File No.	180612	Committee Item No.	11
		Board Item No	56

COMMITTEE/BOARD OF SUPERVISORS

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Completed I	oy: <u>Erica Major</u> Da	te Nover	nber 1, 2018	

[Administrative Code - San Francisco Special Tax Financing Law - Central SoMa]

Ordinance amending the Administrative Code Special Tax Financing Law, constituting Article 43.10, to authorize special tax financing of certain facilities and services related to the Central SoMa Plan Area and to make other necessary amendments.

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

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

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

Board amendment additions are in double-underlined Arial font.

Board amendment deletions are in strikethrough Arial font.

Asterisks (* * * *) indicate the omission of unchanged Code subsections or parts of tables.

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

14 Section 1. FINDINGS.

The Board of Supervisors of the City and County of San Francisco hereby finds, determines and declares:

- A. The Central SoMa planning area (the "Central SoMa Plan Area") runs from 2nd Street to 6th Street, Market Street to Townsend Street, exclusive of those areas that are part of the Downtown Plan or in the C-3 zoning districts.
- B. In 2008, the City adopted the Eastern Neighborhoods Plan, including new land use controls and proposed community improvements for the eastern part of the South of Market neighborhood ("SoMa"), as well as the Central Waterfront, Mission, and Showplace Square/Potrero Hill neighborhoods. At that time, the City determined that the development potential of the industrially-zoned part of East SoMa, coupled with the improved transit to be provided by the Central Subway, necessitated a subsequent, focused planning process that

took into account the city's growth needs and City and regional environmental goals. The Central SoMa Plan is the result of that subsequent process.

- C. Since that time, the Planning Department released a draft Plan and commenced environmental review as required by the California Environmental Quality Act ("CEQA") in April 2013, released an Initial Study in February of 2014, released a revised Draft Plan and Implementation Strategy in August 2016, released the Draft Environmental Impact Report in December 2016, and released Responses to Comments on the Draft Environmental Impact Report in March 2018.
- D. The vision of the Central SoMa Plan is to create a sustainable neighborhood by 2040, where the needs of the present are met without compromising the ability of future generations to meet their own needs, and the Central SoMa Plan seeks to achieve sustainability in each of its aspects social, economic, and environmental which will require implementing the following three strategies: 1) Accommodate growth, 2) Provide public benefits; and 3) Respect and enhance neighborhood character.
- E. The Central SoMa Plan will accommodate development capacity for up to 33,000 jobs and 8,300 housing units by removing much of the Plan Area's industrially protective zoning and increasing height limits on many of the Plan Area's parcels.
- F. The Planning Commission conducted a duly noticed public hearing on May 10, 2018 in accordance with Planning Code Section 340(c), to consider the General Plan Amendment, Planning Code and Administrative Code Amendment, Zoning Map Amendment, and Implementation Program related to the Central SoMa Plan Area. At the hearing, the Commission voted to recommend approval with modifications to the various ordinances, in Planning Commission Resolutions No. 20183, 20184, 20185, 20186, and 20187.
- G. The Planning Commission conducted a duly noticed public hearing on May 10, 2018 to review and consider the Final Environmental Impact Report for the Central SoMa

Plan ("Final EIR") and found the Final EIR to be adequate, accurate and objective, thus reflecting the independent analysis and judgment of the Planning Department and the Commission, and that the summary of comments and responses contained no significant revisions to the Draft EIR, and by Motion No. 20182 certified the Final EIR for the Central SoMa Plan as accurate, complete, and in compliance with CEQA, the CEQA Guidelines, and Chapter 31 of the San Francisco Administrative Code. By Resolution No. 20183, the Planning Commission approved CEQA Findings, including a statement of overriding considerations, and adoption of a Mitigation Monitoring and Reporting Program ("MMRP"), under Case No. 2011. 1356E, for approval of the Central SoMa Plan.

- H. The Central SoMa Plan and accompanying Public Benefits Program describe special tax financing for certain facilities and services.
- I. In order to establish the legal authority for special tax financing of the facilities and services described in the Central SoMa Plan, the Board of Supervisors must make certain amendments to Article X of Chapter 43 of the Administrative Code.
- J. The Board of Supervisors wishes to further amend Article X of Chapter 43 of the Administrative Code as it determines to be in the public interest.
- Section 2. Article X of Chapter 43 of the San Francisco Administrative Code is hereby amended as follows:
 - A. Section 43.10.15 is hereby amended as follows:
 - SEC. 43.10.15. AUTHORIZED FACILITIES.

In addition to the facilities that may be financed under the Act, special taxes may be levied and bonds may be issued to finance or refinance the *following on any land in San Francisco:*

(a) The acquisition, installation and improvement of energy efficiency, water conservation, water pollution control, and renewable equipment with an estimated useful life

of five years or longer and/or energy efficiency, water conservation, water pollution control, and renewable energy improvements that are attached to or on real property and in buildings, whether such real property or buildings are privately or publicly owned. Energy efficiency, water conservation, water pollution control and renewable energy improvements may only be installed on a privately owned building and on privately owned real property with the prior written consent of the owner or owners of the building or real property.

In addition to the Facilities that may be financed under the Act, special taxes may be levied and bonds may be issued to finance (b)

The work deemed necessary to bring buildings or real property, including privately owned buildings or real property, into compliance with seismic safety standards or regulations. Only work certified as necessary to comply with seismic safety standards or regulations by local building officials may be financed. No project involving the dismantling of an existing building and its replacement by a new building, nor the construction of a new or substantially new building may be financed pursuant to this subparagraph. Work on qualified historical buildings or structures shall be done in accordance with the State Historical Building Code (Part 2.7 (commencing with Section 18950) of Division 13 of the Health and Safety Code). Work on privately owned property may only be financed with the prior written consent of the owner or owners of the privately owned property.

- (c) Sustainability studies and guideline documents related to development in the planning area governed by the Central SoMa Plan & Implementation Strategy.
- (d) The purchase, construction, expansion, improvement, or rehabilitation of real or other tangible property with an estimated useful life of three years or longer, whether such property is privately or publicly owned, if the Board of Supervisors has provided for the financing of such property in the resolution of formation for the special tax district and the ordinance levying the special taxes in the special tax district.
 - B. Section 43.10.16 is hereby amended as follows:

SEC	43.10.16.	AUTHORIZED SERVICES	;
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<u>(a)</u>	In addition	to the ser	<u>rvices th</u>	<u>at may</u>	<u>be finan</u>	<u>ced under</u>	<u>the .</u>	<u>Act,</u>	special	taxes	may	<u>be</u>
levied to finar	nce the follow	ving with	in San F	<u>rancisc</u>	<u>o:</u>				_			

- (i) Recreation program services, library services, maintenance services for elementary and secondary schoolsites and structures, and the operation and maintenance of museums and cultural facilities if they have been approved by the qualified electors, regardless of whether the qualified electors are landowners or registered voters.
- (ii) Any other services that the Board of Supervisors has authorized in the resolution of formation for the special tax district and the ordinance levying the special taxes in the special tax district.
- (b) It is hereby specifically provided that in proceedings under this Article to finance Services, the limitations set forth in the penultimate paragraph of Section 53313 shall not apply.

APPROVED AS TO FORM:

DENNIS J. HERRER

Deputy City Attorney

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LEGISLATIVE DIGEST

[Administrative Code - San Francisco Special Tax Financing Law - Central SoMa]

Ordinance amending the Administrative Code Special Tax Financing Law, constituting Article 43.10, to authorize special tax financing of certain facilities and services related to the Central SoMa Plan Area and to make other necessary amendments.

Existing Law

The Board of Supervisors has previously established various community facilities districts in the City under the Mello-Roos Act, and under the City's Special Tax Financing Law, constituting Article 43.10 of the Administrative Code ("Code"). Community facilities districts or special tax districts are formed for the purpose of financing and refinancing the acquisition, installation and improvement of certain capital improvements or to real property and in buildings, whether such real property or buildings are privately or publicly owned.

This Board of Supervisors is currently considering the establishment of City and County of San Francisco Special Tax District No. 2018-1 (Central SoMa) ("Special Tax District") pursuant to Chapter 43, Article X of the San Francisco Administrative Code (the "Code"), which Code incorporates the Mello-Roos Community Facilities Act of 1982, as amended ("Act"). The Special Tax District is being formed for the purpose of financing costs of public infrastructure and other authorized facilities and services necessary or incident to development of the Central SoMa Plan Area.

The Special Tax District will be located in the Central SoMA planning area. The Central SoMa Plan is to create a sustainable neighborhood by 2040. The Central SoMa Plan will accommodate development capacity for up to 33,000 jobs and 8,300 housing units by removing much of the Plan Area's industrially protective zoning and increasing height limits on many of the Plan Area's parcels.

The Central SoMa Plan and accompanying Public Benefits Program describe special tax financing for certain facilities and services. In order to establish the legal authority for special tax financing of the facilities and services described in the Central SoMa Plan, the Board of Supervisors must make certain amendments to the Code.

Background Information

The proposed Ordinance would amend Article 43.10 of the Administrative Code to allow financing by the Central SoMA Special Tax District of facilities and services supporting the Public Benefits Program.

As well, the amendments to the Code would permit the Board of Supervisors to approve other facilities and services identified in formation proceedings of other special tax districts to be established and located in the City from time to time.

BOARD OF SUPERVISORS



SAN FRANCISCO PLANNING DEPARTMENT

MEMO

DATE: November 8, 2018

TO: San Francisco Planning Commissioners and Board of Supervisors

FROM: Jessica Range and Elizabeth White, Environmental Planning

RE: Environmental Analysis Addressing Amendments to the Central

South of Market (SoMa) Area Plan

Planning Department Case No. 2011.1356E

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

Reception: 415.558.6378

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415.558.6409

Planning Information:

The San Francisco Planning Commission certified the Final Environmental Impact Report (EIR) 415.558.6377 for the Central South of Market (Central SoMa) Plan in compliance with the California Environmental Quality Act (CEQA) on May 10, 2018. Upon four appeals of the Final EIR, the San Francisco Board of Supervisors upheld the certification of the Central SoMa Plan EIR by the Planning Commission on September 25, 2018. The purpose of this analysis is to determine whether the EIR adequately analyzes the amendments to the Central SoMa Plan introduced by the legislative sponsors at the Board of Supervisor's Land Use Committee hearings on October 22 and 29, 2018 and November 5, 2018.

Central SoMa Plan Amendments

The Environmental Planning Division has reviewed the proposed amendments to the Central SoMa Plan introduced at the October 22 and 29, 2018 and November 5, 2018 Land Use Committee hearings and determined that, with the exception of one amendment, the amendments to the Central SoMa Plan are either clarifications, would not result in physical environmental effects, or were addressed in the following documents:

- (1) the Central SoMa Plan Final EIR and accompanying April 5, 2018 and May 9, 2018 errata;
- (2) the September 6, 2018 memo addressing amendments, staff recommendations, and other issues for consideration to the Central SoMa Plan; and
- (3) the September 27, 2018 memo addressing additional staff recommendations and issues for consideration to the Central SoMa Plan.

With the exception of one amendment, the proposed amendments introduced at the October 22 and 29, 2018 and November 5, 2018 hearings (refer to Attachments A, B, and C) are merely clarifications to the Plan, or are determined not to result in physical environmental effects beyond that disclosed in the Final EIR. The following amendment to the Central SoMa Plan requires additional explanation as to why the proposed amendment would not result in any

new physical environmental effects that are not already analyzed in the Central SoMa Plan EIR.

(1) Rezone a portion of Assessor's block 3778, lot 005 from Service, Arts, Light Industrial to Mixed-Use Residential

Analysis: This amendment would modify the proposed Central SoMa Plan zoning map by rezoning a portion of assessor's block 3778, lot 005 from the existing zoning of Service, Arts, Light Industrial (SALI) to Mixed Use Residential (MUR). The Central SoMa Plan EIR analyzed a zoning change of SALI to Central SoMa Mixed-Use Office (CMUO). The proposed area for rezoning would be 200 feet along Brannan Street and 150 feet along 6th Street, as measured from the intersection of 6th and Brannan streets. The remainder of the lot would remain zoned CMUO, as proposed by the Plan. This change to the proposed zoning would encourage residential uses by requiring a 3:1 ratio of residential square footage to nonresidential square footage, thereby resulting in a reduction of 1,130 jobs and a gain of 190 residential units projected under the Central SoMa Plan.¹ This modification in zoning would change the Plan's overall growth projections, resulting in a total of 8,760 housing units (8,570 + 190 units) and 32,089 jobs (33,219 jobs – 1,130 jobs).

As a point of clarification, the total number of housing units studied in the Central SoMa Draft EIR is 8,320 and the total number of jobs studied is 44,000. However, following publication of the Central SoMa Response to Comments document, there have been two instances in which changes to the Plan were made that affect the growth projections evaluated in the EIR. The changes made to the Plan, resulting in an increased number of residential units and a lower number of jobs, remain within the scope of the EIR's analysis as explained in below.

The Planning Department first analyzed the change to the Central SoMa Plan and its projected growth in a list of "Issues For Consideration" in the case report for the Planning Commission's May 10th, 2018 adoption hearing (which was a list of proposed changes to the Central SoMa Plan received from the public during the public review process). One of the issues for consideration involved changing the proposed zoning from CMUO to Mixed-Use General (MUG) or MUR for the area north of Harrison Street. The Planning Department's Environmental Planning Division evaluated this change in the May 9, 2018 errata to the EIR and determined that this potential change would result in a reduction of 10,250 jobs within the Plan Area and a gain of 130 residential units. This would result in a total of 8,450 units (8,320 units + 130 units) and 33,750 jobs (44,000 jobs - 10,250 jobs) in the Central SoMa Plan Area.

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¹ Chen, Lisa (San Francisco Planning Department), "RE: Central SoMa 10/22 and 10/29 LUT Amendments CEQA Memo for review (by Nov. 1?)". Email communication to Elizabeth White. October 31, 2018.

Environmental Analysis Addressing Amendments to the Central SoMa Area Plan Case No. 2011.1356E November 8, 2018

The second change to the Plan's growth projections occurred when the Planning Department examined a Central SoMa Plan amendment (included in the September 13, 2018 Planning Commission packet) to rezone the Western SoMa Service, Arts, and Light Industrial (WS SALI) parcels (exclusive of Central SoMa Key Sites), south of Interstate 80 (I-80) to Mixed-Use General (MUG). The Planning Department evaluated this change in a September 6, 2018 memo and determined that this potential change would result in a gain of 120 residential units and a reduction of 531 jobs in the Central SoMa Plan Area, resulting in a total of 8,570 housing units (8,450 units + 120 units) and 33,219 jobs (33,750 jobs – 531 jobs).

In both instances, the Department determined that these changes would not result in increased physical environmental effects beyond those studied in the Central SoMa EIR. EIR Appendix G (attachment to the EIR, provided in an errata issued April 5, 2018²), EIR Appendix I (attachment to the EIR, provided in an errata issued May 9, 2018³), and Environmental Analysis Addressing Amendments, Staff Recommendations, and Other Issues for Consideration to the Central SoMa Area Plan (September 6, 2018 Planning Commission Executive Summary⁴) explain how other changes to the Central SoMa Plan have resulted in changes to the Plan's growth projections.

The proposed rezoning of a portion of block 3778, lot 005 from the currently proposed zoning of CMUO to MUR would change the projected amount of jobs and housing units, but would not result in an exceedance of the overall growth (amount of jobs and housing units) projected under the Plan. The environmental effects of an additional 190 residential units within the Plan Area would be offset by the reduction in environmental effects anticipated to occur as a result of approximately 1,130 fewer jobs being developed within the Plan Area. Therefore, there would be no substantial change to the EIR's analysis for topics that rely on the EIR's growth projections (noise, air quality, and hydrology and water quality). Similarly, because the overall intensity of development under the Plan would still be within that which was studied in the EIR, there would be no change to impacts identified in the initial study related to population and housing, recreation, utilities, or public services.

In regards to transportation and circulation, residential uses, on a square-foot basis, would result in fewer person trips than office uses based on San Francisco's 2002 Transportation

SAN FRANCISCO Planning Department

² Errata to the EIR for the Central SoMa Plan – April 5, 2018. This document is available as part of Planning Department Case File No. 2011.1356E and online at: http://sf-planning.org/area-plan-eirs. Accessed October 31, 2018.

³ Errata to the EIR for the Central SoMa Plan – May 9, 2018. This document is available as part of Planning Department Case File No. 2011.1356E and online at: http://sf-planning.org/area-plan-eirs. Accessed October 31, 2018.

⁴ Planning Commission Packet. Approval of Amendments to the Central SoMa Plan. Planning Commission Packet. September 13, 2018. Accessed October 31, 2018. Available from http://commissions.sfplanning.org/cpcpackets/Central%20SOMA.pdf

Environmental Analysis Addressing Amendments to the Central SoMa Area Plan Case No. 2011.1356E November 8, 2018

Impact Analysis Guidelines.⁵ For residential use, 10 person trips are assumed to occur per 1,000 square feet whereas 18 person trips are assumed to occur per 1,000 square foot of office use. Therefore, the conversion of projected office use to residential use would result in lower overall person trips, resulting in lower overall vehicle, transit, pedestrian, bike and other trips. Therefore, this change would not increase the severity of the significant and unavoidable impacts identified in the EIR related to transit, loading, and crosswalk overcrowding. The reduction in overall person trips would result in a reduction in the amount of vehicle trips anticipated to be generated under the Plan, which would result in a commensurate reduction in traffic noise and air quality impacts resulting from vehicle emissions. As such, this change would not increase the severity of the significant and unavoidable land use and land use planning, noise and air quality impacts identified in the EIR. As the location and amount of projected developed area would not change, there would be no change in the significant and unavoidable historic resource or construction traffic impact identified in the EIR. The proposed amendment would result in a reduction in the overall intensity of development anticipated under the Plan and would therefore not result in more significant impacts than those identified in the EIR or Initial Study for the remaining topics that were determined to be less than significant or less than significant with mitigation (e.g., archeology, tribal cultural resources, human remains, paleontological resources, population and housing, construction related noise and air quality, recreation, utilities, public services, biology, geology, hazardous materials, minerals, energy, and agricultural and forest resources).

Furthermore, the rezoning of a portion of assessor's block 3778, lot 005 from the current zoning of SALI to MUR would not change height and bulk proposals studied in the EIR, and therefore, would not result in changes to the aesthetics, shadow, or wind analysis in the EIR.

For the above reasons, the proposal to amend the allowable zoning in the Central SoMa Plan for a portion of Assessor's block 3778, lot 005 from the current zoning of SALI to MUR would not result in increased physical environmental effects beyond those already studied in the EIR.

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⁵ The person trips in the Transportation Impact Analysis Guidelines are conservative (i.e. "worst-case scenario") assumption meaning that the results are not underreported, but instead, provide a reasonably conservative analysis.

