

File No. 120059

Committee Item No. 2

Board Item No. _____

COMMITTEE/BOARD OF SUPERVISORS

AGENDA PACKET CONTENTS LIST

Committee: Land Use and Economic Development Date October 29, 2012

Board of Supervisors Meeting Date _____

Cmte Board

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| <input type="checkbox"/> | <input type="checkbox"/> | Resolution |
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| <input type="checkbox"/> | <input type="checkbox"/> | Legislative Digest |
| <input type="checkbox"/> | <input type="checkbox"/> | Budget and Legislative Analyst Report |
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| <input type="checkbox"/> | <input type="checkbox"/> | Department/Agency Cover Letter and/or Report |
| <input type="checkbox"/> | <input type="checkbox"/> | MOU |
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OTHER (Use back side if additional space is needed)

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Completed by: Alisa Miller Date October 26, 2012

Completed by: _____ Date _____

An asterisked item represents the cover sheet to a document that exceeds 25 pages.
The complete document can be found in the file.

TEXT OF PROPOSED ORDINANCE PROPOSITION I

Be it ordained by the People of the City and County of San Francisco:

Section 1. Findings.

(a) On November 3, 1998, the voters of San Francisco demonstrated their support for the Octavia Boulevard Plan for replacement of the Central Freeway by passing Proposition E, the Central Freeway Replacement Project Act of 1998, by more than 10,000 votes.

(b) Proposition E called for the City and County of San Francisco to authorize the California Department of Transportation (CalTrans) to replace the Central Freeway with an elevated structure from Mission Street to Market Street and a ground-level boulevard on Octavia Street, from Market Street to Fell Street (collectively, the "Central Freeway Replacement Project.")

(c) In March of 1999, the Board of Supervisors of the City and County of San Francisco established a Central Freeway Project Office to prepare design, engineering and environmental review documents necessary to build the Octavia Boulevard portion of the Central Freeway Replacement Project (the "Octavia Boulevard Plan").

(d) In July of 1999, members of the Board of Supervisors, sitting as the San Francisco County Transportation Authority ("Transportation Authority"), voted to accept the conceptual design and preliminary engineering of the Octavia Boulevard Plan.

(e) The replacement of the last four blocks of the Central Freeway with the Octavia Boulevard Plan will provide the City with significant benefits, including the opportunity to build more than 500 units of new housing; improved north-south access for vehicles traveling to and from the Central Freeway, and substantial revenue for transportation improvements on adjacent corridors.

(f) Construction of the Octavia Boulevard Plan will free up approximately three hundred and eighty thousand (380,000) square feet of land formerly occupied by that portion of Route 101 containing the elevated freeway structure north of Market Street and freeway ramps north of Fell Street (collectively, the "Excess Central Freeway Parcels").

(g) The Excess Central Freeway Parcels include prime residential, commercial and mixed use lots that could be used for housing, including much-needed permanently affordable housing. Proposition E specifically recognized that, in planning for the uses of the Excess Central Freeway Parcels, special consideration should be given to the need for affordable housing.

(h) The California Legislature is currently considering Senate Bill 798, which would require that the State transfer to the City

at no cost the Excess Central Freeway Parcels, with the City to use the proceeds from the sale and/or disposition of those parcels for transportation improvements to Octavia Boulevard and along corridors leading to the Central Freeway, including but not limited to the Oak Street/Fell Street corridor to the Sunset and Richmond neighborhoods, South of Market, the Mission corridor, the Upper Market corridor, and the Franklin/Gough corridor to the Marina. Senate Bill 798 is similar to Senate Bill 181, passed by the California Legislature in the wake of the removal of the Embarcadero Freeway, which transferred the unused Embarcadero Freeway right-of-way to the City and County of San Francisco so that the right-of-way, or proceeds from the sale thereof, could be used to create an alternate system of city streets.

(i) The Excess Central Freeway Parcels are estimated to have a market value of approximately thirty-three million dollars (\$33,000,000), which is well in excess of the amount needed to complete the Octavia Boulevard Plan. The sale and/or disposition of these parcels will provide the City with much needed revenue for other transportation improvements.

