



CITY AND COUNTY OF SAN FRANCISCO
OFFICE OF THE CONTROLLER

Ben Rosenfield
Controller
Monique Zmuda
Deputy Controller

May 11, 2011

The Honorable Board of Supervisors
City and County of San Francisco
Room 244, City Hall

Angela Calvillo
Clerk of the Board of Supervisors
Room 244, City Hall

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BOARD OF SUPERVISORS
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BY *[Signature]*

Re: Office of Economic Analysis Impact Report for File Number 110226-31

Dear Madam Clerk and Members of the Board:

The Office of Economic Analysis is pleased to present you with its economic impact report on file number 110226-31, "Treasure Island/Yerba Buena Island: Economic Impact Report." If you have any questions about this report, please contact me at (415) 554-5369.

Best Regards,

Kurt Fuchs
Senior Economist

City and County of San Francisco

Office of the Controller - Office of Economic Analysis

Treasure Island/Yerba Buena Island Project: Economic Impact Report

File Nos. 110226-31

May 11, 2011



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City and County of San Francisco

Office of the Controller - Office of Economic Analysis

Treasure Island/Yerba Buena Island Project:

May 11, 2011

Economic Impact Report

Main Conclusions

The development of Treasure Island/Yerba Buena Island will transform more than 490 acres of underutilized land into a major new mixed-use, transit-oriented district in the midst of San Francisco Bay. The project is designed and planned to be a model of sustainable development. It will provide a mix of land uses, including market-rate and affordable homes, regional and neighborhood retail, office space, two hotels, community services, and an expansive parks and open space network, among other uses.

The development of the project will create thousands of construction jobs, and inject an estimated \$3.2 billion into the City's economy during its projected 20 year build-out. The development of the project will result in significant employment opportunities, with an average of about 1,100 direct and indirect jobs per year during build-out, with about 750 of these jobs representing direct employment in the construction trades, equivalent to about 3% of citywide construction jobs projected during the same period.

The project will create the opportunity for job growth from businesses occupying the completed non-residential buildings, with an estimated 2,200 direct employees projected at build-out. Based on the proposed land use mix, employment opportunities will be created in several industries, with an emphasis on retail and visitor-serving jobs, with annual average pay ranging from \$25,000 to \$100,000 per year, and aggregate wages estimated at \$134 million per year upon full build-out.

An additional 1,400 indirect and induced jobs are estimated at build-out, that together with direct employment attributed to project, will contribute about \$1.0 billion annually to San Francisco's economic output (defined as total San Francisco production attributed to the project, including spending on all intermediate goods and services, compensation and profit). This represents an expansion of about 0.3% to the City's existing economic output during the projection period.

The impact of new development will not be limited to the economic activity generated by its construction and permanent employment; ultimately, 8,000 new households will make approximately \$221 million per year in retail purchases, supporting businesses in San Francisco, Treasure Island, and the region, further stimulating the economy. 8,000 housing units will increase the City's supply of housing by about 2.5% upon build-out, reducing citywide housing prices by an estimated 2% over the long term.

During the 40-year projection period, the combined impacts of Treasure Island's construction, permanent employment, and increased housing supply is estimated to result in an annual average of 5,200 jobs and almost \$2.4 billion in economic output annually through 2050.

Build-out of the project will also increase the City's property tax base by approximately \$5 billion. The Financing Plan for the project specifies the portion of property tax increment to be allocated to the Infrastructure Financing District (IFD), about 65% of the base 1% tax rate. Under the Financing Plan, 57% of the base 1% tax rate would be allocated to the IFD (with 10% used for housing, and 47% available for IFD bonds), with about 8% remaining for City Funds, estimated to total \$3.8 million upon build-out. Of this 8%, the Controller determines the portion allocated to the General Fund and to other City funds.

INTRODUCTION

Summary of Proposed Legislation

The main impact of the proposed legislation is the creation of regulatory conditions that will allow for significant new development in San Francisco

The proposed legislation amends the General Plan, Zoning Map, Subdivision Code, and Zoning Plan to establish the Treasure Island/Yerba Buena Island Special Use District, which along with numerous other implementing agreements and documents, will enable the development of the Treasure Island/Yerba Buena Island project.

Until recently, the project was planned as a redevelopment project, under the auspices of the Local Reuse Authority, the Treasure Island Development Authority (TIDA), which, under California Redevelopment Law, would have allowed the use of redevelopment tax increment financing to fund a portion of development costs. However, because of the uncertainty surrounding the future of redevelopment in California (due to the Governor's proposed elimination of redevelopment agencies), the project sponsors have proposed to forego the establishment of a redevelopment plan and redevelopment project area.

This change impacts the project in two main ways: (1) vertical land use entitlement documents will be revised to reflect the Planning Commission's new regulatory authority, and (2) redevelopment tax increment financing would no longer be an option, instead replaced with other financing mechanisms, including Infrastructure Financing Districts (IFD), Community Facilities Districts (CFD), and possibly Certificates of Participation (COP) or other financing mechanisms for certain public facilities.

The loss of redevelopment tax increment financing means there is less funding for project costs due to the way property tax increment is apportioned and allocated under an IFD. With less funding available to finance project costs, additional revenue sources were required to maintain a feasible project. The project sponsor achieved this by reducing the number of affordable units from 30% to 25%, without reducing its commitment to provide other community benefits, discussed later.