Environmental Analysis Addressing Amendments to the Central SoMa Area Plan Case No. 2011.1356E November 8, 2018

Enclosures

Attachment A. Amendments introduced at October 22, 2018 Land Use & Transportation Committee Hearing

Attachment B. Amendments introduced at October 29, 2018 Land Use & Transportation Committee Hearing

Attachment C. Amendments introduced at November 5, 2018 Land Use & Transportation Committee Hearing

CENTRAL SOMA PLAN

Amendments Introduced at 10/22 Land Use & Transportation Committee Hearing

#	Section	Page/Line	Change	Prior CEQA Review Document
1	128.1	page 22, lines 7-11	Clarifying language on calculation of land subject to Transferable Development Right (TDR) requirements.	
2	138(d)(2)	page 37, lines 18-20	Clarifying language on payment of the in-lieu fee in satisfaction of privately- owned public open space (POPOS) requirements, pursuant to Section 426.	
3	138(d)(2)	page 38, lines 12-13	Add that the Commissions evaluation of the design of privately-owned public open spaces (POPOS) shall include whether landscaped areas incorporate plantings which include, but are not limited to, living walls, stormwater gardens, and drought-tolerant landscaping.	
4	138(e)(2)(C)	page 40, lines 15-28	Add language specifying that the Commission's determination of the adequacy of the location, amount, amenities, design and implementation of privately-owned public open spaces (POPOS) shall take into consideration the open space and recreational needs of the diverse inhabitants of the Plan Area, including, but not limited to: residents, workers, youth, families, and seniors.	September 27, 2018 Amendments CEQA Memo
5	169.3	page 56, lines 9-21	Amend the TDM language to require projects that submitted applications before September 4, 2016 to meet 75% of the TDM requirements. Projects that submit after this date are required to meet 100% of the TDM requirements.	May 9, 2018 Errata to EIR
6	249.78(d)(1)	page 71, line 17 through page 72, line 10	Prevailing Building Height and Density: For projects subject to 434 (the Central SoMa CFD tax), the following height and Floor Area Ratio controls shall apply (notwithstanding the height limit indicated on the Zoning Map): (i) For all projects on lots where the Zoning Map indicates a height limit of 85 feet or greater, the height of the project shall be limited to 85 feet in height and the project lot or lots shall be limited to a maximum Floor Area Ratio of 4.0:1. (ii) For projects on lots where the Zoning Map indicates a height limit of less than 85 feet, the project lot or lots shall be limited a maximum Floor Area Ratio of 3.0:1. In order to exceed this development capacity, up to the amount specified in the	September 27, 2018 Amendments CEQA Memo
7	249.78(d)(4)(C)(vii)	page 38, lines 12-13	Zoning Map, the project must elect to develop a project subject to 434. Add that the Project sponsors are encouraged to incorporate plantings on vertical surfaces into projects, which may include green and/or living walls, stormwater gardens, and drought-tolerant landscaping.	September 27, 2018 Amendments CEQA Memo
8	249.78(d)(10)	page 77, line 16	Require that PDR space provided subject to the requirements of Section 202.8 or 249.78(c)(5) have a minimum floor-to-floor height of 17 feet, regardless of location in the building.	
9	249.78(e)(4) (and conforming edits in Sec. 414.4)	page 79, lines 7-17		September 27, 2018 Amendments CEQA memo
10	263.33	page 90, lines 6-19	If the development on Assessor's Block 3763, Lot 105 (1 Vassar / Second and Harrison) elects to build residential instead of, or in addition to, a hotel, add the option that it may exceed the affordable housing requirement pursuant to Section 415 in order to receive the special height exception.	May 9, 2018 EIR Errata
11	263.34	page 90, line 23 through page 91, line 25	Allow the project (Fourth and Harrison) to provide a minimum 14' floor-to-floor PDR ground floor height, and reduce the apparent mass reduction controls in Section 270(h) to 50% on Harrison Street and 0% on Fourth Street, contingent on the project providing land for affordable housing.	September 6, 2018 Amendments CEQA Memo
12	329(e)(3)(A)	page 104, line 17 through page 105, line 2	Permit land dedication that is valued at less than the subject project's Jobs-Housing Linkage Fee or Affordable Housing Fee obligation to be considered a Qualified Amenity in order to be a Key Site, pursuant to Sections 413.7 and 419.6, respectively. Projects would be required to pay the balance of the fee obligation, subject to the land value calculation in Section 413.7.	September 6, 2018 Amendments CEQA Memo
13	329(e)(2)(b)(ii)	page 106, line 2-3	On the Key Site identified in 329(e)(2)(C) (1 Vassar / 2 nd & Harrison), allow an exception to the controls in Sections 135(h) and 135.3, to allow the project to include indoor POPOS in satisfaction of its residential publicly-accessible usable open space requirement.	
14	413.7	page 110, line 2-9	Specify that the land value for land dedication sites in fulfillment of Jobs-Housing Linkage Fees shall be determined by the Director of Property, not to exceed the acquisition cost incurred by the subject project for the portion of land dedicated. This determination shall take into account any circumstances that may impact the value of the property.	
15	433.2	page 139, lines 10- 15	Lower Central SoMa Community Infrastructure Impact Fee rates to reflect the modifications to the CFD Tax (as described in Section 434 below): (i) Lower the fee rate for rental residential projects from \$20 to \$10 (keep Condominium residential rates at \$20). (ii) Lower the fee rate for Tier B non-residential projects to \$0.	
16	434	page 144, lines 6-11	Add Tier B Non-Residential projects to the CFD Tax (at a rate of \$2.00/GSF) and remove Tier B Condo Residential projects (currently proposed at \$3.30/GSF), as specified in the Ragger Methodof Apportionment	September 27, 2018 Amendments CEQA Memo

			document (part of the CFD formation legislation)	
17	753; 814; 840; 841; 846;	various; pages 148 -	Require a Conditional Use Authorization for Cannabis Retail and Medical	September 27, 2018 Amendments CEQA
17	848	230	Cannabis Dispensary uses in	Memo
			the Central SoMa SUD.	
			Add language specifying that if the City is unable to apply any new	September 27, 2018 Amendments CEQA
18	uncodified section	page 234, lines 6-14	development requirement that would generate revenue for the Public Benefits	Memo
			Program, the other provisions of the Planning and	
			Administrative Code amendments would not apply.	

CENTRAL SOMA PLAN

Amendments Introduced at 10/29 Land Use & Transportation Committee Hearing

#	Section	Page/Line	Change
1	138	page 35, line 18-20	Eliminate the privately-owned public open space (POPOS) incentive to provide playgrounds, community gardens, sport courts, and dog runs. (The incentive is a 33% reduction in space required.)
2	138	page 38, line 22	Clarify that projects providing POPOS shall make an effort to include at least one publicly-accessible potable water source convenient for drinking and filling of water bottles.
3	155(u)	page 54, line 22-23	Clarify that Planning Department shall approve projects' driveway loading & operations plans, in consultation with SFMTA
4	249.78	page 71, line 16 through page 72, line 7	Prohibit Single Room Occupancy (SRO) units, except in buildings that consist of 100% affordable units. Prohibit group housing uses, except for: (1) Student Housing (2) Senior Housing (3) Residential Care Facilities (4) Housing for persons with disabilities or Transition Age Youth (4) Buildings providing 100% affordable housing
5	249.78	page 80, line 11 - 25	Amend the requirement that Key Sites with office or hotel uses provide on-site child care facilities in satisfaction of their fee requirements under Sections 414.4 to: (a) Specify that the Planning Commission shall review the proposed project for compliance with Section 414.4. (b) Allow the Commission to grant an exception to the requirements that the Sponsor provide the child care facility to a non-profit facility entirely free of rent or other costs for the life of the project, if it finds one or all of the following apply: (i) The space is being provided to the proposed child-care provider at a below-market rate rent and/or at a significantly reduced cost. (ii) The proposed child-care provider provides services consistent with the goals and expenditures of the Child Care Capital Fund in Section 414.14, which may include activities including, but not limited to: providing care affordable to households of low and moderate income, or providing care that fulfills unmet needs for child care by age group and/or neighborhood, as determined through a needs assessment conducted by the Director of the Office of Early Care & Education, or its successor.
6	329(e)(3)(B)(vi)	page 107, line 18- 19	On the Key Site Identified in 329(e)(2)(H) (Creamery), allow an exception to the requirement in Section 138(d)(2)(E)(i) that ground floor POPOS be open to the sky.
7	406	page 109, line 17 through page 110, line 5	Include a waiver that allows land dedication of land for a public park (not including improvement costs) on Block 3777 (598 Brannan St / Park Block) to count against various fees, including the TSF and Central SoMa Fee (such a waiver already exists for the Eastern Neighborhoods Infrastructure Impact Fees).
8	Uncodified section	page 235, line 11- 25	In the event that any person or entity files a lawsuit in any court challenging any new development requirement imposed as part of the Central SoMa Plan that results in generation of revenue to fund the Central SoMa Public Benefits Program, then upon the service of such lawsuit upon the City and County of San Francisco, all applications for projects that could not be approved but for the adoption of this ordinance and that have not yet received a first construction document will be suspended until there is a final judgment in the lawsuit in all courts and the validity of the challenged provision(s) specified in this Section is upheld.
9	Zoning map	zoning map: page 4, line 17-20	Rezone the Assessor's block 3733, lot 014 (816 Folsom Street) back from MUR to CMUO in order to allow the proposed hotel project to proceed with its application.

10	Zoning map	zoning map: page 7, line 20-24	Rezone a portion of Assessor's block 3778, lot 005 (SF Flower Mart project project at 6th & Brannan) to MUR. The rezoned portion is 200' along Brannan Street and 150' along 6th Street, as measured from the intersection of 6th & Brannan. The remainder of the lot would remain CMUO.
11	263.34	Amended at Committee on 10/29	Boston Properties: Allow the project to provide a minimum 14' floor-to-floor PDR ground floor height, and reduce the apparent mass reduction controls in Section 270(h) to 50% on Harrison Street and 0% on Fourth Street, contingent on the project providing land for affordable housing.
12	Public Benefits Package	Amended at Committee on 10/29	Public Benefits Package: Restore the funding for preservation of the US Mint Building by increasing funding by \$5 million, to \$20 million total. Reduce the funding for regional transit capacity enhancement and expansion by \$5 million, to \$155 million.

CENTRAL SOMA PLAN

Amendments Introduced at 11/5 Land Use & Transportation Committee Hearing

NOTE: The following is a summary of amendments introduced at Committee. For details, please review the amended legislation, accessible on the Legislative Research Center (at https://sfgov.legislat.com/Legislation.aspx) under the relevant Board file number.

#	Section	Page/Line	Change
		PLANNIN	NG CODE & ADMINISTRATIVE CODE [File no. 180184]
1	263.34, 329	Amended at Committee	Strike the exception for the project at Fourth and Harrison Street to provide a minimum 14' floor- to-floor PDR ground floor height (they would instead be subject to 17', the minimum requirement elsewhere in the Plan).
2	434	page 147, lines 6-18	Add language specifying that CFD revenues should be allocated as follows: (1) \$15 million should be allocated to restoration of the Old Mint and \$160 million should be allocated to regional transit capacity enhancement and expansion; and, (2) If the Old Mint is developed with community-serving spaces that may be leased at below-market rates to organizations associated with Cultural Districts establised under Chapter 107 of the Administrative Code, \$20 million should be allocated to restoration of the Old Mint and \$155 million should be allocated to regional transit capacity enhancement and expansion; (3) (voted at Committee): Add a requirement that eligible non-profit organizations be selected through a competitive RFP (Request for Proposals)
3	Section 6 (uncodified)	Amended at Committee	Strike the "Effect of Litigation" section, which specifies that in the event that any person/entity files a lawsuit challenging development requirements that generate revenues to fund the Central SoMa Public Benefits Program, all pending applications for projects that could not be approved unless the Plan is adopted will be suspended until there is a final judgement upholding the validity of the Plan.
	IMPLE	MENTATION PRO	OGRAM DOCUMENT: Public Benefits Package [Adopted by Reference]
4	Table 1	page 4	Conforming edits based on prior amendments at LUT Committee: (1) Restore funding for the US Mint Building to \$20 million (2) Reduce funding for regional transit capacity enhancement and expansion from \$160 to \$155 million (3) Reduce funding for environmental sustainability & resilience from \$70 million to \$65 million (4) Add a \$10 million PDR Relocation Assistance Fund
5	Table 2	page 5	Conforming edits based on prior amendments at LUT Committee: Same as in Table 1 above, plus the following adjustment in funding sources to ensure expenditures fall within the maximum justified nexus amounts (to reflect the changes made to the Tier B impact fee requirements for residential and non-residential uses). The total funding available for each category is not impacted by this change. (1) In the Transit category, reduce the funding provided by the Central SoMa Infrastructure fee by \$5 million. (2) In the Parks & Recreation category, increase the funding provided by the Central SoMa Infrastructure fee by \$5 million. Reduce the funding provided by the Central SoMa CFD by \$5million.
6	Transit	page 7	Conforming edit based on prior amendments at LUT Committee: Edits to reflect the prior amendments to funding (reducing funding for regional transit capacity enhancement and expansion from \$160 to \$155 million).
7	Cultural Preservation & Community Services	page 13	Conforming edit based on prior amendments at LUT Committee: Edits to reflect the prior amendments to funding (restoring the funding for the Old Mint to \$20 million and adding a \$10 million PDR relocation assistance fund).
8	Environmental Sustainability & Resilience	page 14-15	Conforming edit based on prior amendments at LUT Committee: Edits to reflect the prior amendments to funding (reducing funding for enhanced stormwater management in complete streets by \$4million and water recycling / stormwater management in public spaces by \$1million).
9	Tables 12 & 13	page 18-19	Conforming edit based on prior amendments at LUT Committee; Edits to reflect the amendments to the Central SoMa CFD and Central SoMa Community Infrastructure Fee: (1) Tier B Non-residential: Add a \$2.00/GSF CFD tax, and drop the impact fee to \$0 for large office allocation projects (\$20/GSF for all other projects) (1) Tier B Residential: Drop the CFD tax on Condo uses from \$3.30/GSF to \$0; edit the impact fee to reflect \$20/GSF for Condo projects and \$10/GSF for Rental projects.



MEMO

DATE: November 8, 2018

TO: San Francisco Planning Commissioners and Board of Supervisors

FROM: Lisa Gibson, Environmental Review Officer

Jessica Range, Principal Environmental Planner Wade Wietgrefe, Principal Environmental Planner

RE: TNCs & Congestion Report and Central SoMa Plan EIR Conclusions

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Introduction

This memorandum is a response to the three letters submitted to the Board of Supervisors (the "Board") regarding the certified Final Environmental Impact Report ("Final EIR") for the Central South of Market Plan ("Central SoMa Plan" or "Project"). The first letter was submitted by Richard Drury on behalf of 631 Folsom O.A. ("SFBlu"), Central SoMa Neighbors ("CSN"), and SFBlu residents Gina Cariaga and Jason DeWillers on October 18, 2018. The second letter was submitted by Richard Drury on behalf of Paul Phillips and Genia Phillips (members of 631 Folsom O.A. and CSN) on October 22, 2018.¹ The third letter was submitted by Mark R. Wolfe on behalf of Jonathan Berk (a resident and owner at 631 Folsom Street) on October 23, 2018. All three letters reference the San Francisco County Transportation Authority's ("SFCTA") October 2018 Transportation Network Companies and Congestion Report ("TNCs & Congestion Report").²

In October 2018, subsequent to the Central SoMa Plan's EIR certification, the SFCTA published the TNCs & Congestion Report. The TNCs & Congestion Report is an analysis of how TNCs (e.g., Uber and Lyft) have affected roadway congestion in San Francisco between 2010 and 2016. The report examined three congestion measures (vehicle hours of delay, vehicle miles traveled ("VMT"), and average speeds) to determine how much TNCs account for the increase in congestion in San Francisco. Using these metrics, the report found that about 50 percent of the increase in congestion during the study period is attributed to TNCs, while the remainder of the increased congestion is attributed to employment and population growth that occurred during this same time period.

The

¹ The October 22, 2018 letter from Richard Drury on behalf of Paul and Genia Phillips state that Paul and Genia Phillips join the comments made by Mr. Drury on behalf of SFBlu and CSN on October 18, 2018.

² San Francisco County Transportation Authority, October 2018. TNCs & Congestion. Accessed October 30, 2018. Available at: https://www.sfcta.org/sites/default/files/content/Planning/TNCs/TNCs_Congestion_Report_181015_Final.pdf

The major findings of the report show that during the study period TNCs accounted for 51 percent of the increase in daily vehicle hours of delay; 47 percent of the increase in vehicle miles traveled; 55 percent of the average speed decline on roadways; and on an absolute basis, TNCs comprise an estimated 25 percent of total vehicle congestion (measured by vehicle hours of delay) citywide, and 36 percent of delay in the downtown core.

The TNCs & Congestion Report confirmed previous findings from the SFCTA's 2017 TNCs Today report which found the greatest increases in congestion in the densest parts of the city, including the Central SoMa Plan area.

Background

The San Francisco Planning Commission ("Commission") certified the Central SoMa Plan EIR on May 10, 2018. Following the certification of the Final EIR, Richard Drury on behalf of CSN and SFBlu, Phillip Babich on behalf of One Vassar LLC, Angelica Cabande on behalf of the South of Market Community Action Network ("SOMCAN"), and John Elberling on behalf of the Yerba Buena Neighborhood Consortium ("YBNC") submitted letters appealing the certification of the EIR prepared for the Project to the Board under the California Environmental Quality Act ("CEQA"). The Board upheld the certification of the EIR in a 10-0 vote on September 27, 2018. As of the writing of this memorandum, adoption of the Central SoMa Plan has not occurred.

Summary of Letters Received

The issues identified in the three letters received subsequent to the Board of Supervisors upholding the Central SoMa Plan EIR certification on September 25, 2018 have been grouped into the following three categories.

(1) Request for a Supplemental Environmental Impact Report

All three letters received request the Department prepare a Supplemental Environmental Impact Report ("SEIR") for the Central SoMa Plan that evaluates the information published in the TNCs & Congestion Report. All of the letters incorrectly characterize the Central SoMa Plan EIR analysis in regard to TNCs. As stated in the July 9, 2018 Central SoMa Plan EIR Appeal Response³, the EIR states that there have been changes to the travel network as a

³ San Francisco Board of Supervisors File No. 180651.

result of TNCs and delivery services, and provides a discussion of TNC impacts on VMT, loading, and pedestrian safety in the Response to Comments ("RTC"). Response TR-7 (p. RTC-155) summarized the existing body of literature on TNCs as of publication of the RTC in March 2018 and stated that the demand for travel via personal or TNC vehicles may increase as a result of the Plan. However, the RTC also stated that the overall number of vehicles on the road is limited by roadway capacity during peak periods of travel, and an increase in total VMT does not, in and of itself, constitute a significant VMT impact. This is because, consistent with state guidance and Planning Commission direction, the significance threshold used in the EIR, and recommended by the California Office of Planning and Research, is a per capita threshold and not a total net increase in VMT threshold. Response TR-7 concludes that while data that would enable robust analysis of the impacts of TNCs on the transportation network are largely lacking, growth in travel by TNCs is likely to continue in the future regardless of whether the Plan is adopted and the Plan would have little effect on existing and future TNC use.

Pursuant to CEQA Guidelines Section 15162(a)(3), when an EIR has been certified or a negative declaration adopted for a project, no subsequent EIR shall be prepared for that project unless the lead agency determines, on the basis of substantial evidence in the light of the whole record, that:

New information of substantial importance, which was not known and could not have been known with the exercise of reasonable diligence at the time the previous EIR was certified as complete or the Negative Declaration was adopted, shows any of the following:

- a. The project will have one or more significant effects not discussed in the previous EIR or negative declaration;
- b. Significant effects previously examined will be substantially more severe than shown in the previous EIR;
- c. Mitigation measures or alternatives previously found not to be feasible would in fact be feasible, and would substantially reduce one or more significant effects of the project, but the project proponents decline to adopt the mitigation measure or alternative; or
- d. Mitigation measures or alternatives which are considerably different from those analyzed in the previous EIR would substantially reduce one or more significant effects on the environment, but the project proponents decline to adopt the mitigation measure or alternative.

As explained below, the TNCs & Congestion Report does not provide any new information that would change the conclusions in the Central SoMa Plan EIR. Therefore, a supplemental EIR is not required.

(2) Additional Mitigation Measures

The letter submitted by Mr. Drury suggests three mitigation measures to be applied to TNCs: limiting the number of TNCs, imposing impact fees, and requiring TNCs to comply with the same clean-vehicle requirements imposed on taxis. But the Central SoMa Plan EIR found that the Plan would not result in significant VMT impacts and therefore, mitigation under CEQA is not required. In addition, Supervisor Aaron Peskin indicated at the SFCTA's September 25, 2018 Board Meeting that the Board of Supervisors would continue to pursue congestion pricing at the local and state level. Any future congestion pricing scheme would be consistent with Central SoMa Plan EIR Mitigation Measure M-TR-3a, which identifies congestion pricing as a potential method to address transit impacts. This mitigation measure may be adopted by the Board as part of their deliberations on the Central SoMa Plan. The Central SoMa Plan's mitigation, monitoring, and reporting program identifies this measure's feasibility as uncertain because its implementation would likely require further actions by other governing bodies such as the San Francisco Municipal Transportation Agency and the SFCTA. Furthermore, a recently enacted state law, Senate Bill 1014, creates the California Clean Miles Standard and Incentive Program, which regulates TNC emissions.

(3) Recirculation of Central SoMa Plan EIR

The October 23, 2018 letter from Mark R. Wolfe alleges that recirculation of the draft EIR is required to address the information contained in the TNCs & Congestion Report and references CEQA Guidelines section 15088.5. CEQA Guidelines section 15088.5 states that a lead agency is required to recirculate an EIR when significant new information is added to the EIR after public notice is given of the draft EIR's availability for public review under CEQA Guidelines section 15087, *but before certification*. The reference to CEQA Guidelines section 15088.5 is not applicable because the Central SoMa Plan EIR has been certified, and that certification was upheld on appeal to the Board on September 27, 2018. Therefore, recirculation of the document is not required.