(j) The San Francisco Department of City Planning has undertaken studies with the San Francisco Redevelopment Agency and the Hayes Valley neighborhood to determine appropriate land uses, housing types, densities and design standards for the Excess Central Freeway Parcels, as summarized in the Hayes Valley Development Guidelines endorsed by the City Planning Commission in 1993. The San Francisco Department of City Planning is currently in the process of implementing a "Strategic Neighborhood Action Plan" pursuant to funding approved by the Board of Supervisors in the City's fiscal year 1999-2000 budget. The Strategic Neighborhood Action Plan will include the development and implementation of a community-based, public planning process to ensure the involvement and participation of the community in land use and transit planning. The proposed Strategic Neighborhood Action Plan would apply to the Upper Market/Hayes Valley Neighborhood, which includes the Excess Central Freeway Parcels.

(k) If a widened freeway structure is approved and the Board of Supervisors' ban on construction of new freeway ramps north of Fell Street is repealed, the City will not receive all of the substantial benefits of the Excess Central Freeway Parcels. A widened structure will preclude any affordable housing development between Market Street and Fell Street; and repealing the ban on construction of new ramps north of Fell Street will hold the parcels

between Fell Street and Turk Street in limbo pending the outcome of years of engineering and environmental review. In either case, the City will not be able to construct much-needed housing in this area or sell the land and use the proceeds for other transportation improvements for the foreseeable future.

Section 2. Title.

This ordinance shall be known as and may be referred to as "The Central Freeway Corridor Housing and Transportation Improvement Act."

Section 3. Transportation Improvements Funded by Proceeds from the Disposition of the Excess Central Freeway Parcels.

(a) Consistent with SB 798 and Article XIX of the California Constitution, the City shall first use any proceeds from the sale and/or disposition of Excess Central Freeway Parcels transferred by CalTrans to the City for design, engineering, construction and maintenance of the Octavia Boulevard Plan as finally adopted by the San Francisco Board of Supervisors, sitting as the Transportation Authority.

(b) The City shall utilize any remaining proceeds from the sale and/or disposition of the Excess Central Freeway Parcels for transportation improvements to corridors on or ancillary to Octavia Boulevard, including but not limited to the Oak Street/Fell Street corridor to the Sunset and Richmond neighborhoods, South of Market, the Mission corridor, the Upper Market corridor, and the Franklin/Gough corridor to the Marina.

(c) The Transportation Authority shall allocate remaining revenue from the sale and/or disposition of Excess Central Freeway Parcels for transportation improvements to corridors on or ancillary to Octavia Boulevard, with advice from its Central Freeway Citizens Advisory Committee and its Technical Working Group, which includes the Municipal Railway, the Department of Parking and Traffic, the Department of Public Works, the City Planning Department, the San Francisco Redevelopment Agency and regional transit operators. Such revenue shall be allocated to transportation projects on a competitive basis, according to the following minimum criteria: (1) conformance with the priorities expressed in the San Francisco Long Range Countywide Transportation Plan (as finally approved by the Transportation Authority in April, 2000); (2) improved transit and traffic flow and pedestrian safety along corridors leading to and from the Central Freeway; (3) cost-effectiveness; and (4) project eligibility under SB 798 and Article XIX of the California Constitution.

(Continue on next page)

LEGAL TEXT OF PROPOSITION I (CONTINUED)

Section 4. Construction of Housing on Excess Central Freeway Parcels and Neighborhood Planning Process.

