BOARD of SUPERVISORS



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MEMORANDUM

TO:

John Updike, Director, Real Estate

Ed Reiskin, Executive Director, Municipal Transportation Agency

Joanne Hayes-White, Chief, Fire Department

FROM:

Andrea Ausberry, Assistant Clerk

Land Use and Transportation Committee

DATE:

May 11, 2016

SUBJECT:

SUBSTITUTE LEGISLATION INTRODUCED

The Board of Supervisors' Land Use and Transportation Committee has received the following hearing request, introduced by Mayor Lee on May 11, 2016.

File No. 160382

Ordinance amending the Administrative Code to establish the Downtown Neighborhoods Preservation Fund; vacating a portion of Jessie Street and a portion of Elim Alley northwest of Mission and First Streets in connection with the Oceanwide Center Project at 50 First Street; approving and authorizing the sale and quitclaim of City's interest in the approximately 5,000 square foot vacation area for \$22,619,000 plus an additional payment to the aforementioned Fund of approximately \$13,000,000 for a total of approximately \$36,000,000; authorizing the City's Director of Property to execute an agreement for the sale of real estate for the vacated area by and between the City and Oceanwide Center, LLC; waiving approximately \$27,000,000 of affordable housing fees under Planning Code, Sections 413 et seg. and 415 et seg., and requiring Oceanwide Center, LLC, as part of the agreement for the sale of real estate, to pay the equivalent fee amount to the aforementioned Fund; approving a vehicular and pedestrian easement and an overland water flow easement over a portion of Assessor's Parcel Block No. 3708, Lot No. 012, where Jessie Street will be rerouted; approving an emergency vehicle access easement and commercial vehicle access easement; accepting the Public Works Order concerning the street vacations; affirming the Planning Department's determination under the California Environmental Quality Act; adopting findings that the street vacation and all other actions contemplated in this ordinance are consistent with the General Plan, and the eight priority policies of Planning Code, Section 101.1; making findings of public necessity, convenience, and general welfare under Planning Code, Section 302; and authorizing actions in furtherance of this Ordinance, as defined herein.

If you have comments or reports to be included with the file, please forward them to me at the Board of Supervisors, City Hall, Room 244, 1 Dr. Carlton B. Goodlett Place, San Francisco, CA 94102 or by email at: andrea.ausberry@sfgov.org.

c:

Janet Martinsen, Municipal Transportation Agency Kate Breen, Municipal Transportation Agency Dillion Auyoung, Municipal Transportation Agency Viktoriya Wise, Municipal Transportation Agency Maria Cordero, Municipal Transportation Agency Roberta Boomer, Municipal Transportation Agency Kelly Alves, Fire Department Maureen Conefrey, Fire Commission

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[Administrative Code - Establishing Downtown Neighborhoods Preservation Fund; Street Vacation and Sale of Property at Jessie Street and Elim Alley - Oceanwide Center, LLC -Oceanwide Center Project - Approximately \$36,000,000] Ordinance amending the Administrative Code to establish the Downtown

Neighborhoods Preservation Fund; vacating a portion of Jessie Street and a portion of Elim Alley northwest of Mission and First Streets in connection with the Oceanwide Center Project at 50 First Street; approving and authorizing the sale and guitclaim of City's interest in the approximately 5,000 square foot vacation area for \$22,619,000 plus an additional payment to the aforementioned Fund of approximately \$13,000,000 for a total of approximately \$36,000,000; authorizing the City's Director of Property to execute an agreement for the sale of real estate for the vacated area by and between the City and Oceanwide Center, LLC; waiving approximately \$27,000,000 of affordable housing fees under Planning Code, Sections 413 et seq. and 415 et seq., and requiring Oceanwide Center, LLC, as part of the agreement for the sale of real estate, to pay the equivalent fee amount to the aforementioned Fund; approving a vehicular and pedestrian easement and an overland water flow easement over a portion of Assessor's Parcel Block No. 3708, Lot No. 012, where Jessie Street will be rerouted; approving an emergency vehicle access easement and commercial vehicle access easement; accepting the Public Works Order concerning the street vacations; affirming the Planning Department's determination under the California Environmental Quality Act: adopting findings that the street vacation and all other actions contemplated in this ordinance are consistent with the General Plan, and the eight priority policies of Planning Code, Section 101.1; making findings of public necessity, convenience, and general welfare under Planning Code, Section 302; and authorizing actions in furtherance of this Ordinance, as defined herein.