TNCs & Congestion Report and Central SoMa EIR Conclusions

The Planning Department identified the following environmental topics that require discussion related to the TNCs & Congestion Report: travel demand and associated impacts to emergency access, air quality, noise, VMT, transit delay, loading, and pedestrian safety. The following summarizes the Central SoMa EIR impact conclusions for these topics and discusses whether

the information contained in the TNCs & Congestion Report is considered new information of substantial importance that could affect the conclusions reached in the Central SoMa Plan EIR pursuant to CEQA Guidelines section 15162.

Travel Demand, Emergency Access, Air Quality, and Noise Analyses

Travel demand refers to the number, type, and common destinations of new trips that people would take to and from the project, or in this case, a plan area. Trips consist of auto, transit, walking, and bicycling trips. As stated on draft EIR p. IV.D-32, the EIR relies on an activity-based travel demand model to predict travel demand associated with the Plan's projected growth and the travel patterns associated with the Plan's proposed street network changes. The Department used model outputs developed by the Transportation Authority. That model, the San Francisco Chained-Activity Modeling Process (SF-CHAMP), is the same model used in the TNCs & Congestion Report. The travel demand estimates from the SF-CHAMP model were used as inputs to the air quality and noise analyses and considered in the analysis of the Plan's impact with respect to emergency access. The subsequent analyses of impacts to air quality, noise, and emergency access also accounted for increased congestion resulting from plan generated traffic. The EIR found that subsequent development projects under the Central SoMa plan would result in significant and unavoidable air quality and traffic noise impacts. The EIR identified all feasible mitigation measures to reduce these impacts, but ultimately determined air quality and noise impacts from the Plan to be significant and unavoidable with mitigation.

The EIR also found that development under the Central SoMa Plan, including the proposed open space improvements and street network changes, could result in significant impacts on emergency vehicle access. The proposed Plan street network changes, in combination with the increased number of vehicles in the remaining travel lanes and increased levels of traffic congestion, could impede emergency vehicle access in the plan area. California law requires drivers to yield the right-of-way to emergency vehicles. In addition to California law, the EIR identifies four mitigation measures to mitigate this impact to a less-than-significant level. These four mitigation measures include Emergency Vehicle Access Consultation (M-TR-8), Transit Enhancements (M-TR-3a), Transportation Demand Management for New Development Projects (M-NO-1a), and Central SoMa Air Quality Improvement Strategy (M-AQ-5e).

While the TNCs & Congestion Report estimates transportation network companies' contributions to congestion between 2010 and 2016,⁴ the report does not provide new estimates

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⁴ A draft report by the San Francisco County Transportation Authority, TNCs & Congestion (October 2018) studied the factors that increased congestion between 2010 and 2016. The existing transportation conditions analysis for this EIR relies on data collected within the period in the TNCs & Congestion report. Transportation network company vehicles that passed through study area intersections during the collection period are included in the counts and thus are included as part of the existing conditions.

or metrics of travel demand by type of land use, including transportation network company use, into the future. The current version of the SF-CHAMP model, while used in the TNCs & Congestion Report, does not have household level travel behavior data that would allow for allocating TNCs to specific land uses (e.g., office or residential) or locations to provide revised travel demand estimates. In other words, the Report offers no new information or level of detail that could be used to revise the fundamental and necessary modelling tool available to measure potential future travel behavior.

Furthermore, since the publication of the Central SoMa Responses to Comments ("RTC") document, there have been changes to the Central SoMa Plan that have affected the growth projections evaluated in the EIR. These changes have resulted in a decrease in the amount of jobs, commensurate with an increase in residential units projected to occur under the Central SoMa Plan. As documented in the November 8, 2018 memo addressing the proposed Central SoMa Plan amendments introduced at the October 22, October 29, and November 5, 2018 Land Use Committee hearing⁵, the Central SoMa Plan is now projected to result in a total of 8,760 housing units and 32,089 jobs. For reference, the Central SoMa Plan draft EIR analyzed 8,320 housing units and 44,000 jobs. The changes made to the Plan, resulting in an increased number of residential units and a lower number of jobs, remain within the scope of the EIR's analysis.

In regard to transportation and circulation, residential uses, on a square-foot basis, would result in fewer person trips than office uses based on San Francisco's 2002 Transportation Impact Analysis Guidelines.⁶ For residential use, these Guidelines assume 10-person trips occur per 1,000 square feet, whereas for office use, the Guidelines assume 18-person trips occur per 1,000 square feet of office use. Therefore, the Central SoMa Plan's conversion of projected office use to residential use would result in lower overall person trips, resulting in lower overall vehicle, transit, pedestrian, bike, and other trips (including TNC trips) than reported in the Central SoMa Plan EIR.

The TNCs & Congestion Report would not change the conclusions in the EIR because the report does not provide evidence that the EIR's travel demand estimates are inadequate. Furthermore, changes that have been made to the Plan since publication of the RTC would have the effect of lowering overall person trips, and specifically vehicle trips. These vehicle trips were used as inputs in the noise and air quality analyses and considered in the analysis of impacts to emergency access. Therefore, the EIR likely overstates the Plan's impact with respect to air quality, noise, and emergency vehicle access.

⁵ San Francisco Board of Supervisors File No. 180651.

The person trips in the Transportation Impact Analysis Guidelines are conservative (i.e. "worst-case scenario") assumption meaning that the results are not underreported, but instead, provide the most conservative analysis.

Vehicle Miles Traveled

Consistent with state guidance and Planning Commission resolution 19579, the EIR uses efficiency metrics (VMT per capita and employee) to analyze VMT impacts. The EIR's significance threshold is based on guidance from the state Office of Planning and Research, which states that a land use plan may have a significant impact with respect to VMT if that plan is not consistent with the relevant sustainable communities strategy ("SCS"), which is Plan Bay Area. Plan Bay Area established a VMT per capita target of 10 percent below the Bay Area 2005 regional average VMT per capita levels. Table IV.D-5 in the draft EIR (p. IV.D-37) uses model data to estimate the Plan's VMT impact in year 2040. This model data was compared to 2005 VMT levels for the Plan Area. The table shows that with implementation of the Plan, Central SoMa Plan area VMT per employee and capita would decline compared to 2005 conditions (between 27 and 31 percent). Further, the table shows that with implementation of the Plan, Central SoMa Plan area VMT per employee and capita is well below (58 to 83 percent) the Bay Area regional average in 2005 and would continue to be well below (63 to 86 percent) the Bay Area regional average in 2040. From a regional perspective, the Plan is consistent with Plan Bay Area and Planning Commission resolution 195797 regarding a VMT efficiency metric because it results in a VMT per capita below the threshold set by Plan Bay Area and promotes the reduction of greenhouse gas emissions, the development of multimodal transportation networks, and a diversity of land uses.

While the TNCs & Congestion Report estimates transportation network companies' contributions to VMT between 2010 and 2016, the report does not estimate VMT per employee or household, which are the metrics necessary for evaluating effects of implementation of the Plan. The report does not analyze these metrics because it does not have household level travel behavior data that would allow for allocating transportation network company VMT to specific land uses (e.g., office or residential) or locations to arrive at these efficiency metrics. In addition, the report does not project future estimates of VMT, including those associated with transportation network companies and does not affect the VMT analysis of the Plan in the EIR.

Further, research shows that the built environment, particularly a site's location, affects how many places a person can access within a given distance, time, and cost, using different ways of travel (e.g., private vehicle, public transit, bicycling, walking, etc.). Typically, low-density development located at great distances from other land uses and in areas with few options for ways of travel provides less access than a location with a high density, mix of land uses, and numerous ways of travel. Therefore, low-density development typically generates more VMT compared to a similarly sized development located in urban areas.

⁷ San Francisco Plan<u>ning Commission Resolution 19579.</u>

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Given these travel behavior factors, on average, persons living or working in San Francisco result in lower amounts of VMT per capita than persons living or working elsewhere in the nine-county San Francisco Bay Area region. In addition, on average, persons living or working in some areas of San Francisco result in lower amounts of VMT per capita than persons living or working elsewhere in San Francisco. The Central SoMa Plan Area is well below the regional average for VMT as shown in Tables IV.D-5 and IV.D-6, draft EIR pp. IV.D-37 to IV.D-38) and among the lowest locations in San Francisco for VMT. The TNCs and Congestion Report does not provide evidence or information that a significant VMT impact as a result of the Central SoMa Plan would occur.

Transit Delay

The EIR states that development under the Central SoMa Plan, including the proposed open space improvements and street network changes, would cause a substantial increase in transit delays resulting in adverse impacts on local and regional transit routes. To mitigate this impact, the EIR identifies mitigation measures to enhance transit (e.g., congestion-charge scheme, transit-only lanes or other measures) and reduce vehicle trips generated by new development (e.g., transportation demand management). However, the EIR finds that even with these mitigations, transit delay impacts resulting from the plan would be significant and unavoidable.

While the TNCs & Congestion report estimates transportation network companies' contributions to congestion between 2010 and 2016, the report does not estimate the contribution TNCs make to congestion that then results in transit delay. The changes shown in the report reflect delay and average speeds captured by INRIX⁸ data using real-time GPS monitoring sources from private vehicles along certain streets with and without public transit service operating on them. To the extent public transit travels in the same travel lanes as private vehicles, then this data can be used for analyzing public transit delay and average speeds. However, transit does not always operate in the same lanes as private vehicles; transit may also operate in transit only lanes, either throughout the day or during peak hours of congestion. In any case, the EIR found significant and unavoidable impacts to both local and regional transit, in part due to congestion. Information provided in the TNCs & Congestion Report would not alter that conclusion or the severity of the transit impact disclosed in the EIR.

Loading

The EIR states that development under the Central SoMa Plan, including the proposed open space improvements and street network changes, would cause significant loading impacts due

 8 INRIX is a private company that analyzes data from road sensors and vehicles: http://inrix.com/.

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to an unmet loading demand, causing secondary impacts related to potentially hazardous conditions or significant delay to transit. To mitigate this impact, the EIR identifies mitigation measures to manage loading (e.g., curb management strategy, development loading and operations plans). However, even with these mitigation measures, the EIR concludes that loading impacts would remain significant and unavoidable.

While the TNCs & Congestion report estimates transportation network companies' contributions to congestion between 2010 and 2016, it does not provide information on how TNCs affect loading operations. The Central SoMa Plan EIR identified significant and unavoidable loading impacts resulting from new development, acknowledging that the feasibility of ensuring adequate passenger and freight loading under the Central SoMa Plan cannot be assured for passengers traveling in private cars, taxis, or TNC vehicles, conventional freight, or e-commerce deliveries (Central SoMa RTC, p. RTC-156). The Report would not change that conclusion.

Pedestrian Safety

The EIR states that development under the Central SoMa Plan, including the proposed open space improvements and street network changes, would not result in pedestrian safety hazards and would not result in substantial overcrowding on sidewalks or at corner locations, but would result in overcrowding at crosswalks. To mitigate this impact, the EIR identifies upgrading crosswalks in the Central SoMa plan area (Mitigation Measure M-TR-4).

The TNCs & Congestion report does not analyze how TNCs affect the safety of people who use the roads, including public transit riders, bicyclists and pedestrians, but identifies this as an area of future research (p. 34). Therefore, the TNCs and Congestion Report provides no new information that would affect the Central SoMa Plan EIR's pedestrian safety analysis.

Conclusion

The Central SoMa Plan EIR adequately and accurately evaluated the Plan's transportation, air quality, and noise impacts based on information that became available throughout the EIR process in relation to TNCs.

The Department reviewed the TNCs & Congestion Report and for the reasons states above, determined that none of the information contained in the Report constitutes substantial

⁹ The TNCs & Congestion Report did estimate the impact passenger loading operations has on congestion, separating delays on major and minor arterials, but not on loading impacts themselves.

evidence that would require the preparation of a supplemental EIR pursuant to CEQA Guidelines section 15162. The three individual letters and associated attachments provide no substantial evidence or information of a new significant impact or an increase in the severity of a significant impact not already disclosed in the Central SoMa Plan EIR.

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CENTRAL SOMA PUBLIC BENEFITS PROGRAM ISULIO

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I. INTRODUCTION

The vision of the Central SoMa Plan is to create a social, economic, and environmentally sustainable neighborhood by 2040, with space for approximately 30,000 new jobs and 8,300 new housing units. With its centralized location near downtown, excellent transit access, and numerous undeveloped or underdeveloped sites, the neighborhood is well-positioned to become a new hub for employment and housing the core of the city and Bay Area Region.

As it grows and evolves over the next 25 years, Central SoMa will require significant investments in infrastructure. As such, the City places requirements on new development to help ameliorate and mitigate its impacts. These requirements and controls will result in approximately \$2 billion in public benefits to serve the neighborhood – compared to the \$500 million in revenues that would occur absent the plan.

The purpose of this Public Benefits Program Document is to summarize the Plan's public infrastructure program, sources of funding, relative allocation of revenues from the various sources among the infrastructure projects, and implementation processes and mechanisms. It includes the following sections:

- 1. **Process:** This section briefly outlines the process of developing the implementation program and strategy for the Central SoMa Plan, including describing the supporting needs assessments, community outreach and interagency process, and technical analyses.
- 2. **Public Benefits Package:** This section outlines a range of infrastructure and services that may serve new growth anticipated under the Plan, including a description of the implementing agencies/organizations and anticipated timeline for delivery.
- 3. **Funding Strategy:** This section describes the requirements on new development to finance the improvements proposed in the Public Benefits Package.
- 4. **Administration & Monitoring:** This section describes the interagency processes for ensuring coordination during the plan implementation period, as well as procedures for ongoing monitoring to ensure that the Plan's objectives are being met.

Several of the funding and implementation processes are legally established and more thoroughly described in other City codes and ordinances, including the Planning Code and Administrative Code. Also note that these proposals are designed to be consistent with the requirements of California Mitigation Fee Act and all proposed development impact fees have been evaluated against relevant maximum justified nexus amounts, where applicable. ¹

¹ Pursuant to the California Mitigation Fee Act (CA Government code § 66000 et seq.), cities may enact development impact fee requirements provided they are roughly proportional in nature and extent to the impact of the new development.

II. PROCESS

The Planning Department worked iteratively with other agencies and stakeholders to develop the public benefits, financing, and administration strategies described in this Implementation Plan. Concepts for infrastructure and public benefits were first developed for the Draft Central Corridor Plan in 2013, and further refined through additional outreach leading up to the Draft Central SoMa Plan in 2016. The Department held a series of public meetings and conducted an online survey in order to solicit public feedback on needs and funding priorities for public benefits. Details from these outreach events is chronicled at the project website (http://centralsoma. sfplanning.org).

This document describes a fiscally constrained list of projects that has been prioritized based on City and community feedback. It may not reflect the entire scope of possible infrastructure and service needs in the Plan Area, nor the longer term needs beyond the life of the Plan (anticipated as 25 years). It reflects public input on key neighborhood priorities and needs, informed by feedback from implementing agencies on project feasibility and cost. The public benefits identified may require further scoping and analysis on project design, financial feasibility, environmental review, and implementation. Project scoping and planning has already begun for a number of the City agency projects identified here, with the goal of having projects ready for construction by the time that funding generated by the Plan becomes available.

Additional technical analysis was conducted to support these proposed public benefits. A financial feasibility analysis by Seifel Consulting, Inc. was conducted in order to quantify the value created by the Plan and establish a financially feasible level of development requirements. Other nexus studies conducted for the City's development impact fees provided further information on the amount of new infrastructure and services needed to serve

new development. This document was also informed by methods and processes used for prior area planning processes (including Eastern Neighborhoods, Market & Octavia, and Transit Center District Plan).

Approval of the Implementation Program does not bind the City to approving or proceeding with any of the projects described in this Public Benefits Program. The City may modify this list of projects in the future, as the neighborhood evolves, new needs are identified, and/or any additional required environmental review is completed. Any such process would involve substantial public input and would require a revision to this Implementation Document. As described further in Section IV (Administration & Monitoring), oversight for implementation of this plan will be shared among various public agencies and elected officials, with input from the public through Community Advisory Committees (CACs) and other events or hearings. These regulatory bodies will be responsible for overseeing ongoing capital planning efforts, including: financial reporting and monitoring; deliberation regarding the sequencing and prioritization of expenditures; and if necessary, modifications to the Implementation Document, which would require ultimate approval by the Board of Supervisors.

III. PUBLIC BENEFITS PACKAGE

Public benefits are goods and services expected to be generated by new development that typically: 1) support the broader community's wellbeing; 2) are not provided voluntarily by the private sector (or at least not in sufficient quantity or quality to meet demand); and, 3) require some sort of subsidy or opportunity cost (e.g. public or private funding) to create, operate, and maintain. Common types of public benefits include affordable housing, parks, and transit service. In order to fund public benefits, government agencies utilize "value capture" strategies – such as development requirements, taxes, fees, or other exactions. These strategies are often implemented concurrent to investments in public infrastructure (such as new transit service) or increases in development potential for property owners. The public benefits generated through these strategies are typically delivered through one or more of the following three mechanisms:

- **Direct provision of benefit by a specific development project** (e.g. on-site affordable housing units or the provision of Privately Owned Public Open Spaces (POPOS). These public benefits are typically provided at the same time as the new development or shortly thereafter.
- **One-time impact fees** paid when a project is ready for construction, such as citywide (e.g. Child Care Fee) and area plan fees (e.g. Eastern Neighborhoods Community Infrastructure Fee).
- Ongoing taxation such as a Mello-Roos Community Facilities District (CFD).

This section describes the public benefits and the key funding sources expected to be generated by the Plan. There are nine categories of public benefits that may be funded by the Central SoMa Plan in support of its Goals, Objectives, and Policies. Table 1 summarizes how the revenues generated by Plan may be allocated among these public benefits, accompanied by a detailed discussion of each category of public benefit provided in order of allocated funding.²

Notably, in addition to this \$2 billion increase in funding for public benefits expected to be generated directly by new development, taxes from new development in the Plan Area are expected to generate up to \$1 billion additional revenues for the City's General Fund within the same time period, through increased property taxes, sales taxes, and other means. These taxes could be directed toward the neighborhood, other citywide needs, or a combination of the two at the discretion of the City's budgeting process. Additionally, the City could choose to fund public benefits in the neighborhood through other mechanisms, such as bonds or general taxes. Any of these funding sources could be directed to the Plan Area to accelerate delivery of public benefits, which would make the timing of implementation less dependent on the phasing of new development. However, pursuit of these mechanisms is dependent on processes and decision-making external to the adoption of this plan. Such additional funding sources would enable the City to address other neighborhood infrastructure needs, as identified at that time. For additional analysis of the overall economic impact of the Central SoMa Plan, see the Economic Impact Statement prepared by the Office of Economic Analysis.³

² All dollar amounts expressed here are in 2017 dollars. Actual average revenues collected each year will be higher, due to scheduled tax rate escalation as well as indexing of City fees (which are escalated annually to reflect construction costs).

 $^{3 \}quad \text{Available at: https://sfcontroller.org/sites/default/files/Documents/Economic\%20Analysis/180184_economic_impact_final.pdf and the property of the prop$

Table 1
CENTRAL SOMA PUBLIC BENEFITS PACKAGE: SUMMARY (IN 2017 DOLLARS)

BENEFIT	TOTAL REVENUES	CATEGORY ALLOCATION (%)
Affordable Housing	\$940,000,000	44%
To meet the target of 33% Below-Market Rate (BMR) units	\$940,000,000	44%
Transit	\$ <u>495</u> 500,000,000	23%
Local transit improvements to enhance convenience and safety	\$340,000,000	16%
Regional transit capacity enhancement and expansion	\$ <u>155</u> 160,000,000	7%
Parks & Recreation	\$185,000,000	9%
Gene Friend Recreation Center Reconstruction/Expansion	\$25,000,000	1%
Victoria Manalo Draves Park Programming	\$5,000,000	0%
New 1-acre park in Southwest portion of Plan Area	\$35,000,000	2%
New public recreation center*	\$10,000,000	0%
Park and greenery maintenance and activation	\$15,000,000	1%
New large (2+ acre) SoMa park (initial site identification)*	\$5,000,000	0%
New Bluxome linear park*	\$5,000,000	0%
New under-freeway public recreation area	\$5,000,000	0%
Privately-Owned Public Open Spaces (POPOS)	\$80,000,000	4%
(Alternative project: 7th & Mission Park)	(\$20,000,000)	(1%)
Production, Distribution, & Repair	\$180,000,000	8%
Preservation and creation of PDR space to ensure no net loss due to the Plan	\$180,000,000	8%
Complete Streets	\$110,000,000	5%
Redesign of all major streets in the Plan Area to be safe and comfortable for	\$110,000,000	5%
people walking, biking, and on transit. Cultural Preservation & Community Services	\$114,000,000	5%
Restoration of the US Mint Building	\$20,000,000	1%
Preservation and maintenance of historic buildings	\$20,000,000	1%
New community facilities (e.g. health care clinics and job training centers)	\$20,000,000	1%
Social and cultural programming Control for pultural amonities (o.g. Yorka Bugas Cardons)	\$25,000,000 \$15,000,000	1%
Capital for cultural amenities (e.g. Yerba Buena Gardens) PDR Relocation Assistance Fund	\$10,000,000	0%
	\$9,000,000	0%
Neighborhood cleaning Environmental Sustainability & Resilience	\$6570,000,000	3%
Enhanced stormwater management in complete street projects	\$2832,000,000	1%
Freeway corridor air quality and greening improvements	\$22,000,000	1%
Living Roofs enhanced requirements	\$6,000,000	0%
Other energy and water efficiency projects	\$ 910 ,000,000	0%
Schools & Childcare	\$64,000,000	3%
New childcare centers	\$26,000,000	1%
Capital investments in schools serving K-12 population	\$32,000,000	1%
Bessie Carmichael supplemental services	\$6,000,000	0%
TOTAL	\$2,160,000,000	100%

^{*}If funds for these Parks & Recreation projects are provided by other sources (such as contributions from new development) or if revenues exceed the projected amounts, funding could be allocated to the "Alternative" project listed here.