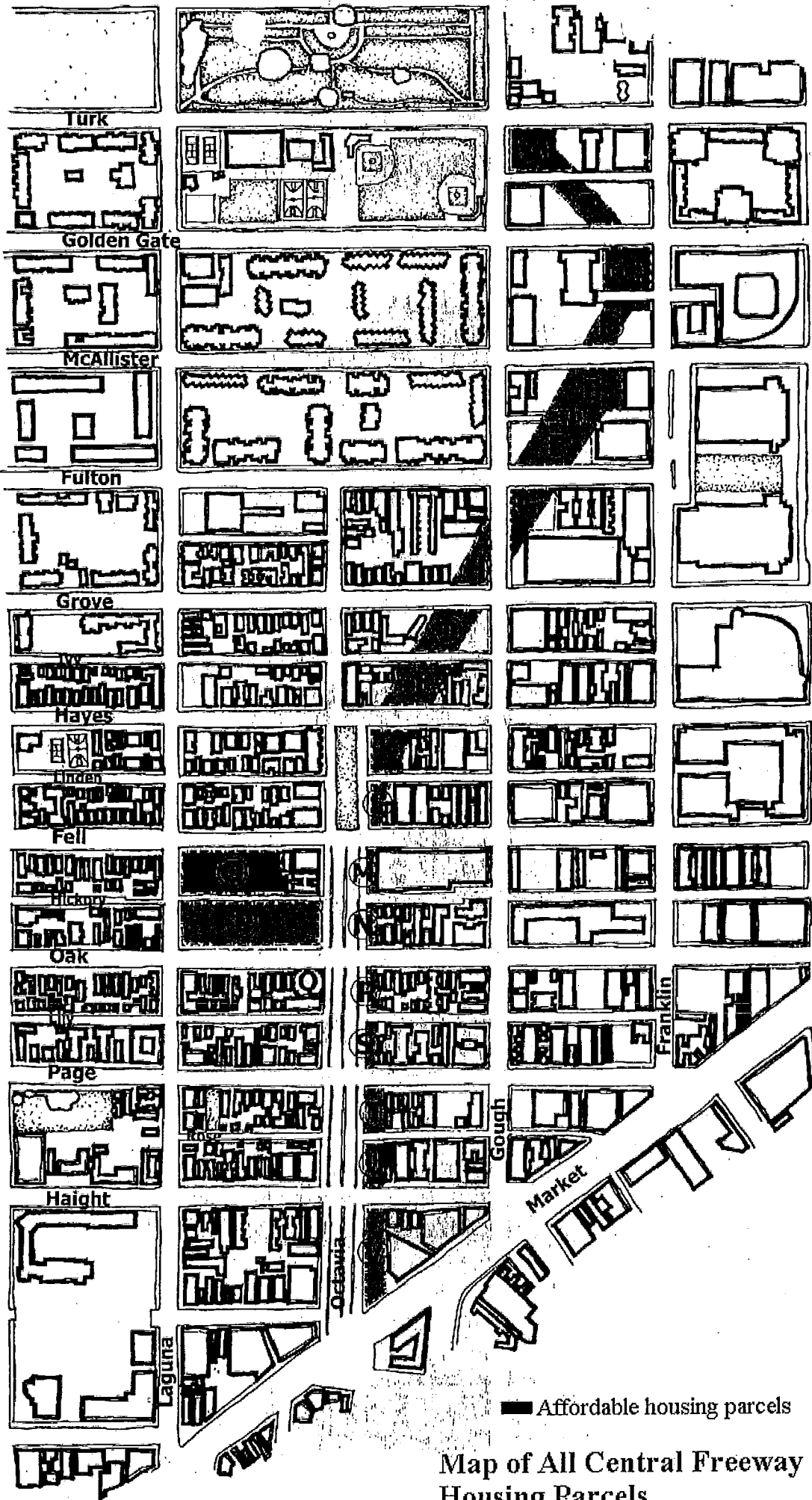
(a) It is the express intent of the voters that housing, mixed use and/or complimentary developments be constructed on the Excess Central Freeway Parcels. To that end, no competing transportation use, such as the widening of the elevated freeway structure between Market Street and Fell Street, shall prevail. Nothing herein shall be construed to prohibit public transit or alternative transportation use consistent with the Hayes Valley Development Guidelines and the Octavia Boulevard Plan.

(b) The City shall utilize a community-based public planning process, involving representatives from the Hayes Valley and Western Addition neighborhoods, the City Planning Department, the Redevelopment Agency, the Mayor's Office of Housing and the Transportation Authority's Technical Working Group, to determine the mix and type of land uses for the Excess Central Freeway Parcels. Such uses shall include the construction of affordable rental and/or ownership housing on such parcels and shall be consistent with the Octavia Boulevard Plan and related transportation improvements.

(c) The recommendations from this community-based planning process shall be presented to the City Planning Commission and the Redevelopment Commission (as appropriate) for incorporation into the Hayes Valley Development Guidelines to ensure that the future development of the Excess Central Freeway Parcels will reflect the outcome of the planning process.

Section 5. Severability.

If any provision of this ordinance or the application thereof to any person or circumstance is held invalid or unconstitutional, such invalidity or unconstitutionality shall not affect other provisions or applications of this ordinance which can be given effect without the invalid or unconstitutional provision or application. To this end, the provisions of this ordinance shall be deemed severable.



Map of All Central Freeway Housing Parcels



**Octavia Boulevard Foundational Documents
Project Update**

Kelly Pretzer

**Office of Economic and Workforce
Development**



Agenda

- **Former Central Freeway**
- **Foundational Documents**
- **City Obligations**
- **Parcel Disposition**
- **Temporary Uses of City-Owned Parcels**
- **Octavia Boulevard Project Sources and Uses**
- **Path Forward and Future Approvals**



Former Central Freeway



Foundational Documents



Proposition E - 1998

- Central Freeway Replacement Project Act.
- Called for replacement of Central Freeway with an elevated structure from Mission Street to Market Street, and a ground-level boulevard on Octavia Street.



