| File No. 1 | 120900 | Committee Item No | 2 |
|------------|--------|-------------------|---|
|            |        | Board Item No     |   |

# **COMMITTEE/BOARD OF SUPERVISORS**

AGENDA PACKET CONTENTS LIST

| Committee:  | Land Use and Economic Development   | Date  | February 4, 2013                      |
|-------------|---|-------|---------------------------------------|
| Board of Su | pervisors Meeting   | Date  | · · · · · · · · · · · · · · · · · · · |
| Cmte Boai   | rd  |       |                                       |
|             | Motion Resolution Ordinance Legislative Digest Budget and Legislative Analyst Repo Youth Commission Report Introduction Form Department/Agency Cover Letter and MOU Grant Information Form Grant Budget Subcontract Budget Contract/Agreement Form 126 – Ethics Commission Award Letter Application Public Correspondence |       | port                                  |
| OTHER       | (Use back side if additional space is   | neede | d)                                    |
| <b>X</b>    | Environmental Impact Determination, dt Planning Commission Resolution No. 18  |       | /12                                   |
|             |   |       |                                       |
| Completed   |   | Febru | uary 1, 2013                          |

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Ordinance amending the Planning Code, Section 166, to authorize owners of projects with residential units to elect to provide additional parking spaces for car-share use which will not count against any parking maximums; allow the car-share spaces to be used for other permitted uses other than parking a motorized vehicle if a car-share organization chooses not to use the space; and making environmental findings, Planning Code, Section 302, findings, and findings of consistency with the General

NOTE:

[Planning Code - Car Share Parking Spaces]

Additions are <u>single-underline italics Times New Roman</u>; deletions are <u>strike through italics Times New Roman</u>. Board amendment additions are <u>double-underlined</u>; Board amendment deletions are <u>strikethrough normal</u>.

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

Plan and the Priority Policies of Planning Code, Section 101.1.

Section 1. Findings.

- (a) The Planning Department has determined that the actions contemplated in this ordinance comply with the California Environmental Quality Act (California Public Resources Code Section 21000 et seq.). Said determination is on file with the Clerk of the Board of Supervisors in File No. 120900 and is incorporated herein by reference.
- (b) Pursuant to Planning Code Section 302, this Board finds that these Planning Code amendments will serve the public necessity, convenience, and welfare for the reasons set forth in Planning Commission Resolution No. 18755 and the Board hereby incorporates such reasons herein by reference. A copy of Planning Commission Resolution No. 18755 is on file with the Clerk of the Board of Supervisors in File No. 120900.

(c) This Board finds that these Planning Code amendments are consistent with the General Plan and with the Priority Policies of Planning Code Section 101.1 for the reasons set forth in Planning Commission Resolution No. 18755 and the Board hereby incorporates such reasons herein by reference.

Section 2. The San Francisco Planning Code is hereby amended by amending Section 166, to read as follows:

- (a) **Findings.** The Board hereby finds and declares as follows: One of the challenges posed by new development is the increased number of privately-owned automobiles it brings to San Francisco's congested neighborhoods. Growth in the number of privately-owned automobiles increases demands on the City's limited parking supply and often contributes to increased traffic congestion, transit delays, pollution and noise. Car-sharing can mitigate the negative impacts of new development by reducing the rate of individual car-ownership per household, the average number of vehicle miles driven per household and the total amount of automobile-generated pollution per household. Accordingly, car-sharing services should be supported through the Planning Code when a car-sharing organization can demonstrate that it reduces: (i) the number of individually-owned automobiles per household; (ii) vehicle miles traveled per household; and (iii) vehicle emissions generated per household.
  - (b) **Definitions.** For purposes of this Code, the following definitions shall apply:
- (1) A "car-share service" is a mobility enhancement service that provides an integrated citywide network of neighborhood-based motor vehicles available only to members by reservation on an hourly basis, or in smaller intervals, and at variable rates. Car-sharing is designed to complement existing transit and bicycle transportation systems by providing a practical alternative to private motor vehicle ownership, with the goal of reducing over-dependency on individually owned motor vehicles. Car-share vehicles must be located at

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unstaffed, self-service locations (other than any incidental garage valet service), and generally be available for pick-up by members 24 hours per day. A car-share service shall provide automobile insurance for its members when using car-share vehicles and shall assume responsibility for maintaining car-share vehicles.

(2) A "certified car-share organization" is any public or private entity that provides a membership-based car-share service to the public and manages, maintains and insures motor vehicles for shared use by individual and group members. To qualify as a certified car-share organization, a car-share organization shall submit a written report prepared by an independent third party academic institution or transportation consulting firm that clearly demonstrates, based on a statistically significant analysis of quantitative data, that such car-sharing service has achieved two or more of the following environmental performance goals in any market where they have operated for at least two years: (i) (A) lower household automobile ownership among members than the market area's general population; (ii) (B) lower annual vehicle miles traveled per member household than the market area's general population; (iii) (C) lower annual vehicle emissions per member household than the market area's general population; and (iv) (D) higher rates of transit usage, walking, bicycling and other non-automobile modes of transportation usage for commute trips among members than the market area's general population. This report shall be called a Car-sharing Certification Study and shall be reviewed by Planning Department staff for accuracy and made available to the public upon request. The Zoning Administrator shall only approve certification of a car-share organization if the Planning Department concludes that the Certification Study is technically accurate and clearly demonstrates that the car-share organization has achieved two or more of the above environmental performance goals during a two-year period of operation. The Zoning Administrator shall establish specific quantifiable

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performance thresholds, as appropriate, for each of the three environmental performance goals set forth in this subsection.