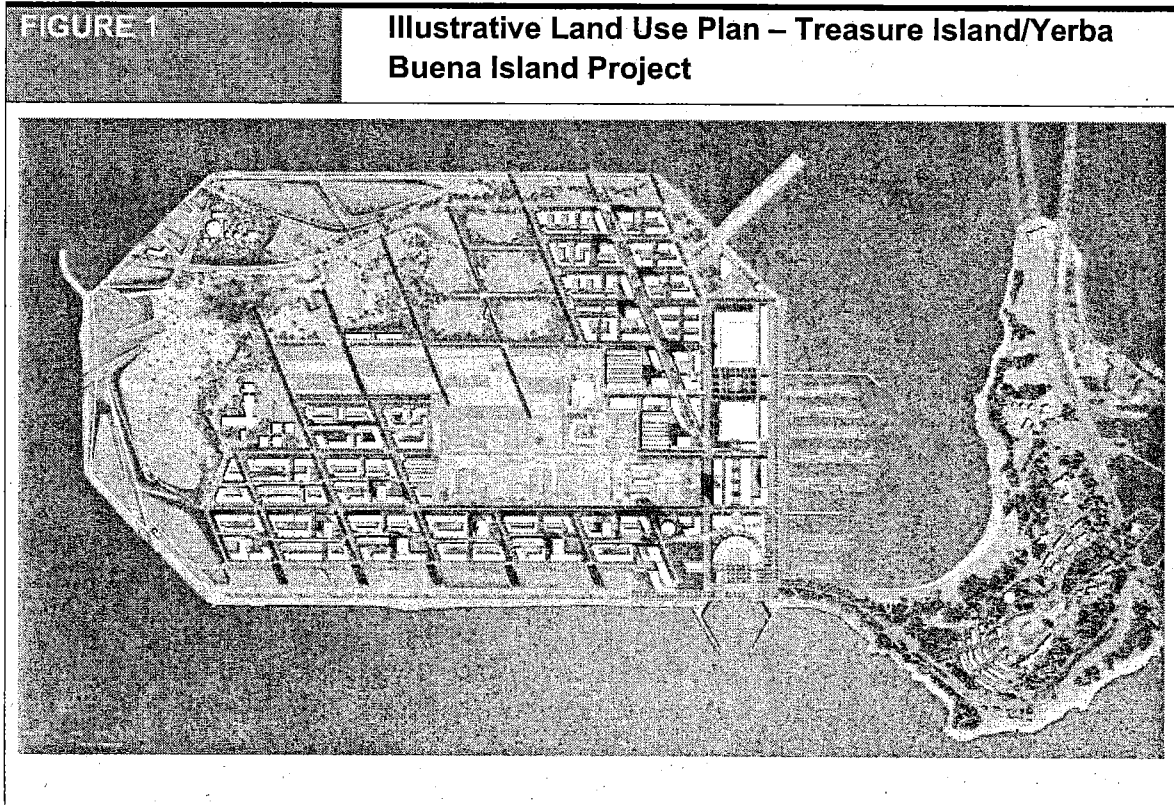
Development of Treasure Island

Once all of the necessary approvals are obtained, the project will be developed according to the adopted Treasure Island/Yerba Buena Island Area Plan, and its guiding documents, chief among them the Design for Development, and the Disposition and Development Agreement between TIDA and the project's master developer, Treasure Island Community Development (TICD).

The proposed project will transform more than 400 acres on Treasure Island and 90 acres on Yerba Buena Island into

productive areas designed to accommodate significant new housing, parks, open space, and recreation uses, accommodation and visitor-serving uses, and retail and office, employment-generating uses. The project will create a major new mixed-use, transit-oriented district in the midst of San Francisco Bay designed and planned as a model of sustainable development¹.

A site map of the proposed project, showing the illustrative land use plan, is presented in Figure 1.



¹ Numerous documents have been generated regarding the project, covering a range of topics, from environmental remediation on the former Naval Station Treasure Island to an executive summary of the proposed project, highlighting key elements, including details of community benefits, related project documents, and other information. These and other relevant documents can be found on the Treasure Island website: <http://www.sftreasureisland.org/index.aspx?page=26>. Rather than repeating their content here, the OEA refers readers to this site for detailed information on the background and history of the project

The project will provide a mix of land uses, including market-rate and affordable homes, regional and neighborhood retail, office space, two hotels, community services, and an expansive parks and open space network, among other uses².

The project will be developed through a public-private partnership between the City, through TIDA, and the master developer, TICD. Briefly, the master developer is contributing private capital and its development expertise to construct the infrastructure (roads, parks, utilities, transit, public benefits, etc.) necessary to support the project. The City's contribution to the partnership is primarily in the form of facilitating the land transfer from the Navy, assisting with obtaining regulatory approvals from numerous agencies, and a commitment to assist in the formation of alternative financing mechanisms including COPs and CFDs, as well as a commitment to allocate a portion of the property tax increment generated by the project, in the form of IFD(s), to help fund the significant development costs, including community benefits.

The terms of the partnership are governed by a legally binding Disposition and Development Agreement ("DDA") between the parties, which details obligations such as: the community benefits package and its timing, the financing plan, and a timeline for development of the horizontal infrastructure.

Included in the DDA is a development pro forma (prepared jointly by the master developer and City), which provides detailed estimates of infrastructure costs, as well as anticipated revenue from the sale of finished land to vertical developers. These revenue and costs figures are projected over time, consistent with the Schedule of Performance, to test the financial feasibility of the project (considering all infrastructure development costs, community benefit obligations, affordable housing program costs, etc. against anticipated revenue from finished land sales).

The pro forma was developed through an iterative process in which various land use mixes, public benefits, and market assumptions were tested, and refined over time, taking into account input from the community, while still maintaining a financially viable project.

The land use mix and development program which emerged

²Through a community planning process and negotiations between the City and master developer, a public benefits package emerged which includes more than 300 acres of parks, 2,000 affordable housing units (25% of all units), transportation improvements, a new marina, combined police and fire station, capital for a new school, fitness/health center, retail grocery store subsidy, community facilities, and redeveloped space for existing residents. For a detailed summary of public benefits generated by the project, see the Community Facilities Plan at: <http://sftreasureisland.org/Modules/ShowDocument.aspx?documentid=769>. Also see the bottom of Appendix 3 for a summary of community benefits and their costs, estimated at \$300 million.

from this process is the basis for the project analyzed in this report, and is consistent with the implementing documents, and the amendments contemplated by the proposed legislation. Further, the OEA has reviewed the market assumptions in the horizontal pro forma and determined that the rental rates, construction costs, and sales values are within the range of market value and cost data indicators maintained by the OEA.

**Land Use,
Population and
Employment
Assumptions**

Table 1 summarizes the development program, population, and employment assumptions upon full build-out of the project. Appendix 1 details the phasing assumptions of vertical construction and associated population and employment growth over time.

The development program and employment assumptions summarized in Table 1 are the basis for the economic impact analysis in the following section of the report³.

