approved by TJPA, OCII Commission, Board of Supervisors, the Oversight Board, and California Department of Finance.
5. TJPA, OCII, and San Francisco Public Works negotiate and enter a Construction Agreement (**Board Action**).
6. CBD meets funding milestone 1
 - > At least \$1.2 million in private supplementary funds.
7. OCII and San Francisco Public Works prepare construction documents and permits.
8. TJPA negotiates a lease agreement with Caltrans for the portion of Under Ramp Park planned to be located on Caltrans property (**Board Action**).
9. CBD meets funding milestone 2
 - > At least \$3 million in private supplementary funds.
10. San Francisco Public Works issues construction contracts.

Inter-Agency Collaboration

TRANSBAY JOINT POWERS AUTHORITY (TJPA)

Property Co-owner

Owner of Future Park Improvements

Lessee of portions of the Park site owned by Caltrans

CALIFORNIA DEPARTMENT OF TRANSPORTATION (Caltrans)

Property Co-owner

Lessor of its land under Fremont Street off-ramp to TJPA

OFFICE OF COMMUNITY INVESTMENT & INFRASTRUCTURE (OCII)

Funder and Manager of design and construction of the Park

EAST CUT COMMUNITY BENEFIT DISTRICT (ECCBD)

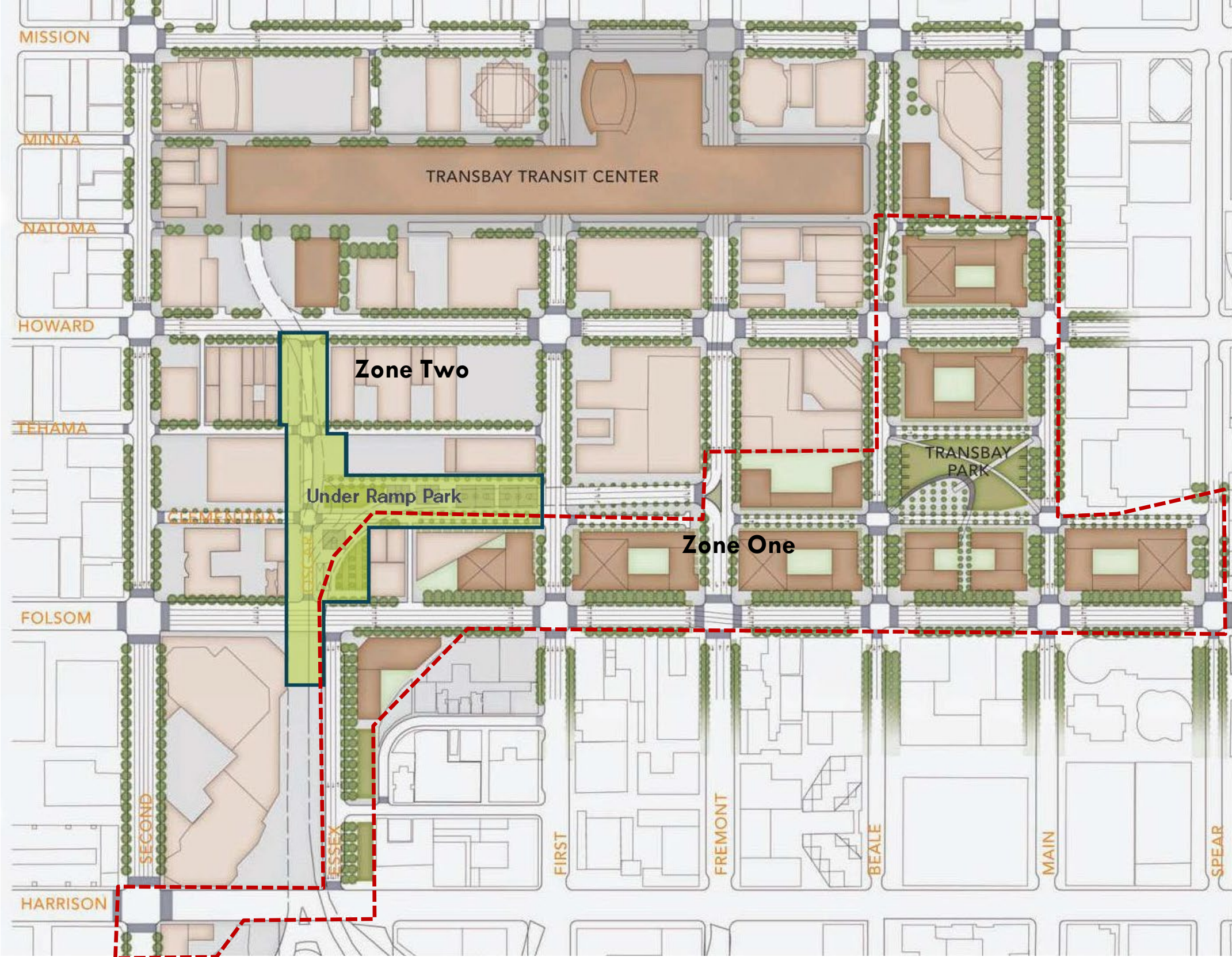
Property Manager on behalf of the TJPA

Responsible for fundraising, operations and maintenance

CITY OF SAN FRANCISCO (City)

Potential construction manager through Department of Public Works (SFDPW)

Transbay Redevelopment Project Area



History of Design Work

2011 July. San Francisco Redevelopment Agency selected CMG Landscape Architecture to lead a design team to prepare the URP Concept Design

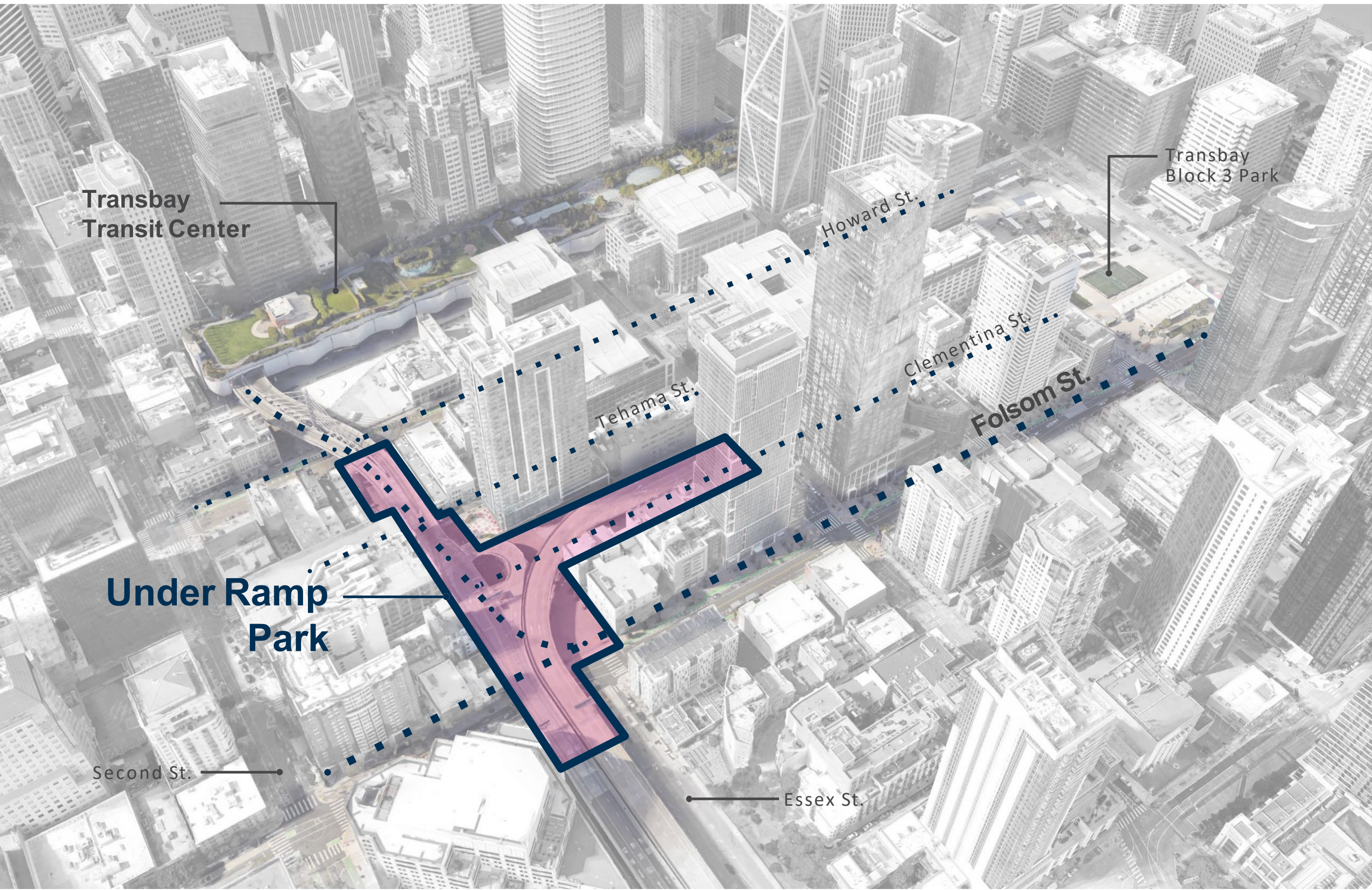
2013 June. Former Agency Commission approved the Concept Design for Under Ramp Park.