- (3) The Planning Department shall maintain a list of certified car-share organizations that the Zoning Administrator has determined satisfy the minimum environmental performance criteria set forth in subsection 166(b)(2) above. Any car-share organization seeking to benefit from any of the provisions of this Code must be listed as a certified car-share organization.
- (4) An "off-street car-share parking space" is any parking space generally complying with the standards set forth for the district in which it is located and dedicated for current or future use by any car-share organization through a deed restriction, condition of approval or license agreement. Such deed restriction, condition of approval or license agreement must grant priority use to any certified car-share organization that can make use of the space, although such spaces may be occupied by other vehicles so long as no certified car-share organization can make use of the dedicated car-share spaces. Any off-street carshare parking space provided under this Section must be provided as an independently accessible parking space. In new parking facilities that do not provide any independently accessible spaces other than those spaces required for disabled parking, off-street car-share parking may be provided on vehicle lifts so long as the parking space is easily accessible on a self-service basis 24 hours per day to members of the certified car-share organization. Property owners may enact reasonable security measures to ensure such 24-hour access does not jeopardize the safety and security of the larger parking facility where the car-share parking space is located so long as such security measures do not prevent practical and ready access to the off-street car-share parking spaces.
- (5) A "car-share vehicle" is a vehicle provided by a certified car-share organization for the purpose of providing a car-share-service.

- (6) A "property owner" refers to the owner of a property at the time of project approval and its successors and assigns.
- (c) <u>Generally Permitted.</u> Car-share spaces shall be generally permitted in the same manner as residential accessory parking. Any residential or commercial parking space may be voluntarily converted to a car-share space.

# (d) Requirements for Provision of Car-Share Parking Spaces.

(1) <u>Amount of Required Spaces.</u> In newly constructed buildings containing residential uses or existing buildings being converted to residential uses, if parking is provided, car-share parking spaces shall be provided in the amount specified in Table 166. In newly constructed buildings containing parking for non-residential uses, including non-accessory parking in a garage or lot, car-share parking spaces shall be provided in the amount specified in Table 166.

Table 166
REQUIRED CAR-SHARE PARKING SPACES

| Number of<br>Residential Units   | Number of Required<br>Car-Share<br>Parking Spaces |  |  |
|--|---|--|--|
| 0 - 49   | 0   |  |  |
| 50 - 200   | 1   |  |  |
| 201 or more  | 2, plus 1 for every 200 dwelling units over 200   |  |  |
| Number of Parking Spaces Provided for<br>Non-Residential Uses or in a Non-<br>Accessory Parking Facility | Number of Required Car-Share Parking Spaces       |  |  |
| 0 - 24   | 0   |  |  |
| 25 - 49  | 1   |  |  |
| 50 or more   | 1, plus 1 for every 50 parking spaces over 50     |  |  |

- (2) <u>Availability of Car-Share Spaces</u>. The required car-share spaces shall be made available, at no cost, to a certified car-share organization for purposes of providing car-share services for its car-share service subscribers. At the election of the property owner, the car-share spaces may be provided (i) (A) on the building site, (ii) or (B) on another off-street site within 800 feet of the building site.
- (3) **Off-Street Spaces.** If the car-share space or spaces are located on the building site or another off-street site:
- (A) The parking areas of the building shall be designed in a manner that will make the car-share parking spaces accessible to non-resident subscribers from outside the building as well as building residents;
- (B) Prior to Planning Department approval of the first building or site permit for a building subject to the car-share requirement, a Notice of Special Restriction on the property shall be recorded indicating the nature of requirements of this Section and identifying the minimum number and location of the required car-share parking spaces. The form of the notice and the location or locations of the car-share parking spaces shall be approved by the Planning Department;
- (C) All required car-share parking spaces shall be constructed and provided at no cost concurrently with the construction and sale of units; and
- (D) if it is demonstrated to the satisfaction of the Planning Department that no certified car-share organization can make use of the dedicated car-share parking spaces, the spaces may be occupied by non-car-share vehicles; provided, however, that upon ninety (90) days of advance written notice to the property owner from a certified car-sharing organization, the property owner shall terminate any non car-sharing leases for such spaces and shall make the spaces available to the car-share organization for its use of such spaces.

- (e) <u>Substitution for Required Parking.</u> Provision of a required car-share parking space shall satisfy or may substitute for any required residential parking; however, such space shall not be counted against the maximum number of parking spaces allowed by this Code as a principal use, an accessory use, or a conditional use.
- (f) <u>List of Car-Share Projects.</u> The Planning Department shall maintain a publicly-accessible list, updated quarterly, of all projects approved with required off-street car-share parking spaces. The list shall contain the Assessor's Block and Lot number, address, number of required off-street car-share parking spaces, project sponsor or property owner contact information and other pertinent information as determined by the Zoning Administrator.

# (g) Optional Car-Share Spaces.

(1) Amount of Optional Spaces. In addition to any permitted or required parking that may apply to the project, the property owner may elect to provide additional car-share parking spaces in the maximum amount specified in Table 166A; provided, however, that the optional car-share parking spaces authorized by this subsection (g) are not permitted for a project that receives a Conditional Use authorization to increase parking.

# <u>Table 166A</u> <u>OPTIONAL CAR-SHARE PARKING SPACES</u>

| Number of Residential Units                       | Maximum Number of Optional Car-Share Parking Spaces |
|---|---|
| <u>10 - 24</u>                                    | 2   |
| <u>25 - 49</u>                                    | <u>3</u>  |
| 50 or more  | <u>5</u>  |
| Amount of Square Footage for Non-Residential Uses | Maximum Number of Optional Car-Share Parking Spaces |
| <u>5,000 – 9,999 sq. ft.</u>                      | 2   |

shall meet the Department's design specifications and shall include the name and contact information

of a person to call for enforcement of this requirement and such other information as the Department

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requires. An informational plaque shall also be placed on the outside of the building location, which shall meet the design, location and information requirements established by the Department.

(3) Existing Car-Share Spaces Located on Gas Stations Sites and Surface Parking Lots. If the number of car-share spaces located on a gas station, surface parking lot, or other similar site for at least one year exceeds the total number of required and/or optional car-share parking spaces as provided for under Table 166 and Table 166A, the developer may retain those car-share spaces if the site is redeveloped without reducing the permitted levels of private parking; provided, however, that a property owner cannot seek additional optional car-share parking spaces per Table 166A.

Section 3. Effective Date. This ordinance shall become effective 30 days from the date of passage.

Section 4. This section is uncodified. In enacting this Ordinance, the Board intends to amend only those words, phrases, paragraphs, subsections, sections, articles, numbers, punctuation, charts, diagrams, or any other constituent part of the Planning Code that are explicitly shown in this legislation as additions, deletions, Board amendment additions, and Board amendment deletions in accordance with the "Note" that appears under the official title of the legislation.