NOTE: Unchanged Code text and uncodified text are in plain Arial font.

Additions to Codes are in single-underline italics Times New Roman font.

Deletions to Codes are in strikethrough italics Times New Roman font.

Board amendment additions are in double-underlined Arial font.

Board amendment deletions are in strikethrough Arial font. **Asterisks (* * * *)** indicate the omission of unchanged Code subsections or parts of tables.

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

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(a) On, 2016, the Board of Supervisors adopted Resolution No (the
'Resolution of Intention"), a copy of which is on file with the Clerk of the Board of Supervisors
n File No, declaring the intention of the Board to vacate portions of Jessie
Street and Elim Alley located adjacent to a new mixed-use project on eight lots located at or
near the northwest corner of First and Mission Streets (the "Vacation Area"), defined further in
subsection (c).

- (b) The location and extent of the Vacation Area is shown in Public Works SUR Map No. 2016-002, dated April 18, 2016. A copy of this map is on file with the Clerk of the Board of Supervisors in File No. _____ and is incorporated herein by reference.
- (c) The City is the owner of the real property constituting the Vacation Area, known as Jessie Street northwest of Mission and First Streets that is generally bounded by Assessor's Block No. 3708, Lot 055 to the north, and a portion of Assessor's Block No. 3708, Lot 006 to the south and Elim Alley northwest of Mission and First Streets and generally bounded by Assessor's Block No. 3708, Lot 006 to the north, and Assessor's Block No. 3708, Lots 007 and 011 to the south.

Section 1. Findings.

- (d) The Clerk of the Board of Supervisors published the Resolution of Intent in the manner required by law and the Director of Public Works posted the Resolution of Intent in the manner required by law.
- (e) When such matter was considered as scheduled by the Board of Supervisors at its regular meeting in the City Hall, San Francisco, on _______, 2016, the Board received correspondence and testimony from all persons interested in the vacation of the Vacation Area.
- (f) The proposed vacation of the Vacation Area is necessary to implement construction of the Oceanwide Center (the "Project"), a mixed-use development with two towers featuring over 250 dwelling units, a hotel, and over 1 million square feet of office space rising above integrated basement levels, full renovation and rehabilitation of one historic building and the partial renovation and rehabilitation of another historic building, and creation of a multi-story high "urban room" on the ground level facing First Street that will serve as public open space and provide pedestrian, emergency vehicle, and service vehicle access onto First Street.
- (g) The Project proposes to incorporate portions of Elim Alley and Jessie Street into the Project site. In order to construct the mixed-use building with two towers, portions of Elim Alley and Jessie Street connecting to First Street need to be vacated. These vacations are necessary in order to construct the tower fronting First Street at the scale of development contemplated by the Transit Center District Plan. Jessie Street currently bisects the site of the proposed tower, making any project design that maintains Jessie Street in its current configuration infeasible and undesirable. Incorporating Elim Alley into the Project significantly expands the size of the ground-level "urban room" and increases the public's access to and enjoyment of this privately-owned public open space.
- (h) Jessie Street is one-way street oriented east-west between Ecker Place and First Street with a right-of-way width of 27.5 feet. The eastern portion of Jessie Street would be

vacated, and a 20-foot wide portion of the vacated area on Jessie Street, herein referred to as the "Emergency Vehicle Access Easement Area," would be subject to the creation of an emergency vehicle access easement, a reservation for commercial vehicle access, and the acceptance of the offer from Oceanwide Center, LLC ("Buyer") to provide a declaration of covenants and restrictions for public pedestrian access ("Public Access Declaration") therein. At the easterly edge of the Jessie Street vacation area, Jessie Street will terminate and vehicles will be directed to turn 90 degrees in a southerly direction toward Mission Street along an approximately 20-foot wide right-of-way on and through the Project site to Mission Street (the "City Easement Area"). The City Easement Area will provide a public vehicle and pedestrian access easement from Jessie Street to Mission Street. It also will accommodate overland or surface flow from the City's facilities on, over, or below Jessie Street in excess of the 5-year storm capacity, subject to an overland flow easement. Copies of these easements and the Public Access Declaration are on file with the Clerk of the Board of Supervisors in File No. _______ and are incorporated herein by reference.