TABLE 1		Treasure Island/Yerba Buena Island - Development Program, Population and Direct Employment Assumptions (at Build-out) (1)	
Land Use		Development Program (2)	Population/ Jobs(3)
Residential			
Market Rate For-Sale		5,398	
Inclusionary For-Sale		216	
Market Rate Rental		602	
Inclusionary Rental		100	
TIHDI/AUTHORITY Affordable		1,684	
Sub-Total Residential		8,000 units	18,640
<i>Affordable Housing (% of total units)</i>	25.0%	2,000	
Non-Residential			
Residential Property Management		8,000 units	508
Retail - Adaptive Reuse/New		342,600 net SF	1,030
Office - Adaptive Reuse/New		110,000 net SF	380
Hotel (TI and YBI)		250 rooms	200
Parks/Open Space (inc. Farm and Art Park)		300 acres	105
Marina, Sailing Center, Ferry Terminal		400 slips	7
Parking (structured)		1,350 spaces	5
Total Direct Employment			2,235
Sources and Notes:			
(1) Appendix 1 details vertical development phasing and the resulting population and employment generation on a multiyear basis during the build-out period.			
(2) Development program based on TICD Pro Forma Version 31, April 2011 and DRAFT EIR, dated July 2010, consistent with the Disposition and Development Agreement (DDA) between the City/Authority and Master Developer, and the Zoning Map and code amendments contemplated by the proposed legislation.			
(3) Based on density assumptions in Draft Environmental Impact Report, July 2010 (EIR), pg. IV.C-4, adjusted to reflect an estimated 10% stabilized vacancy rate in the office and retail space, and a 5% vacancy rate for the residential components, for purposes of calculating total employment. Population based on 2.33 people per household. Employment based on the following densities applied to occupied inventory: residential property management = 15 units per job; retail = 300 net sq.ft. per job; office = 262 net sq.ft. per employee; Hotel = 0.8 employees per room; Parks and Open Space (including Urban Farm and Art Park) = 0.35 jobs per acre; Marina, sailing center, ferry terminal = 7 full time equivalent employees; structured parking = 270 spaces per job.			

³ Although the project is anticipated to be developed as described, because of its multiyear build-out, circumstances affecting such development may change over time, potentially affecting the timing of development and/or the development program. If a land use change were to be requested, the amendments would be reviewed by the OEA, and the economic impacts analyzed at such time.

ECONOMIC IMPACT FACTORS

Introduction

The project has the potential to produce significant economic impacts on the entire City of San Francisco. The legislation will allow a major new mixed-use development, increasing the City's housing supply and residential population, while also increasing the capacity of the City to accommodate employment growth in several sectors.

The economic impacts can be distinguished as follows:

- One-time impacts associated with construction spending (on infrastructure and buildings), as measured by increases in employment and economic output during the 20+/- year build-out period
- On-going impacts resulting from employment in the new commercial buildings, including an estimate of the distribution of employment and wages by industry, and an estimate of the impact of this employment on total economic output in San Francisco
- The impact of new housing units on the City's housing supply, housing prices, and resident population
- On-going impacts resulting from new resident spending captured by San Francisco businesses
- A brief analysis of the impact of new development on the City's property tax base and taxes allocated to City Funds.

One-Time Construction Impacts

Construction of the project will generate an annual average of approximately 750 direct construction jobs, representing about 3% of projected citywide construction employment during the build-out of Treasure Island.

The development of the project will create thousands of construction jobs during its 20+/- year build-out, and inject billions of dollars into the City's economy.

Development costs for the project are comprised of two components: horizontal infrastructure costs needed to support the proposed development (roads, site preparation, utilities, transit, parks, etc.), and the cost to construct the vertical buildings (residential units, commercial space, etc.). Cost estimates are summarized in Table 2 below. A multi-year, dynamic cost estimate summarizing annual costs during the construction period is presented in Appendix 2. Infrastructure cost detail, including community benefit costs, is presented in Appendix 3.

TABLE 2		Treasure Island/Yerba Buena Island project - Vertical and Horizontal Development Cost Assumptions (at Build-out)		
	Average Per Unit Cost (1)	Units/ Net Sq.Ft	Total Cost (millions)	
Vertical Costs				
Residential	\$577,370 /unit	8,000	\$4,619	
Retail	\$275 /Net SF	342,600	\$94	
Office	\$350 /Net SF	110,000	\$39	
Hotel	\$308,250 /room	250	\$77	
Sub-total			<u>\$4,829</u>	
Horizontal Costs (1)(2)				
Direct (hard) Costs			\$807	
Indirect (soft) Costs			\$192	
Sub-total			<u>\$999</u>	
Total Construction Costs (3)			<u>\$5,828</u>	

Sources and Notes:

- (1) Average construction cost per unit, net square foot, or room. Excludes land and developer profit. Construction costs are based on development assumptions in April 2011 TICD pro forma (V31), the basis for the Disposition and Development Agreement (DDA) between the City/Authority and Master Developer. Vertical building costs are based on residual land pro formas, by unit type, land use, and location project. These residual analyses are the basis for the finished land values in the horizontal proforma, taking into account market conditions (for finished building value), and the cost to build the structures. The OEA has reviewed the pro formas and their assumptions and found them to be reasonable.
- (2) Excludes land acquisition cost, financing proceeds, and operating subsidies, including about \$150 million for transportation, parks maintenance, and affordable housing. Includes cost for community facilities, parking, marina, open space, police/fire station, school facilities, and grocery/retail. See Appendix 3 for horizontal infrastructure cost detail.
- (3) See Appendix 2 for a summary of development costs during the 20+/- year projection period, consistent with the phasing assumptions in Appendix 1.

In addition, close to 375 indirect jobs per year are projected during project build-out

The impact of the direct construction spending can be modeled using the OEA's econometric model of the San Francisco economy, prepared by Regional Economic Modeling Inc. (REMI).

The REMI model projects two key economic indicators that help explain the impact of the project: employment and Economic Output, defined as total San Francisco production attributed to the project, including spending on all intermediate goods and services, compensation and profit.

TABLE 3 **Treasure Island/Yerba Buena Island Project - Construction Period Economic Impacts**

	Total During Buildout	Annual Average (2)
<u>Employment (1)</u>		
Direct Construction Jobs	13,450	750
Indirect/Induced Jobs	6,720	370
Total Employment	20,170	1,120
<u>Economic Output</u>		
Total Output (2011\$) (3)	\$3,199,400,000	\$177,744,000

Sources and Notes:

- (1) San Francisco direct and indirect employment impacts associated with new construction per Regional Economic Modeling Inc. (REMI) run, 4/20/2011, based on development cost in Table 2 and phasing in Appendix 3. Direct construction employment was estimated based on construction multiplier of 1.5 (construction jobs x 1.5 = total jobs), based on previous construction multiplier analyses conducted by the OEA. Total development costs from Appendix 3 are the input source for the REMI model.
- (2) Total during build-out divided by construction period.
- (3) Output is the amount of production, including all intermediate goods purchased as well as value added (compensation and profit) in San Francisco. REMI output inflated to 2011\$ per Consumer Price Index (CPI) increase for the San Francisco MSA, per the US Department of Labor, Bureau of Labor Statistics (BLS).

Table 3 summarizes total employment, direct construction jobs, indirect and induced jobs, and total economic output generated by the development of the project, during build-out.