NOTE: Over the course of Plan build out (roughly 25 years), the City expects to allocate funds among the public benefit categories in the amounts listed (or proportionally according to the category allocation percentages listed, should the final amount of revenues differ from what is shown here). However, the sequence of fund disbursement will be determined based on a variety of factors, including project readiness, community priorities, completion of any additional required environmental review, and other funding opportunities. The list of specific projects is subject to change and is not legally binding.

Table 2
CENTRAL SOMA PUBLIC BENEFITS PACKAGE: DETAILED FUNDING SOURCES & USES (IN 2017 DOLLARS)

PUBLIC BENEFIT	DIRECT PROVISION BY NEW DEVELOPMENT	CENTRAL SOMA COMMUNITY FACILITIES DISTRICT (CFD; \$434)	EASTERN NEIGHBORHOODS INFRASTRUCTURE FEE (\$423)	TRANSPORTATION SUSTAINABILITY FEE (\$411A)	JOBS-HOUSING LINKAGE FEE (\$413)	AFFORDABLE HOUSING FEE (\$415)	CENTRAL SOMA INFRASTRUCTURE FEE (\$428.2)	SCHOOL IMPACT FEE (CA ED. CODE \$17620)	CHILD CARE FEE (§414 AND 414(A))	CENTRAL SOMA COMMUNITY FACILITIES FEE (\$4281)	TOTAL (BY CATEGORY)	% SHARE
AFFORDABLE HOUSING	\$550,000,000				\$210,000,000	\$180,000,000					\$940,000,000	44%
TRANSIT		\$160,000,000	\$90,000,000	\$210,000,000			\$ <u>35</u> 40 ,000,000				\$ <u>495</u> 500 ,000,000	23%
PARKS & RECREATION	\$80,000,000	\$4 <u>0</u> 5,000,000	\$60,000,000				\$5,000,000			. 8	\$185,000,000	9%
PRODUCTION, DISTRIBUTION, & REPAIR (PDR)	\$180,000,000										\$180,000,000	8%
COMPLETE STREETS		\$10,000,000	\$90,000,000	\$10,000,000							\$110,000,000	5%
CULTURAL PRESERVATION & COMMUNITY SERVICES	\$20,000,000	\$ <u>74</u> 69 ,000,000								\$20,000,000	\$ <u>114</u> 109 ,000,000	5%
ENVIRONMENTAL SUSTAINABILITY	\$6,000,000	\$ <u>59</u> 64,000,000				8		, -			\$ <u>65</u> 70 ,000,000	3%
SCHOOLS & CHILDCARE		\$6,000,000						\$26,000,000	\$32,000,000		\$64,000,000	3%
TOTAL (BY SOURCE)	\$836,000,000	\$354,000,000	\$240,000,000	\$220,000,000	\$210,000,000	\$180,000,000	\$40,000,000	\$26,000,000	\$32,000,000	\$20,000,000	\$2,160,000,000	100%

AFFORDABLE HOUSING

Central SoMa Plan Objective 2.3, states that the City should "Ensure that at least 33% of new housing is affordable to very low, low, and moderate-income households". The Central SoMa Plan will generate approximately 2,670 affordable units. The Plan will require that these below market rate units are developed within SoMa (i.e., the area bounded by Market Street, the Embarcadero, King Street, Division Street, and South Van Ness Avenue).

Table 3
TOTAL ESTIMATED COSTS - AFFORDABLE HOUSING

BENEFIT TOTAL REVENUES		FUNDING SOURCES	DESCRIPTION	LEAD AGENCIES
1,970 BMR units	\$730,000,000	Inclusionary Housing Program (Planning Code Section (Sec.) 415)	Applicable to new residential projects. Individual developments may choose how to satisfy the program requirements, but revenues are generally expected to be split 50-50 between: 1) onsite Inclusionary Housing Program units provided directly by development projects; and, 2) off-site Inclusionary Housing units or units provided by MOHCD, funded by payment of the Affordable Housing Fee	MOHCD
700 BMR units	\$210,000,000	Jobs-Housing Linkage Fee (Sec. 413)	Fee is paid by new nonresidential developments, and units are provided by MOHCD.	MOHCD
TOTAL	\$940,000,000			

Delivery and Timing

All of the funding sources for below-market rate (BMR) units in the Plan Area are provided through either direct provision or impact fees paid by new developments. As such, the delivery of BMR units is highly dependent on the volume of new development. Onsite and offsite BMR units provided through the Inclusionary Housing Program are expected to be provided at the same time as market rate units of the affiliated project.

BMR units funded through impact fees at the time of development are directed to the Mayor's Office of Housing and Community Development (MOHCD), which uses the money to identify and purchase sites and construct new affordable housing units, often in conjunction with nonprofit housing developers. MOHCD may need to assemble the impact fees from several market-rate projects to obtain sufficient funds for each new affordable housing project. Thus, the development of these units may lag behind the market rate units, unless additional affordable housing funds are directed to the Plan Area in the interim.

In addition, MOHCD is increasingly exploring affordable housing preservation strategies, in which they convert existing housing units (such as rent-controlled apartments) into permanently affordable BMR units. The City's Small Sites Program is one such tool, funding acquisition and rehabilitation of 5-to-25-unit rental buildings. Central SoMa could rely on both production and preservation strategies in order to achieve the Plan's affordable housing targets.

TRANSIT

Central SoMa Plan Objective 4.3 states that the City should "Ensure that transit serving the Plan Area is adequate, reliable, and pleasant." This is because new and enhanced public transportation infrastructure is fundamental to accommodating the influx of new jobs and housing units proposed for Central SoMa. Although the completion of the Central Subway system will provide a vital connection between the Plan Area and the rest of the city, additional improvements will be required over time to ensure that people can travel to and from the area safely and conveniently.

Funding from the Plan may be directed to both local and regional transportation systems, reflecting the important role that the Plan Area will serve as a hub in the Bay Area for jobs, housing, and culture. The Plan is expected to generate \$500 million in investments to both near- and long-term transit service and capacity enhancements, serving both local and regional transit. Local transportation funding needs include, but are not limited to: transit enhancement and expansion, preventive maintenance (e.g. state of good repair efforts), streetscape improvements (such as transit priority lanes and boarding islands), and service adjustments.

Regional transit funding may be directed towards "core capacity" enhancement and expansion projects meant to facilitate movement to the Plan Area from the East Bay and Peninsula/South Bay. Studies are ongoing at the regional level to further define the scope and specifics of such projects, including the Core Capacity Study, Plan Bay Area, and related efforts. Efforts may include BART station and fleet upgrades, Bay Bridge corridor efficiency improvements, Caltrain corridor improvements (such as the Downtown Extension, or DTX, project), and longer-term projects (such as advancement of a second Transbay transit crossing).

Table 4
TOTAL ESTIMATED COSTS - TRANSIT

BENEFIT	TOTAL REVENUES	FUNDING SOURCES	DESCRIPTION	LEAD AGENCIES
Local transportation enhancements	\$340,000,000	Transportation Sustainability Fee (TSF) (Sec. 411A); Eastern Neighborhoods Infrastructure Impact Fee (Sec. 423); Central SoMa Infrastructure Impact Fee (CSF) (Sec. 433); Central SoMa Mello-Roos Community Facilities District (CFD; Sec. 434)	Funds may go to SFMTA to support transit service expansion/enhancement as well as preventive maintenance projects.	SFMTA
Regional transit capacity enhancement and expansion	\$ <u>155160,</u> 000,000	TSF (Sec. 411A); CSF (Sec. 433), Central SoMa Mello-Roos Community Facilities District (CFD; Sec. 434)	These funds may be split roughly equally between (1) near term enhancements on the Transbay corridor, (2) longer-term "core capacity" projects (such as a second Transbay rail crossing), and (3) enhancements on the Caltrain/High Speed Rail corridor.	TBD, but could include BART, Caltrain, MTC, TJPA, and California High Speed Rail Authority, among others.
TOTAL	\$ <u>495</u> 500,000,000			

Delivery and Timing

Funds for local transit improvements may be directed to and administered by the San Francisco Municipal Transportation Agency (SFMTA). The funds derived from impact fees (the TSF, Eastern Neighborhoods Infrastructure Impact Fee, and the Central SoMa Fee) will accrue as development projects receive their building permits, and are thus tied directly to the rate of new development. The remaining funds derived from the CFD would accumulate over the lifespan of the Plan and beyond, as new development comes online and begins paying the tax. However, the City also has the option of bonding against this revenue stream, thus accruing these funds substantially earlier. This may be desirable, in order to ensure that transportation investments are in place to attract and meet the needs of new development.

In addition, the portion of revenues from Eastern Neighborhoods Infrastructure Impact Fees is programmed through the Interagency Plan Implementation Committee (IPIC) and the Eastern Neighborhoods Community Advisory Committee (ENCAC), described further in Section IV. The ENCAC, comprised of community stakeholders, provides annual recommendations for how to allocate fee revenues to high priority public projects. These proposals are subsequently evaluated, modified, and approved by the IPIC and the City Capital Planning Committee, and included in the City's annual Capital Budget and 10-year Capital Plan (adopted biennially).

The funds for regional transit improvements is expected to come primarily from the CFD following a similar timeline as described above. These funds would be collected by the Assessor-Recorder's office and may be directed to regional transportation agencies, through a process that would be governed by an interagency Memorandum of Understanding (MOU).

PARKS & RECREATION

Central SoMa Plan Goal #5 states that the Plan area should "offer an abundance of parks and recreational opportunities." Central SoMa and the broader SoMa neighborhood currently suffer from a shortage of public parks and recreational opportunities, largely due to the area's industrial history. The Plan envisions a range of new parks, recreational facilities, and public open spaces, in addition to funding for renovation and programming of existing facilities (thereby fulfilling Plan Objectives 5.1-5.6). These new and upgraded facilities may include playgrounds, sport facilities, recreational programs, and passive open spaces, catering to diverse open space needs.

Table 5

TOTAL ESTIMATED COSTS - PARKS & RECREATIONS

BENEFIT	TOTAL REVENUES	FUNDING SOURCES	DESCRIPTION	LEAD AGENCIES
Gene Friend Recreation Center Reconstruction/ Expansion	\$25,000,000	Eastern Neighborhoods Infrastructure Impact Fee (Sec. 423)	Enhancement/expansion of existing facility to accommodate growth in demand.	Rec & Park
Victoria Manalo Draves Park Programming	\$5,000,000	Central SoMa Mello- Roos Community Facilities District (CFD; Sec. 434)	Funding for activation and programming.	Rec & Park
New 1-acre park in Southwest portion of Plan Area	\$35,000,000	Eastern Neighborhoods Infrastructure Impact Fee (Sec. 423)	Development of a potential park on the existing SFPUC-owned lot in the area between 4th, 5th, Bryant, and Brannan Streets. This may potentially be provided by an In-Kind Agreement with surrounding development.	Rec & Park
New public recreation center*	\$10,000,000	Eastern Neighborhoods Infrastructure Impact Fee (Sec. 423)	This may potentially be funded through direct provision on a development project.	Rec & Park
Park and greenery maintenance and activation	\$15,000,000	Central SoMa Mello- Roos Community Facilities District (CFD; Sec. 434)	Maintenance and programming of public parks and open spaces. Priority for this funding is to ensure that the new 1-acre park is properly maintained.	Rec & Park; Department of Real Estate
New large (2+ acre) SoMa park (initial site identification)*	\$5,000,000	Eastern Neighborhoods Infrastructure Impact Fee (Sec. 423)	Funding for initial site identification and coordination for a large signature park in the larger SoMa area.	Rec & Park
New Bluxome linear park*	\$5,000,000	Central SoMa Mello- Roos Community Facilities District (CFD; Sec. 434)	A park built on the existing Bluxome Street right of way. This may potentially be developed as a privately-owned public open space (POPOS) by nearby developments.	Planning
New under- freeway public recreation area	\$5,000,000	Eastern Neighborhoods Infrastructure Impact Fee (Sec. 423)	This may potentially be developed as a POPOS by nearby developments.	Rec & Park
Privately-Owned Public Open Spaces (POPOS)	\$80,000,000	Direct provision by new development (Sec. 138)	Up to four acres of net new publicly- accessible open space spread across the Plan area, provided directly on new development projects.	Planning
(Alternative project: 7th & Mission Park)	(\$20,000,000)	Central SoMa Mello-Roos Community Facilities District (CFD; Sec. 434)	Funding to acquire and develop a new park site at 1133 Mission Street.	Rec & Park
TOTAL	\$185,000,000			

Delivery and Timing

Revenues from impact fees will accrue concurrently with the pace of new development, while the CFD revenues accrue annually as additional projects come online and begin paying the tax (or earlier should the City choose

^{*} Note: If funds for these Parks & Recreation projects are provided by other sources (such as contributions from new development) or if revenues exceed the projected amounts, funding could be allocated to the "Alternative" project listed here.

⁵ This list of projects is ordered by priority, based on community feedback and discussions with the Recreation and Parks Department. It is not legally binding and is subject to change in response to future open space opportunities and priorities in the Plan Area. The cost of parks and recreational benefits is highly subject to design decisions and identification of complementary funding sources. If the benefits listed all cost the City the maximum foreseeable, then the sum of these benefits will exceed the amount allocated.

to bond against this revenue stream). The prioritization of projects is conveyed in Table 5, with the highest priority for funding at the top of the table. However, this order may be amended, through input from the Eastern Neighborhoods Community Advisory Committee and Interagency Plan Implementation Committee, policymakers, and other public feedback, based on timing considerations (such as shovel readiness) and financial considerations (such as leveraging other funds).

POPOS would be delivered at the same time as their associated development projects, and would undergo an urban design review process involving the Planning Department and Recreation and Parks Department to ensure that they meet minimum requirements for size, usability, and quality. Collectively, the POPOS requirement is expected in result in up to four acres of new publicly accessible open space, all of which will be provided at ground level.

PRODUCTION, DISTRIBUTION, AND REPAIR (PDR)

Central SoMa Plan Objective 3.3 states that the City should "Ensure that the removal of protective zoning does not result in a loss of PDR in the Plan Area." This is because the production, distribution, and repair (PDR) sector is critical to San Francisco. Companies in the PDR sector serve the needs of local residents and businesses, and tend to provide high-paying jobs and career advancement opportunities for people without a four-year college degree. PDR jobs also enhance the city's economic diversity and therefore our ability to weather times of economic stress.

The SoMa neighborhood has a legacy as a home for PDR jobs. The Plan would ensure that the removal of protective zoning does not result in a net loss of PDR jobs in the Plan Area, by providing requirements to fund, build, and/or protect PDR spaces. The total amount of PDR space that will be preserved or created is approximately 900,000 square feet.

Table 6
TOTAL ESTIMATED COSTS - PRODUCTION, DISTRIBUTION, AND REPAIR

BENEFIT	TOTAL REVENUES	FUNDING SOURCES	DESCRIPTION	LEAD AGENCIES
900,000 sq ft of PDR space	\$180,000,000	Direct provision by new development (Sec. 202.8 and Sec. 249.78)	PDR space directly provided by new development	Planning
TOTAL	\$180,000,000			

Delivery and Timing

The direct provision of PDR space will come from land use controls and conditions for allowing residential and non-residential development, in the form of requirements to maintain and/or replace existing spaces and to include new space in developments. As a direct provision, no transfer of funds or payment of fees will occur. The PDR space will be provided at the same time the associated space becomes ready for occupancy.

⁶ The Plan endorses the pursuit and analysis of an in-lieu fee for PDR, but the fee itself is not proposed as part of the Plan.

COMPLETE STREETS

Central SoMa Plan Objective 4.1. states that the City should "Provide a safe, convenient, and attractive walking environment on all the streets in the Plan Area." The current network of streets in the Plan Area provides a poor experience for all users – whether walking, driving, riding transit, or cycling. Streets are clogged with rush hour traffic, many sidewalks are not up to City standards, crosswalks are few and far between, and bicycle infrastructure is incomplete and discontinuous – all of which contribute to high rates of traffic crashes and injuries.

The Plan calls for complete streets improvements to make walking and biking more safe and convenient, in order to complement the transit improvements and encourage people to drive less. Funding generated by new development may be used to transform the vast majority of all major streets in the Plan Area into high quality streets for walking, biking, and transit.

Table 7
TOTAL ESTIMATED COSTS - COMPLETE STREETS

BENEFIT	TOTAL REVENUES	FUNDING SOURCES	DESCRIPTION	LEAD AGENCIES
Redesign of all major streets in the Plan Area	\$110,000,000	Transportation Sustainability Fee (TSF) (Sec. 411A); Eastern Neighborhoods Infrastructure Impact Fee (Sec. 423); Central SoMa Infrastructure Impact Fee (CSF) (Sec. 433); Central SoMa Mello-Roos CFD (CFD;; Sec. 434)	Redesign of approximately four miles of major streets (including portions of 3rd, 4th, 5th, 6th, Howard, Folsom, Harrison, Bryant, Brannan, and Townsend Streets) at an estimated cost of \$4,400-\$5,400 per linear foot.	SFMTA
TOTAL	\$110,000,000			

Delivery and Timing

All funding dedicated to complete streets would be directed to the SFMTA and San Francisco Department of Public Works (SFDPW) for planning, design, and construction. These funds are projected to be sufficient to redesign the vast majority of the major streets in the Plan Area. Although the Central SoMa Plan includes conceptual designs for the major streets, each street will need to undergo a more detailed design process, incorporating additional public feedback and environmental review as necessary, and including opportunities for incorporating environmental sustainability and green landscaping elements. Although improving main streets is the highest priority, improvements may also be implemented on alleyways in the Plan Area as funding allows. Within the main streets, prioritization will be set by SFMTA.

As noted in the Transit section above, revenues from the Eastern Neighborhoods Infrastructure Impact Fees receive additional oversight through the Eastern Neighborhoods Community Advisory Committee and the IPIC. The improvements funded by fees and the CFD could occur as money is accrued. The fees will accrue concurrently with the pace of development, while the CFD accrues annually as additional projects come online and begin paying the tax. As previously noted, the City has the option to accelerate projects by bonding against this revenue stream or utilizing other funds (including general fund revenues).

Alternatively, some improvements may be provided directly by development in order to meet minimum Better Streets Plan requirements or to satisfy an In-Kind Agreement, particularly on the new and renovated mid-block alleys that will not be included in SFMTA streetscape planning efforts. These improvements would be completed at the same time as the affiliated development project.

CULTURAL PRESERVATION & COMMUNITY SERVICES

Central SoMa Plan Objective 2.6 states that the City should "Support the schools, child care, and community services that serve the local residents." "Community services" includes space for nonprofit and government organizations that provide services to the community, such as health clinics and job training facilities. As commercial rents continue to increase citywide, it becomes increasingly difficult for many of these uses to start, grow, and stay in San Francisco. Central SoMa is already a popular location for many of these services, due to its central and transit-accessible location, and large number of commercial properties. The Plan will provide space for these types of facilities, as part of its central goals of increasing jobs and facilitating economic and cultural diversity. The City has recently developed a Community Facilities Nexus Study in order to quantify the demand for these services generated by new development, in order to establish a legal nexus for levying a Central SoMa Community Facilities Fee, a new development impact fee. Community services also includes neighborhood cleaning services to help promote the cleanliness, and thus walkability, of the neighborhood's streets.