Central Freeway **E**

PROPOSITION E

Should the City repeal 1997's Proposition H and authorize Caltrans to replace the Central Freeway with an elevated structure to Market Street and a ground-level boulevard from Market along Octavia Street?

YES
NO

Digest
by Ballot Simplification Committee

THE WAY IT IS NOW: The City's Central Freeway was designed in the 1950s... **THE PROPOSAL:** Proposition E is an ordinance that would repeal Proposition H and authorize Caltrans to replace the Central Freeway with an elevated structure to Market Street and a ground-level boulevard from Market along Octavia Street.

Controller's Statement on "E"
City Controller Edward Hartnett has issued the following statement on the fiscal impact of Proposition E:

How "E" Got on the Ballot
On July 26, 1998 the Director of Elections notified that the initiative petition for Proposition E to be placed on the ballot, had qualified for the ballot.

Proposition I - 1999

- Authorized use of proceeds from sale of Excess Central Freeway Parcels for the design, engineering, construction and maintenance of the Octavia Boulevard Plan.
- Called for development of residential and mixed uses, including affordable housing, on former Freeway parcels.
- Authorized use of any remaining proceeds for related transportation improvements in the adjacent area.
- Created Central Freeway Citizens' Advisory Committee.



Octavia Boulevard Plan **I**

PROPOSITION I

Should the City use the proceeds from any sale of excess Central Freeway right-of-way property to fund the Octavia Boulevard Plan and related transportation improvements, support construction of housing and mixed uses on the right-of-way property, and prohibit widening of the existing elevated freeway structure?

YES
NO

Digest
by Ballot Simplification Committee

THE WAY IT IS NOW: The City's Central Freeway was designed in the 1950s... **THE PROPOSAL:** Proposition I is an ordinance that would authorize the use of proceeds from the sale of excess Central Freeway right-of-way property to fund the Octavia Boulevard Plan and related transportation improvements.

Controller's Statement on "I"
City Controller Edward Hartnett has issued the following statement on the fiscal impact of Proposition I:

How "I" Got on the Ballot
On August 4, 1998 the Department of Elections notified that the initiative petition for Proposition I to be placed on the ballot, had qualified for the ballot.

Cooperative Agreement - 2000

- Authorized by SB 798 (Burton), Prop E. (1998) and Prop. I (1999).
- Entered into between Caltrans and the City of San Francisco on Nov. 29, 2000.
- Effectuated the transfer of 22 State-owned, developable parcels to the City.

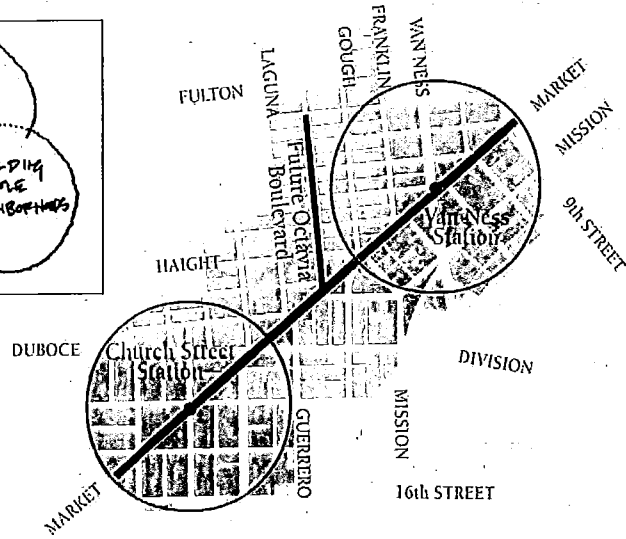
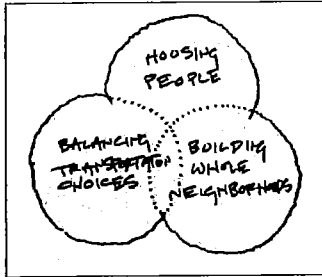


Cooperative Agreement - 2000

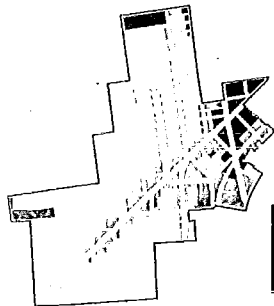
- City was responsible, at City's sole cost, for:
 - Preparation and operation of interim traffic management plan.
 - Octavia Boulevard.
 - Restoration of portions of Mission Street, South Van Ness Avenue and Van Ness Avenue that were to be adopted as part of State Route 101