As indicated, development of the project will result in significant employment opportunities, with an average of more than 1,100 direct and indirect jobs per year during build-out⁴.

⁴ The REMI Policy Insight model captures not only direct construction jobs, but also the secondary intermediate and induced jobs. Intermediate jobs are created from the manufacturing of materials required for construction. Induced jobs are a result of new employees re-spending their wages.

Construction will also contribute about \$175 million per year to San Francisco's economic output, and nearly \$3.2 billion in total during build-out of the project.

Direct employment in the construction trades is estimated to average about 750 jobs per year, providing significant employment opportunities in this sector⁵.

In addition, construction activity will contribute an average of about \$175 million per year to San Francisco's economic output, and more than \$3 billion during the build-out period, as shown in Table 3.

⁵ The annual average construction employment from the project represents nearly 3% of the 25,000 citywide construction jobs projected annually during build-out, per REMI projections.

**On-Going Impacts:
Permanent
Employment**

The 2,235 permanent employees are estimated to earn an aggregate salary of about \$134 million a year upon full build-out of the project.

The project will create the opportunity for job growth from businesses occupying the completed non-residential buildings. Table 1 presented an estimate of employment by general land use category, based on typical employment density assumptions and the land use mix previously discussed, including an allowance for stabilized vacancy. As indicated, an estimated 2,235 direct employees are projected at full build-out and occupancy.

To estimate the distribution of these workers by industry, including average wages, the OEA first selected the industries likely to occupy each type of space. The first column of Table 4 includes the industry employment assumptions for each land use category. For example the Retail land use category is assumed to be occupied by those in the retail trade (NAICS code 44-45), while the office space is assumed occupied by workers in the Professional and Business Services trade (NAICS 54). The next columns show the distribution of jobs among these industries, as well as average annual wages for these industries in San Francisco, per the U.S. Bureau of Labor Statistics⁶.

As shown, a range of employment opportunities are anticipated to be accommodated on Treasure Island, with annual pay averaging about \$60,000 per year and ranging from \$25,000 to \$100,000 per year. Upon project build-out, aggregate wages of more than \$134 million per year are projected.

⁶ It should be noted that the employment and wage estimates are based on the land use assumptions and employment densities summarized in Table 1. If the mix of non-residential uses change, the employment estimates will be impacted. Similarly, the wages presented are citywide averages, based on reasonable estimates of the types of employees occupying the space; individual wages may be higher or lower than those presented, based on the ultimate occupants of the non-residential space.

TABLE 4

**Treasure Island/Yerba Buena Island Project -
Summary of Direct Employment Distribution by
Land Use and Industry**

Land Use/ Industry	% of Jobs	# of Direct Jobs	Average Annual Wage (2)
Retail (NAICS 44-45; retail trade)	46%	1,030	\$41,000
Office (NAICS 54; prof.& bus.services)	17%	380	\$101,000
Hotel (NAICS 721; Accommodation)	9%	200	\$40,100
Parking (NAICS 8129; Parking Lot Attendants)	0%	5	\$28,300
Parks/Open Space (NAICS 712; Parks, Museums)	5%	105	\$36,200
Marina (NAICS 7139; Other Recreation)	0%	7	\$26,200
Residential (NAICS 53; Real Estate Rental)	23%	508	\$81,500
TOTAL Direct Employment /Average Wage	100%	2,235	\$60,100
Total Wages per Year (Millions \$) (at build-out) (3)			\$134.2

Sources and Notes:

- (1) This exhibit summarizes employment by industry based on the land use plan and density assumptions in Table 1. The following NAICS codes were used to determine average wages in San Francisco: Retail (NAICS 44-45, Retail Trade); Office (NAICS 54, Professional and Business Services); Hotel (NAICS 721, Accommodation); Parking (NAICS 8129, Parking Lot Attendants); Parks and Open Space (NAICS 712, Parks and Historical Sites); Marina (NAICS 7139; Other Amusement and Recreation); Property Management (NAICS 53 Real Estate Rental and Leasing).
- (2) Source: US Bureau of Labor Statistics Quarterly Census of Employment and Wages (QCEW) for average San Francisco wage as of 2008, inflated to 2011\$ by CPI.
- (3) See Appendix 4 for estimated phasing of employment and wages as the project is built-out.

Upon build-out, direct, indirect, and induced employment attributed to the project will contribute more than \$1 billion annually to San Francisco's economic output, expanding the City's total output by about 0.3%.

The impact of the project's permanent employment on San Francisco's total economic output was estimated by inputting the direct permanent employment estimates, by industry (as summarized in Appendix 4), into the REMI model. REMI calculated the indirect and induced employment (summarized in Table 5; an additional 1,400 jobs) from the project upon build-out.

Upon build-out and occupancy in 2030, direct and indirect employment will contribute about \$1.1 billion annually to the City's total economic output (2011\$), which represents an expansion of 0.28% to San Francisco's total output projected by REMI, absent the project. The annual average output during the projection period through 2050 is approximately \$900 million per year, as noted in Table 5 below.

TABLE 5

**Treasure Island/Yerba Buena Island Project -
Permanent Employment Economic Impacts**

	Total at Project Completion and Occupancy	Annual Average During Projection Period (2)
<u>Employment (1)</u>		
Direct Employment	2,235	1,770
Indirect/Induced Jobs	1,395	1,040
Total Employment	3,630	2,810
<u>Economic Output</u>		
Total Output (2011\$) (3)	\$1,092,635,000	\$915,034,000

Sources and Notes:

- (1) San Francisco direct and indirect employment impacts associated with permanent new employment per Regional Economic Modeling Inc. (REMI) run, 5/02/2011, based on direct employment and wage estimates from Table 4, and phasing assumptions in Appendix 1.
- (2) Annual average during the projection period, through 2050.
- (3) Output is the amount of production, including all intermediate goods purchased as well as value added (compensation and profit) in San Francisco. REMI output inflated to 2011\$s per Consumer Price Index (CPI) increase for the San Francisco MSA, per the US Department of Labor, Bureau of Labor Statistics (BLS).

**On-Going Impacts:
Resident Spending**

Aggregate taxable household retail spending is estimated at \$221 million per year at build-out.

The impact of new development will not be limited to the economic activity generated by its construction and permanent employment; ultimately, 8,000 new housing units will raise the city's population by approximately 19,000 people (about 2.4% of San Francisco's existing population of about 805,000) (see Table 1).