2013 July. OCII paused development of Park to solve key issues with Caltrans and TJPA park programming, maintenance and access to Caltrans right-of-way areas.

2017. OCII, TJPA and Caltrans agreed to path forward. OCII directed CMG to resume Park design work, keeping most of original program from the Concept Design.

2018 August. TJPA asked OCII to pause design development of the Park due to its need to focus on repairing fissures discovered in beams of the new Transit Center. OCII paused work on the Park due to uncertainty around the timeline of repairs work.

2021 September. OCII asked CMG to explore whether a historically relevant Zig-Zag Moderne Structure, previously used as Hot Dog Stand at Transbay Block 5 site, could be incorporated into the Park program.



Transbay
Transit Center

Transbay
Block 3 Park

Howard St.

Clementina St.

Tehama St.

Folsom St.

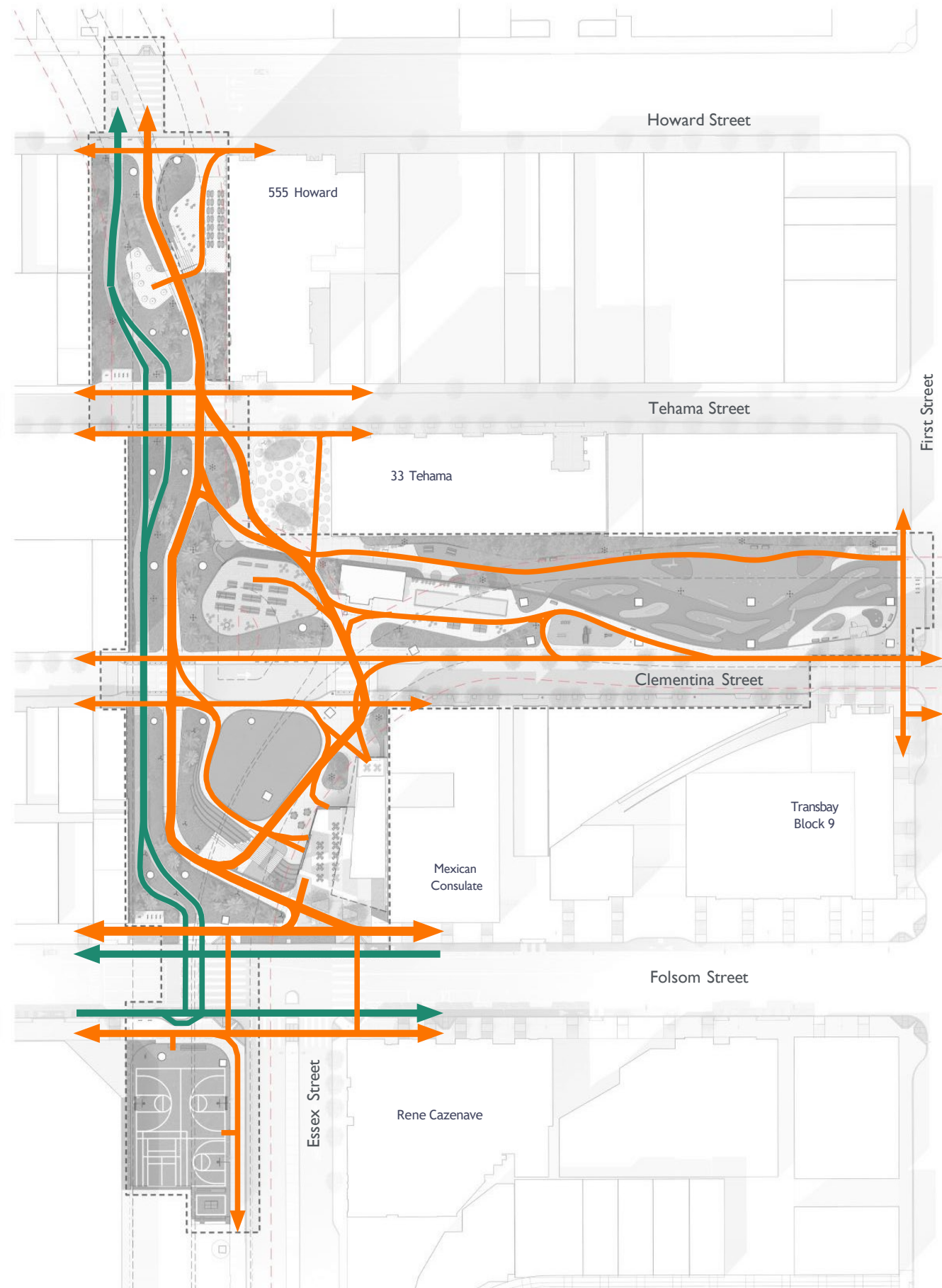
Under Ramp
Park

Second St.

Essex St.

Improve Connectivity
Foster Community
Create a Destination

Circulation Diagram

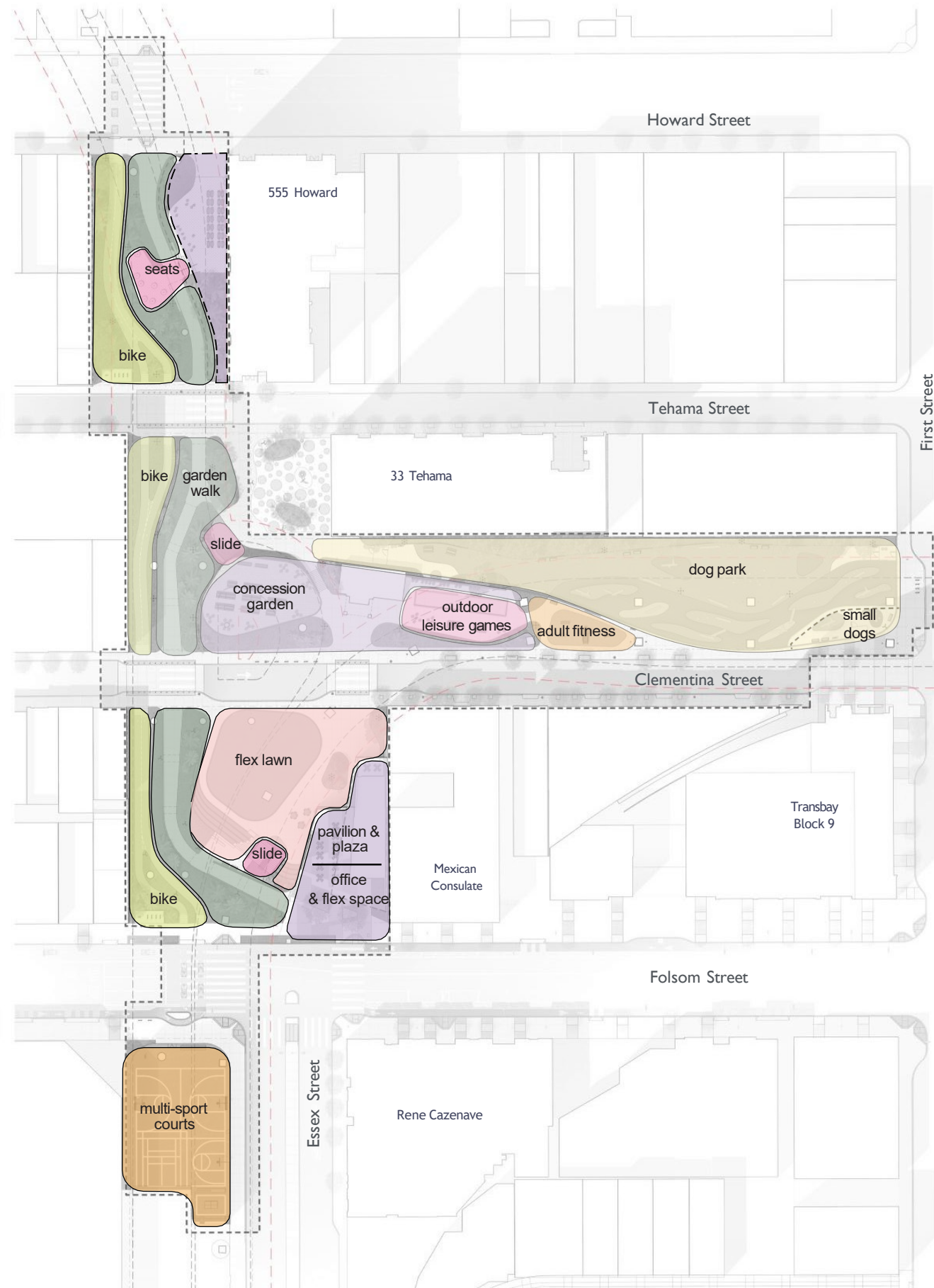


LEGEND

-  Pedestrian Route
-  Bike Lane



Program Diagram



LEGEND

- Bicycle thoroughfare (11,140 sf; bike lane: 720 lf)
- Pedestrian thoroughfare (17,610 sf; path 680 lf)
- Building, seating & gathering (14,440 sf)
- Active recreation (10,200 sf)
- Dog park (22,000 sf)
- Games & play (4,750 sf)
- Flexible lawn & hardscape (12,450 sf)