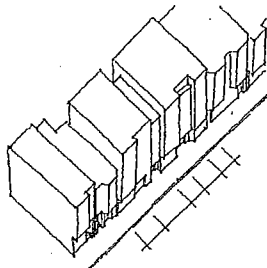
Market & Octavia Area Plan - 2008



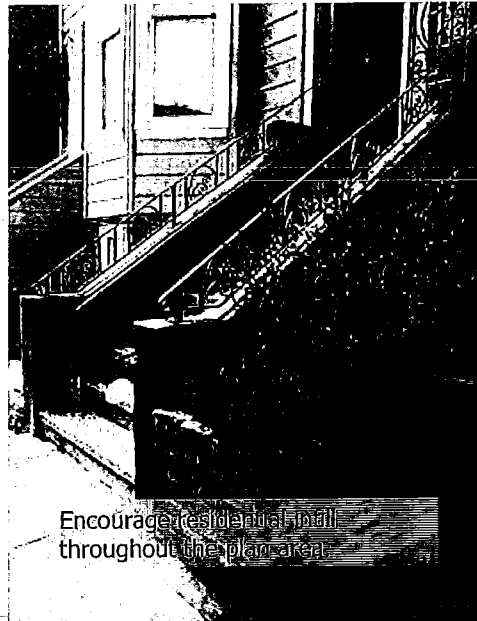
Market & Octavia Area Plan - 2008



Detailed Height Controls



Design Guidelines



Encourage residential walk throughout the plan area

Market & Octavia Area Plan - 2008



Develop the Central Freeway parcels with mixed-use, mixed-income (especially low-income) housing.



Ordinance 104-09 - 2009

- Authorized the sale of remaining developable parcels at market rate.
- Sales subject to a declaration of economic justice and community development.

City Obligations



Cooperative Agreement - 2000

- **City was responsible, at City's sole cost, for:**
 - Preparation and operation of interim traffic management plan.
 - Octavia Boulevard.
 - Restoration of portions of Mission Street, South Van Ness Avenue and Van Ness Avenue that were to be adopted as part of State Route 101



Central Freeway Ancillary Projects

- **Endorsed by Central Freeway Citizens' Advisory Committee and SFCTA in 2006**

- **Streetscape Improvements - \$2.396 million**

- Construction began Q1 2012

- **Skatepark - \$3.1 million**

- Finalizing Design; Negotiating Lease with Caltrans

- **Dog Run - \$1.364 million**

- Beginning Community Design Process

- **McCoppin Hub - \$1.782 million**

- Finalizing Design

- **TOTAL - \$8.7 million**



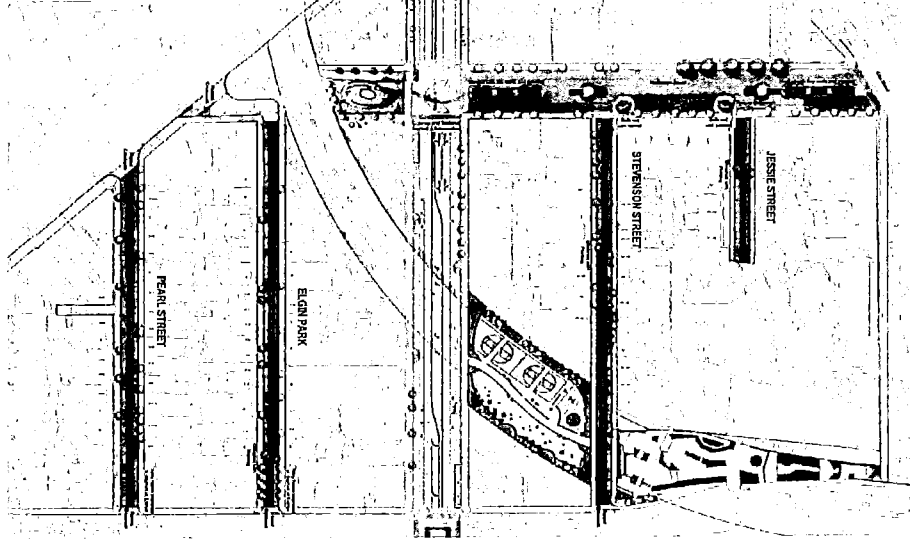
McCoppin Hub



Market Day/ Movie Night - View From the Back

MCCOPPIN HUB - SCHEMATIC DESIGN

Central Freeway Ancillary Projects



City Obligations to Date

- Preparation and operation of interim traffic management plan. \$4.4 million (complete)
- Octavia Boulevard. \$19.1 million (complete)
- Restoration of portions of Mission Street, South Van Ness Avenue and Van Ness Avenue that were to be adopted as part of State Route 101. \$9-\$12.7 million
- Construction of Central Freeway Ancillary Projects. \$8.7 million