APPROYED AS TO FORM: DENNI\$ J. HERRERA, City Attorney

By:

Deputy City Attorney

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Supervisor Wiener **BOARD OF SUPERVISORS** 

## REVISED LEGISLATIVE DIGEST

(1/8/2013, Substituted)

[Planning Code - Car Share Parking Spaces]

Ordinance amending the Planning Code, Section 166, to authorize owners of projects with residential units to elect to provide additional parking spaces for car-share use which will not count against any parking maximums; allow the car-share spaces to be used for other permitted uses other than parking a motorized vehicle if a car-share organization chooses not to use the space; and making environmental findings, Planning Code, Section 302, findings, and findings of consistency with the General Plan and the Priority Policies of Planning Code, Section 101.1.

## **Existing Law**

Planning Code Section 166 establishes requirements for car-share parking spaces.

## Amendments to Current Law

Section 166 is amended to allow a "property owner," defined as the owner of a property at the time of project approval and its successors and assigns, to elect to provide up to two carshare spaces for a project with 10 to 24 residential units, up to three car-share spaces for a project with 50 residential units or more. For non-residential uses, the property owner may elect to provide up to two car-share spaces for a use that is 5,000 to 9,999 square feet, up to three car-share spaces for a use that is 10,000 to 19,999 square feet, and up to five car-share spaces for a use that is 20,000 or more square feet. These car-share spaces shall not be counted against the maximum number of parking spaces required or permitted by the Planning Code.

Any optional car-share spaces will be subject to the provisions of Section 166, must be deed-restricted and dedicated for car sharing, and must be offered and maintained in perpetuity. Use of the car-share vehicles is not limited to residents of the building. If an additional car-share space is built and a certified car-share organization chooses not to place vehicles in that space, the space may be used for other permitted uses but not for parking of a motorized vehicle, as long as the space is made available to the car-share organization upon 90 days' notice that it is needed. Informational signage is required to be placed on the outside of the building and at the parking space.

#### **Background Information**

The intent of this legislation is to further the goals of Section 166 by creating an incentive for smaller projects to provide car-share spaces voluntarily.



City Hall Dr. Carlton B. Goodlett Place, Room 244 San Francisco 94102-4689 Tel. No. 554-5184 Fax No. 554-5163 TDD/TTY No. 554-5227

September 18, 2012

File No. 120900

Bill Wycko **Environmental Review Officer** Planning Department 1650 Mission Street, 4th Floor San Francisco, CA 94103

Dear Mr. Wycko:

On September 11, 2012, Supervisor Wiener introduced the following proposed legislation:

File No. 120900

Ordinance amending the San Francisco Planning Code Section 166 to: 1) authorize owners of projects with residential units to elect to provide additional parking spaces for car-share use which will not count against any parking maximums; 2) allow the car-share spaces to be used for other permitted uses other than parking a motorized vehicle if a car-share organization chooses not to use the space; and 3) making environmental findings, Planning Code Section 302 findings, and findings of consistency with the General Plan and the Priority Policies of Planning Code Section 101.1.

This legislation is being transmitted to you for environmental review, pursuant to Planning Code Section 306.7(c).

Angela Calvillo, Clerk of the Board

By: Alisa Miller, Committee Clerk

Land Use & Economic Development Committee

Attachment

C: Monica Pereira, Environmental Planning Joy Navarrete, Environmental Planning

Non-physical exemption CEDA Surjus 15060(=)(2) Aprèse 9/20/12 Joyntovarrete

December 11, 2012

Ms. Angela Calvillo, Clerk Supervisor Scott Wiener Board of Supervisors City and County of San Francisco City Hall, Room 244 1 Dr. Carlton B. Goodlett Place San Francisco, CA 94102 1650 Mission St. Suite 400 San Francisco CA 94103-2479

Reception: 415.558.6378

Fax: 415.558.6409

Planning Information: 415.558.6377

Re: Transmittal of Board File No. 120900; Planning Case No. 2012.1314 T

Car Share Space Legislation

Planning Commission Recommendation: Approval with modifications

Dear Ms. Calvillo and Supervisor Wiener;

On December 6, 2012, the San Francisco Planning Commission (hereinafter "Commission") conducted a duly noticed public hearing at a regularly scheduled meeting to consider the proposed Ordinance, introduced by Supervisor Wiener.

The proposed Ordinance would amend San Francisco Planning Code Section 166 to: 1) authorize owners of projects with residential units to elect to provide additional parking spaces for car-share use which will not count against any parking maximums; and 2) allow the car-share spaces to be used for other permitted uses other than parking a motorized vehicle if a car-share organization chooses not to use the space.

The proposal to amend Planning Code Section 166 would result in no physical impact on the environment. The proposed amendment is exempt from environmental review under Section 15060(c)(2) of the CEQA Guidelines.

At the December 6<sup>th</sup> hearing, the Commission adopted Resolution Number 18755 with a recommendation of approval with modifications to the Board of Supervisors for the proposed ordinance.

Specifically, the Commission recommended that the Board of Supervisors modify Supervisor Wiener's proposed Ordinance [Board File No. 120900] by incorporating the changes proposed by the Planning Commission, which are as follows:

- 1. Modify the Ordinance so that soft site car-share spaces that have been in place for a year or more can be retained at the request of the property owner in new development without reducing the permitted levels of private parking.
- 2. Change the proposed maximums for voluntary car-share spaces as follow:
  - 10 units to 24 units 2 car-share spaces
  - 25 units to 49 units 3 car-share spaces
  - Greater than 50 units 5 car-share spaces
- 3. Add the following maximums for voluntary car-share spaces for commercial buildings:
  - 5,000 9,999 sq. ft. of commercial space 2 car-share spaces

- 10,000 19,999 sq. ft. of commercial space 3 car-share spaces
- 20,000 sq. ft. or more of commercial space 5 car-share spaces
- 4. Require signage above or next to each additional car-share parking space indicating that the parking space is for car-share parking and cannot be used for private automobile parking. The sign should also include the number someone can call for enforcement.
- 5. Consider legislation that would allow MTA to enforce parking on private property or provide the Planning Department with more enforcement and citation power to better monitor these spaces.
- 6. Amend the legislation to state that any optional car-share spots covered by this Ordinance shall only be allowed for projects that do not seek a Conditional Use to increased parking.