- (i) Elim Alley extends 250 feet east-west between Ecker Place and First Street, having a right-of-way width of 12 feet for a distance of approximately 142 feet moving east from Ecker Place, then a width of 6.5 feet for the remaining approximately 108 feet before its terminus at First Street. Elim Alley is an "unaccepted" street that the Board of Supervisors has not accepted for City maintenance and liability purposes. The eastern portion of Elim Alley will need to be vacated in order to construct the Project's urban room and the tower fronting First Street. A portion of Elim Alley proposed for vacation also will be subject to the Public Access Declaration for public pedestrian access.
- (j) The Project obtained environmental clearance through the Transit Center District
 Plan Final Environmental Impact Report ("FEIR") prepared in accordance with the California
 Environmental Quality Act ("CEQA") (Public Resources Code sections 21000 et seq.) certified

by the Planning Commission in its Motion No. 18628, and affirmed by the Board of Supervisors in Motion No. M12-78, and project-specific clearance through a Community Plan Exemption, including mitigation measures (the "CPE"), prepared in accordance with CEQA and issued by the Planning Department in Planning Case No. 2006.1523E. Copies of Planning Commission Motion No. 18628 and Board Motion No. M12-78 are on file with the Clerk of the Board of Supervisors in File No. 120697 and are incorporated herein by reference. A copy of the CPE is on file with the Clerk of the Board in File No. ______ and is incorporated herein by reference. The Board of Supervisors affirms this CEQA determination and the environmental findings related thereto.

- (k) The Board further finds that no substantial changes are proposed to the Project or the circumstances under which the Project is undertaken that will cause new significant environmental effects or any increase in the severity of previously identified significant effects. The Board further finds there is no new information of substantial importance showing that the Project would have any significant effects not discussed in the FEIR or the CPE, that significant effects would be substantially more severe, or that new or different mitigation measures or alternatives would substantially reduce one or more significant effects of the Project.
- (I) On _______, 2016, the Planning Commission conducted a duly noticed public hearing on the Project, including the proposed vacation and sale of the Vacation Area. The Planning Commission, in Motion No. _______, found that the street vacations related to the Project and the sale of the Vacation Area are, on balance, consistent with the City's General Plan and the eight priority policies of Planning Code Section 101.1. As part of these findings, the Planning Commission required the Buyer to provide a Public Access Declaration over a segment of Jessie Street and Elim Alley proposed for vacation and recommended that the Board accept this offer. A copy of the Planning Commission Motion is

on file with the Clerk of the Board of Supervisors in File No. _____ and is incorporated herein by reference. The Board adopts the Planning Commission findings as its own.

- (m) On April 26, 2016, the Public Utilities Commission ("PUC") conducted a duly noticed public hearing on the proposed street vacations and the overland flow easement in the City Easement Area. The PUC, in Resolution No. 16-0079, determined that the street vacation, temporary utility easements during the Project's construction phase, an overland flow easement, and other actions related to the Project were acceptable and recommended approval to the Board of Supervisors. A copy of the PUC Resolution is on file with the Clerk of the Board of Supervisors in File No. _______.
- (n) In Public Works Order No. 184851, dated May 2, 2016, the Director of Public Works (the "PW Director") determined: (1) the Vacation Area is unnecessary for the City's present or prospective public street, sidewalk, and service easement purposes as all existing physical public or private utilities located in the Vacation Area will be relocated to the satisfaction of the City as part of the construction of the Project; and (2) with the exception of those public easements noted in subsection (o) below, the public interest, convenience, and necessity do not require any easements or other rights be reserved for any public or private utility facilities that are in place in the Vacation Area and that any rights based upon any such public or private utility facilities shall be extinguished automatically upon the effectiveness of the vacation; (3) in accordance with California Streets and Highways Code Section 892, the Vacation Area is unnecessary for a non-motorized transportation facility because alternative facilities for the benefit of the public shall be provided in the rerouted segment of Jessie Street and (4) it is a policy matter for the Board of Supervisors to quitclaim the City's interest in the Vacation Area to the Buyer. A copy of the PW Order is on file with the Clerk of the Board of Supervisors in File No.