Central SoMa Plan Objective 7.5 states that the City should "Support mechanisms for the rehabilitation and maintenance of cultural heritage properties." To fulfill this Objective, revenues generated by the Plan may be used as seed funding for the restoration and seismic upgrade of the celebrated U.S. Mint building and grounds at 5th and Mission Streets, one of the City's most significant historic properties. The building has long been envisioned as a major opportunity site to provide a cultural asset that celebrates the civic history of the City.

Revenues from the Plan may also be used to provide capital for cultural amenities. Funding could also be utilized for capital improvements at Yerba Buena Gardens and/or to help build or purchase a building for the neighborhood's important cultural communities, the Filipino community and the LGBTQ community. Finally, revenues from the Plan may also be used to help preserve and maintain important historic buildings within the Plan Area. This revenue will come from the sale of Transfer of Development Rights (TDR), a voluntary program available to these historic buildings whereby they sell their unused development rights to new development in the area. To facilitate the process, large new non-residential developments will be required to purchase TDR from historic buildings in the Plan Area.

Central SoMa Plan Objective 7.2 states that the City should "Support the preservation, recognition, and wellbeing of the neighborhood's cultural heritage resources." To fulfill this Objective, revenues generated from the Plan may be used annually to support social and cultural programming in the neighborhood. This funding currently comes from the SoMa Stabilization Fund, which is expected to run out of resources in the near future. The Plan therefore enables the continuation of this valuable funding source for the foreseeable future.

⁷ Available at: http://sfcontroller.org/sites/default/files/Documents/Budget/131124_Central%20SoMa%20Nonprofit%20Nexus_FINAL_2016_03_24.pdf

Table 8
TOTAL ESTIMATED COSTS - CULTURAL PRESERVATION & COMMUNITY SERVICES

BENEFIT TOTAL FUNDING DESCRIPT SOURCES		DESCRIPTION	LEAD AGENCIES	
Restoration of the US Mint Building	\$20,000,000	Central SoMa Mello- Roos Community Facilities District (CFD)	Restoration and seismic upgrade of the US Mint Building.	OEWD
Preservation and maintenance of historic buildings	\$20,000,000	Transfer of Development Rights (TDR) (Sec. 128.1)	Transfer of Sale of Transferable Development Rights Pla Development Rights from historic buildings to new development.	
60,000 sq ft of new space for community services	\$20,000,000	Central SoMa Community Facilities Fee (Sec. 428.1)	Impact fees to develop new facilities for nonprofit community services (such as health care or job training) needed to serve new growth.	MOHCD
Social and cultural programming	\$25,000,000	Central SoMa Mello- Roos Community Facilities District (CFD)	Annual funding for social and cultural programming for such activities as arts, job training, and tenant protections.	MOHCD
Capital for cultural amenities (e.g. Yerba Buena Gardens)	\$15,000,000	Central SoMa Mello- Roos Community Facilities District (CFD)	Capital improvements and/or funding to help build or purchase a building for the neighborhood's important cultural communities.	MOHCD
PDR Assistance Fund	Stance \$10,000,000 Central SoMa Mello- Roos Community Facilities District (CFD) Funding to support existing PDR businesses and to mitigate the impacts of displacement. Programs could include relocation assistance, including support with business services, rents, and moving costs.		<u>OEWD</u>	
Neighborhood cleaning	\$9,000,000	Central SoMa Mello- Roos Community Facilities District (CFD)	Ongoing funding for cleaning of neighborhood streets.	SFDPW
TOTAL	\$ <u>114</u> 109 ,000,000			

Delivery and Timing

Revenues from the Central SoMa Community Facilities Fee will be directed to the Mayor's Office of Housing and Community Development (MOHCD) to fund the development of new community facility space. As an impact fee, funding would accrue concurrently with development over the duration of the Plan. Facilities could potentially be developed through some combination of standalone locations (such as a centralized non-profit "hub" space) or potentially co-located within affordable housing projects. In the latter case, because the development of these affordable units would occur after the market rate development providing the necessary funding, the development of community facilities is likely to occur after these new developments as well. New developments will also be given the option to provide community facilities directly via an In-Kind Agreement with the City (instead of paying the Community Facilities Fee), which would result in faster delivery of the benefit.

Revenues from the CFD that may be used to support the restoration of the US Mint Building will accrue annually as projects come online and begin paying the tax. As previously noted, the City has the option to accelerate

projects by bonding against this revenue stream or utilizing other funds (including general fund revenues). Funding from the Plan may be part of a larger funding and programming effort for restoration, rehabilitation, and ongoing operations of the US Mint Building. This scope of work and budget is currently being developed, and it is anticipated that additional funds will need to be generated.

Sale of TDRs for the preservation and maintenance of other significant historic buildings in the Plan Area could occur upon adoption of the Central SoMa Plan.

ENVIRONMENTAL SUSTAINABILITY & RESILIENCE

Central SoMa Plan Goal #6 is to "Create an Environmentally Sustainable and Resilient Neighborhood" where urban development gives more to the environment than it takes (thereby fulfilling Plan Objectives 6.1–6.8). The Plan proposes innovative building- and neighborhood-scale interventions to improve environmental performance, providing a model for the rest of the city and beyond. New development will be required to incorporate living roofs, generate renewable energy onsite, and use only 100% greenhouse gas-free (GHG-free) electricity for the balance. Funds may also be directed to adding habitat-supportive landscaping and green infrastructure to streets and open spaces, to beautify them while also improving air quality, micro climate comfort, stormwater management, and ecological function. District-scale utility systems (e.g., shared energy and/or water systems linked between both new and existing buildings) are encouraged in order to enhance resource and cost efficiencies.

Table 9
TOTAL ESTIMATED COSTS - ENVIRONMENTAL SUSTAINABILITY & RESILIENCE

BENEFIT	TOTAL REVENUES	FUNDING SOURCES	DESCRIPTION	LEAD AGENCIES
Enhanced stormwater management in complete street projects	\$ <u>2832</u> ,000,000	Central SoMa Mello- Roos Community Facilities District (CFD)	Stormwater infrastructure (grey infrastructure, landscaping, etc.) on all major streets.	Planning, SFPUC
Freeway corridor air quality and greening	\$22,000,000	Central SoMa Mello- Roos Community Facilities District (CFD)	Greening improvements along/under the freeway corridor to improve air quality and enhance pedestrian comfort.	Planning
Living Roofs enhanced requirements	\$6,000,000	Direct provision by new development (Sec. 249.77)	Living Roofs requirement of 50% of usable roof area on projects 160' or shorter, surpassing City policy.	Planning
Better Roofs demonstration projects	\$2,000,000	Central SoMa Mello- Roos Community Facilities District (CFD)	Demonstration projects to highlight best practices, including a Living Roof project (\$1mn) and a solar project (\$500k).	Planning
Water recycling and stormwater management in public spaces	\$ <u>4</u> 5,000,000	Central SoMa Mello- Roos Community Facilities District (CFD)	Infrastructure for 100% recycled (non-potable) water for street cleaning and public park irrigation; green stormwater management in parks.	Planning, SFPUC
100% energy- efficient street lights	\$1,000,000	Central SoMa Mello- Roos Community Facilities District (CFD)	Energy efficient upgrades to street lights throughout the Plan area.	Planning, SFPUC

Sustainability studies & guideline documents	\$2,000,000	Central SoMa Mello- Roos Community Facilities District (CFD)	Funding for a District Energy & Water Utility Systems Study (\$500k), a Central SoMa Sea Level Rise & Flood Management Strategy (\$400k), a Fossil Fuel Free Buildings Study & Guidelines Document (\$300k), and Flood Resilient Design Guidelines (\$300k)	Planning
TOTAL	\$ <u>65</u> 70 ,000,000			

Delivery and Timing

The majority of funding for environmental sustainability improvements may be provided by the CFD, and will occur upon accrual of revenues, or earlier if the City chooses to bond against the CFD revenue stream. The sustainability studies and guideline documents discussed above are proposed to be delivered within two years after adoption of the Central SoMa Plan, and may lead to additional new requirements or public benefits.

The Living Roofs are provided directly onsite by new development and will occur with their respective projects. Additional benefits will be directly provided through new development via existing requirements (such as current energy and water efficiency requirements) and are not quantified here.

SCHOOLS AND CHILD CARE

Central SoMa Plan Objective 2.6 states that the City should "Support the schools, child care, and community services that serve the local residents." In terms of schools and child care, the Plan Area is expected to see a large increase in the number of children as it continues to transition from a primarily industrial neighborhood to a mixed-use hub for jobs and housing. The Plan will generate funding to meet the demand for schools and childcare for youth ages 0-18 through existing City impact fees.

Additionally, the Plan may help fund supplemental services at Bessie Carmichael, the neighborhood's only public school. At Bessie Carmichael, which serves children in K-8 grade, 100% of the students receive free and reduced lunch and 20% of the student population is self-identified homeless students. The supplemental services would be intended to address the challenges of addressing the needs of this student population through such strategies as additional mental health services and a summer program to fund year-round support to the children.

Table 10
TOTAL ESTIMATED COSTS - SCHOOLS & CHILDCARE

BENEFIT	TOTAL REVENUES	FUNDING SOURCES	DESCRIPTION	LEAD AGENCIES
Schools	\$32,000,000	School Impact Fee (State Education Code Sec. 17620)	Impact fees to meet demand for school facilities to serve growth generated within the Plan Area.	SFUSD
Childcare	\$26,000,000	Child Care Fee (Sec. 414 and Sec. 414A); Eastern Neighborhoods Impact Fee (Sec. 423)	Impact fees to meet demand for child care facilities to serve growth, located within the Plan area.	HSA Office of Early Care & Education
Bessie Carmichael Supplemental Services	\$6,000,000	Central SoMa Mello- Roos Community Facilities District (CFD)	Annual funding to provide supplementary services to the school, such as additional mental health services and the ability to provide year-round programming	SFUSD
TOTAL	\$64,000,000			

Delivery and Timing

The School Impact Fee will accrue at the time projects receive building permits. It is directed to the San Francisco Unified School District for use at their discretion throughout the city. New school facilities are expected to serve a broader area than just Central SoMa and will cost significantly more than the funds generated by the fees in the Plan Area. Additional fees, including those collected by the School Impact Fee in previous years, will be required to accrue enough to build new facilities.

Funds from the Child Care Fee and Eastern Neighborhoods Infrastructure Impact Fee will accrue at the time projects receive building permits. They will go to the Child Care Facilities Fund, which is administered jointly by the City's Human Services Agency Office of Early Care and Education and the Low-Income Investment Fund (LIIF). The Child Care Fee money can be spent throughout the City, while the Eastern Neighborhoods fee must be spent within the Eastern Neighborhoods Plan Areas. Child care facilities are less costly than school facilities and might come online sooner. New developments have the option to satisfy up to their entire Eastern Neighborhoods Impact Fee requirement by directly providing publicly-accessible child care onsite through an In-Kind Agreement (IKA), which could result in faster delivery of services.

The funding for Bessie Carmichael School may be provided by the CFD, and would occur upon accrual of revenues. As an ongoing allocation, it need not be bonded against, and would be disbursed annually to the School District, with community oversight.

IV. FUNDING STRATEGY

The previous section describes the funding necessary for infrastructure and other investments to accommodate the significant number of jobs and housing units envisioned in the Central SoMa Plan, as well as to address social, economic, and environmental needs and achieve the Plan's policy goals. To provide this funding, the City proposes requirements on new developments to help ameliorate and mitigate its impacts, in addition to the existing fees and development requirements in place. As stated previously, these requirements are designed to be consistent with the requirements of California Mitigation Fee Act and all proposed development impact fees have been evaluated against applicable maximum justified nexus amounts.

To help determine the requirements on new development, the City conducted a financial feasibility analysis (*Financial Analysis of San Francisco's Central SoMa Plan¹*). This analysis utilized a Residual Land Value (RLV) model to evaluate the financial feasibility of prototypical development types (both before and after potential Plan adoption), estimate the amount of value created by the Plan, and test the financial impact of applying proposed development requirements and charges that would offset some amount of the new value created (a "land value capture" approach).

The resulting funding strategy includes different levels of requirements, based on the amount of development potential conferred on each property through adoption of the Plan (expressed as an increase in developable height and/or modifications to permit a greater number of land uses). All parcels in the Plan Area are assigned into one of several Central SoMa Public Benefit Tiers (Table 11), based on the amount of additional development potential created.²

Table 11
CENTRAL SOMA DEVELOPMENT TIERS³

INCREASED DEVELOPMENT CAPACITY	TIER
15-45 feet	Tier A
50-85 feet	Tier B
90 feet or more	Tier C

Tables 12 and 13 below summarize what a specific new development project would be obligated to pay in impact fees and taxes, based on the Development Tier of the underlying parcel and proposed land uses. Figure 14 maps where these public benefit tiers occur in the Plan Area.

¹ Developed by Seifel Consulting Inc. Available for download at: http://default.sfplanning.org/Citywide/Central_Corridor/Central_SoMa_Financial_Analysis_Jan2017_FINAL.pdf

² For areas currently zoned SLI or SALI and being rezoned to CMUO or WMUO, "additional development potential" is equal to the height limit proposed by the Central SoMa Plan. Elsewhere, "additional development capacity" is the change in height limit proposed by the Central SoMa Plan.

³ The Financial Analysis from December 2016 had four public benefit tiers; the prior Tier C (90-165 feet) and Tier D (165+ feet) are now collapsed into a single tier.

Table 12

CENTRAL SOMA REQUIREMENTS FOR NEW DEVELOPMENT: NON-RESIDENTIAL (2017 RATES)4

REQUIREMENT	TIER A	TIER B	TIER C	
EXISTING REQUIREMENTS				
Jobs-Housing Linkage Fee (\$/GSF; office rate shown; Sec. 413)		\$25.49		
Eastern Neighborhoods Infrastructure Impact Fee (\$/GSF; Sec. 423)	8	\$18.73	1 7 1	
Transportation Sustainability Fee (\$/GSF; office rate shown; Sec. 411A)	800-99,999 GSF: \$18.94 >99,999 GSF: \$19.99			
Childcare Fee (\$/GSF; office and hotel rate; Sec 414 & 414A)		\$1.65	и.	
School Impact Fee (\$/GSF; office rate shown; CA Ed. Code Sec. 17620)	*	\$0.54	E 1	
Public Art Fee (\$)	1% of cor	nstruction cost (or direct prov	vision on-site)	
NEW REQUIREMENTS UNDER THE PLAN				
Central SoMa Community Infrastructure Fee (\$/GSF;	Sec. 433*)			
For projects seeking an Office Allocation of 50,000 square feet or more	\$21.50	<u>\$0</u>	\$0	
All other projects	\$41.50	\$20	\$20	
Mello-Roos Special Tax District (CFD; \$/GSF/yr; see note)	\$0	\$2.00 (4% escalation annually for 25 years, 2% thereafter)	\$2.75 (4% escalation annually for 25 years, 2% thereafter)	
Community Facilities Fee (\$/GSF; Sec 428.1*)		\$1.75		
Transferable Development Rights (# of Floor Area Ratios; Sec 128.1)	0 FAR	0 FAR	1.25 FAR	
Privately-Owned Public Open Space (POPOS; Sec 138)	1 square foot for every 50 GSF of development			
Production, Distribution, and Repair (PDR) [# of Floo	r Area Ratios (FAR); Se	c 202.8 & 249.78*]		
For projects seeking an Office Allocation of 50,000s square feet or more	0.4 FAR or replacement requirements per 2016's Proposition X (Planni Code Section 202.8), whichever is higher			
For projects not seeking an Office Allocation, or providing <50,000 square feet of Office	Replacement requirements per 2016's Proposition X (Planning Code Section 202.8). For every gross square foot of PDR required, the project gets a waiver of four gross square feet (GSF) from the Eastern Neighborhoods Impact Fee.			

^{*}Planning Code section pending Plan adoption.

⁴ NOTE: These tables show the amount of requirements on new development at the time of Plan Adoption. Impact fees shall be updated on an annual basis as fees are indexed or otherwise changed. The Fee Register and related information can be found online at http://impactfees.sfplanning.org. The Financial Analysis from December 2016 had four public benefit tiers; the prior Tier C (90-165 feet) and Tier D (165+ feet) are now collapsed into a single tier.

The Mello-Roos Special Tax District rates and escalation shown apply to the Facilities Tax (estimated as the first 99 years of the district). After 99 years, the tax will become a Services Tax and rates and escalation will be applied as specified in the adopted Rate and Method of Apportionment (RMA) document.

Table 13

CENTRAL SOMA REQUIREMENTS FOR NEW DEVELOPMENT: RESIDENTIAL (2017 RATES)⁵

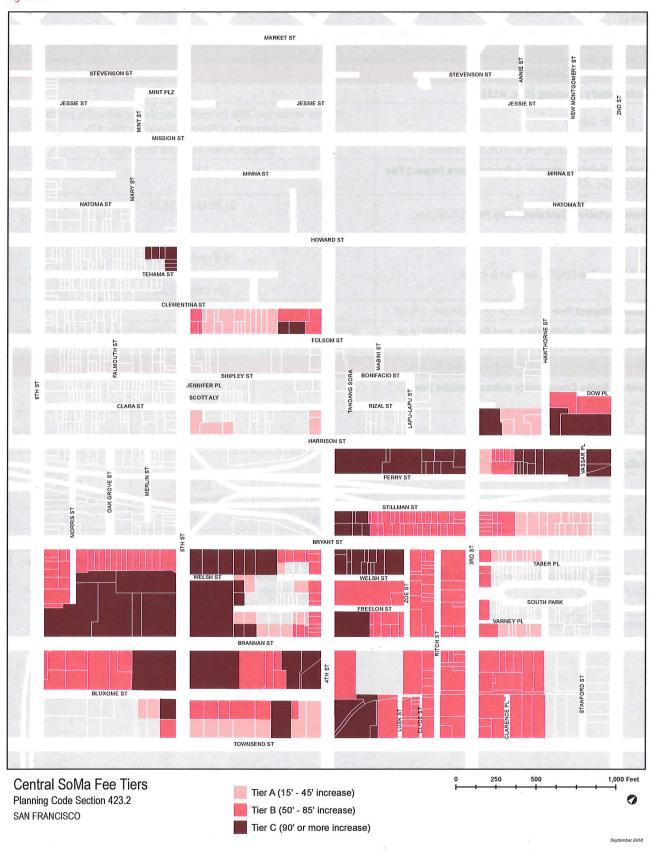
REQUIREMENT	TIER A	TIER B	TIER C	
EXISTING REQUIREMENTS				
Inclusionary Housing (Sec. 415)				
On-Site Option		18% for rental and 20% for condo, escalating annually, per the requirements of Planning Code Section 415		
Affordable Housing Fee and Off-Site Options	30% for rental and 33% for condo			
Eastern Neighborhoods Infrastructure Impact Fee (\$/GSF; Sec. 423)		\$21.41		
Transportation Sustainability Fee (\$/GSF; Sec. 411A)		21-99 Units: \$8		
100	The state of the s	100+ Units: \$9.		
Childcare Fee (\$/GSF; Sec 414 & 414A)		1-9 Units: \$0.9		
	10+ Units: \$1.92			
School Impact Fee (\$/GSF; CA Ed. Code Sec. 17620)	\$3.48			
Production, Distribution, and Repair (PDR) [# of Floor Area Ratios (FAR); Sec 202.8 & 249.78]	Replacement requirements per 2016's Proposition X (Planning Code Section 202.8)			
NEW REQUIREMENTS UNDER THE PLAN				
Central SoMa Community Infrastructure Fee (\$/GSF; Sec. 433*)				
Condo	\$0	<u>\$20</u>	\$0	
Rental	\$0	\$10	\$0	
Mello-Roos Special Tax District (CFD; \$/GSF/yr)		; - ;		
Condo	\$0	<u>\$0</u> \$3.30 (2% escalatio	\$5.50 (2% escalation)	
Rental	\$0	\$0	\$0	
Community Facilities Fee (\$/GSF; Sec 428.1*)	\$1.30			
Production, Distribution, and Repair (PDR; Sec 202.8 & 249.78)	Replacement requirements per 2016's Proposition X (Planning Code Section 202.8). For every gross square foot of PDR required, the project gets a waiver of four gross square feet (GSF) from the Eastern Neighborhoods Impact Fee			

^{*}Planning Code section pending Plan adoption.

⁵ NOTE: These tables show the amount of requirements on new development at the time of Plan Adoption. Impact fees shall be updated on an annual basis as fees are indexed or otherwise changed. The Fee Register and related information can be found online at http://impactfees.sfplanning.org. The Financial Analysis from December 2016 had four public benefit tiers; the prior Tier C (90-165 feet) and Tier D (165+ feet) are now collapsed into a single tier.