The Department recommends that the legislative sponsors advise the City Attorney at your earliest convenience if you wish to incorporate any changes recommended by the Commission. This electronic copy is our transmittal to the Board of Supervisors. Per instructions by the Clerk of the Board, no hard copies will be provided; however hardcopies will be provided upon request. Attached are documents relating to the Commission's action. If you have any questions or require further information please do not hesitate to contact me.

Sincerelly

AnMarie Rodgers

Manager of Legislative Affairs

cc:

Alisa Miller, Assistant Clerk Andres Power, Aide to Supervisor Wiener Judith A. Boyajian, Deputy City Attorney

Attachments [one copy of each of the following]
Planning Commission Resolution Number 18755
Planning Commission Executive Summary

# Planning Commission Resolution No. 18755

**HEARING DATE DECEMBER 6, 2012** 

1650 Mission St. Suite 400 San Francisco, CA 94103-2479

Reception: 415.558.6378

Fax:

415.558.6409

Planning Information: 415.558.6377

Project Name:

Amendments relating to Car-share Parking Space Controls

Case Number:

2012.1314 <u>T</u> [Board File No. 12-0900]

Initiated by:

Supervisor Wiener/Introduced September 11, 2012

Staff Contact:

Aaron Starr, Legislative Affairs

Aaron.starr@sfgov.org, 415-558-6362

Reviewed by:

AnMarie Rodgers, Manager Legislative Affairs

anmarie.rodgers@sfgov.org, 415-558-6395

RECOMMENDING THAT THE BOARD OF SUPERVISORS ADOPT WITH MODIFICATIONS A PROPOSED ORDINANCE THAT WOULD AMEND THE SAN FRANCISCO PLANNING CODE BY AMENDING SECTION 166 TO 1) AUTHORIZE OWNERS OF PROJECTS WITH RESIDENTIAL UNITS TO ELECT TO PROVIDE ADDITIONAL PARKING SPACES FOR CAR-SHARE USE WHICH WILL NOT COUNT AGAINST ANY PARKING MAXIMUMS; 2) ALLOW THE CAR-SHARE SPACES TO BE USED FOR OTHER PERMITTED USES OTHER THAN PARKING A MOTORIZED VEHICLE IF A CAR-SHARE ORGANIZATION CHOOSES NOT TO USE THE SPACE; AND 3) MAKING ENVIRONMENTAL FINDINGS, PLANNING CODE SECTION 302 FINDINGS, AND FINDINGS OF CONSISTENCY WITH THE GENERAL PLAN AND THE PRIORITY POLICIES OF PLANNING CODE SECTION 101.1.

WHEREAS, on September 11, 2012, Supervisors Wiener introduced a proposed Ordinance under Board of Supervisors (hereinafter "Board") File Number 12-0900, which would amend the San Francisco Planning Code Section 166 to: 1) authorize owners of projects with residential units to elect to provide additional parking spaces for car-share use which will not count against any parking maximums; 2) allow the car-share spaces to be used for other permitted uses other than parking a motorized vehicle if a car-share organization chooses not to use the space; and 3) making environmental findings, Planning Code Section 302 findings, and findings of consistency with the General Plan and the Priority Policies of Planning Code Section 101.1.

WHEREAS, The Planning Commission (hereinafter "Commission") conducted a duly noticed public hearing at a regularly scheduled meeting to consider the proposed Ordinance on December 6, 2012; and,

WHEREAS, the proposed Ordinance has been determined to be categorically exempt from environmental review under the California Environmental Quality Act Section 15060(c); and

WHEREAS, the Planning Commission has heard and considered the testimony presented to it at the public hearing and has further considered written materials and oral testimony presented on behalf of Department staff and other interested parties; and

WHEREAS, all pertinent documents may be found in the files of the Department, as the custodian of records, at 1650 Mission Street, Suite 400, San Francisco; and

WHEREAS, the Planning Commission has reviewed the proposed Ordinance; and

MOVED, that the Planning Commission hereby recommends that the Board of Supervisors **approve with modifications** the proposed ordinance. Specifically, the Commission recommends the following modifications:

- 1. Modify the ordinance so that soft site car-share spaces that have been in place for a year or more can be retained at the request of the property owner in new development without reducing the permitted levels of private parking.
- 2. Change the proposed maximums for voluntary car-share spaces as follow:
  - 10 units to 24 units 2 car-share spaces
  - 25 units to 49 units 3 car-share spaces
  - Greater than 50 units 5 car-share spaces
- 3. Add the following maximums for voluntary car-share spaces for commercial buildings:
  - 5,000 9,999 sq. ft. of commercial space 2 car-share spaces
  - 10,000 19,999 sq. ft. of commercial space 3 car-share spaces
  - 20,000 sq. ft. or more of commercial space 5 car-share spaces
- 4. Require signage above or next to each additional car-share parking space indicating that the parking space is for car-share parking and cannot be used for private automobile parking. The sign should also include the number someone can call for enforcement.
- 5. Consider legislation that would allow MTA to enforce parking on private property or provide the Planning Department with more enforcement and citation power to better monitor these spaces.
- 6. Amend the legislation to state that any optional car-share spots covered under this Ordinance shall only be allowed for projects that do not seek a Conditional Use to increased parking.

#### **FINDINGS**

Having reviewed the materials identified in the preamble above, and having heard all testimony and arguments, this Commission finds, concludes, and determines as follows:

- The Commission finds that this Ordinance is consistent with the General Plan and the City's transit first policy; car-share spaces have been shown to reduce the number of private automobiles and the total number of miles driven, and they allow residents to primarily rely on alternative modes of transportation by providing convenient access to cars when needed.
- The Commission finds that this Ordinance should be amended so that proposed developments can keep the existing number of voluntary car-share spaces if requested by the project sponsor to help preserve an existing transit amenity for nearby residents.
- 3. As drafted, the Ordinance would allow small projects with little or no parking to have up to 5 car-share spaces. The Commission finds this excessive given that smaller projects might not have any parking to begin with and most of these smaller projects wouldn't have garage space to

accommodate publicly accessible car-share spaces. Instead, the Commission is proposing a different scale that reduces the allowable number of additional car-share spaces for each tier and starts this allowance at 10 dwelling units.