URP - Overall Site Plan



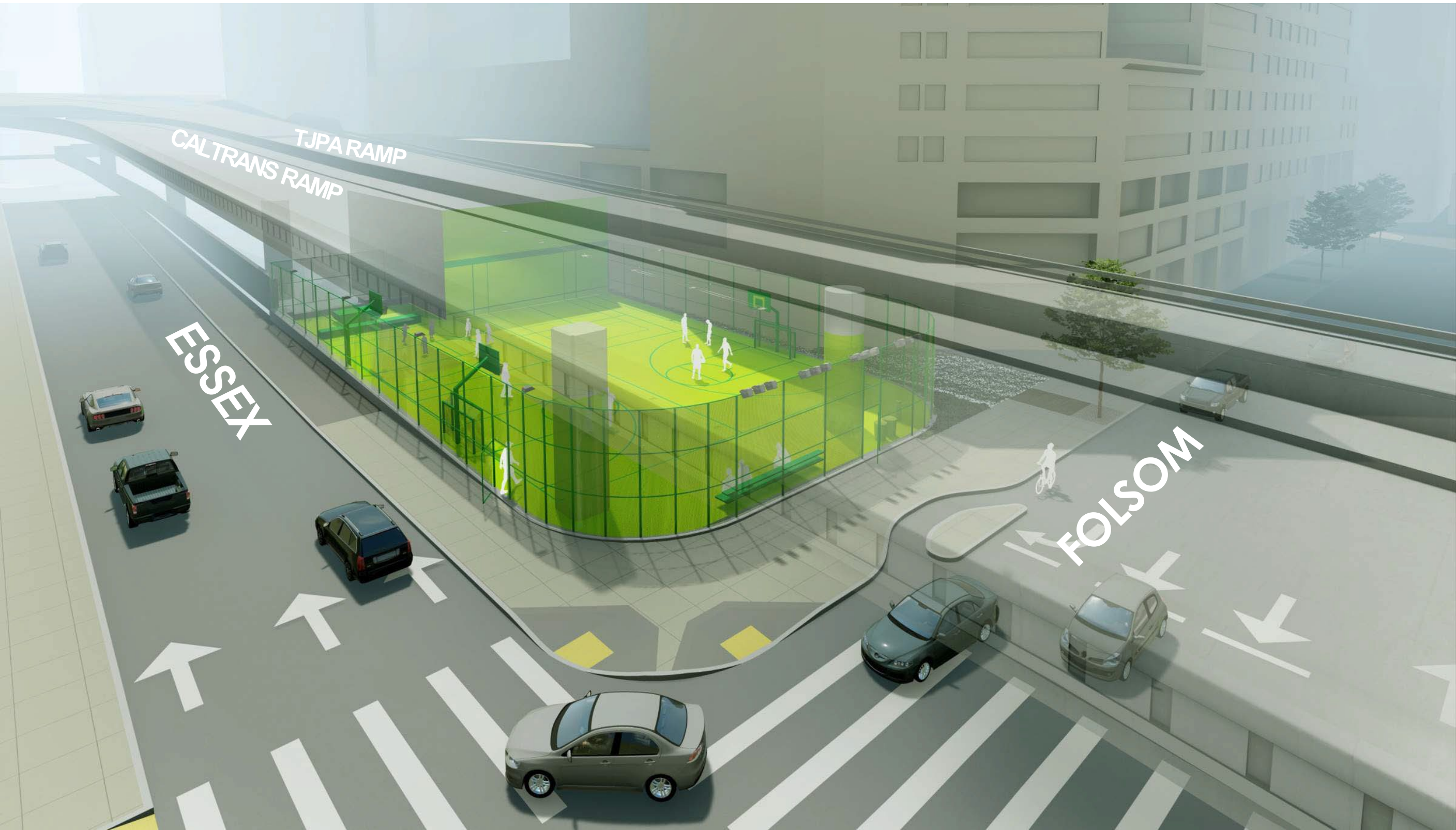
LEGEND

- ① Howard St. Plaza to be constructed by 555 Howard developer
- ② Sculptural Seating
- ③ 33 Tehama Plaza (existing by developer)
- ④ Concession Building & Seating
- ⑤ Outdoor Leisure Games
- ⑥ Exercise Zone
- ⑦ Dog Run With Topographic Slope
- ⑧ Separated Bike Path
- ⑨ Synthetic Flex Lawn & Terraces
- ⑩ Folsom Plaza Terrace
- ⑪ Park Pavilion Building
- ⑫ Multi-Sport Court