The Mello-Roos Special Tax District rates and escalation shown apply to the Facilities Tax (estimated as the first 99 years of the district). After 99 years, the tax will become a Services Tax and rates and escalation will be applied as specified in the adopted Rate and Method of Apportionment (RMA) document.

Figure 14



V. ADMINISTRATION & MONITORING

The successful implementation of the Central SoMa Plan will require collaboration among a diverse array of agencies, community members, and private actors. This section describes the interagency governance bodies and processes that will be chiefly responsible for overseeing implementation of the Central SoMa Plan and its public benefits. In addition, a number of the aforementioned funding sources each have their own processes for implementation, administration, and monitoring.

PLAN IMPLEMENTATION GOVERNANCE ENTITIES

San Francisco Controller's Office

The Controller serves as the chief accounting officer and auditor for the City and County of San Francisco, and is responsible for governance and conduct of key aspects of the City's financial operations. The office plays a key role in implementing area plans by managing the City's bonds and debt portfolio, and processing and monitoring the City's budget. The department produces regular reports and audits on the City's financial and economic condition and the operations and performance of City government.

The Controller's Office, working in concert with the Mayor's Office, IPIC, and other entities mentioned below, will also be responsible for overseeing a funding prioritization process in Central SoMa to help ensure that funds are allocated to public benefits in a logical and equitable manner.

The City is required to regularly report on impact fees revenues and expenditures. San Francisco Planning Code Article 4, Section 409 requires the San Francisco Controller's Office to issue a biennial Citywide Development Impact Fee Report¹ including:

- All development fees collected during the prior two fiscal years, organized by development fee account;
- All cumulative monies collected and expended over the life of each fee;
- The number of projects that elected to satisfy development impact requirements through in-kind improvements;
- Any annual construction cost inflation adjustments to fees made using the Annual Infrastructure Construction
 Cost Inflation Estimate published by the Office of the City Administrator's Office of Resilience and Capital
 Planning; and
- Other information required pursuant to the California Mitigation Fee Act Government Code Section 66001,
 including: fee rate and description; the beginning and ending balance of the fee account; the amount of fees collected and interest earned; an identification of each public improvement on which fees were expended and

¹ The FY2014-2015 and 2015-2016 report is available at: https://sfcontroller.org/sites/default/files/Documents/Budget/FY2014-15%20&%20FY2015-16%20Biennial%20Development%20Impact%20Fee%20 Report.pdf

the percentage of the cost of the improvement funded with fees; an approximate construction start date; and a description of any transfers or loans made from the account.

Within the Controller's office, the Office of Public Finance (OPF) is responsible for issuing and managing the City's general fund debt obligations. The OPF will be responsible for administering the Central SoMa CFD, including developing revenue projections and overseeing the bond issuance process. Its mission is to provide and manage low-cost debt financing of large-scale, long-term capital projects and improvements that produce social and economic benefit to the City and its citizens while balancing market and credit risk with appropriate benefits, mitigations and controls.

Capital Planning Committee

The Capital Planning Committee (CPC) makes recommendations to the Mayor and Board of Supervisors on all of the City's capital expenditures. The CPC annually reviews and approves the 10-year Capital Plan, Capital Budget, and issuances of long-term debt. The CPC is chaired by the City Administrator and includes the President of the Board of Supervisors, the Mayor's Finance Director, the Controller, the City Planning Director, the Director of Public Works, the Airport Director, the Executive Director of the Municipal Transportation Agency, the General Manager of the Public Utilities System, the General Manager of the Recreation and Parks Department, and the Executive Director of the Port of San Francisco.

The IPIC fee revenue budgets and associated agency project work programs / budgets are incorporated as part of the 10-year Capital Plan. Updated every odd-numbered year, the Plan is a fiscally constrained expenditure plan that lays out infrastructure investments over the next decade. The Capital Plan recommends projects based on the availability of funding from various sources and the relative priority of each project. Enterprise departments (such as the San Francisco International Airport and Public Utilities Commission) can meet most needs from usage fees and rate payers. However, other fundamental programs that serve the general public (such as streets and fire stations) rely primarily on funding from the City's General Fund and debt financing programs.

Interagency Plan Implementation Committee (IPIC)

The Interagency Plan Implementation Committee (IPIC) is comprised of City staff members from various City Departments who are collectively charged with implementing capital improvements in connection with the City's Area Plans: Eastern Neighborhoods (comprised of separate Area Plans for Central SoMa, Central Waterfront, East Soma, Mission, Showplace Square / Potrero, and Western Soma), Market Octavia, Rincon Hill, Transit Center District, Balboa Park and Visitacion Valley (including the Executive Park Subarea Plan and the Schlage Lock Master Development). Developments within these area plan boundaries are required to pay impact fees specific to the respective Plan geographies, which are allocated through the IPIC and Capital Planning processes towards priority projects and other infrastructure needed to serve new growth.

The IPIC is required to develop a capital plan for each Plan Area and an Annual Progress Report indicating the status of implementation of each of the Area Plans. This report includes a summary of the individual development projects (public and private) that have been approved during the report period, progress updates regarding

implementation of the various community improvements in accordance with the Plan's projected phasing, and proposed departmental work programs and budgets for the coming fiscal year that describe the steps to be taken by each responsible department, office, or agency to implement community improvements in each plan area. The IPIC Annual Progress Report is heard each year before the Capital Planning Committee, the Planning Commission, and the Land Use and Economic Development Committee of the Board of Supervisors prior to finalization of the report. In addition, the IPIC Annual Progress Report, impact fee allocations, and related agency work programs and budgets are inputs to the City's 10-year Capital Plan, developed by the Capital Planning Committee.

Upon adoption of the Central SoMa Plan, the scope of IPIC's duties and areas of investment will expand. IPIC will be responsible for overseeing allocation of revenues from the Central SoMa Mello-Roos Community Facilities District (CFD). It is anticipated that the City may issue one or more bonds secured by these CFD Special Tax revenues, in order to facilitate timely implementation of public benefits. Annually, the IPIC shall develop a five-year plan for proposed expenditures of Special Tax revenues (these plans will be coordinated with projected Bond Proceeds), as forecasted by the Office of Public Finance.

As needed, the sub-committees will be formed to deliberate on specific issues of relevance to a subset of IPIC agencies, and/or on funding areas that involve non-City public agencies (such as the regional transportation funds). In the latter case, Joint Communities Facilities Agreements (JCFAs) will be formed for projects involving allocation of CFD funds to non-City public agencies.

The IPIC will also oversee administration of capital funding for environmental sustainability projects.

The Board of Supervisors has final authority over CFD revenue expenditures, based on recommendations by the Director of the Office of Public Finance, the Capital Planning Committee, and the IPIC.

Eastern Neighborhoods Community Advisory Committee

The Eastern Neighborhoods Citizens Advisory Committee (EN CAC) is the central community advisory body charged with providing input to City agencies and decision makers with regard to all activities related to implementation of the Eastern Neighborhoods Area Plans. The group was established as part of the Eastern Neighborhoods Area Plans (EN) and accompanying Code Amendments, and is comprised of 19 members representing the diversity of the plan areas, including renters, homeowners, low-income residents, local merchants, and community-based organizations.²

The EN CAC is established for the purposes of providing input on the prioritization of Public Benefits, updating the Public Benefits program, relaying information to community members regarding the status of development proposals in the Eastern Neighborhoods, and providing input to plan area monitoring efforts as appropriate (described further in the Plan Monitoring & Reporting section below). The EN CAC serves an advisory role, as appropriate, to the Planning Department, the IPIC, the Planning Commission, and the Board of Supervisors.

² More information is available at: http://sf-planning.org/eastern-neighborhoods-citizens-advisory-committee

The EN CAC also advises on the allocation of development fees to public benefits in each of the EN Plan Areas. These recommendations are advisory, as an input to the IPIC and Capital Planning Committee processes described above. The EN CAC will play a similar advisory role to recommend how Central SoMa Mello-Roos CFD revenues will be allocated, with the exception of funds that may be allocated for regional transit.

PLAN MONITORING & REPORTING

City agencies will be required to monitor and report on the implementation of the Central SoMa Plan, similar to the process in other established plan areas. The Planning Department, in coordination with the EN CAC, will be required to develop a Central SoMa Monitoring Report concurrently with the Eastern Neighborhoods Monitoring Report (scheduled to be updated in 2021, and at five-year intervals thereafter). This community and data-driven report will provide information on the residential and commercial development in the plan area, revenues from impact fees and other sources, and public/private investments in community benefits and infrastructure, and will include the following components:

- Central SoMa Implementation Matrix
- Development Activity
- Public Benefit
- Fees and Revenues
- Agency Responsibilities
- Budget Implications

Consistent with the procedure in other Plan Areas, this report shall be discussed at a hearing of the Planning Commission, and then forwarded to (and possibly heard at) the Board of Supervisors.

VI. DESCRIPTION OF CENTRAL SOMA FUNDING SOURCES

This section provides further information on the purpose, administration, and uses of various funding sources at time of Plan Adoption. For the most updated information on these funding sources, consult the Planning Code and associated legislation.

AFFORDABLE HOUSING

Inclusionary Housing Program (Sec. 415)

The Inclusionary Housing Program (Planning Code §415) requires new market-rate residential development projects to provide funding for affordable housing, either through direct on-site provision or via payment of the Affordable Housing Fee. Revenues from this Fee are directed to the Mayor's Office of Housing and Community Development (MOHCD), which utilizes the Fee to develop 100 percent affordable housing development and/or preservation of existing affordable units. Revenues from the Affordable Housing Fee may typically be used anywhere within the city. However, as discussed in Section III above, fees generated by projects within Central SoMa will be required to be expended within SoMa (i.e., the area bounded by Market Street, the Embarcadero, King Street, Division Street, and South Van Ness Avenue).

Jobs-Housing Linkage Fee (Sec. 413)

The Jobs-Housing Linkage Fee (§413) is a citywide impact fee levied on new non-residential developments of 25,000 GSF or greater. Analogous to the Affordable Housing fee, revenues from this Fee are directed to MOHCD, which utilizes the Fee to develop 100 percent affordable housing development and/or preservation of existing affordable units. Revenues from the Jobs-Housing Linkage Fee may typically be used anywhere within the city. However, as discussed in Section III above, Fees generated by projects within Central SoMa will be required to be expended within SoMa (i.e., the area bounded by Market Street, the Embarcadero, King Street, Division Street, and South Van Ness Avenue).

TRANSPORTATION

Transportation Sustainability Fee (Sec. 411A)

The Transportation Sustainability Fee (TSF; §411A) is a citywide impact fee assessed on both Residential and Nonresidential development, with funds directed to the Controller's Office and the San Francisco Municipal Transportation Agency (SFMTA) for programing and administration. Funds are allocated to projects specified in the Expenditure Program shown in Table 15 below: state of good repair projects (capital maintenance), system capacity expansion, complete streets projects, and regional transit improvements. Some uses are exempt from

paying the fee, including smaller market-rate residential projects (20 units or fewer), 100% affordable housing projects, and most nonprofit owned and operated uses.

Table 15

TSF EXPENDITURE PROGRAM

IMPROVEMENT TYPE	% ALLOCATION
Transit Capital Maintenance	61%
Transit Service Expansion & Reliability Improvements - San Francisco	32%
Transit Service Expansion & Reliability Improvements - Regional Transit Providers	2%
Complete Streets (Bicycle and Pedestrian) Improvements	3%
Program Administration	2%

Although TSF funds may be spent on transportation system improvements citywide, the Planning Code specifies that revenues will prioritize new/existing area plans and areas anticipated to receive significant new growth.

Central SoMa Infrastructure Impact Fee (Sec. 433)

In order to achieve the Plan's objective of ensuring that the area is well-served by transit, a new Central SoMa Fee (Sec. 433) is proposed on new residential and nonresidential development that would be used to fund local transit improvements within Central SoMa. The fee will be collected by the Planning Department and programmed through the IPIC and Capital Planning process, similar to other area plan impact fees.

PRODUCTION, DISTRIBUTION, & REPAIR (PDR)

Preservation of Production, Distribution & Repair Uses (Proposition X; Sec. 202.8)

Preserving Production, Distribution & Repair (PDR) space is a critical strategy to ensure ongoing economic diversity in the Plan Area. Preservation of existing space will naturally occur on sites where industrial protective zoning remains, such as along the freeway west of 4th Street (an area that is adjacent to other PDR uses and ill-suited for new development due to its lot configuration). In addition, preservation of PDR uses in much of the rest of the Plan Area will be necessitated based on the requirements of San Francisco's Proposition X, passed by the voters in November of 2016. This Proposition, codified in Section 202.8 of the Planning Code, requires retention or replacement of PDR space ranging from 50% of existing space (in areas zoned MUG or MUR before adoption of the Central SoMa Plan) to 75% (in areas zoned SLI or MUO before adoption of the Central SoMa Plan) to 100% (in areas zoned SALI before adoption of the Central SoMa Plan).

Creation of Production, Distribution & Repair Uses (Sec. 249.78)

In addition to the PDR preservation requirements of Proposition X (as discussed above), the Plan will require large office development to provide new PDR space of an area equivalent to 0.4 FAR (40 percent of their lot area). This

amount of PDR may exceed what is already required.

The Planning Department will be responsible for overseeing compliance with these requirements, as part of the development review process. The process will verify Planning Code requirements are met to ensure that spaces are suitable for PDR use (including elements such as ceiling heights and parking/loading requirements).

PARKS & RECREATION

Privately-Owned Public Open Spaces (POPOS) Requirement (Sec 138)

Currently, the Plan Area has a great deficit of open spaces and recreation facilities, and significant investment will be needed to meet demand from new growth. In addition to providing new and rehabilitated public parks and recreation facilities, the Central SoMa Plan will also require larger nonresidential developments to provide Privately-Owned Public Open Spaces (POPOS), similar to the requirement in the Downtown Area Plan. Much of this space will be located outdoors at street level, open seven days a week. Some developments will have the option of providing space indoors and/or paying an in-lieu fee. All new office projects will be required to provide one square foot of POPOS for every 50 occupied square feet of office use. Unlike the policy in the Downtown C-3 districts, Central SoMa requires that this space be provided at ground level (for up to 15% of the parcel area), and provides an incentive for "active" recreation uses (including playgrounds, athletic courts, community gardens or dog runs).

The Planning Department is the agency primarily responsible for reviewing and approving POPOS proposals as part of the associated development application.

SCHOOLS & CHILDCARE

School Impact Fee (CA Education Code Sec. 17620)

The School Impact Fee (enabled by CA State Education Code §17620) is a citywide impact fee on new/expanded Residential and Non-Residential developments, with funds directed to the San Francisco Unified School District (SFUSD) for new capital facilities serving the public school population. Funds are not required to be spent in the Plan Area; revenues are programmed at SFUSD's discretion based on current and future projections of growth in the school-aged population in each neighborhood.

Child Care Fee (Sec. 414 & 414A)

The Child Care Fee (Planning Code §414 & 414A) is a citywide impact fee collected on Office and Hotel projects greater than 25,000 GSF and on Residential and residential care developments adding more than 800 square feet of net new space. Funds are directed to the Human Services Agency Office of Early Care & Education and the

Low-Income Investment Fund (LIIF, a non-profit child care developer contracting with the City) to develop new capital facilities for child care services. Funds may be spent citywide and are not required to be spent within the Plan area.

CULTURAL PRESERVATION

Transferable Development Rights (TDR; Sec. 128.1)

In order to support the preservation of historic resources in the Plan Area, Central SoMa includes a Transferable Development Rights (TDR) requirement, similar to the requirement in the Downtown Area Plan. Non-residential development projects in Public Benefits Tier C will be required to purchase the equivalent of 1.25 Floor Area Ratio (FAR) worth of TDR credits from historic buildings in exchange for the right to build to higher densities. In essence, the program allows historic properties to sell "excess" development capacity (e.g. since the historic resource precludes building to similar densities as surrounding parcels), providing funds for building restoration and maintenance. Although the Planning Department administers and enforces the TDR program, the transactions themselves are implemented privately and purchase terms (i.e. prices) are not regulated by the City.

CULTURAL PRESERVATION & NEIGHBORHOOD STABILIZATION

Community Facilities Fee (Sec. 428.1)

The Community Facilities Fee is a new impact fee that would be applicable to all new development in the Plan Area. Fees will be collected by the Planning Department and directed to MOHCD to support the development of new space for nonprofit community facilities, such as health clinics and job training sites. The City, potentially in partnership with nonprofit developers, will use the funds to develop new space for community facilities. This may take several forms, such as a centralized hub for nonprofit space and/or a network of individual sites. In addition, the City is exploring the potential to provide such spaces collocated with new affordable housing developments, developed by MOHCD and its partners.

AREA-PLAN & MULTI-CATEGORY FUNDING SOURCES

Eastern Neighborhoods Infrastructure Impact Fee (Sec. 423)

The Eastern Neighborhoods Infrastructure Impact Fee (Planning Code §423) is an area plan impact fee that was adopted concurrently with the Eastern Neighborhoods Area Plan in 2008. The Central SoMa Plan Area is an Eastern Neighborhoods Plan, being constituted of areas that were formerly parts of the East SoMa and Western SoMa Plan Areas. Projects in Central SoMa will continue to pay the Eastern Neighborhoods Infrastructure Impact Fee,

which is administered by the Planning Department and the Interagency Plan Implementation Committee (IPIC) in consultation with the Eastern Neighborhoods Community Advisory Committee (ENCAC). Funds are used to pay for infrastructure within the following Plan Areas: East SoMa, Showplace/Potrero Hill, Mission, Central Waterfront, Western SoMa, and Central SoMa. Funds are allocated into public benefit categories shown in table 16 below.

Table 16
EASTERN NEIGHBORHOODS INFRASTRUCTURE IMPACT FEE EXPENDITURE PROGRAM

IMPROVEMENT TYPE	% ALLOCATION (RESIDENTIAL DEVELOPMENT)	% ALLOCATION (NON-RESIDENTIAL DEVELOPMENT)
Complete Streets: Pedestrian and Streetscape Improvements, Bicycle Facilities	31%	34%
Transit	10%	53%
Recreation and Open Space	47.5%	6%
Childcare	6.5%	2%
Program Administration	5%	5%

Central SoMa Mello-Roos Community Facilities District (CFD)

A Mello-Roos Community Facilities District (CFD) is an ongoing tax to pay for necessary infrastructure and services. The Central SoMa Plan proposes to establish a Mello-Roos CFD that would be paid by new developments receiving a significant upzoning through the Plan (Non-Residential Tier C and Residential Tiers B & C). This CFD will be established through a legal formation process roughly concurrent with the adoption of the Central SoMa Plan.

CFDs are beneficial for infrastructure planning because they offer a reliable and predictable revenue stream, as the taxes are paid annually over the life of the subject development project for a set term defined by the CFD (as opposed to a one-time payment for impact fees). In addition, the CFD could be established to fund both capital infrastructure and ongoing operations & maintenance, the latter of which is a critical funding need that cannot legally be funded by impact fees. Finally, a CFD provides the City with the option to bond against the future revenue stream, thus providing funding to build needed infrastructure much sooner, ideally before or at the same time as the anticipated new development.

OTHER SOURCES OF FUNDING

The fees and requirements discussed above are largely designed to mitigate the infrastructure needs created by new development. However, there are already substantial needs in the neighborhood. The responsibility for responding to some needs will need to be shared with a broader set of stakeholders than just new developments (sea level rise mitigation, for instance). As such, additional revenue sources will be needed to create a fully sustainable neighborhood. These additional revenue mechanisms will require interdepartmental efforts that continue after the Plan's adoption, and may require future authorization by the Mayor and Board of Supervisors. A few potential sources of additional funding are described below

General Fund

The City's discretionary property tax proceeds are deposited into the General Fund, and are available for the appropriation to any public purpose, including operations, programs, maintenance, and capital projects. Theoretically, these revenues could be directed to the Plan Area to accelerate the delivery of public benefits, or to fund other public benefits not identified here.

Grants & Bonds

Many local, state, and federal agencies offer potential grants to fund needed capital projects. In particular, regional and state funds earmarked to facilitate higher density development near major transit infrastructure (such as the One Bay Area Grants run by the Metropolitan Transportation Commission) are a good fit for the goals of the Plan and could potentially be paired with matching local funds.

Other local bond measures may provide additional opportunities to fund projects identified here or in the future. For instance, San Francisco voters have adopted multiple bond measures in recent years to fund new or renovated parks and open spaces.