The new household population at the project will make retail purchases, supporting businesses in San Francisco, Treasure Island, and the region. Average taxable retail spending per household captured by San Francisco businesses was estimated at \$27,500 per year⁷. Thus upon build-out, residents will spend an aggregate of \$221 million per year on retail purchases, further stimulating the economy and helping to support the planned retail on Treasure Island⁸.

**On-Going Impacts:
Housing Supply**

8,000 housing units will increase the City's existing housing inventory by about 2.5% exerting moderate downward pressure on real estate rental rates and values

Below-market-rate housing slated for the project will add 2,000 units to the City's supply of affordable housing, while the project's 8,000 total housing units will increase the City's existing housing supply of 324,000 occupied-housing units by about 2.5%.

Expanding the housing supply will help satisfy some of the pent-up demand for housing in the City, exerting moderate downward pressure on real estate rental rates and values citywide.

The OEA estimates that real estate values could decline by approximately 2% once the project is built-out and the new inventory is occupied. This estimate is based on the projected increase in building inventory relative to citywide supply (2.5% expansion), and a price elasticity of demand for housing of -0.85⁹.

The effect of marginally reduced real estate occupancy costs citywide will lead to increased economic output, as the real estate cost savings are shifted to other sectors. This impact is modeled in REMI and, combined with the

⁷ Based on the weighted average household expenditures by affordability level per EPS' Fiscal Analysis of Treasure Island report dated April 2011, Table A-2. Average household spending is multiplied by the cumulative completed housing units to derive total retail spending per year.

⁸ Approximately half of the planned retail space within the project could be supported by new residents, if this retail were to capture 20% of new resident household taxable spending, assuming taxable sales of \$300 per square foot.

⁹ The price elasticity of demand measures the sensitivity of price relative to a change in supply; the elasticity estimate of -0.85 was derived from the REMI model.

one-time and on-going impacts, is presented in the bottom of Table 6 under "Average Annual Combined Impacts."

The impact of this component is summarized in the following table. As indicated, through 2050, the project's increase on the City's housing supply is projected to result in nearly 2,200 direct and indirect jobs and contribute \$1.4 billion to San Francisco's economic output per year, on average.

TABLE 6		Treasure Island/ Yerba Buena Island Project - Increased Housing Supply Economic Impacts	
<u>Employment (1)</u>		Annual Average During Projection Period (2)	
Total Employment		2,186	
<u>Economic Output</u>			
Total Output (2011\$) (3)		\$1,441,371,000	
<u>Sources and Notes:</u>			
(1) San Francisco direct and indirect employment impacts associated with increased housing inventory and its projected impact on overall real estate values, per Regional Economic Modeling Inc. (REMI) run, 5/2/2011.			
(2) Annual average through 2050.			
(3) Output is the amount of production, including all intermediate goods purchased as well as value added (compensation and profit) in San Francisco. REMI output inflated to 2011\$ per Consumer Price Index (CPI) increase for the San Francisco MSA, per the US Department of Labor, Bureau of Labor Statistics (BLS).			

Property Taxes to City Funds

Once completed, the project will add an estimated \$5 billion to the City's property tax base.

Build-out of the project will also increase the City's property tax base, as buildings are constructed and sold or rented. Upon build-out, the project will add nearly \$5 billion in assessed value to the property tax rolls, generating significant property tax revenue¹⁰.

Appendix 5 includes a summary of completed value assumptions by unit type, and an aggregate value at build-out. The estimates are based on the pro forma assumptions used to calculate the residual land values in the horizontal pro forma, and were developed by TICD, in collaboration with City staff and its consultants. The OEA has compared these value projections to other projects currently selling, as well as market data maintained by the OEA and found the estimates reasonable.

However, market conditions can change and projections of future prices and/or the timing (absorption) of completed units may vary from current projections. To test the sensitivity of pricing and timing assumptions on completed value, the OEA re-calculated the taxable base assuming both a 10% and 20% reduction in finished value, resulting in a taxable base of \$4.5 billion and \$4 billion, respectively.

As previously mentioned, the project will no longer be financed using redevelopment tax increment financing, instead relying on a combination of other public financing mechanisms, including an Infrastructure Financing District (IFD). An IFD is similar to redevelopment financing, with a few key differences, including the amount of tax increment available.

Under redevelopment financing, the incremental property taxes generated by the project would be distributed as follows: 20% passed through to existing taxing entities (including City funds), 20% reserved for affordable housing, and 60% available for project financing.

With an IFD, the tax increment is limited to the amount allocated to the City and County of San Francisco, and excludes allocations to schools, BART, and other taxing entities. Currently, approximately 64.7% of the base 1% property tax rate is allocated to City funds (including the General Fund).

The Financing Plan for the project specifies the portion of

¹⁰ Excludes value of 1,684 TIDA/TIHDA affordable housing units. Based on completed value estimates from land residual analysis in horizontal pro forma, V31, BAE's April 2011 Fiscal analysis of the project, and data on file with the OEA.

property tax increment to be allocated to the IFD which would have otherwise accrued to the various City Funds (excluding schools).

The allocation of property taxes to City Funds is currently about 65% of the base 1% tax rate; under the proposed Financing Plan, 57% of the base 1% tax rate would be allocated to IFD (with 10% used for housing, and 47% available for the issuance of IFD bonds).

This results in an allocation of about 8% remaining for City Funds (65% - 57% = 8%) while IFD bonds are outstanding. Of this 8%, the Controller determines the portion allocated to the General Fund and to other City funds.

Applying the 8% allocation to City funds to the completed taxable value of about \$5 billion results in estimated property taxes of about \$3.8 million per year upon build-out; a 20% lower completed value would result in approximately \$3.1 million per year in property taxes to the various City funds.

When the IFD formation comes before the Board of Supervisors for approval, the Controller's Office will conduct a detailed study and report its findings.

Summary conclusions

During the 40-year projection period, the combined impacts of Treasure Island's development and operations is estimated to result in an annual average of 5,200 jobs and about \$2.4 billion in economic output annually

Overall, the proposed project will generate significant one-time and on-going economic impacts to the City, including an estimated annual average of 750 construction jobs during build-out of the project, an average of 1,800 direct permanent jobs and 900 indirect jobs associated with the non-residential development, and a 2.5% increase in the City's housing supply.

During the 40-year projection period, the combined impacts of Treasure Island's construction, permanent employment, and increased housing supply is estimated to result in an annual average of 5,200 jobs and almost \$2.4 billion in economic output annually through 2050.