Multi-Sport Court





ESSEX

FOLSOM

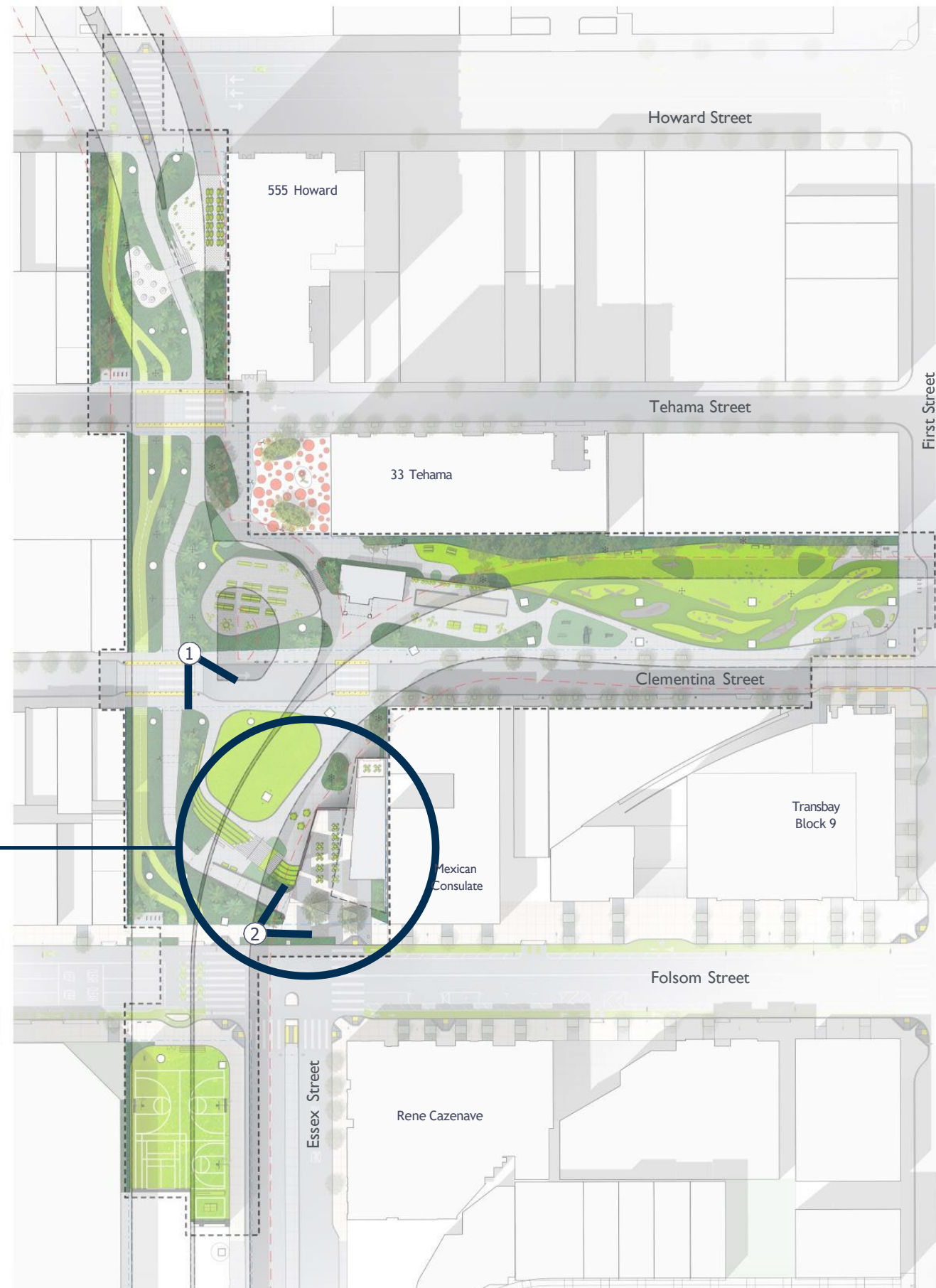
TJPA RAMP
CALTRANS RAMP

Multi-Sport Court



Multi-Sport Court

**Folsom Plaza &
Clementina Green**



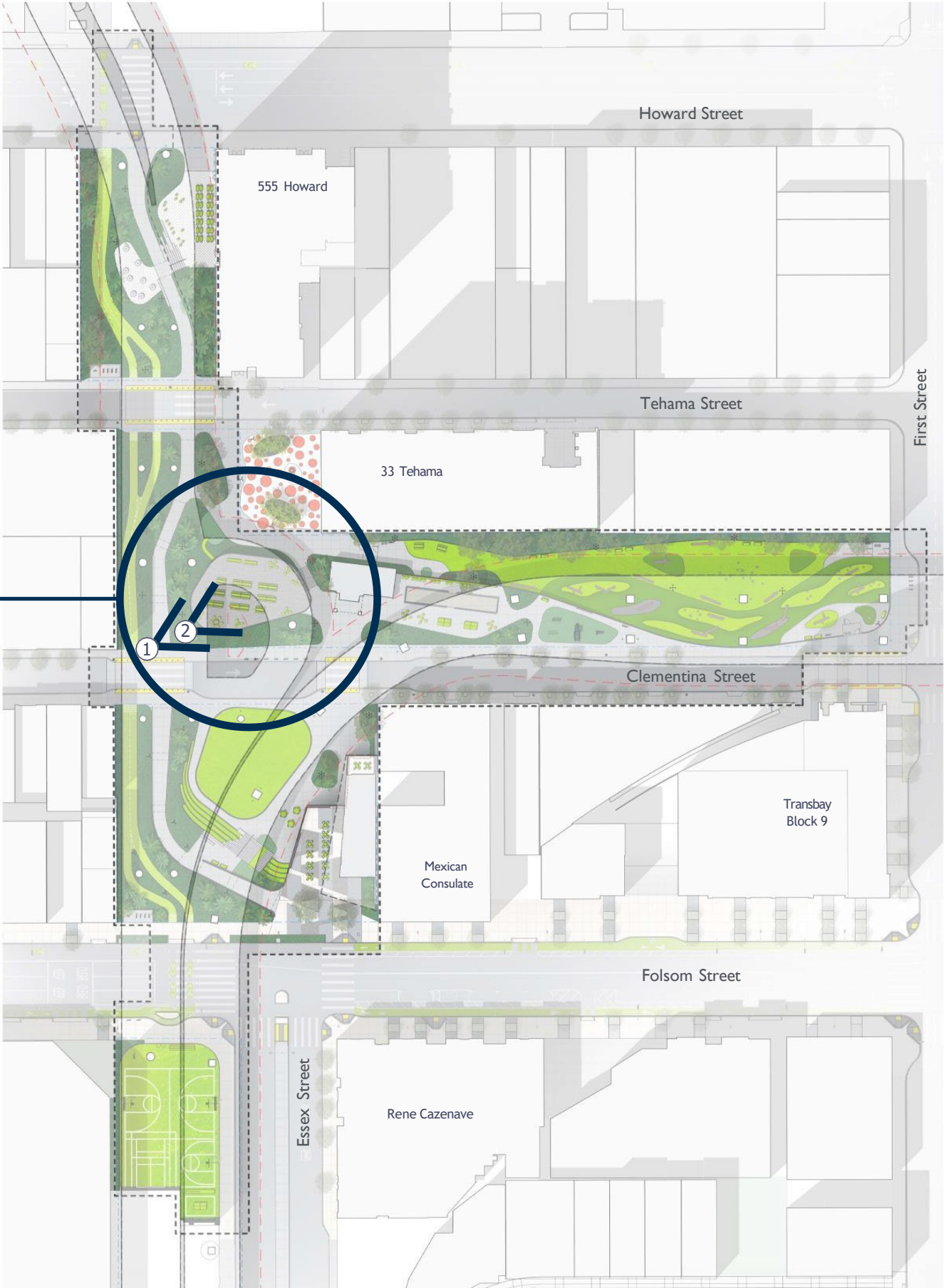


Pavilion Building from Clementina



Pavilion Building at Folsom

Concession Garden





Concession Seating



Dog Park

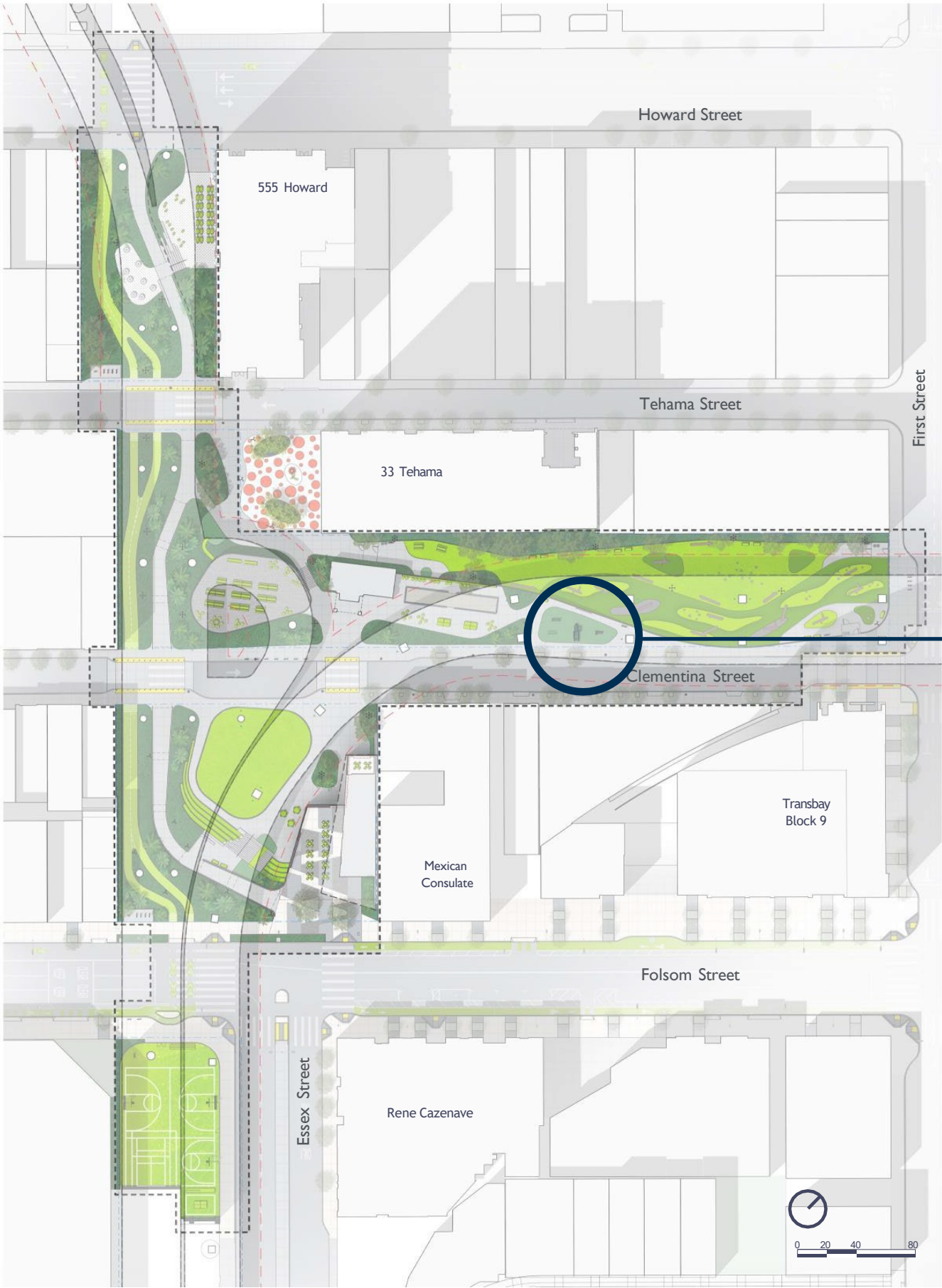