Direct provision through Development Agreements and other negotiated conditions of approval

The Plan's Key Development Sites and other sites with significant development potential represent another potential mechanism to provide needed infrastructure. Project sponsors may elect to provide some of these community benefits directly, through mechanisms such as a Development Agreement or other negotiated condition of approval. These benefits may be provided in-lieu of some other requirement, or they may be voluntarily provided above and beyond the development requirements. It is impossible to predict how many projects would opt to do this; however, a number of the initial project proposals for the Key Development Sites do include some amount of voluntary community benefits.

To:

Mchugh, Eileen (BOS)

Subject:

RE: Old Mint Central SoMa Letter

From: Son, Chanbory (CPC)

Sent: Tuesday, August 14, 2018 11:26 AM

To: Lau, Jon (ECN) < ion.lau@sfgov.org>; Rahaim, John (CPC) < ion.rahaim@sfgov.org>; Frye, Tim (CPC)

<tim.frye@sfgov.org>; Switzky, Joshua (CPC) <joshua.switzky@sfgov.org>; Chen, Lisa (CPC) lisa.chen@sfgov.org>; Ionin,

Jonas (CPC) < <u>ionas.ionin@sfgov.org</u>>; Calvillo, Angela (BOS) < <u>angela.calvillo@sfgov.org</u>>; Andrew Wolfram

<andrew@tefarch.com>; Aaron Jon Hyland - HPC <aaron.hyland.hpc@gmail.com>; Black, Kate (CPC)

<kate.black@sfgov.org>; Ellen Johnck <Ellen@EllenJohnckConsulting.com>; Richard S. E. Johns <RSEJohns@yahoo.com>;

Dianematsuda@hotmail.com; Jonathan Pearlman < jonathan.pearlman.hpc@gmail.com>; Rich Hillis

(richhillissf@gmail.com) <richhillissf@gmail.com>; Melgar, Myrna (CPC) <myrna.melgar@sfgov.org>; 'Rodney Fong'

<planning@rodneyfong.com>; Johnson, Milicent (CPC) <milicent.johnson@sfgov.org>; Koppel, Joel (CPC)

<joel.koppel@sfgov.org>; Moore, Kathrin (CPC) <kathrin.moore@sfgov.org>; Richards, Dennis (CPC)

<dennis.richards@sfgov.org>; Brown, Vallie (BOS) <vallie.brown@sfgov.org>; Cohen, Malia (BOS)

<malia.cohen@sfgov.org>; Fewer, Sandra (BOS) <sandra.fewer@sfgov.org>; Kim, Jane (BOS) <jane.kim@sfgov.org>;

Peskin, Aaron (BOS) aaron.peskin@sfgov.org; Ronen, Hillary hillary.ronen@sfgov.org; Safai, Ahsha (BOS)

<ahsha.safai@sfgov.org>; MandelmanStaff, [BOS] <mandelmanstaff@sfgov.org>; Tang, Katy (BOS)

<<u>katy.tang@sfgov.org</u>>; Yee, Norman (BOS) <<u>norman.yee@sfgov.org</u>>

Cc: Feliciano, Josephine (CPC) < josephine.feliciano@sfgov.org>; Chen, Lisa (CPC) < lisa.chen@sfgov.org>

Subject: Old Mint Central SoMa Letter

Everyone.

Please accept this letter on behalf of the Historic Preservation Commission regarding the Central SoMa Public Benefits Package and the Old U.S. Mint.

Sincerely,

Chanbory Son, Executive Secretary Commission Affairs

San Francisco Planning Department 1650 Mission Street, Suite 400 San Francisco, CA 94103 Direct: 415.575.6926 | www.sfplanning.org San Francisco Property Information Map August 14, 2018

Land Use and Transportation Committee of the Board of Supervisors City Hall, Legislative Chamber, Room 250 1 Dr. Carlton B. Goodlett Place San Francisco, CA 94102

Re: Central SoMa Public Benefits Package and the Old U.S. Mint

Chair Katy Tang and Members of the Land Use and Transportation Committee,

Reception: 415.558.6378 Fax: 415.558.6409

1650 Mission St.

CA 94103-2479

Suite 400 San Francisco,

Planning Information: 415.558.6377

At its August 1, 2018 hearing the Historic Preservation Commission (HPC) discussed the proposal to reduce the amount of potential funding from the Central SoMa Public Benefits Program towards the rehabilitation of the Old U.S. Mint (Old Mint), City Landmark No. 236. While a much greater investment is needed to realize the full potential of the Old Mint, the HPC strongly encourages the Land Use Committee to recommend retention of the 1% allocation (potentially \$20,000,000) considering its potential as a facility that supports the community and the City's history.

Built in 1874, The Old Mint is not only a locally-designated Landmark; it is listed as a National Historic Landmark, the highest recognition bestowed upon only the most significant places in America. In 1997, the federal government sold the Old Mint to the City of County of San Francisco for one dollar on the condition that it would be rehabilitated for public use. In 2015 the Old Mint was listed by the National Trust for Historic Preservation on its America's eleven most endangered places due to lack of investment. Despite stops and starts to revive the Old Mint, the City Family has made significant progress over the last three years by actively working with community partners to reposition the structure as one that represents the activity, safety, and stability of the surrounding neighborhood.

The HPC supports the many goals of the Public Benefits Package and agrees that the Central SoMa Plan should not shoulder the entire cost of rehabilitating the structure. The 1% allocation is a fraction of the total resources required to bring the Old Mint to current safety standards but remains a critical contribution to realizing its potential. As one of the most significant public buildings in the West, our community partners, along with the City family, are committed to sharing the financial responsibilities to reimagine the Old Mint as an anchor of safety, utility, and in service to the many communities that make up Central SoMa. The HPC strongly urges the Land Use Committee and the Board of Supervisors to retain the opportunity for the Old Mint to potentially capture \$20,000,000 from the Public Benefits Package commitment.

Sincerely,

Andrew Wolfram

President

Historic Preservation Commission

www.sfplanning.org

cc: Board of Supervisors

Angela Calvillo, Clerk of the Board of Supervisors

Historic Preservation Commission

Planning Commission

Jonas Ionin, Office of Commission Affairs

Jon Lau, Mayor's Office of Employment and Workforce Development

John Rahaim, Planning Department

Timothy Frye, Planning Department

Josh Switzky, Planning Department

Lisa Chen, Planning Department





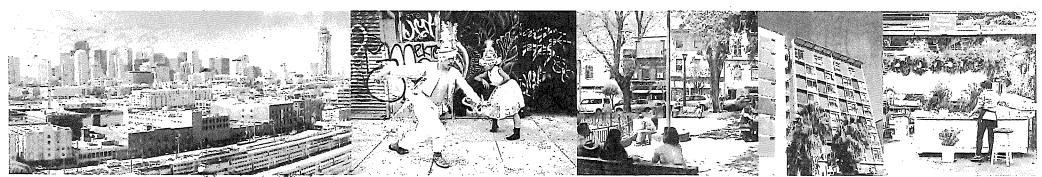
CENTRAL SOMA

PLAN & IMPLEMENTATION STRATEGY

Land Use & Transportation Committee October 1, 2018

TODAY'S ACTIONS

- 1. Amendments to the General Plan (180490)
- 2. Amendments to the Planning & Administrative Code (180184)
- 3. Amendments to the Zoning Map (180185)
- 4. Approval of the Housing Sustainability District (180453)
- 5. Amendments to the Special Tax Financing Law (180612)



2



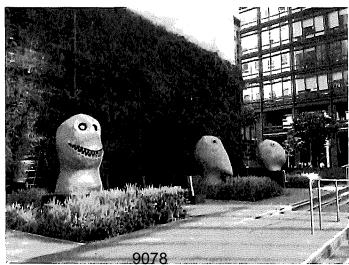
- Hotels on proposed MUR sites: allow projects that submitted a development application or environmental application before 1/1/18 to proceed, subject to Conditional Use Authorization
- PDR design standards
 - Transparency: Require 30% transparency for facades
 >50' in length; no transparency required for shorter facades
 - Floor-to-floor height: Require 17' height for PDR uses, regardless of location in building

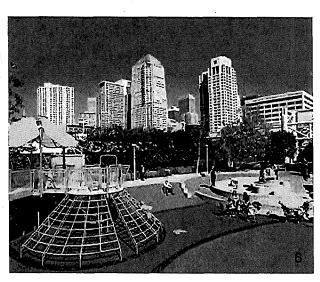
- Key Site Exceptions: exceptions crafted to each site
- Special Height Exception for 1 Vassar: condition the extra height at the residential project on additional public benefits (ex: on-site BMR units or higher affordability)
- Bulk requirements on Stillman Street: lessen the bulk reduction requirements to reflect the alley's adjacency to the freeway



- POPOS Design & Approval Process: Establish that the Commission shall consider the open space of diverse inhabitants of the Plan area, including but not limited to: youth, families, seniors, workers, and residents
- Green/living walls: Require new developments to provide green or living walls, subject to further exploration on feasibility

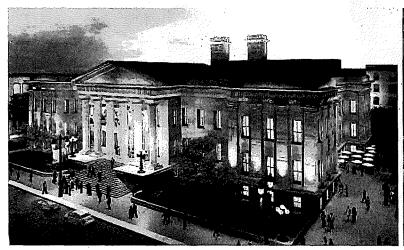




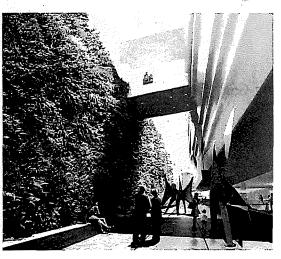


PUBLIC BENEFITS PROGRAM

- Old Mint: Restore funding to \$20 million (from \$15 million)
- Regional Transit Capacity Enhancement & Expansion: reduce funding by \$5 million, to \$155 million
- Maintain other categories as amended: PDR Relocation
 Assistance Fund (\$10 million) and Environmental Sustainability & Resilience (\$65 million)



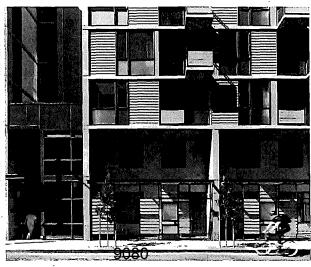




OTHER RECOMMENDATIONS (may require trailing legislation)

- Live/Work Lofts: Explore legalization as a source of revenues to fund community stabilization and affordable housing acquisition and rehabilitation
- Privately-Owned Public Open Spaces (POPOS): Explore the development of design guidelines





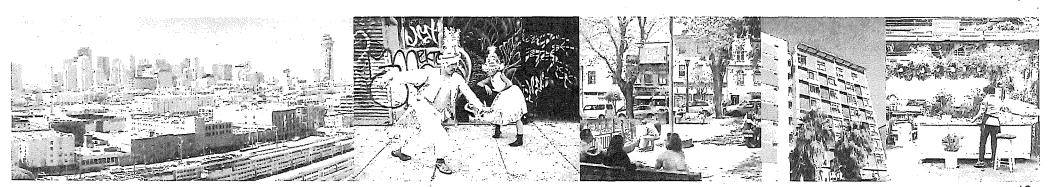


ITEMS ADOPTED BY COMMISSION ON 5/10/18

- **TDM Grandfathering:** Require projects that submitted applications before September 4, 2016 to meet 75% of the TDM requirements
- 505 Brannan Street: Add the project as a Key Site
- 598 Brannan Street (Park Block): Allow Commission to grant a waiver that allows land dedication of space for construction of a public park to count against various fees, including the TSF and Central SoMa Fee

TODAY'S ACTIONS

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- 2. Amendments to the Planning & Administrative Code (180184)
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- 4. Approval of the Housing Sustainability District (180453)
- 5. Amendments to the Special Tax Financing Law (180612)



1(

THANK YOU LISA CHEN 415.575.9124 LISA.CHEN@SFGOV.ORG





CENTRAL SOMA

PLAN & IMPLEMENTATION STRATEGY

Board of Supervisors - Land Use & Transportation Committee Hearing July 9, 2018

TODAY'S PRESENTATION

1 Overview of the Central SoMa Plan

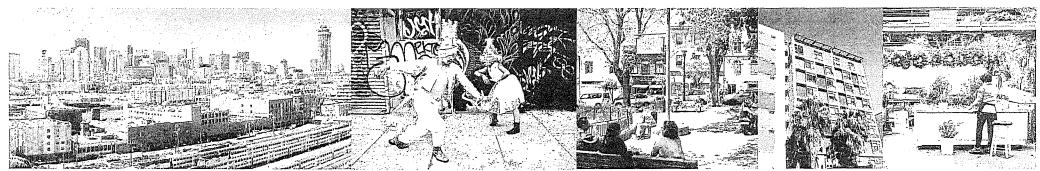
- » Plan vision & goals
- » Public Benefits package

2 Plan Evolution

- » Changes from 2016 Draft Plan through May 10th Planning Commission Adoption
- **Planning Commission Recommendations**
- 4 Conclusion

TODAY'S ACTIONS

- 1. Amendments to the General Plan (180490)
- 2. Amendments to the Planning Code and Administrative Code (180184)
- 3. Amendments to the Zoning Map (180185)
- 4. Approval of the Housing Sustainability District (180453)
- 5. Amendments to the Special Tax Financing Law (180612)



CENTRAL SOMA PLAN - CONTENTS

General Plan

Planning Code & Administrative Code

Zoning Map

Implementation Program

(adopted by reference)

- Creation of the Central SoMa Plan
- Amendments to East SoMa & Western SoMa Plans
- Planning Code: creation of the Central SoMa Special Use District (SUD)
- Admin Code: PDR protection
- Amendments to Height and Bulk District Maps
- Amendments to Zoning Use District Maps
- Implementation Matrix
- Public Benefits Program
- Guide to Urban Design
- Key Development Sites Guidelines
- Key Streets Guidelines

(continued on next page)

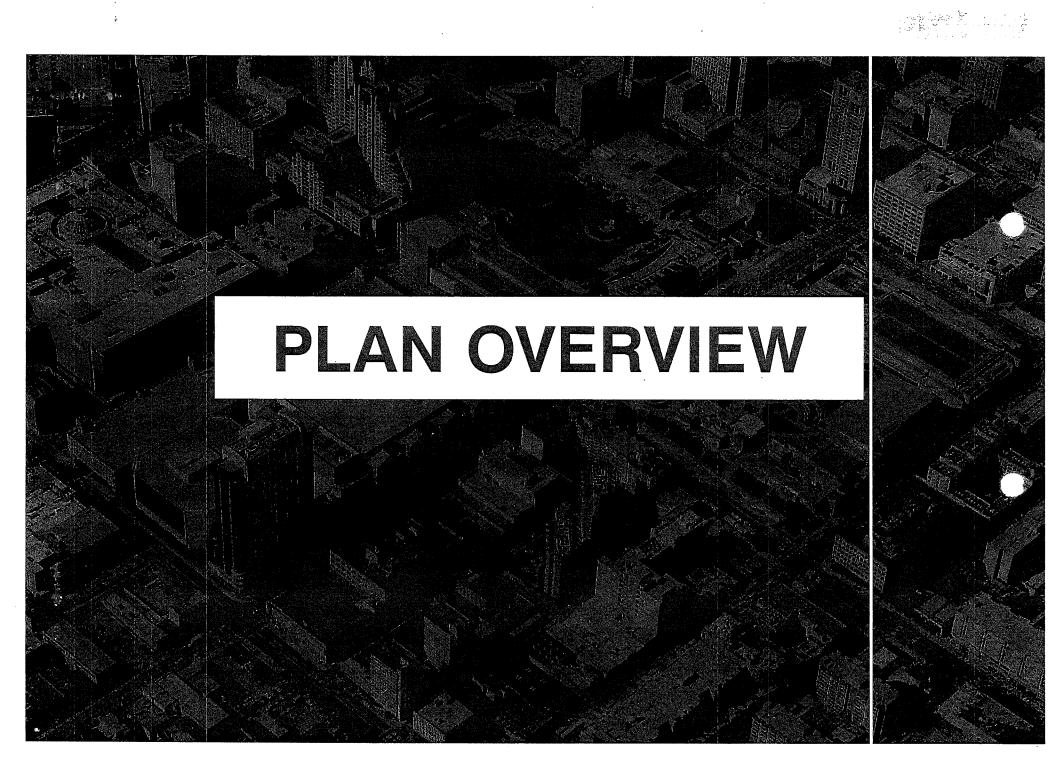
CENTRAL SOMA PLAN - CONTENTS

Special Tax District

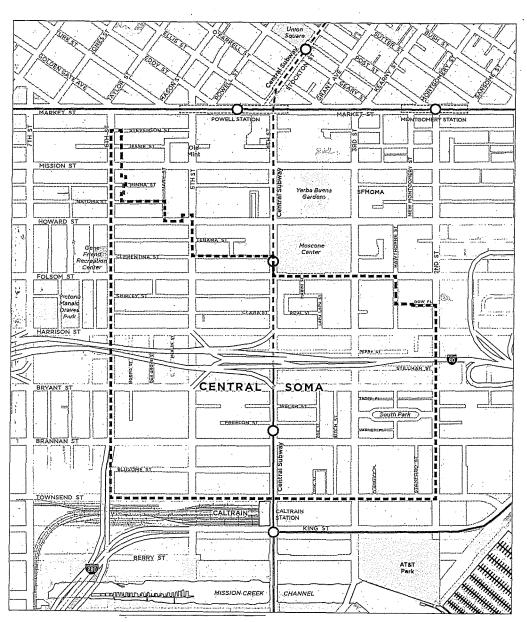
Housing
Sustainability District

- Amendments to Administrative Code Special Tax Financing Law
- Resolutions of Intention (ROIs) and Ordinances to establish the Central SoMa Special Tax District*
- Amendments to Business & Tax Regulations and Planning Codes to create a Central SoMa Housing Sustainability District (HSD), pursuant to California AB73

^{*} Trailing legislation



PLAN AREA



PLAN VISION

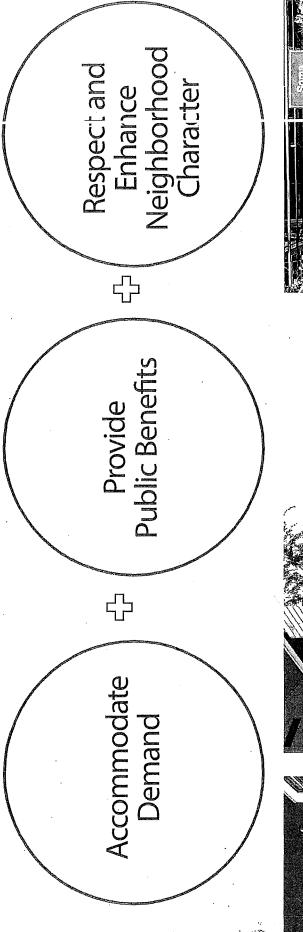
A sustainable neighborhood: socially, economically, environmentally

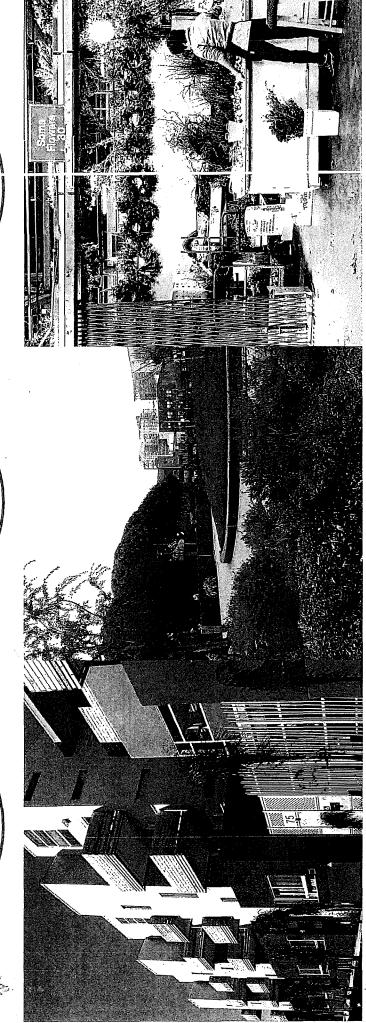
Central Subway under construction, expected to open in 2019

BART/Muni Metro Subway

Muni Metro (Surface)