- 4. The Commission finds that it's appropriate to include commercial development in this legislation. Car-share companies market their services to businesses as a low cost alternative to having company cars or fleets. In commercial buildings having ample car-share spaces available would be a significant benefit to businesses and their employees while still advancing the City's transit first policy.
- 5. The Commission finds that it will be difficult to ensure that the additional car-share spaces are not used for private automobiles through the Planning Department's enforcement powers. Clear signage is one mechanism that can reduce the likelihood of improper use; the other would be allowing SFMTA to enforce Planning Code parking controls.

The Commission finds that additional car-share spaces would be an added amenity for development projects and should only be permitted for projects that do not seek more parking than allowed as of right.

1. **General Plan Compliance.** The proposed Ordinance and the Commission's recommended modifications are consistent with the following Objectives and Policies of the General Plan:

## II. TRANSPORTATION ELEMENT

#### **OBJECTIVE 1**

MEET THE NEEDS OF ALL RESIDENTS AND VISITORS FOR SAFE, CONVENIENT AND INEXPENSIVE TRAVEL WITHIN SAN FRANCISCO AND BETWEEN THE CITY AND OTHER PARTS OF THE REGION WHILE MAINTAINING THE HIGH QUALITY LIVING ENVIRONMENT OF THE BAY AREA.

#### Policy 1.3

Give priority to public transit and other alternatives to the private automobile as the means of meeting San Francisco's transportation needs, particularly those of commuters.

As amended, the proposed Ordinance would meet San Francisco's transit needs by giving more priority to car-share services, which is an alternative to the private automobile.

#### Policy 1.6

Ensure choices among modes of travel and accommodate each mode when and where it is most appropriate.

As amended, the proposed Ordinance would provide greater choices for residents and workers to meet their transportation needs, and would accommodate car share services where they are most appropriate.

#### **OBJECTIVE 11**

ESTABLISH PUBLIC TRANSIT AS THE PRIMARY MODE OF TRANSPORTATION IN SAN

FRANCISCO AND AS A MEANS THROUGH WHICH TO GUIDE FUTURE DEVELOPMENT AND IMPROVE REGIONAL MOBILITY AND AIR QUALITY.

Car-share spaces have been shown to reduce the number of private automobiles and the total number of miles driven, and they allow residents to primarily rely on alternative modes of transportation by providing convenient access to cars when needed.

- 8. Planning Code Section 101 Findings. The proposed amendments to the Planning Code are consistent with the eight Priority Policies set forth in Section 101.1(b) of the Planning Code in that:
  - 1. That existing neighborhood-serving retail uses be preserved and enhanced and future opportunities for resident employment in and ownership of such businesses enhanced;
    - As amended, the proposed Ordinance would allow existing car-share uses that currently serve nearby residents to remain.
  - 2. That existing housing and neighborhood character be conserved and protected in order to preserve the cultural and economic diversity of our neighborhoods;
    - The proposed Ordinance would have no adverse effect on existing housing or neighborhood character.
  - 3. That the City's supply of affordable housing be preserved and enhanced;
    - The proposed Ordinance would have no adverse effect on the City's supply of affordable housing.
  - 4. That commuter traffic not impede MUNI transit service or overburden our streets or neighborhood parking;
    - As amended, the proposed Ordinance would help reduce commuter traffic from private automobiles, which will help insure that MUNI traffic is not impeded and will help reduce the burden on City streets.
  - 5. That a diverse economic base be maintained by protecting our industrial and service sectors from displacement due to commercial office development, and that future opportunities for resident employment and ownership in these sectors be enhanced;
    - The proposed Ordinance would not cause displacement of the industrial or service sectors due to office development, and future opportunities for resident employment or ownership in these sectors would not be impaired.
  - 6. That the City achieve the greatest possible preparedness to protect against injury and loss of life in an earthquake;
    - The proposed Ordinance will have no adverse impact on the City's preparedness to protect against injury and loss of life in an earthquake.

7. That the landmarks and historic buildings be preserved;

Landmarks and historic buildings would not be negatively impacted by the proposed Ordinance.

8. That our parks and open space and their access to sunlight and vistas be protected from development;

The City's parks and open space and their access to sunlight and vistas would be unaffected by the proposed Ordinance.

**8. Planning Code Section 302 Findings.** The Planning Commission finds from the facts presented that the public necessity, convenience and general welfare require the proposed amendments to the Planning Code as set forth in Section 302.

NOW THEREFORE BE IT RESOLVED that the Commission hereby recommends that the Board ADOPT the proposed Ordinance as described in this Resolution and in the proposed Ordinance with the modification outlined above.

I hereby certify that the foregoing Resolution was adopted by the Commission at its meeting on December 6, 2012.

Jonas P. Ionin Commission Secretary

AYES:

Commissioners Antonini, Borden, Fong, Hillis, Moore, Sugaya and Wu

NOES:

none

ABSENT:

none

ADOPTED:

December 6, 2012



# **Executive Summary Planning Code Text Change**

**HEARING DATE: DECEMBER 6, 2012** 

1650 Mission St. Suite 400 San Francisco. CA 94103-2479

Reception: 415.558.6378

Project Name:

Amendments relating to Car-share Parking Space Controls

Case Number:

2012.1314 <u>T</u> [Board File No. 12-0900]

415.558.6409

Initiated by:

Supervisor Wiener/Introduced September 11, 2012

Staff Contact:

Aaron Starr, Legislative Affairs

Planning

Aaron.starr@sfgov.org, 415-558-6362

415.558.6377

Reviewed by:

AnMarie Rodgers, Manager Legislative Affairs

anmarie.rodgers@sfgov.org, 415-558-6395

Recommendation:

**Recommend Approval with Modifications** 

#### PLANNING CODE AMENDMENT

The proposed Ordinance would amend the San Francisco Planning Code Section 166 to: 1) authorize owners of projects with residential units to elect to provide additional parking spaces for car-share use which will not count against any parking maximums; 2) allow the car-share spaces to be used for other permitted uses other than parking a motorized vehicle if a car-share organization chooses not to use the space; and 3) making environmental findings, Planning Code Section 302 findings, and findings of consistency with the General Plan and the Priority Policies of Planning Code Section 101.1.