TABLE 7		Treasure Island/Verba Buena Island Project - Economic Impact Summary	
		Annual Average During Projection Period (2)	
One-Time Impacts (during construction)			
<u>Construction Period Impacts (1)</u>			
Construction-related Employment		750	
Indirect/Induced Employment		370	
Total Employment		1,120	
Annual Economic Output (2011\$s)			\$177,744,000
On-Going Impacts (after build-out)			
<u>Permanent Employment Impacts (3)</u>			
Direct Project Employment		1,770	
Indirect/Induced Employment		910	
Total Employment		2,680	
Annual Economic Output (2011\$s)			\$877,051,000
<u>Increased Housing Supply Impacts(4)</u>			
Total Employment		2,190	
Annual Economic Output (2011\$s)			\$1,441,371,000
Annual Average Combined Impacts (through year 2050) (5)			
Annual Average Direct and Indirect Employment		5,220	
Annual Average Economic Output (2011\$s)			\$2,359,430,000

Sources and Notes:

- (1) Annual averages during 20+/- year build-out period for construction impacts. See Table 3.
- (2) Annual averages during 20+/- year build-out period for construction impacts and through 2050 for on-going impacts.
- (3) See Table 5 and Appendix 4.
- (4) See Table 6.
- (5) Presents the combined average annual impacts through 2050 comprised of construction-period impacts, permanent employment impacts, and the impact of the increased housing supply on real estate values citywide. Totals may not add due to construction period impacts averaged only over the 20 year build-out period.

APPENDIX 1: VERTICAL COMPLETION SCHEDULE AND POPULATION AND EMPLOYMENT ESTIMATES

A. Vertical Completion Schedule (1)
Residential (housing units)

	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025	2026	2027	2028	2029	2030
Total																	
Market Rate For-Sale																	
PLAN1 (TOWNHOMES)	0	60	0	37	47	0	108	17	25	0	19	0	0	0	0	0	0
PLAN2 (YBITH)	0	85	34	94	0	0	0	0	0	0	0	0	0	0	0	0	0
PLAN3 (LOW RISE FLATS)	2,347	240	241	151	337	49	218	155	275	139	283	18	243	0	0	0	0
PLAN5 (H-TOWER)	1,372	0	0	0	232	0	348	160	0	153	169	0	310	0	0	0	0
PLAN6 (HRSE)	1,034	0	0	0	0	0	0	0	410	0	0	0	0	374	250	0	0
PLAN15 (CONDOTEL)	117	0	0	0	0	0	0	0	0	0	0	0	117	0	0	0	0
SUB-Total Market Rate For-Sale	5,398	385	275	283	616	49	675	332	710	292	471	18	670	374	250		
Inclusionary For-Sale																	
PLAN9 (INCLUSIONARY - YBITH)	11	4	2	5	0	0	0	0	0	0	0	0	0	0	0	0	0
PLAN10 (INCLUSIONARY - LOW RISE FLATS)	140	14	14	14	19	3	12	9	21	7	15	1	16	0	0	0	0
PLAN12 (INCLUSIONARY - H-TOWER)	65	0	0	0	13	0	0	11	0	0	9	4	0	0	0	0	0
SUB-Total Inclusionary For-Sale	216	18	16	14	32	3	23	20	21	16	19	1	33				
Market Rate Rental	602	0	0	66	158	107	0	108	0	0	163	0	0	0	0	0	0
Inclusionary Rental	100	0	0	12	28	19	0	19	0	0	22	0	0	0	0	0	0
TIHD/AUTHORITY Affordable	1,684	0	129	577	68	348	0	165	61	0	155	110	71	0	0	0	0
Total Housing Units (all types)	8,000	532	946	550	1,122	52	990	413	731	648	600	90	703	374	250		
Affordable Units	2,000	147	605	170	399	3	207	81	21	193	129	72	33				

Non-Residential

	Net Sq.Ft
RETAIL	
Building 1 - Adaptive Reuse	32,000
Building 2 - Adaptive Reuse	23,300
Building 3 - Adaptive Reuse	35,700
New Construction	101,600
Sub-total - Retail Uses	192,600
OFFICE	
Building 1 - Adaptive Reuse	10,000
New Construction	100,000
Sub-total - Office Uses	110,000
Hotel	
THotel	200
YBHotel	50
Sub-total - Hotel	250
Parking (spaces - structured)	1,350
Parks and Open Space (acres)	300
Marina (slips)	400
Sub-total - Other	1,950
Total Non-Residential	394,550

B. Population and Employment Estimates

	Density (2)	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025	2026	2027	2028	2029	2030
Residential Population																		
Annual Residential Population	2.33 pphh	1,240	2,205	1,282	2,614	121	2,307	963	1,702	1,509	1,398	210	1,638	871	583			
Cumulative Residential Population		1,240	3,444	4,726	7,339	7,461	9,767	10,730	12,432	13,941	15,339	15,549	17,187	18,058	18,640	18,640	18,640	18,640
Employment																		
Retail																		
Cumulative Retail Employment	300 net SF/EE	170	170	170	170	170	170	170	170	170	170	170	170	170	170	170	170	170
Office																		
Cumulative Office Employment	262 net SF/EE	380	380	380	380	380	380	380	380	380	380	380	380	380	380	380	380	380
Hotel																		
Cumulative Hotel Employment	0.80 E/room	200	200	200	200	200	200	200	200	200	200	200	200	200	200	200	200	200
Parking																		
Cumulative Parking Employment	270 spaces/EE	5	5	5	5	5	5	5	5	5	5	5	5	5	5	5	5	5
Parks/Open Space (inc. Farmland Act Park)																		
Cumulative Parks Employment	0.35 E/acre including farm, art park	105	105	105	105	105	105	105	105	105	105	105	105	105	105	105	105	105
Marina, Sailing Center, Ferry Terminal																		
Cumulative Marina Employment	1.75 E/100 slip including sailing and ferry	7	7	7	7	7	7	7	7	7	7	7	7	7	7	7	7	7
Residential Property Management																		
Cumulative Residential Employment	15 units/EE	508	508	508	508	508	508	508	508	508	508	508	508	508	508	508	508	508
CUMULATIVE EMPLOYMENT		2,235	2,235	2,235	2,235	2,235	2,235	2,235	2,235	2,235	2,235	2,235	2,235	2,235	2,235	2,235	2,235	2,235

(1) Note: Assumes 2 year delay from finished lot delivery to finished vertical development. Source: TIGD pro forma Version 31, April 2011.
 (2) Based on density assumptions in EIR, adjusted for stabilized vacancy factor; see Table 1 in report for detail.