Dog Park

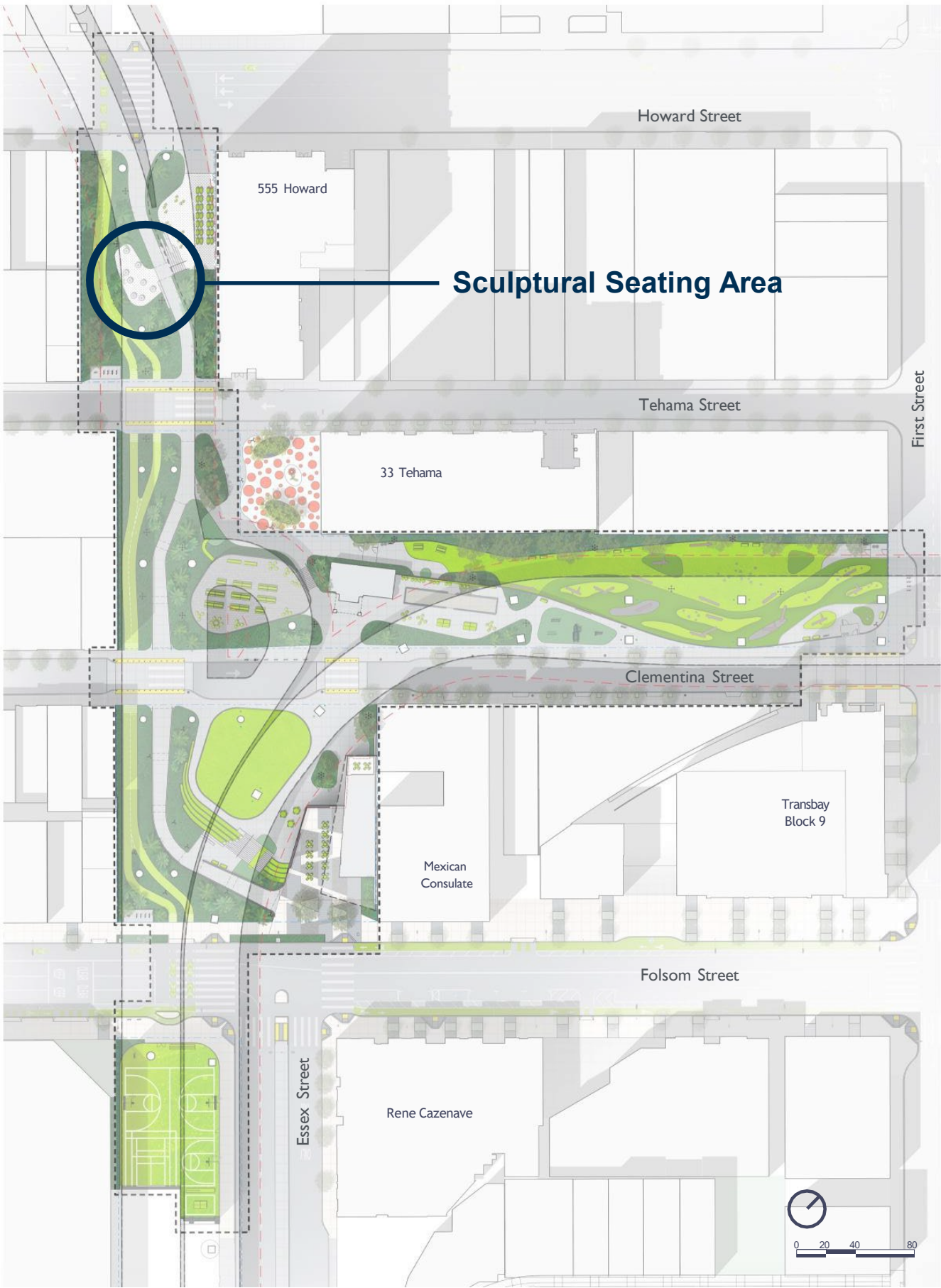


Dog Park

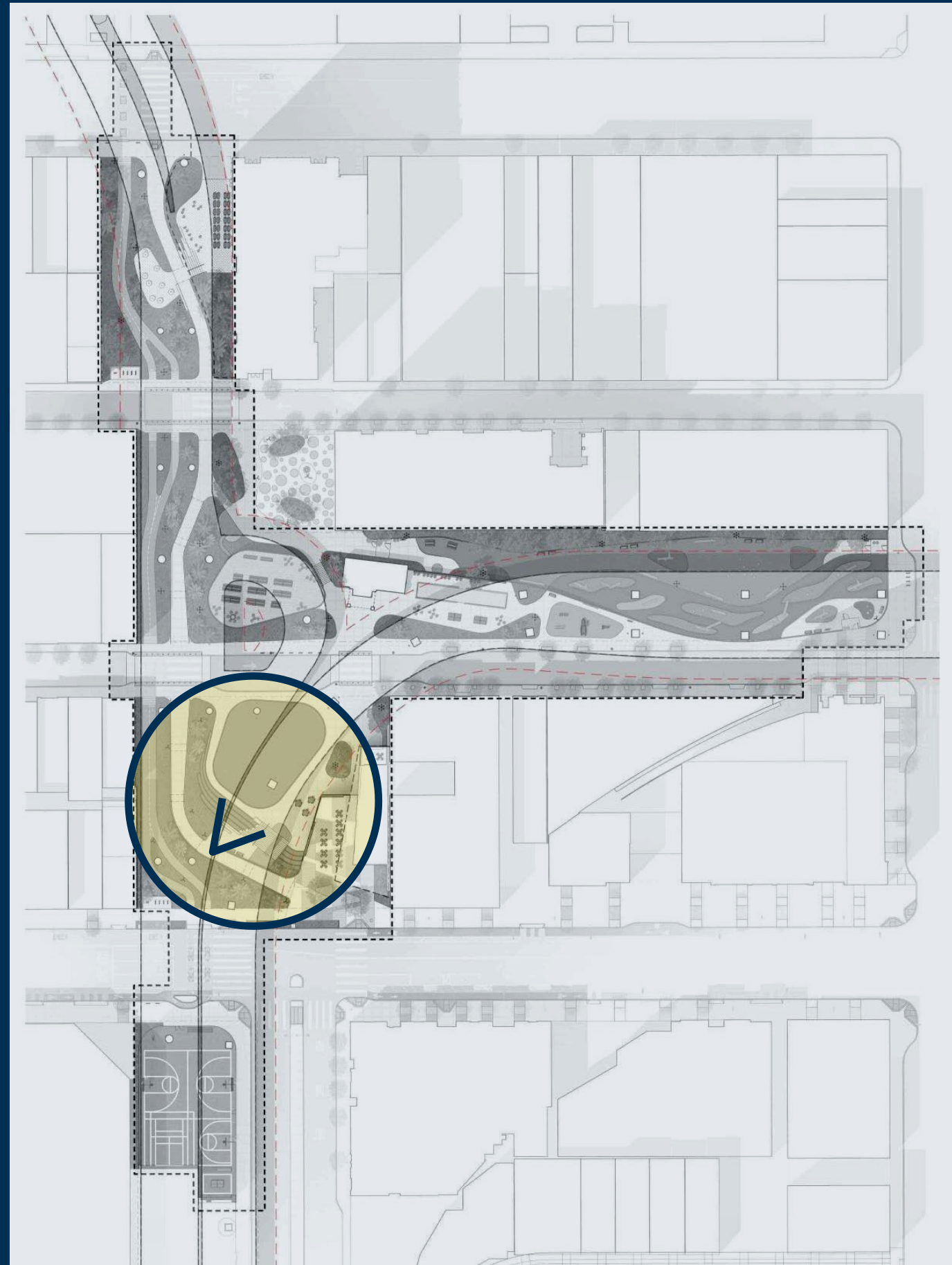


Fitness Equipment





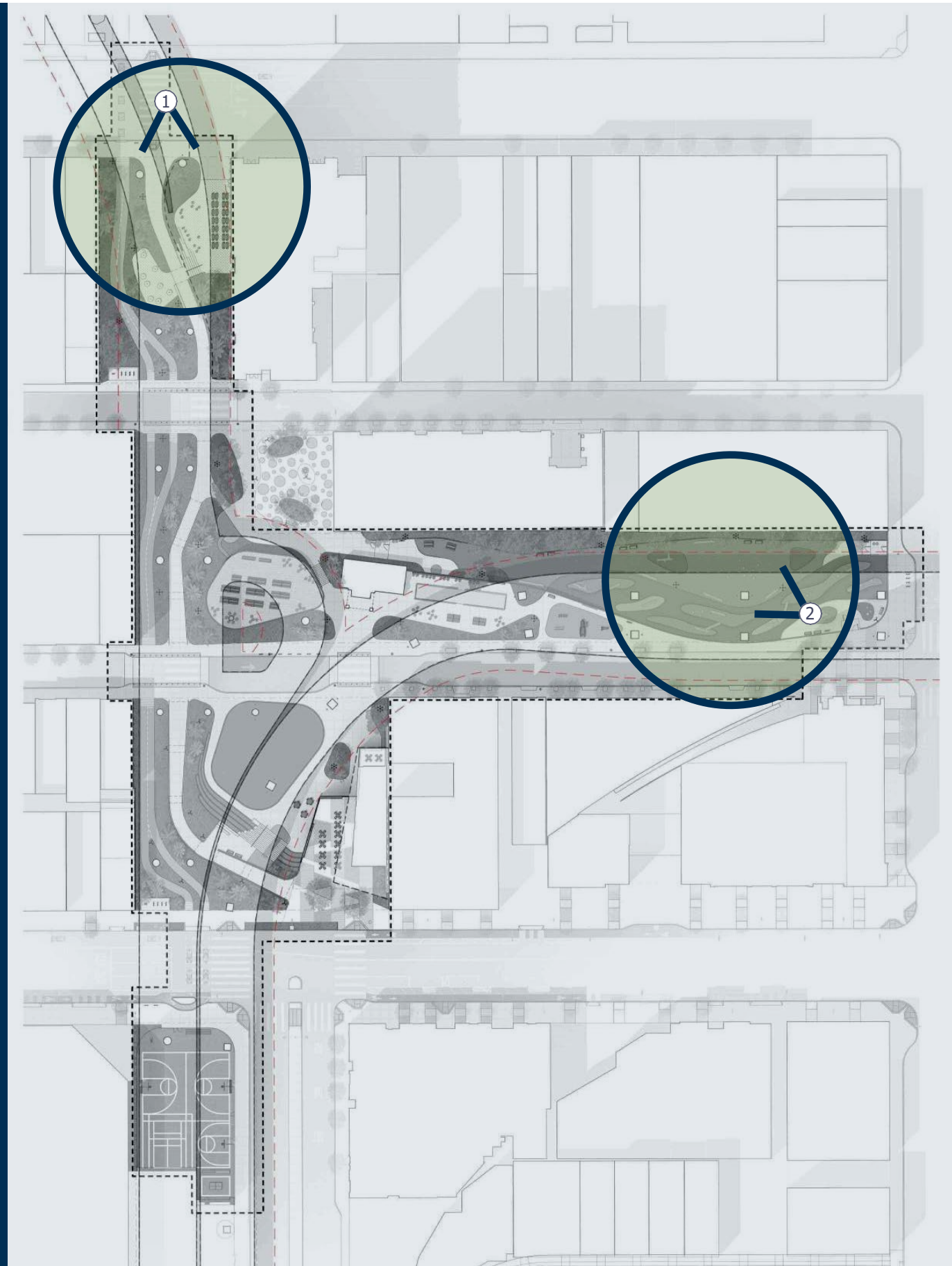
lighting





Flexible Event Lawn and Pavilion Building

planting





Planting Approach - View South From Howard

architecture

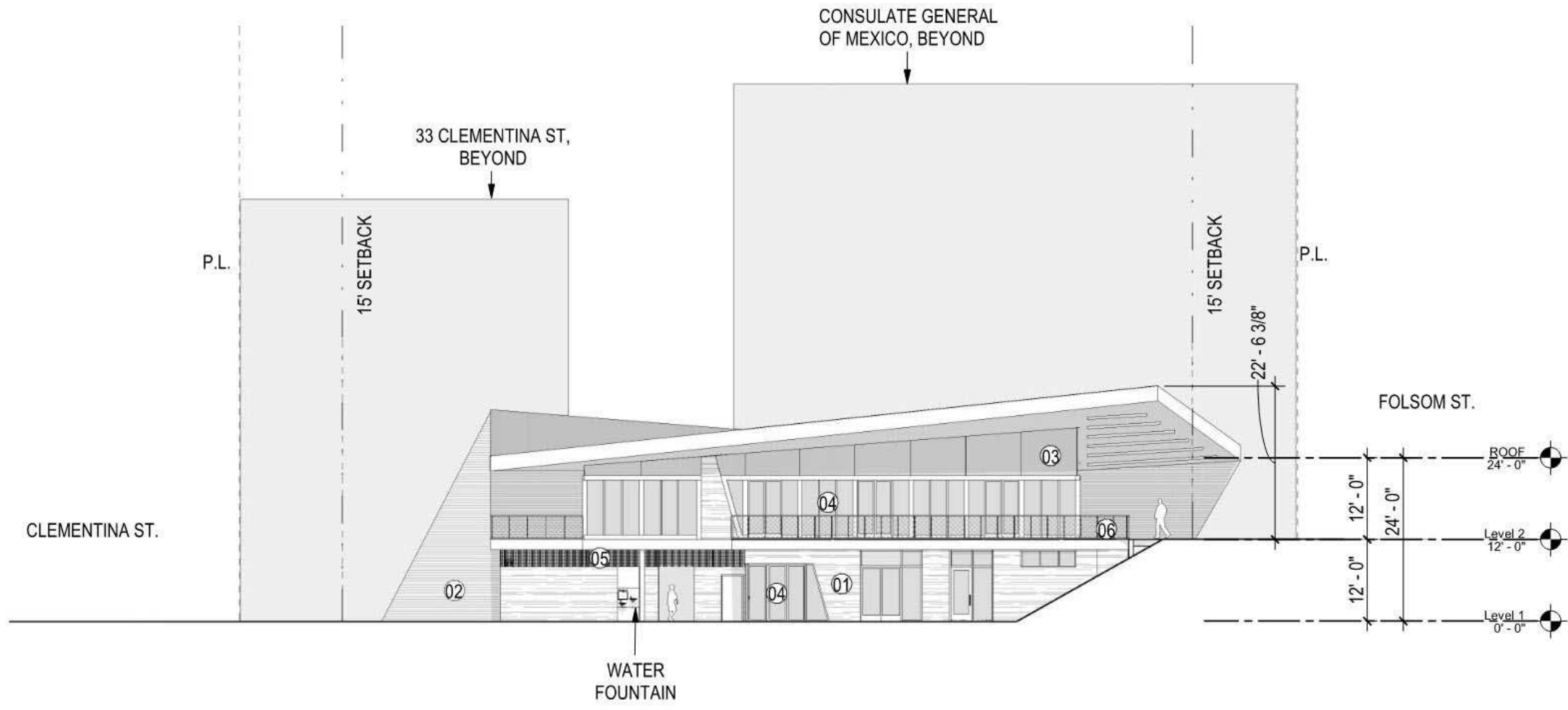
pavilion











- 

01 Board Formed Concrete
- 

02 Wood Grain Ceramic Tile
- 

03 Clear, Non-Reflective Butt Glazed Clerestory Glass
- 

04 Storefront with Clear, Non-Reflective Glazing
- 

05 Metal Grate
- 

06 Stainless Steel Cable Mesh Gaurdrail

SCALE 1/16" = 1'-0"

Project Data	Occupancy	Occupants
First Floor:	A-2, Assembly	67 OCC
Flex Space:	B, Business	10 OCC
Office Space:	S-2, Low Hazard	1 OCC
Storage:		