#### The Way It Is Now:

Required car-share parking spaces can satisfy or may substitute for any required residential parking; however, such space shall not be counted against the maximum number of parking spaces allowed by the Planning Code as a principal use, an accessory use, or a conditional use.

Voluntarily adding car-share spaces above what is required in addition to maxing out your allowable parking for private automobiles is not permitted by the Planning Code.

#### The Way It Would Be:

The proposed Ordinance would allow a project with 49 residential units or less to add up to 5 car-share spaces and a project with 50 or more residential units to add up to 8 car-share spaces, without those spaces being counted against the maximum number of parking spaces allowed by the Code as a principal use, an accessory use, or a conditional use.

These additional care share spaces would be subject to the following criteria:

(1) They shall meet the provisions of this Section 166<sup>1</sup>.

<sup>&</sup>lt;sup>1</sup> Section 166 outlines the rules that govern car sharing spaces. This section is reprinted in the proposed Ordinance.

- (2) The car-share parking spaces shall be deed-restricted and dedicated for car sharing, and must be offered and maintained in perpetuity.
- (3) At project entitlement, the property owner must submit a letter of intent from a certified carshare organization that articulates the car-share organization's intent to occupy the requested carshare spaces under this Subsection (g).
- (4) Use of the car-share vehicles shall not be limited to residents of the building.
- (5) If an additional car-share space is built, and a certified car-share organization chooses not to place vehicles in that space, the owner of the project may not sell, rent, or otherwise earn fees on the space but may use it for (i) bicycle parking, or (ii) permitted storage and other permitted uses but not for parking of any motorized vehicle; provided, however, that upon ninety (90) days of advance written notice to the property owner from a certified car-sharing organization, the property owner shall terminate any non car-sharing use for such space and shall make the space available to the car-share organization for its use of such space.

#### **ISSUES AND CONSIDERATIONS**

Car-sharing began in the United States just over 12 years ago<sup>2</sup>. In San Francisco, City Car-Share began in 2001 and the Planning Commission instituted car-share requirements as part of project "Conditions of Approval" as early as June 2002<sup>3</sup>. Shortly thereafter, the Commission codified uniform requirements in the Planning Code with the 2005 adoption of the Rincon Hill Plan. As an early adopter of car-share, the City is still learning about how to best implement car-share and about how car-share relates to other policy goals.

#### Recent Changes to the City's Car Share Program

In 2010, the Commission passed Resolution 18106 outlining the Commission's policy for requiring more car share spaces than required by the Planning Code when granting entitlements for a project. The Motion stated that where transportation impacts of the specified project combined with the project location warrant additional mitigations, the Planning Commission may require additional car-share at the amounts reflected in the following table:

| Residential Units           |   |  |  |  |
|-----------------------------|---|--|--|--|
| Number of Residential Units | Number of Required Car-<br>share spaces   | Guidelines for Commission-<br>Imposed Additional Car-share<br>Spaces When Certain Findings<br>are Made |  |  |
| 0-49                        | None                                      | 1  |  |  |
| 50-200                      | 1   | 2  |  |  |
| 201 or more                 | 2, plus 1 for every 200 units<br>over 200 | 3, plus 2 for every 200 units over 200   |  |  |

<sup>&</sup>lt;sup>2</sup> Balish, Chris. How to Live Well Without Owning a Car, Ten Speed Press, pg 161, 2006.

<sup>&</sup>lt;sup>3</sup> On June 20, 2002 the Planning Commission adopted Motion No. 16443 for the project at 724 Van Ness Avenue/650 Turk noting, "The Project Sponsor has offered two parking spaces to City CarShare in order to provide for shared car use by Project residents as well as the general public."

Executive Summary Hearing Date: December 6, 2012

| Non-Residential Uses  |   |  |
|---|---|--|
| Number of Parking Spaces  (Non-Residential Uses or in a Non-Accessory Parking Facility) | Number of Required Car-<br>share spaces | Guidelines for Commission-<br>Imposed Additional Car-share<br>Spaces When Certain Findings<br>are Made |
| 0-24  | None                                    | . 1  |
| 25-49   | 1                                       | 2  |
| 50 or more  | 1, plus 1 for every 50 spaces over 50   | 2, plus 1 for every 40 spaces  |

When the Commission passed these guidelines they were concerned that requiring excessive car share spaces or requiring soft sites to maintain their existing car share spaces would discourage the development of needed housing, especially low-income housing. Further, property owners described an increasing hesitance to voluntarily provide car-share parking on underutilized lots due to a perception that such use may be indefinitely required in the future. The majority of car-share parking spaces in San Francisco are currently provided voluntarily, outside of requirements of Planning Code Section 166 and Planning Commission Conditions of Approval. By passing these guidelines, the Commission recognized that voluntary car-share parking spaces are a valuable component to the success of San Francisco's overall car-sharing program.

#### **Benefits of Car-share Programs**

While car sharing is not cost-effective for people who need a vehicle on a daily basis, it can provide significant financial savings (in lieu of auto ownership) to those who need a car on a less frequent basis. The availability of the service also reduces the total number of private automobiles and the total number of miles driven. According to a study that evaluated changes in travel demand data prior to and after the launch of the City CarShare Program in San Francisco, within two years, nearly 30% of members substituted their personal vehicles for City CarShare vehicles and over two-thirds deferred the purchase of a second car<sup>4</sup> A 2006 Survey done for CommunAuto, a Quebec car-sharing organization, found that each shared vehicle replaces eight individually owned ones, leads to an 1,800-mile reduction in distance driven per year per member, and resulted in up to a 44 percent reduction in fuel consumption.<sup>5</sup>

It's also important to remember that car-share services are just one part of a successful transit first policy and that they are intended to provide convenient access to a car when other more efficient forms of transit are not practical. Not having a limit on the number to car share spaces that are allowed in any one development, or allowing too many car share spaces in one location could increase vehicular traffic in a neighborhood and overburden city streets.