- **TOTAL** - \$41.2-\$44.9 million (\$17.7-\$21.4 million remaining)



Parcel Disposition



Twenty Two Central Freeway Parcels



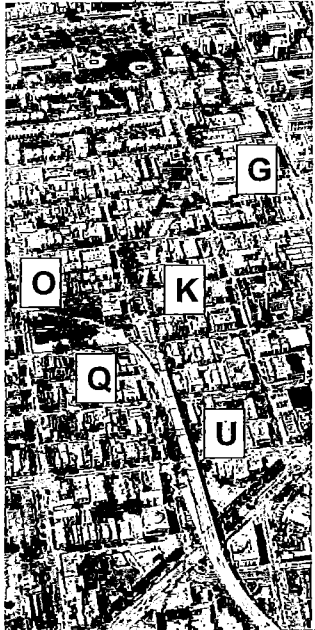
Transfer Agreement - 2002



- Agreement between City and San Francisco Redevelopment Agency for affordable housing. SFRA purchased parcels as market rate, as if entitled. This purchase enabled construction of Octavia Boulevard.
- Included a "true up" provision after disposition of all Central Freeway Parcels.
- Included option to purchase additional Parcels G, K, O, Q and U.

	Purchase Price
A	\$2.888M
C	\$2.888M
TOTAL	\$5.75M

Option Agreement - 2002



	Purchase Price
G	\$2.836M
K	\$1.83M
O	\$4.652M + \$958K Note
Q	\$810K
U	\$960K
TOTAL	\$12.073M
TOTAL Transfer + Option	\$17.821M

SFRA Projects



Parkview Terraces

- CCDC
- Low Income & Senior Housing
- 100 units



Mary Helen Rodgers Senior Community

- CCDC
- Low-Income and Homeless Seniors
- 100 units



Richardson Apartments

- CHP/Mercy Housing
- Formerly Homeless Individuals
- 120 units

SFRA Projects



PROPOSED

- First-Time Home Ownership (80-120% AMI)
- 20-25 units; ground floor retail

PROPOSED

- Family Rental Housing (up to 50% AMI)
- 100 units



Octavia Court

- West Bay Housing / Satellite Housing
- Persons with Developmental Disabilities
- 15 units

PROPOSED

- Transition-Aged Youth
- 32 units

SFRA Projects – Complete/Funded



Parcel	SFRA Investment in Addition to	Other Funds Leveraged
Parcel A	\$13.6M	\$17.1M
Parcel C	\$15.4M	\$23.6M
Parcel G	\$2.7M	\$28.7M
Parcel Q	\$4.6M	\$4.8M
Subtotal	\$36.3M (+\$9.8M for acquisition)	\$74.2M
Total	\$46.1M	62% leveraged

SFRA Projects – To Be Completed



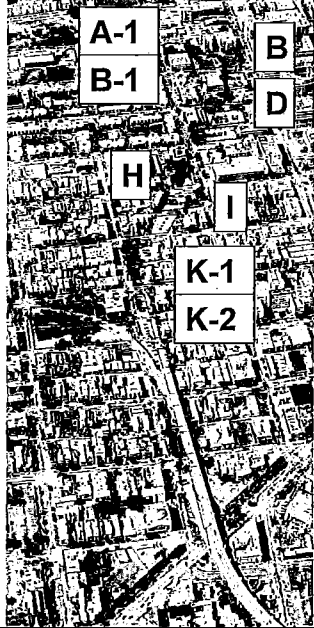
PROPOSED
 - First-Time Home Ownership (80-120% AMI)
 - ground floor retail

PROPOSED
 -Family Rental Housing (up to 50% AMI)