APPENDIX 2: HORIZONTAL AND VERTICAL CONSTRUCTION COST SUMMARY

	Total	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025	2026	2027	2028
Horizontal (Infrastructure) Costs (1)																			
Direct Costs	807,295,932	2,508,886	79,461,936	91,683,922	76,004,824	86,646,408	71,258,979	60,886,142	89,824,673	68,900,896	48,177,864	25,150,639	43,932,772	37,157,483	20,283,085	8,302,905	1,920,600	151,450	844,680
Indirect Costs	191,616,083	12,116,014	6,018,468	13,757,445	13,077,413	19,225,231	16,280,787	13,353,191	15,969,857	14,665,162	12,863,589	11,519,087	11,405,638	11,190,037	8,266,128	6,010,728	3,059,390	3,004,644	828,340
Total Horizontal Costs	998,912,000	14,622,900	84,480,403	105,441,366	89,082,237	105,871,639	87,539,746	74,239,333	105,794,530	83,566,058	61,041,453	36,669,726	55,338,410	48,347,520	28,549,213	14,313,633	4,978,990	3,155,994	1,775,999
Vertical (Building) Costs (2)																			
Residential																			
Market Rate For-Sale	3,335,939,162				109,284,316	186,344,770	235,039,045	261,251,620	229,716,533	285,039,073	339,059,541	331,075,243	223,180,488	174,233,990	231,265,553	358,076,466	300,424,106	93,948,418	
Inclusionary For-Sale	125,811,601			5,166,008	9,651,837	12,869,133	13,536,654	9,561,283	11,224,412	9,279,622	11,074,811	11,831,201	7,276,440	9,871,185	10,142,846	4,346,587			
Market Rate Rental	291,970,000				16,065,625	54,259,375	64,141,250	26,947,500	26,250,625	26,250,625	26,250,625	39,627,500	39,627,500	5,335,000					
Inclusionary Rental	48,500,000				2,910,000	9,700,000	4,607,500	4,607,500	4,607,500	4,607,500	4,607,500	4,607,500	4,607,500	5,335,000					
TICD/AUTHORITY	816,740,000				31,282,500	171,205,000	156,472,500	100,890,000	84,390,000	40,012,500	54,965,000	14,792,500	37,587,500	64,262,500	43,892,500	17,217,500			
Sub-Total - Residential	4,618,960,763			145,733,625	398,177,232	468,270,693	461,206,024	354,212,616	377,194,110	434,002,268	396,942,355	377,757,500	377,757,500	61,650,000	286,029,238	393,436,911	304,770,673	93,948,418	41,250,055
Non-Residential																			
Retail	94,215,055				15,207,500														
Office	38,500,000																		
Hotel	77,062,500																		
Sub-Total - Non-Residential	209,777,555				15,207,500														
Total Vertical Construction Costs	4,828,738,318			145,733,625	401,384,732	468,270,693	461,206,024	354,212,616	377,194,110	487,914,788	394,689,655	377,757,500	377,757,500	61,650,000	286,029,238	393,436,911	304,770,673	93,948,418	41,250,055
Total Construction Cost	5,827,650,333	14,622,900	84,480,403	105,441,366	234,815,862	506,257,371	555,895,799	525,545,357	460,007,166	428,699,866	548,981,242	431,368,881	434,460,297	338,963,011	313,578,449	397,750,444	309,750,683	97,104,411	43,023,054

Note: (1) Excludes costs for land and developer profit. See Appendix 3 for infrastructure cost detail. Source: TICD pro forma, V31, April 2011.

(2) See Table 2 in the text for detailed assumptions and source notes. Cost phasing based on development program and timing in Appendix 1. The total cost is the basis for the REM model run to estimate construction period economic impacts.

APPENDIX 3: HORIZONTAL (INFRASTRUCTURE) COST DETAIL

Direct Costs

Site Development, incl. Cleanup & Ramps/Viaduct	\$226,945,000
ENVIRONMENTAL	37,100,500
GEOTECHNICAL STABILIZATION	136,981,765
DEMO: EXISTING STRUCTURE / PAVEMENT / UTS.	33,450,715
GRADING	3,682,868
EBMUB 2ND WATER LINE	142,725
TEMPORARY IMPROVEMENTS & CONSTRUCTION STAGING	1,367,400
REMOVE AND REPLACE	1,800,000
INTERIM USES	1,500,000
Viaduct Construction Subsidy	2,533,540
Ramps Payment (Connections to Bay Bridge)	8,385,799
Transportation, Plaza, Ferry Terminal & Parking Garage	\$68,527,000
Transportation, Capital	9,176,163
Transportation, Ferry Terminal and Waterfront Plaza	30,043,750
Transportation, Parking Garage	29,306,800
Infrastructure, Landscape, Police/Fire, Water Tanks	\$245,629,000
MAIN ROADWAY IMPROVEMENTS	24,140,779
DOMESTIC WATER SYSTEM IMPROVEMENTS	16,844,749
RECLAIMED WATER SYSTEM	8,275,245
SANITARY SEWER IMPROVEMENTS	28,916,487
STORM DRAIN IMPROVEMENTS	28,256,708
POWER, NATURAL GAS, COMMUNICATION - NET	20,623,328
AWSS - RECLAIMED WATER TANK & PUMP	5,123,000
WATER TANKS	13,721,000
Landscaping, Parks Open Space	85,727,656
POLICE / FIRE STATION	14,000,000
Other Direct Costs	\$266,195,000
School Facilities	5,970,261
Community Facilities	14,491,340
Historic Building 2 Grocery/Retail	25,000,000
Construction Management	21,160,219
Engineering and Other Fees	52,079,834
Contingency	123,623,138
Site Closure Oversight & Insurance	8,000,000
Fees, Bonds, Permits	15,870,164
Indirect Costs	\$191,616,000
Closing Costs	39,266,125
Residential Marketing	36,958,143
Planning And Entitlements - Pre Acq./Land	10,745,040
TDA Admin	32,750,000
Property Taxes	22,512,621
G&A	9,024,933
Project Management Fee	22,615,030
Soft Cost Contingency	17,744,191
TOTAL COSTS (excluding operating subsidies)	\$998,912,000
Direct	807,296,000
Indirect	191,616,000
Operating Cost and Other Subsidy	156,317,000
Total including operating subsidies	1,155,229,000
Operating Cost and Other Subsidy	\$156,317,000
Transportation Operating Subsidy	33,366,678
Parks and Open Space Maintenance Subsidy	17,949,943
Affordable Housing Subsidy	105,000,000
Summary of Community Benefit Costs (included in above totals)	\$301,506,000
School Facilities	5,970,261
Community Facilities	14,491,340
Historic Building 2 Grocery/Retail	25,000,000
Landscaping, Parks Open Space	85,727,656
POLICE / FIRE STATION	14,000,000
Transportation Operating Subsidy	33,366,678
Parks and Open Space Maintenance Subsidy	17,949,943
Affordable Housing Subsidy	105,000,000

Source: DDA Attachment Exhibit F "TICD Obligations from the Community Facilities Plan 4/14/2011", 3/27/2011
Housing Plan Draft, TICD Pro Forma v31 4/08/2011..