#### **Enforcement**

The Department has a complaint driven enforcement process where we rely on the public to let us know if a property is out of compliance with the Planning Code or specific conditional of approval. Because

<sup>4</sup> http://escholarship.org/uc/item/4f39b7b4#page-4

<sup>&</sup>lt;sup>5</sup> http://www.toronto.ca/zoning/pdf/car\_share\_2009-04-02.pdf

Executive Summary Hearing Date: December 6, 2012

these spaces could potential be used for private automobile parking, there is little incentive for someone to report that a required car-share space is not being used as intended. Further, these spaces are often located within a garage out of view from the public right-of-way. The Department's enforcement team does not have citation authority, making it difficult to enforce parking related violations of the Planning Code. The San Francisco Metropolitan Transportation Authority (SFMTA) does have citation power, but they cannot enforce parking regulation on private property under the City's existing laws.

#### **Existing Pods on Soft Sites**

Many car-share pods (groupings of car-share spaces) are located on "soft sites," such as gas stations and surface parking lots. When these sites are developed most of the existing car-share spaces are lost, which negatively affects nearby residents who have come to rely on those spaces for their transportation needs. The gas stations along Market Street that have recently redeveloped or are in the process of being redeveloped are a prime example of this situation.

#### Market Supply and Demand

The Planning Department doesn't have a strong sense of the current market demand for car-share spaces in San Francisco. The car-share industry hasn't approached the Department seeking greater car-share requirements in the Planning Code. As drafted, the Ordinance requires that property owners submit a letter of intent from a certified car-share organization that articulates the car-share organization's intent to occupy the requested car-share spaces; however, because there is no disincentive for car-share companies to sign a letter of intent, this does not necessarily indicate that there is a demand for those spaces. Also, the SFMTA is working on a program to allow car-share spaces in on-street parking spaces; the supply of available car-share spaces could be significantly increased if this were to happen.

#### REQUIRED COMMISSION ACTION

The proposed Ordinance is before the Commission so that it may recommend adoption, rejection, or adoption with modifications to the Board of Supervisors.

#### RECOMMENDATION

The Department recommends that the Commission recommend *approval with modification* of the proposed Ordinance and adopt the attached Draft Resolution to that effect. The proposed modifications include:

- 1. Modify the Ordinance so that soft site car-share spaces that have been in place for a year or more can be retained at the request of the property owner in new development without reducing the permitted levels of private parking.
- 2. Change the proposed maximums for voluntary car-share spaces as follow:
  - 10 units to 24 units 2 car-share spaces
  - 25 units to 49 units 3 car-share spaces
  - Greater than 50 units 5 car-share spaces
- 3. Add the following maximums for voluntary car-share spaces for commercial buildings:
  - 5,000 9,999 sq. ft. of commercial space 2 car-share spaces
  - 10,000 19,999 sq. ft. of commercial space 3 car-share spaces
  - 20,000 sq. ft. or more of commercial space 5 car-share spaces

- 4. Require signage above or next to each additional car-share parking space indicating that the parking space is for car-share parking and cannot be used for private automobile parking. The sign should also include the number someone can call for enforcement.
- 5. Consider legislation that would allow MTA to enforce parking on private property or provide the Planning Department with more enforcement and citation power to better monitor these spaces.
- 6. Amend the legislation to state that any optional car-share spots covered by this Ordinance shall only be allowed for projects that do not seek a Conditional Use to increased parking.

#### BASIS FOR RECOMMENDATION

On balance this Ordinance is consistent with the General Plan and the City's transit first policy; car-share spaces have been shown to reduce the number of private automobiles and the total number of miles driven, and they allow residents to primarily rely on alternative modes of transportation by providing convenient access to cars when needed. However, the Department has concerns over how these new provisions would be enforce and how the Ordinance tiers the allowable car-share spaces.

#### Recommendation 1

It's the Department's understanding that this Ordinance evolved from a concern that car-share pods were being removed when soft sites, particularly along Market Street, were being developed. The Department is recommending that the Ordinance be amended so that these sites are allowed to keep their existing number of spaces if requested by the project sponsor.

#### Recommendation 2 and 3

As currently drafted, the Ordinance would allow small projects with little or no parking to have up to 5 car-share spaces. The Department finds this excessive given that smaller projects might not have any parking to begin with and most of these smaller projects wouldn't have garage space to accommodate publicly accessible car-share spaces. Instead, the Department is proposing a different scale that reduces the allowable number of additional car-share spaces for each tier and starts this allowance at 10 dwelling units. The Department finds this to be an appropriate starting point for additional car-share spaces because these buildings are more likely to have parking and garages with enough room to accommodate publicly accessed car-share spaces.

The Department also believes that it's appropriate to include commercial development in this legislation. Car-share companies market their services to businesses as a low cost alternative to having company cars or fleets. Employees may take transit to work or ride their bike, but need a car to go off site. In these situations having ample car-share spaces available would be a significant benefit to businesses and their employees while still advancing the City's transit first policy. The Department chose 5,000 sq. ft. as the starting point because that is typically when parking is required for commercial development.

#### Recommendation 4 and 5

If not properly monitored, this legislation could create a loophole that would allow additional private parking spaces. The Department believes that it will be difficult to ensure that these spaces are not used for private automobiles. These sites will be located on private property and within enclosed garages out of view from the public right-or-way. Clear signage is one mechanism that can reduce the likelihood of improper use; the other would be allowing SFMTA to enforce Planning Code parking controls. In

preliminary discussions, SFMTA indicated that they were receptive to the idea of taking over the enforcement role for parking on private property. However, the Department cannot delegate authority to another agency in its own Code, so these provisions would also have to appear in the Transportation Code for MTA to be able to enforce them.

#### Recommendation 6

The Department sees additional car-share spaces as an added amenity for development projects. The intention behind this recommendation is to create an incentive for developers to not seek additional parking through Conditional Use authorization.

#### **ENVIRONMENTAL REVIEW**

The proposal to amend Planning Code Section 166 (Car Sharing) would result in no physical impact on the environment. The proposed amendment is exempt from environmental review under Section 15060(c)(2) of the CEQA Guidelines.

#### **PUBLIC COMMENT**

As of the date of this report, the Planning Department has not received any comments about the proposed Ordinance; however, included in this packet is a letter from the SFMTA to Supervisor Wiener regarding the proposed Ordinance.