- (o) In addition, the PW Director determined that the public interest, convenience, and necessity require that the City, as a condition of the vacation of the Vacation Area, obtain a non-exclusive easement for emergency vehicle access and a commercial vehicle access easement over a segment of Jessie Street proposed for vacation, a public vehicle and pedestrian access easement over the rerouted segment of Jessie Street to provide for a connection to Mission Street, and an overland flow easement for this same area. Further, the PW Director finds that it is necessary to reserve temporary easements for street purposes in the Vacation Area for the continued use of the public streets until City facilities have been relocated or alternate facilities have been constructed and the City Engineer, after consultation with all affected City departments, issues a notice of completion that the facilities have been constructed according to City permits and the facilities are ready for their intended use. The Board adopts the findings of the PW Director as its own.
- (p) The street vacation actions are conducted under the general vacation procedures of the Public Streets, Highways, and Service Easements Vacation Law (California Streets and Highways Code, sections 8300 et seq.) and San Francisco Public Works Code section 787(a).
- (q) Buyer and City have negotiated an agreement for the sale of real estate ("Agreement") for the Vacation Area, a copy of which is on file with the Clerk of the Board of Supervisors in File No. ______ and incorporated herein by reference. The Agreement provides for the transfer and quitclaim of the City's interest in the Vacation Area to Buyer, subject to the satisfaction of express conditions precedent, as more particularly described in the Agreement. The Agreement, as recommended by the City's Director of Property ("Property Director"), sets forth the terms of the real estate transaction should the conditions, including the adoption and enactment of the ordinance approving the street vacation, be satisfied. The Property Director determined that the \$22,619,000.00 purchase price in the Agreement is reasonable and represents fair market value for the Vacation Area to be

Public Works Code section 787(a).

Mayor Lee; Supervisor Kim
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- (b) The Board of Supervisors hereby finds that the Vacation Area is unnecessary for present or prospective public use, subject to the conditions described in this ordinance.
- (c) The Board of Supervisors hereby finds that the public interest and convenience require that the vacation be done as declared in this ordinance.
- (d) The street vacation shall be effective as to all of the Vacation Area upon simultaneous recording of the City's quitclaim deed in substantially the same form as the draft quitclaim deed on file with the Clerk of the Board of Supervisors in File No. _______, and in connection with the closing of the transaction contemplated in the Agreement.

Section 3. Conditions to the Street Vacation; Reservations and Easements. The vacation of the Vacation Area is subject to the reservation and/or creation of the following easements or other rights:

- (a) A permanent, non-exclusive emergency vehicle access easement, providing emergency vehicle access in, upon, over, and across a 20-foot wide portion of the Vacation Area located on Jessie Street, also known herein as the Emergency Vehicle Access Easement Area.
- (b) A permanent, non-exclusive easement for commercial vehicle access in, upon, over, and across the Emergency Vehicle Access Easement Area to allow commercial vehicles to exit to 1st Street from the portion of Jessie Street that will remain a public street.
- (c) A Public Access Declaration providing public pedestrian access, for the benefit of the public, in, upon, over and across the Emergency Vehicle Access Easement Area, and for a portion of Elim Alley that will be vacated.
- (d) A public access easement providing vehicular and pedestrian access, for the benefit of the public, in, upon, over, and across an approximately 20-foot wide and

approximately 3,600 square foot portion of Assessor's Block 3708, Lot 012, from the rerouted Jessie Street to Mission Street, also known herein as the City Easement Area.