APPENDIX 4: SUMMARY OF EMPLOYMENT AND WAGE ESTIMATES

Land Use	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025	2026	2027	2028	2029	2030
Average Annual Wage																	
Retail																	
Annual Employment	-	170	-	-	-	-	-	410	-	-	-	-	-	-	450	-	-
Cumulative Employment	-	170	170	170	170	170	170	580	580	580	580	580	580	580	1,030	1,030	1,030
Aggregate Annual Wages	-	6,970,000	6,970,000	6,970,000	6,970,000	6,970,000	6,970,000	23,780,000	23,780,000	23,780,000	23,780,000	23,780,000	23,780,000	23,780,000	42,230,000	42,230,000	42,230,000
Office																	
Annual Employment	-	-	-	-	-	-	380	-	-	-	-	-	-	-	-	-	-
Cumulative Employment	-	-	-	-	-	-	380	380	380	380	380	380	380	380	380	380	380
Aggregate Annual Wages	-	-	-	-	-	-	38,380,000	38,380,000	38,380,000	38,380,000	38,380,000	38,380,000	38,380,000	38,380,000	38,380,000	38,380,000	38,380,000
Hotel																	
Annual Employment	-	-	-	-	-	-	40	-	160	-	-	-	-	-	-	-	-
Cumulative Employment	-	-	-	-	-	-	40	40	200	200	200	200	200	200	200	200	200
Aggregate Annual Wages	-	-	-	-	-	-	1,604,000	1,604,000	8,020,000	8,020,000	8,020,000	8,020,000	8,020,000	8,020,000	8,020,000	8,020,000	8,020,000
Parking																	
Annual Employment	-	-	-	-	-	-	-	-	-	5	-	-	-	-	-	-	-
Cumulative Employment	-	-	-	-	-	-	-	-	-	5	5	5	5	5	5	5	5
Aggregate Annual Wages	-	-	-	-	-	-	-	-	-	41,500	41,500	41,500	41,500	41,500	41,500	41,500	41,500
Parks and Open Space																	
Annual Employment	-	-	-	-	-	-	-	-	-	41,500	41,500	41,500	41,500	41,500	41,500	41,500	41,500
Cumulative Employment	-	-	-	-	-	-	-	-	-	41,500	41,500	41,500	41,500	41,500	41,500	41,500	41,500
Aggregate Annual Wages	-	-	-	-	-	-	-	-	-	41,500	41,500	41,500	41,500	41,500	41,500	41,500	41,500
Marina																	
Annual Employment	2	3	26	11	8	7	7	7	6	3	11	10	3	1	0	-	-
Cumulative Employment	2	6	32	43	50	57	64	71	77	80	91	101	104	105	105	105	105
Aggregate Annual Wages	84,020	207,058	1,580,030	1,545,529	1,850,110	2,075,558	2,314,305	2,557,059	2,780,496	2,894,987	3,278,535	3,648,310	3,773,981	3,799,469	3,801,000	3,801,000	3,801,000
Residential Property Management																	
Annual Employment	-	-	-	-	-	4	-	-	-	-	-	-	-	-	-	-	-
Cumulative Employment	-	-	-	-	-	4	4	4	4	4	4	4	4	4	4	4	4
Aggregate Annual Wages	-	-	-	-	-	91,700	93,400	93,400	93,400	93,400	93,400	93,400	93,400	93,400	93,400	93,400	93,400
TOTAL DIRECT EMPLOYMENT																	
Annual Employment	2	207	86	46	82	14	490	443	212	49	49	16	48	25	466	-	-
Cumulative Employment	2	210	296	342	424	437	927	1,370	1,582	1,631	1,680	1,744	1,769	1,769	2,235	2,235	2,235
Aggregate Wages (\$M)	\$0.1	\$9.9	\$15.8	\$19.0	\$25.2	\$25.8	\$71.1	\$90.3	\$100.7	\$104.3	\$107.8	\$108.6	\$112.4	\$114.4	\$134.2	\$134.2	\$134.2

Note: Based on phasing and development program in Table 1 and Appendix 1; see Table 4 for additional sources.

APPENDIX 5: SUMMARY OF COMPLETED VALUE ESTIMATES

<u>Residential</u>	# Units	Average Unit Size (net SF)	Average Price/ Net SF	Average Value/ Unit	Total Value (upon build-out)
Market Rate For-Sale					
PLAN 1 (TOWNHOMES)	314	1,700	\$550	\$935,000	293,744,900
PLAN 2 (YBI TH)	213	2,000	\$590	\$1,180,000	251,754,600
PLAN 3 (LOW RISE FLATS)	2,347	1,100	\$580	\$638,000	1,497,602,500
PLAN 5 (NH TOWER)	1,372	1,100	\$740	\$814,000	1,117,108,300
PLAN 6 (HI RISE)	1,034	1,100	\$850	\$935,000	966,579,400
PLAN 15 (CONDOTEL)	117	1,100	\$970	\$1,067,000	124,839,000
Market Rate For-Sale Total	5,398			\$788,000	4,251,628,700
Inclusionary For-Sale					
PLAN 9 (YBI TH)	11	2,000	\$150	\$300,000	3,300,000
PLAN 10 (LOW RISE FLATS)	140	1,100	\$270	\$297,000	41,580,000
PLAN 12 (NH TOWER)	65	1,100	\$220	\$242,000	15,730,000
Inclusionary For-Sale Total	216			\$281,000	60,610,000
Market Rate Rental	602	1,100	\$580	\$638,000	384,076,000
Inclusionary Rental	100	1,100	\$220	\$242,000	24,200,000
TIHDI/AUTHORITY Affordable	1,684	-		\$0	-
TOTAL - RESIDENTIAL (excludes TIHDA/Authority)					4,720,500,000
Non-Residential					
Retail		342,600	\$325		111,345,100
Office		110,000	\$400		44,000,000
Hotel		250	\$390,000		97,500,000
TOTAL - NON RESIDENTIAL					252,850,000
ESTIMATED TOTAL COMPLETED VALUE (at build-out)					4,973,350,000

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