PROPOSED
 Transition-Aged Youth

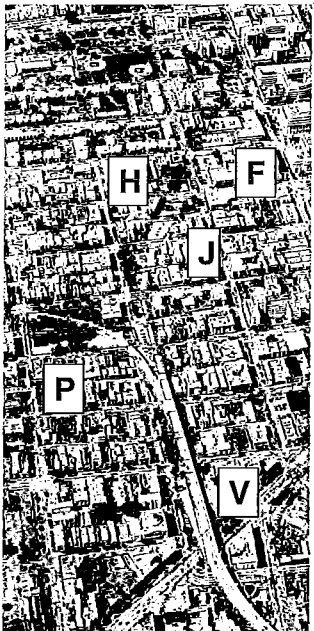
Parcel	Units	Local Funding Needed
Parcel K	25	~\$6.3 million
Parcel O	100	~\$25 million
Parcel U	32	~\$8.0 million
Total	157	~\$39.3 million

Pre-Market Octavia Plan Adoption Land Sales



A-1	\$272,000
B-1	\$175,000
B	Trade with State
D	\$1,095,000
H	\$203,000
I	\$3,500,000
K-1	\$7,000
K-2	\$184,000
TOTAL	\$5,436,000
TOTAL WITH SFRA	\$23,257,000

Post-Market Octavia Plan Adoption Land Sales



F	\$2,500,000*
H	\$3,012,500
J	\$5,025,000
P	\$8,500,000*
V	\$2,700,000*
Total	\$21,737,500

*in contract

Future Unit Count



A	100
C	100
F	30
G	120
H	33
I	63
J	41
K	25
L	15
M	8
N	8
O	100
P	182
Q	15
R	11
S	11
T	20
U	32
V	49
Total	943

Total Units – 943

Total Affordable
Units – 492

52.1% Affordability

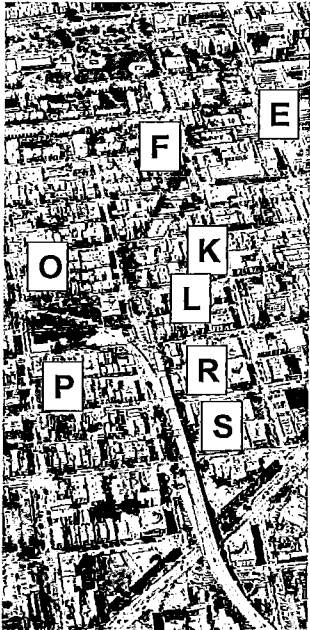
Temporary Uses

Temporary Uses

- Parcel K and Parcel L – Proxy
- Parcel O and Parcel P – Hayes Valley Farm
- Parcel R and Parcel S – Growing Home Community Garden (Project Homeless Connect)



Octavia Boulevard Leasing Revenue



	Term	Annual Lease Revenue
E	Through 12/31/2074	\$66,252
F	Month to Month	\$129,420
K	Through 9/15/2015	\$60,000
L	Through 11/1/2015	\$24,000
O	Month to Month	\$1
P	Month to Month	\$1
R	Month to Month	MOU
S	Month to Month	MOU

Octavia Boulevard Project Sources and Uses



Octavia Boulevard – Pre-MOP Sources and Uses

Sources	
A	\$2,888,000 SFRA
A-1	\$272,000
B-1	\$175,000
C	\$2,888,000 SFRA
D	\$1,095,000
G	\$2,836,000 SFRA
H	\$203,000
I	\$3,500,000
K	\$1,830,000 SFRA
K-1	\$7,000
K-2	\$184,000
O	\$4,652,000 + \$958,000 Note SFRA
Q	\$810,000 SFRA
U	\$960,000 SFRA
Leases	\$300,000
Subtotal SFRA Sales	\$17,822,000
TOTAL	\$23,558,000

Uses	
Interim Traffic Management Plan	\$4,400,000
Construction of Octavia Boulevard	\$19,100,000
TOTAL	\$23,500,000



Octavia Boulevard – Post-MOP Sources and Uses

<i>Parcels Currently in Contract for Sale</i>	
Octavia Fund Balance	\$ 5,562,500
Parcel F	\$ 2,500,000
Parcel H	\$ 3,012,500
Parcel J	\$ 5,025,000
Parcel P	\$ 8,500,000
Parcel V	\$ 2,700,000
Total Revenues	\$ 27,300,000

<i>Uses</i>	
Ancillary Projects	\$ 8,700,000
Ancillary Projects Leases	\$ 3,100,000
<i>Skatepark Lease</i>	\$ 1,200,000
<i>Dog Run Lease</i>	\$ 1,900,000
Van Ness Rehabilitation	\$ 9,000,000 -
	\$ 12,700,000
Funds back to Affordable Housing Fund/"True Up"	\$ 6,000,000
Total Expenses	\$ 26,800,000 - \$ 30,500,000

Potential Obligations Difference	\$ 500,000 - \$ (3,200,000)
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Octavia Boulevard – Future Sources and Uses