#### **RECOMMENDATION:**

Recommendation of Approval with Modifications

#### Attachments:

Exhibit A:

Draft Planning Commission Resolution Board of Supervisors File No. 12-0900

Exhibit B: Exhibit C:

Letter from SFMTA



# San Francisco Group of the San Francisco Bay Chapter

85 Second Street San Francisco, CA 94105 January 24, 2013

Reply to: Susan Vaughan 2120 Clement Street, Apartment 10 San Francisco, CA 94121

### Dear Supervisors:

The Sierra Club supports car share programs in general, and members of the Sierra Club are appreciative of efforts to change the overall planning and transportation context to accommodate car share programs. However, we do not believe the proposed legislation, File Number 120900, to permit increases in the allowable number of parking spaces in new developments in order to accommodate more car share spaces, will help achieve overall goals of decreasing traffic congestion and meeting greenhouse gas reductions to be in compliance with by SB 375.

Climate change concerns are urgent – oceanographer John Englander writes in his recent book, *High Tide on Main Street*, "The last truly abrupt changes in the Earth's climate occurred more than 50 million years ago. During that period, carbon dioxide levels increased by about 100 ppm over a million years. The global temperature spiked by about nine degrees F over 10,000 years. ... At our current rate of carbon emissions, we will increase carbon dioxide levels by that same 100 ppm in just 30 to 40 years." In the same book, Englander notes "... in San Francisco the statistical once-in-100-year flooding event is now a once-in-ten-year event."

In addition, the Sierra Club notes that increasing the number of allowable parking spaces — even car share spaces — violates the Transit First policy of the city, as doing so will add to overall congestion and negatively impact the flow of transit and air quality. The Sierra Club also notes that private developments, because of security issues, are not ideal places for car-share pods.

The Sierra Club encourages the Planning Commission, the Municipal Transportation Agency, and members of the Board of Supervisors to adopt best practices from elsewhere, and create dedicated accessible on-street or street-level parking for car-share vehicles, as has been done in Hoboken, New Jersey and Emeryville, California.

Sincerely, Sue Vaughan San Francisco Group Secretary SF Group of the SF Bay Chapter

BOARD OF SUPERVISORS
SAN FRANCISCO
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City Hall
Dr. Carlton B. Goodlett Place, Room 244
San Francisco 94102-4689
Tel. No. 554-5184
Fax No. 554-5163
TDD/TTY No. 554-5227

# MEMORANDUM

TO:

Ed Reiskin, Director, Municipal Transportation Agency

John Rahaim, Director, Planning Department

FROM:

Alisa Miller, Clerk, Land Use and Economic Development Committee

**Board of Supervisors** 

DATE:

January 15, 2013

SUBJECT:

LEGISLATION INTRODUCED

The Board of Supervisors' Land Use and Economic Development Committee has received the following proposed *substitute* legislation, introduced by Supervisor Wiener on January 8, 2013, which is being forwarded to your department for informational purposes.

#### File No. 120900

Ordinance amending the San Francisco Planning Code, Section 166, to authorize owners of projects with residential units to elect to provide additional parking spaces for car-share use which will not count against any parking maximums, allow the car-share spaces to be used for other permitted uses other than parking a motorized vehicle if a car-share organization chooses not to use the space; and making environmental findings, Planning Code Section 302 findings, and findings of consistency with the General Plan and the Priority Policies of Planning Code Section 101.1

The Planning Department has already submitted their environmental review determination and the Planning Commission has submitted their recommendation.

If you have any additional reports or comments 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.

c: Kate Breen, Government Affairs Manager, Municipal Transportation Agency Janet Martinsen, Government Affairs Liaison, Municipal Transportation Agency Scott Sanchez, Zoning Administrator, Planning Department Bill Wycko, Chief of Environmental Planning, Planning Department AnMarie Rodgers, Legislative Affairs Manager, Planning Department Monica Pereira, Planning Department Joy Navarrete, Planning Department Linda Avery, Secretary, Planning Commission



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September 18, 2012

File No. 120900

Bill Wycko Environmental Review Officer Planning Department 1650 Mission Street, 4<sup>th</sup> Floor San Francisco, CA 94103

Dear Mr. Wycko:

On September 11, 2012, Supervisor Wiener introduced the following proposed legislation:

File No. 120900

Ordinance amending the San Francisco Planning Code Section 166 to: 1) authorize owners of projects with residential units to elect to provide additional parking spaces for car-share use which will not count against any parking maximums; 2) allow the car-share spaces to be used for other permitted uses other than parking a motorized vehicle if a car-share organization chooses not to use the space; and 3) making environmental findings, Planning Code Section 302 findings, and findings of consistency with the General Plan and the Priority Policies of Planning Code Section 101.1.

This legislation is being transmitted to you for environmental review, pursuant to Planning Code Section 306.7(c).

Angela Calvillo, Clerk of the Board

By: Alisa Miller, Committee Clerk

Land Use & Economic Development Committee

Attachment

c: Monica Pereira, Environmental Planning Joy Navarrete, Environmental Planning



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September 18, 2012

Planning Commission Attn: Linda Avery 1660 Mission Street, 5<sup>th</sup> Floor San Francisco, CA 94103

Dear Commissioners:

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File No. 120900

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The proposed ordinance is being transmitted pursuant to Planning Code Section 302(b) for public hearing and recommendation. The ordinance is pending before the Land Use & Economic Development Committee and will be scheduled for hearing upon receipt of your response.

Angela Calvillo, Clerk of the Board

By: Alisa Miller, Committee Clerk

Land Use & Economic Development Committee

c: John Rahaim, Director of Planning Scott Sanchez, Zoning Administrator Bill Wycko, Chief, Major Environmental Analysis AnMarie Rodgers, Legislative Affairs Monica Pereira, Environmental Planning Joy Navarrete, Environmental Planning



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# MEMORANDUM

TO:

Ed Reiskin, Director, Municipal Transportation Agency

FROM:

Alisa Miller, Clerk, Land Use and Economic Development Committee

**Board of Supervisors** 

DATE:

September 18, 2012

SUBJECT:

LEGISLATION INTRODUCED

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If you have any additional reports or comments 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.

c: Kate Breen, Government Affairs Manager, Municipal Transportation Agency Janet Martinsen, Government Affairs Liaison, Municipal Transportation Agency