Second Floor:		
Kitchen:	A-2, Assembly	3 OCC
Dining:	A-2, Assembly	58 OCC

Construction Type

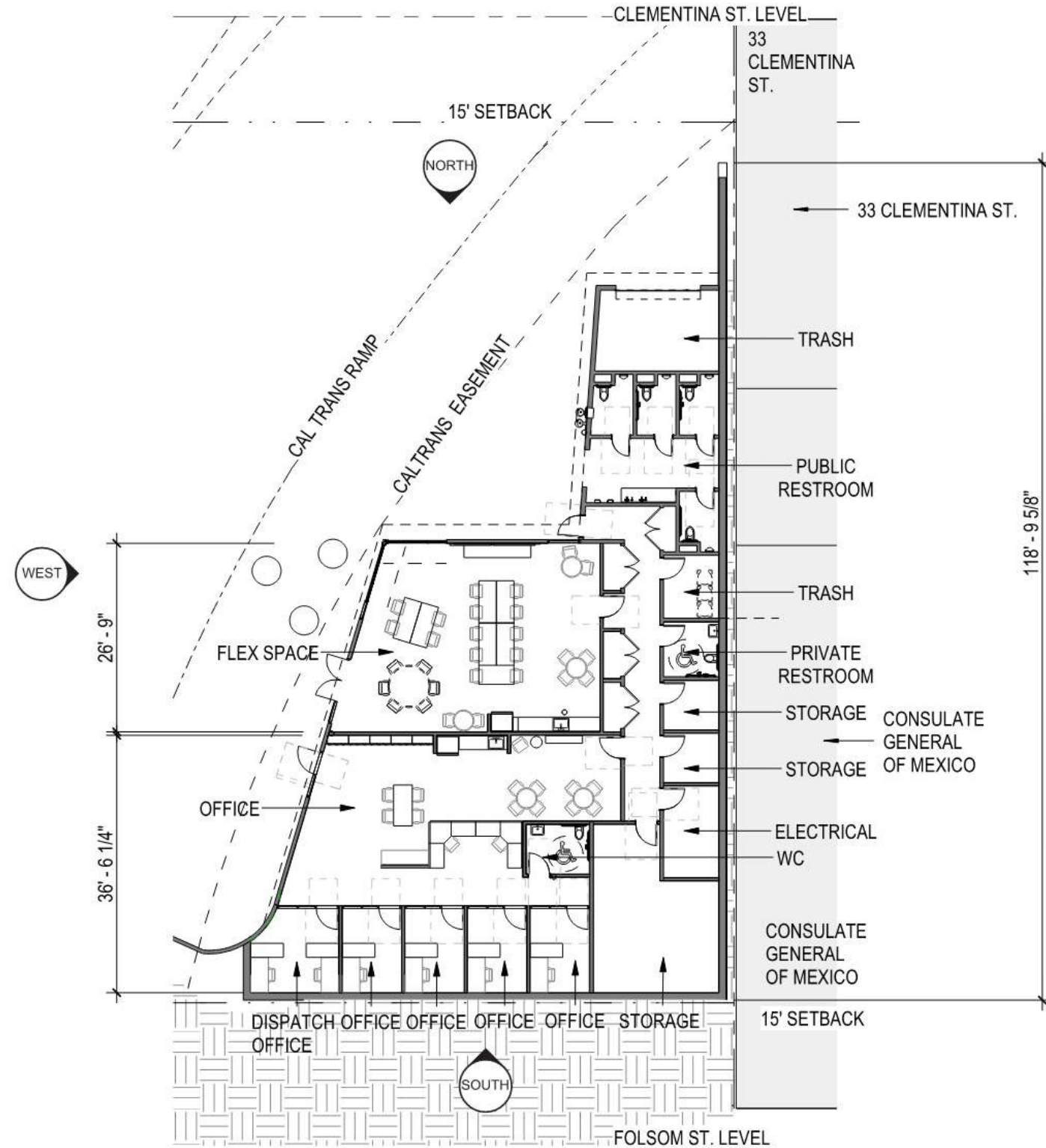
Type VB, Fully Sprinkled per NFPA 13

Allowable Height: 60'-0"
Proposed Height: 31'-0"

of Stories Allowed: 2 (A-2)
of Stories Proposed: 2

Area Allowed: 18,000 SF
Area Proposed: <5,000 SF

Accessible Restroom



SCALE 1/16" = 1'-0"

Project Data Occupancy Occupants

First Floor: A-2, Assembly 67 OCC
 Flex Space: B, Business 10 OCC
 Office Space: S-2, Low Hazard 1 OCC
 Storage:

Second Floor:
 Kitchen: A-2, Assembly 3 OCC
 Dining: A-2, Assembly 58 OCC

Construction Type

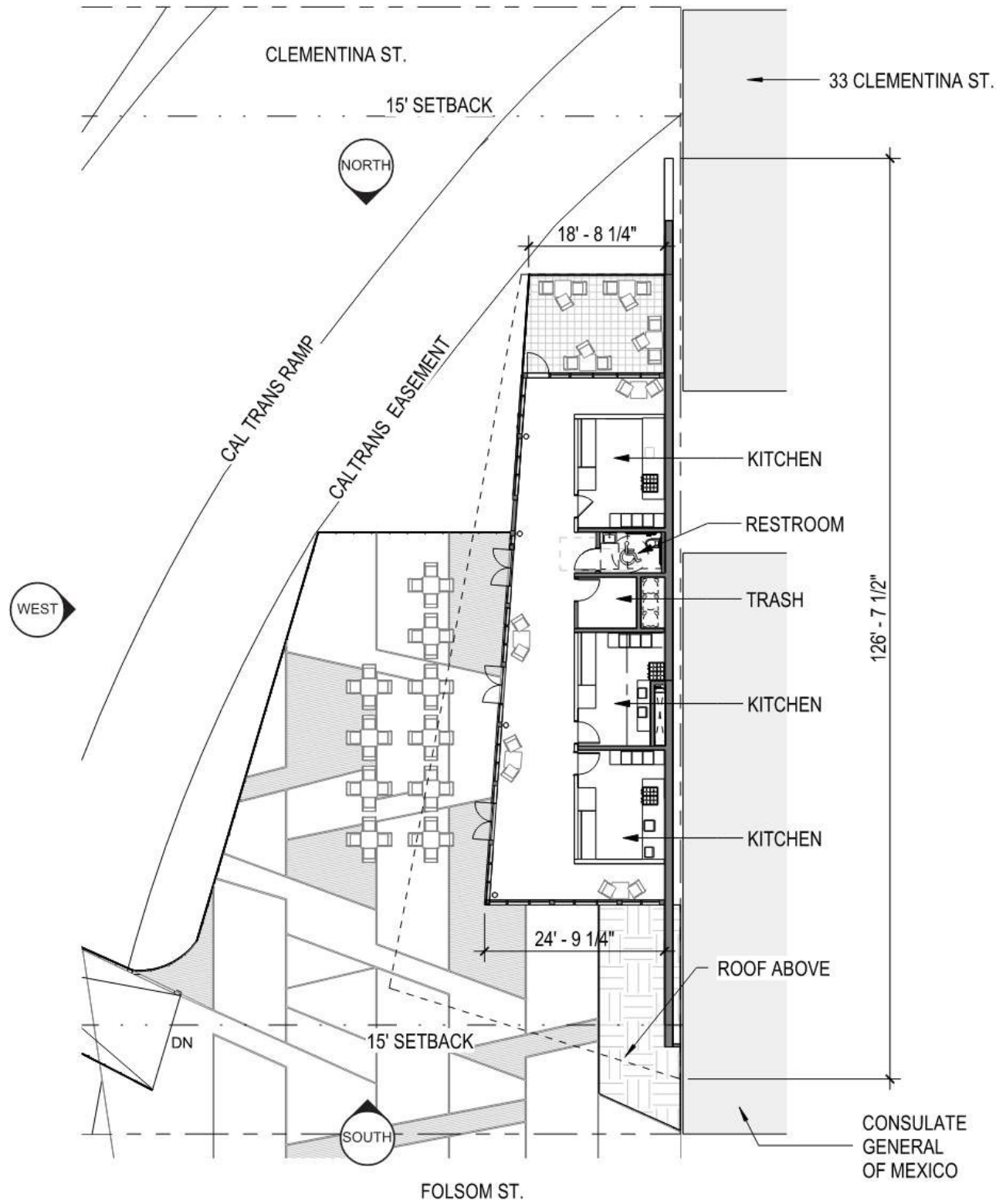
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 # of Stories Proposed: 2

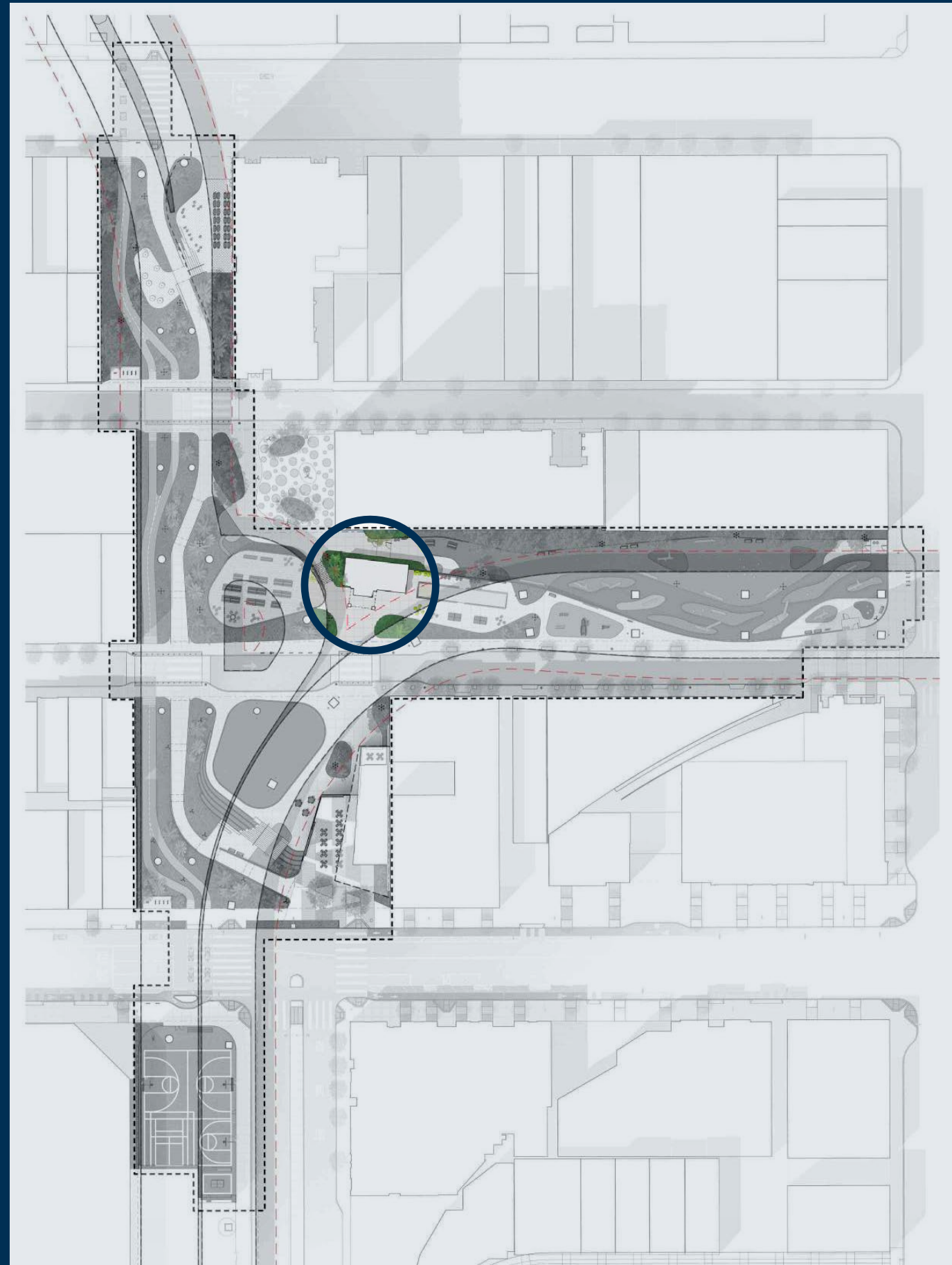
Area Allowed: 18,000 SF
 Area Proposed: <5,000 SF