- (e) A overland flow easement for the City Easement Area.
- (f) Reservation of a temporary easement for street and utility purposes in the Vacation Area for the continued use of the public streets until City facilities have been relocated or alternate facilities have been constructed and the City Engineer, after consultation with all affected City departments, issues a notice of completion that the facilities have been constructed according to City permits and the facilities are ready for their intended use. In addition, prior to the quitclaim of the City's interest in the Vacation Area, the Buyer shall provide an irrevocable offer for all new public improvements and expressly assume in writing the ownership of and responsibility for the abandoned City water and sewer facilities remaining in the Vacation Area.
- (g) Notwithstanding Subsections (a)-(f), no other easements or other rights are reserved or created for any public utility facilities that are in place in the Vacation Area and any rights based upon any such public utility facilities shall be extinguished upon the effectiveness of the vacation hereunder.
- (h) Copies of the easements, reservation, and Declaration identified in Subsections

 (a)-(f), are on file with the Clerk of the Board of Supervisors in File No. _____ and are incorporated herein by reference. The Board hereby approves and adopts such easements, reservation, and Declaration in substantially the form on file with the Clerk subject to the terms and conditions specified in the Agreement.

Section 4. The Administrative Code Chapter 10, Article XIII is hereby amended by adding Section 10.100-64, to read as follows:

SEC. 10.100-64. DOWNTOWN NEIGHBORHOODS PRESERVATION FUND.

(1) The equivalent of the fee amount that the Board of Supervisors waived pursuant to
Planning Code Sections 413 et seq. and as identified in subsection (a)(1) will be dedicated for the
construction of new affordable housing and/or acquisition and/or rehabilitation of existing housing
within a one mile radius of 50 First Street.
(2) The equivalent of the fee amount that the Board of Supervisors waived pursuant to
Planning Code Sections 415 et seq. and as identified in subsection (a)(2) will be dedicated to the
acquisition and/or rehabilitation of existing housing within a one mile radius of 50 First Street.
(3) The fee payment specified in subsection (a)(3) will be dedicated to the same purpose
identified in subsection (b)(2).
(c) Exceptions to Fund Category. The Director of MOHCD shall approve all expenditures
from the fund.
(d) Administration of Fund. The MOHCD shall administer the fund and shall report annually
to the Board of Supervisors on the current status of the fund, the amounts approved for disbursement.
and the number and types of housing units or households assisted. The MOHCD shall have the
authority to prescribe rules and regulations governing the fund. Any unexpended funds remaining after

Section 5. Planning Code Fee Waiver.

Notwithstanding the fee payment requirements of Planning Code Sections 413 et seq. (Jobs-Housing Linkage Program) and 415 et seq. (Inclusionary Housing Program), the fee payments for the Oceanwide Center project at 50 First Street are hereby waived in the following amounts: (a) as to Planning Code Sections 413 et seq., a \$7 million portion of the fee is waived and (b) as to Planning Code Sections 415 et seq. the entire fee is waived. In

10 years from the effective date of the ordinance identified in subsections (a)(1) and (a)(2)shall be

deposited into the Citywide Affordable Housing Fund as established in Administrative Code Section

10.100-49 or its successor fund.

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lieu of paying said fees, the project sponsor shall pay the fees directly to the Downtown Neighborhoods Preservation Fund as established in Administrative Code Section 10.100-64 and as provided in the Agreement identified in Section 6 of this ordinance. Said fees shall be paid at the same time fees are paid in accordance with Planning Code Sections 413 et seq. and 415 et seq.

Section 6. Real Property Transaction.

(a) The Board of Supervisors hereby approves the execution, delivery, and performance of the Agreement with a purchase price of \$22,619,000.00 for the Vacation Area, and authorizes the Property Director and Director of the Mayor's Office of Housing and Community Development ("MOHCD") to execute the Agreement, in substantially the form of Agreement referenced herein, on behalf of the City, and any such other documents that are necessary or advisable to complete the transaction contemplated by the Agreement and effectuate the purpose and intent of this ordinance. This Agreement also includes the payment of approximately \$13 million into the Downtown Neighborhoods Preservation Fund ("Fund") as established in Administrative Code Section 10.100-64. This \$13 million payment in combination with the fee amount that the Board waived under Planning Code Sections 415 et seg. (Inclusionary Housing Program) and, in furtherance of Section 5 of this ordinance. redirected into the Fund, is the equivalent payment of an affordable housing percentage fee of 33% under Planning Code Sections 415 et seq. The approximately \$7 million fee amount that the Board waived under Planning Code Sections 413 et seg. (Jobs-Housing Linkage Program) and, in furtherance of Section 5 of this ordinance, redirected into the Fund, also is addressed in this Agreement. But for the payments into this Fund described in this subsection (a), the Board of Supervisors would not approve the Agreement and the transactions contemplated therein.