<i>Parcels Not Yet in Contract for Sale</i>	
Parcel L	\$ 1,164,000
Parcel M	\$ 374,000
Parcel N	\$ 374,000
Parcel R	\$ 770,001
Parcel S	\$ 697,000
Parcel T	\$ 1,402,500
Total Long Term Revenue	\$ 4,781,501

<i>Ongoing Lease Revenue</i>	
Parcel E	\$ 66,252
Parcel K	\$ 60,000
Parcel L	\$ 24,000
Total Annual Revenue	\$ 150,252

Potential Obligations Difference	\$ 500,000 - \$ (3,200,000)
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Path Forward and Future Approvals



Path Forward

- **Completion of Central Freeway Ancillary Projects.**
- **Rehabilitation of Van Ness Ave.**
- **Disposition of Parcels L, M, N, R, S and T.**
- **Execution of MOU with all City agencies regarding timing, amount and sequencing of payments for obligations.**

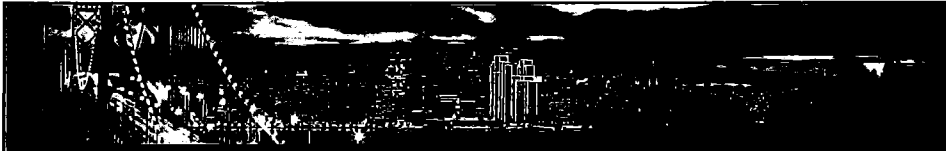


Future Items for Board of Supervisors' Consideration


- Lease with Caltrans for Skatepark Parcel.
- Lease with Caltrans for Dog Run Parcel.
- Vacation of McCoppin Hub.
- Planning Code Requirements for Parcel M and N.

Previously Authorized Items

- Disposition of Parcels L, M, N, R, S and T at Market Rate. (Previously Authorized by Ordinance 104-09)



Octavia Boulevard / Central Freeway
Project Update
Kelly Pretzer
Office of Economic and Workforce
Development

The logo for the San Francisco Office of Economic and Workforce Development, identical to the one in the top section, featuring the Golden Gate Bridge graphic and the text "SAN FRANCISCO" and "Office of Economic and Workforce Development".

CORB
Leg. Dep
Land Use
Budget

President, Board of Supervisors
District 3
第三區
市參事會主席



City and County of San Francisco
三藩市市及縣政府

DAVID CHIU
邱信福

TO: Angela Calvillo, Clerk of the Board
FROM: Supervisor David Chiu *DSC*
DATE: February 9, 2012
RE: Transferring File No. 120059 from Land Use to Budget

Madame Clerk,

Please transfer File No. 120059, a hearing to receive update from the Office of Economic and Workforce Development, Mayor's Office of Housing, and the Department of Public Works on the progress of the Octavia Boulevard Project, Central Freeway Ancillary Projects and the disposition of Central Freeway excess parcels, from the Land Use Committee to the Budget & Finance Committee to the Rules Committee.

Thank you for your prompt assistance in this matter.

RECEIVED
BOARD OF SUPERVISORS
SAN FRANCISCO
2012 FEB -9 PM 4:22
AK

Introduction Form

By a Member of the Board of Supervisors or the Mayor

Time stamp
or meeting date

I hereby submit the following item for introduction (select only one):

- 1. For reference to Committee:
- An ordinance, resolution, motion, or charter amendment.
- 2. Request for next printed agenda without reference to Committee.
- 3. Request for hearing on a subject matter at Committee:
- 4. Request for letter beginning "Supervisor"
- 5. City Attorney request.
- 6. Call File No. from Committee.
- 7. Budget Analyst request (attach written motion).
- 8. Substitute Legislation File No.
- 9. Request for Closed Session (attach written motion).
- 10. Board to Sit as A Committee of the Whole.
- 11. Question(s) submitted for Mayoral Appearance before the BOS on

RECEIVED
 BOARD OF SUPERVISORS
 SAN FRANCISCO
 2012 JAN 24 PM 1:35
 ABC

Please check the appropriate boxes. The proposed legislation should be forwarded to the following:

- Small Business Commission
- Youth Commission
- Ethics Commission
- Planning Commission
- Building Inspection Commission

Note: For the Imperative Agenda (a resolution not on the printed agenda), use a different form.

Sponsor(s):

Subject:

The text is listed below or attached:

Signature of Sponsoring Supervisor: _____

Christa Olague

For Clerk's Use Only:

120259