Accessible Restroom



SCALE 1/16" = 1'-0"

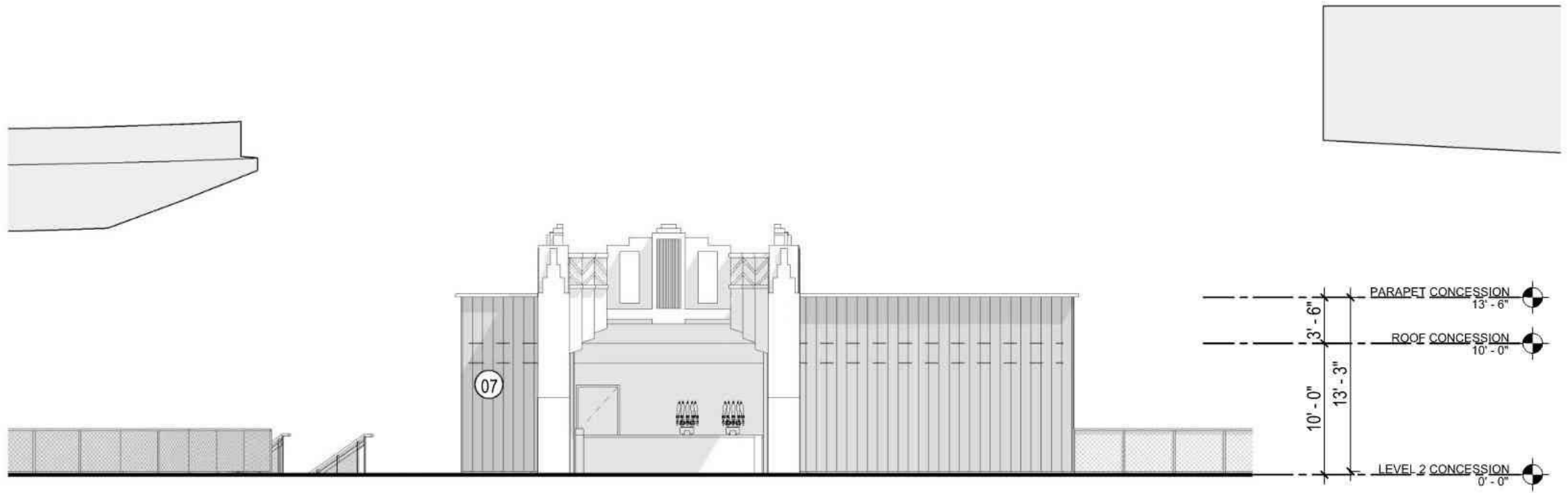
concession
building











07 Channel Glass



06 Stainless Steel Cable Mesh Gaurdrail

SCALE 1/8" = 1'-0"

PLAZA

33 TEHAMA

Project Data	Occupancy	Occupants
Concessions:	A-2, Assembly	4 OCC. (Kitchens)

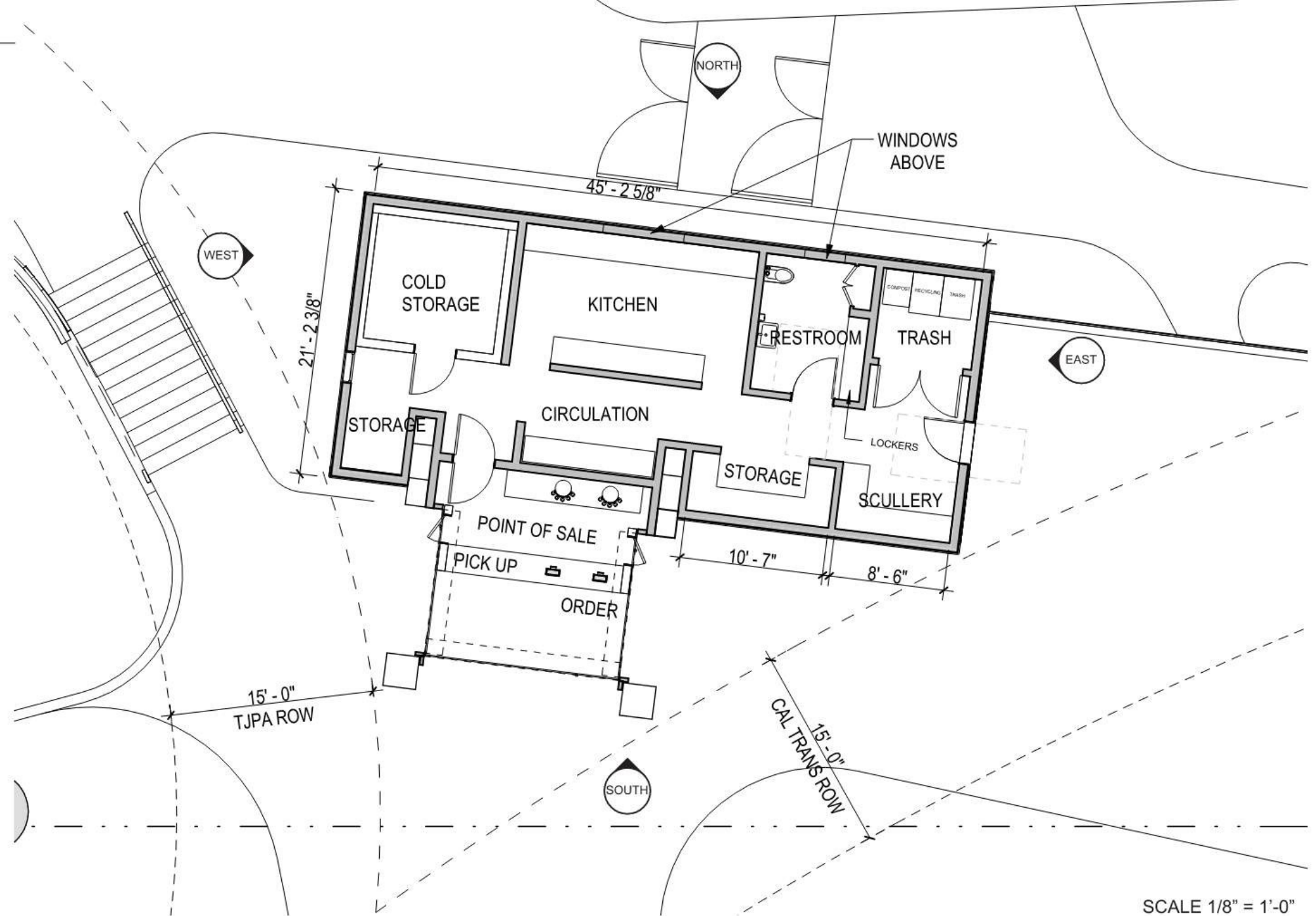
Construction Type

Type VB, Fully Sprinkled per NFPA 13

Allowable Height: 60'-0"
 Proposed Height: 31'-0"

of Stories Allowed: 2 (A-2)
 # of Stories Proposed: 1

Area Allowed: 18,000 SF
 Area Proposed: <1,000 SF



SCALE 1/8" = 1'-0"

Planned Schedule & Next Steps

SCHEDULE	MILESTONE
Winter 2024	Completion of Design and Construction Documents
Late 2024/Early 2025	OCII Bond Issuance to Fund Park's Construction
Summer 2025 - Summer 2027	Park Construction
Summer 2027	Park Opens to Public under ECCBD Management

Questions / Comments