- (b) The Board of Supervisors hereby authorizes the Property Director and MOHCD Director to enter into any amendments or modifications to the Agreement (including, without limitation, the attached Declaration and exhibits) and the public easements and reservations identified in Section 3 that the Property Director, in consultation with the City Attorney, the MOHCD Director, PW Director, the San Francisco Municipal Transportation Agency's Director of Transportation (the "Director of Transportation"), and the PUC General Manager, deems to be in the best interest of the City, and which do not otherwise materially increase the obligations or liabilities of the City, are necessary or advisable to effectuate the purposes of the Agreement, and are in compliance with all applicable laws, including the City's Charter.
- (c) The Property Director also is authorized to issue a quit claim deed of the City's interest in the Vacation Area to the Buyer in substantially the same form as on file with the Clerk of the Board of Supervisors in connection with closing the transaction contemplated in the Agreement, and to take any and all steps (including, but not limited to, the execution and delivery of any and all certificates, agreements, notices, consents, escrow instructions, closing documents and other instruments or documents) as the Property Director deems necessary or appropriate to consummate the conveyance of the Vacation Area pursuant to the Agreement, or to otherwise effectuate the purpose and intent of this ordinance.

Section 7. Delegation to Public Works of Acceptance of Future Public Improvements.

(a) Findings. The Board of Supervisors determines that it would be efficient to delegate to the Director of PW the authority, upon completion of the future public improvements related to the public easements and the satisfaction of other conditions, to adopt any related official PW maps, dedicate the improvements to public use, and accept the improvements for City maintenance and liability purposes, subject to the maintenance responsibility of fronting

property owners pursuant to the Public Works Code, including, but not limited to, Public Works Code Section 706 and any encroachment permit(s) associated with the Project.

(b) Approval of the Delegation to the PW Director of Certain Authority in Regard to Required Public Improvements. The Board of Supervisors hereby delegates to the PW Director the authority, upon completion of the future public improvements associated with the Project and certification from the City Engineer that the improvements are ready for their intended use, to adopt any related official PW maps, dedicate the improvements to public use, and accept an irrevocable offer for the improvements, subject to the maintenance responsibility of the Buyer or his or her successor(s) pursuant to the Public Works Code and any associated encroachment permit(s).

Section 8. The Board of Supervisors hereby directs the Clerk of the Board of Supervisors to transmit to the PW Director a certified copy of this ordinance, and the Board hereby directs the PW Director to record this ordinance together with any other documents necessary to effectuate this ordinance and proceed in the manner required by law.

Section 9. The Mayor, Clerk of the Board, Property Director, PW Director, Director of Transportation, and General Manager of the PUC are hereby authorized and directed to take any and all actions which they or the City Attorney may deem necessary or advisable in order to effectuate the purpose and intent of this ordinance (including, without limitation, the filing of the ordinance in the Official Records of the City and County of San Francisco; confirmation of satisfaction of the conditions to the effectiveness of the vacation of the Vacation Area hereunder; and execution and delivery of any evidence of the same, which shall be conclusive as to the satisfaction of the conditions upon signature by any such City official or his or her designee).

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Section 10. Effective Date. This ordinance shall become effective 30 days after enactment. Enactment occurs when the Mayor signs the ordinance, the Mayor returns the ordinance unsigned or does not sign the ordinance within ten days of receiving it, or the Board of Supervisors overrides the Mayor's veto of the ordinance.

Section 11. Scope of Ordinance. In enacting this ordinance, the Board intends to amend only those words, phrases, paragraphs, subsections, sections, articles, numbers, punctuation marks, charts, diagrams, or any other constituent parts of the Municipal Code that are explicitly shown in this ordinance as additions, deletions, Board amendment additions, and Board amendment deletions in accordance with the "Note" that appears under the official title of the ordinance.

APPROVED AS TO FORM:

DENNIS J. HERRERA, City Attorney

By:

John D. Malamut Deputy City Attorney

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Mayor Lee; Supervisor Kim **BOARD OF SUPERVISORS**