PLAN STRATEGY

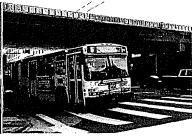




PLAN PHILOSOPHY

keep what's great







Diversity of Residents and Jobs

Diversity of Buildings and Architecture

Abundant Local and Regional Transit

Renowned Culture and Nightlife

address what's not



Unaffordable
Rents



Unsafe and Unpleasant Streets



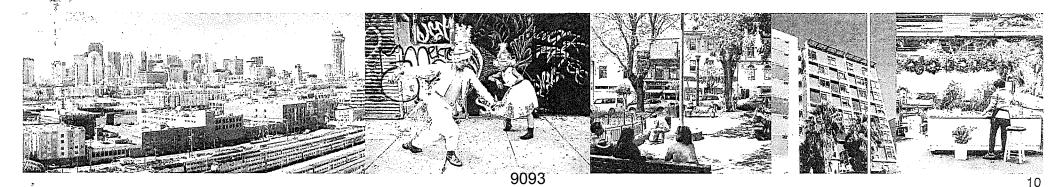
Lack of Public Parks and Greenery



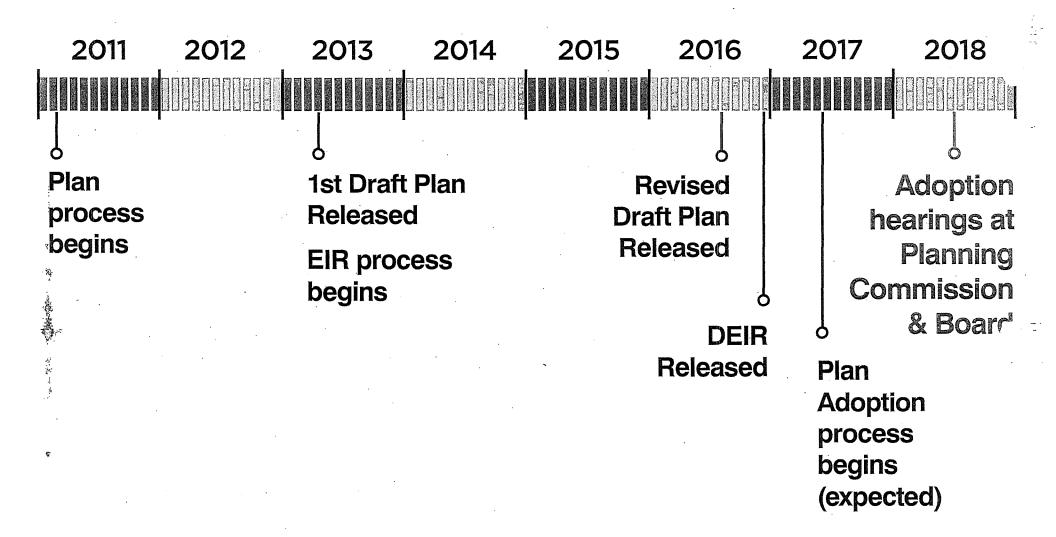
Inefficient Zoning and Insufficient Funding

PLAN GOALS

- 1. Accommodate a Substantial Amount of Jobs and Housing
- 2. Maintain the Diversity of Residents
- 3. Facilitate an Economically Diversified and Lively Jobs Center
- 4. Provide Safe and Convenient Transportation that Prioritizes Walking, Bicycling, and Transit
- 5. Offer an Abundance of Parks and Recreational Opportunities
- 6. Create an Environmentally Sustainable and Resilient Neighborhood
- 7. Preserve and Celebrate the Neighborhood's Cultural Heritage
- 8. Ensure that New Buildings Enhance the Character of the Neighborhood and the City

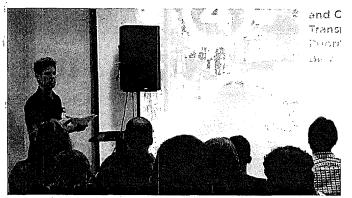


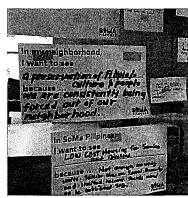
PLAN TIMELINE



OUTREACH PROCESS: 2011 - 2018







- 15 public workshops, office hours, charrettes, walking tours
- Public surveys
- 17 hearings at Planning Commission
 & Historic Preservation Commission
- 2 informational hearings at Board of Supervisors (Land Use Committee)



SAN Process

OUTREACH: ADVOCACY GROUPS (PARTIAL LIST)

77 Dow Place HOA

Alliance for Better District 6

Arden HOA

Asian Neighborhood Design

California Culture and Music Association

Central City SRO Collaborative

Central Subway Outreach Committee

Clementina Cares

Eastern Neighborhoods Citizens Advisory Committee

Filipino-American Development Foundation

Good Jobs for All

Housing Action Coalition (HAC)

One Bluxome HOA

Rincon Hill /South Beach/Mission Bay Neighborhood Association

San Francisco Bicycle Coalition

San Francisco Planning and Urban Research (SPUR)

San Francisco Senior and Disability Action

San Francisco Youth Commission

SF BLU HOA

SoMa Community Coalition

SoMa Community Collaborative

SoMa Community Stabilization Fund Citizens

Advisory Committee

SoMa Pilipinas

South Beach/Mission Bay Merchants Association

South of Market Action Network (SOMCAN)

South of Market Business Association (SOMBA)

South of Market Leadership Council

South of Market Project Area Committee (SOMPAC)

TODCO

Walk SF

We Are SoMa

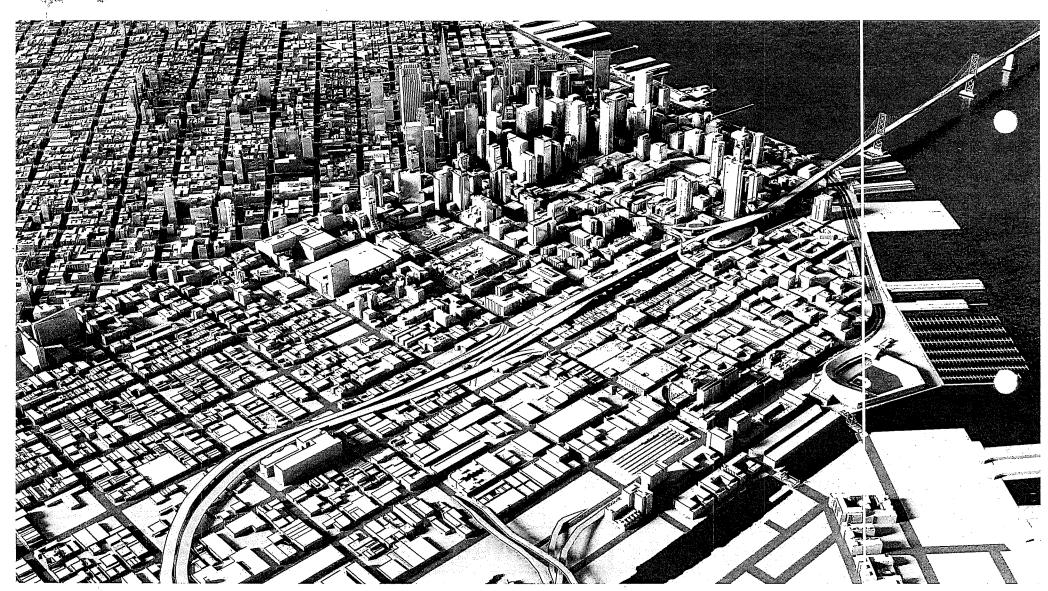
Western Soma Taskforce

Yerba Buena Alliance

Yerba Buena Community Benefit District

YIMBY Action

VISUALIZATION - EXISTING DEVELOPMENT



3-D Model of Existing Buildings (2016)₉₀₉₇

Digital Model Ly Skidmore, Owings, & Merrill

VISUALIZATION - POTENTIAL DEVELOPMENT

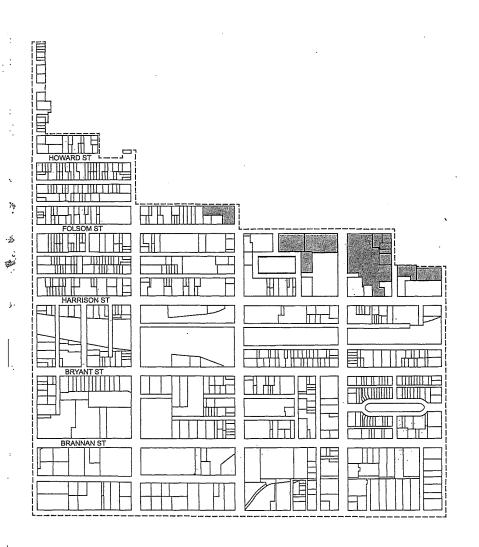
Central SoMa Development Potential Anticipated Projects Outside of Central SoMa

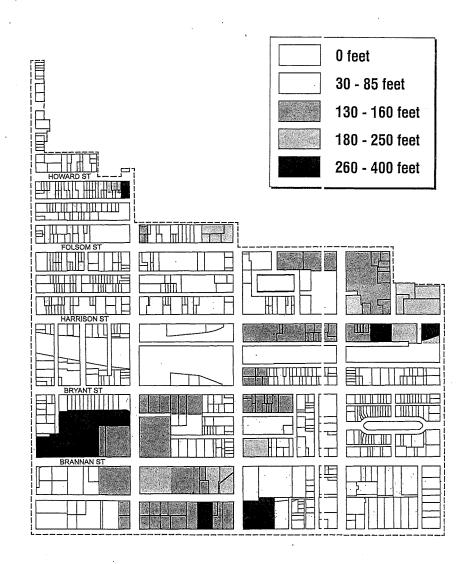


3-D Model of Potential Development

Digital Model by Skidmore, Owings, & Merrill

EXISTING AND PROPOSED DEVELOPMENT CAPACITY





Existing Development Capacity

Proposed Development Capacity

PUBLIC BENEFITS PACKAGE

No Plan = \$500 million in Public Benefits Central SoMa Plan = \$2.2 Billion in Public Benefits

400% increase due to the Plan

Plus ~\$1 billion in increased General Fund tax revenues

NOTE: Public benefits package represents funds raised over the life of the plan (estimated as 25 years) in 2017 dollars.

PUBLIC BENEFITS PACKAGE

	Affordable Housing 33 percent of total units	\$940 million
	Transit investment in both local and regional service	\$500 million
	Parks and Recreation transformative improvements such as parks, plazas, and recreation centers	\$185 million
Ti	Production, Distribution, & Repair (including Arts) no net loss of PDR space due to the Plan	\$180 million
A STATE OF THE STA	Complete Streets safe and comfortable streets for people walking and biking	\$110 million

(continued on next page)

PUBLIC BENEFITS PACKAGE (CONTINUED)

Community Services & Cultural Preservation funding towards community facilities and programs (e.g. health clinics, job training) and preservation of the Old Mint and other historic buildings	\$110 million
Environmental Sustainability a healthy, resilient, green, and resource-efficient neighborhood	\$70 million
Schools and Childcare funding to support growing population	\$65 million
TOTAL	\$2.16 billion

NOTE: Public benefits package represents funds raised over the life of the plan (estimated as 25 years) in 2017 dollars.

PUBLIC BENEFITS: FUNDING SOURCES

FUNDING SOURCE AMOUNT Direct provision of benefits (e.g. on-site BMR units) \$836 million \$354 million Central SoMa Special Tax District (NEW) **Eastern Neighborhoods Infrastructure Fee** \$240 million **Transportation Sustainability Fee** \$220 million Jobs-Housing Linkage Fee \$210 million \$180 million Affordable Housing Fee Central SoMa Infrastructure Fee (NEW) \$40 million \$26 million **School Impact Fee** Child Care Fee \$32 million **Central SoMa Community Facilities Fee (NEW)** \$20 million TOTAL \$2.16 billion

NOTE: Public benefits package represents funds raised over the life of the plan (estimated as 25 years) in 2017 dollars.

NEW FUNDING SOURCES: RESIDENTIAL (2018 RATES)

NEW REQUIREMENT	TIER A (15'-45' height increase)	TIER B (50'-85' height increase)	TIER C (90'+ height increase)
Central SoMa Community Infrastructure Fee (\$/GSF)	\$0	\$10	\$0
Mello-Roos Special Tax District (CFD; \$/GSF/yr)	\$ 0	CONDO: \$3.30 (2% escalation)	CONDO: \$5.50 (2% escalation)
		RENTAL: \$0	RENTAL: \$0
Community Facilities Fee (\$/GSF)		\$1.30	

NOTE: Projects must meet all existing requirements (e.g. affordable housing, Eastern Nbhds Fee, etc.)

NEW FUNDING SOURCES: NON-RESIDENTIAL (2018 RATES)

NEW REQUIREMENT	TIER A & B (15'-85' height increase)	TIER C (90'+ height increase)	
Central SoMa Community Infrastructure Fee (\$/GSF)	Office >50k sq ft: \$21.50 All other projects: \$41.50	Office >50k sq ft: \$0 All other projects: \$20	
Mello-Roos Special Tax District (CFD; \$/GSF/yr)	\$0	\$2.75 (4% escalation annually for 25 years, 2% thereafter)	
Transferable Development Rights (Floor Area Ratios)	0	1.25 FAR	
Community Facilities Fee (\$/GSF)	\$1.75		
POPOS	1 sq.ft for every 50 GSF of development		
Production, Distribution, and Repair (PDR)	Office >50k: greater of 0.4	FAR or Sec. 202.8 (Prop X)	

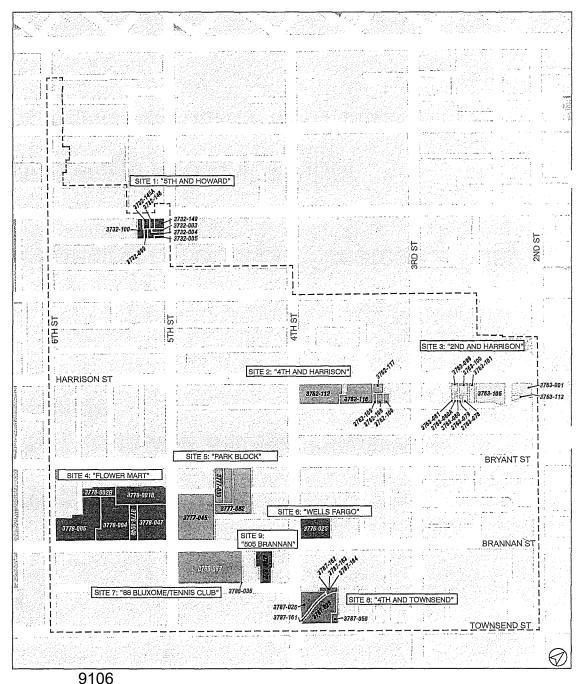
NOTE: Projects must meet all existing requirements (e.g. affordable housing, Eastern Nohds Fee, etc.)
9105

KEY DEVELOPMENT SITES

PURPOSE

Larger sites where we have crafted more flexible / site-specific zoning in exchange for a greater amount of public benefits, including:

- affordable housing
- parks & recreational facilities
- community facilities
- low-rent / extra PDR
- bike & ped improvements



HOUSING SUSTAINABILITY DISTRICT

CENTRAL SOMA HSD OVERVIEW

 Enacts California AB73 (Chiu) to create the first Housing Sustainability District in the state

BENEFITS

- Incentivizes & streamlines housing production: Creates 1/20-day ministerial process
- Incentivizes use of prevailing wage and union labor
- Qualifies SF for 'zoning incentive payments' from State (TBD)

Sea Transfer

HOUSING SUSTAINABILITY DISTRICT

CENTRAL SOMA HSD MEETS AB73 REQUIREMENTS

- District must provide 20% BMR units (Central SoMa provides 33%)
- District must have an approved EIR to address environmental impacts
- Projects must provide 10% on-site BMR units
- Projects must meet wage and labor standards
 - » Pay prevailing wages (projects <75 units)</p>
 - » Use skilled and trained workforce (projects 75+ units)

HOUSING SUSTAINABILITY DISTRICT

CENTRAL SOMA LOCAL PROGRAM (Sec. 343)

- Projects that are NOT eligible:
 - » Projects over 160 ft (unless 100% affordable)
 - » Article 10 or 11 historic properties
 - » Properties containing existing units
 - » Projects with >25,000 GSF of office space

HOUSING SUSTAINABILITY DISTRICT

CENTRAL SOMA LOCAL PROGRAM (Sec. 343)

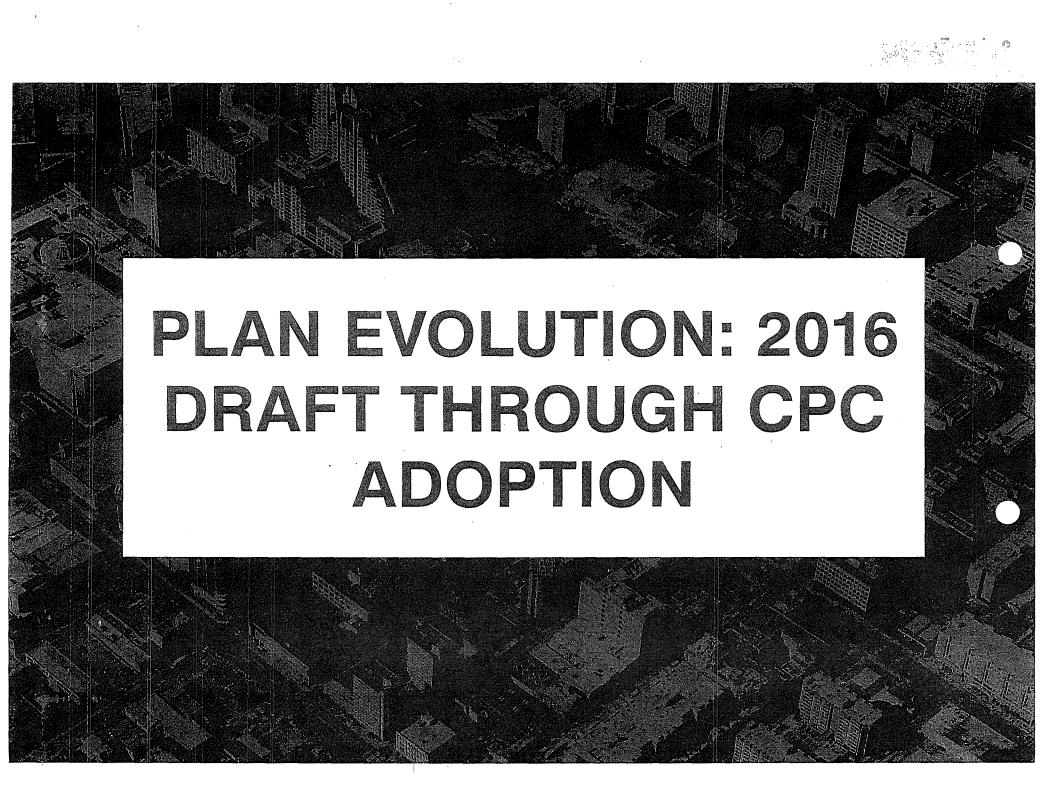
- 120-Day Review Process:
 - » Before applying: demonstrate compliance with EIR Mitigation Measures
 - » Design review
 - » Informational hearing
 - » Progress requirement: once approved, must seek a site/ building permit within 36 months of approval, or seek an extension

SPECIAL TAX DISTRICT - LEGISLATIVE ACTION

Administrative Code Chapter 43, Section 10: Special Tax Financing Law

Proposed amendments would enable the City to spend Central SoMa Special Tax revenues on eligible Facilities and Services*, which may include, but are not limited to:

- Grants to nonprofit/public social service organizations
- Environmental sustainability, including air quality mitigation and technical studies/guidelines
- Park programming and activation



PLAN EVOLUTION DURING ADOPTION PROCESS

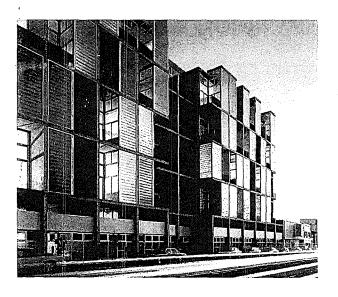
KEY AREAS

- Jobs-Housing Balance
- Public Benefits Package
- Development Requirements

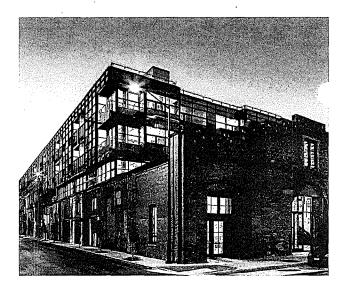
JOBS - HOUSING BALANCE

WHAT WE HEARD

- Maximize housing production, especially affordable units
- Streamline the production process
- Produce / protect affordable housing units upfront through aggressive site acquisition







JOBS - HOUSING BALANCE

HOW THE PLAN EVOLVED

- Housing production is now maxed out at the EIR cap (+17%, from 7100 to 8300 units)
- Central SoMa will be the state's 1st Housing Sustainability District (HSD) under AB73
- Some Key Sites are pursuing land dedication for affordable housing
- Continuing to work with MOHCD to leverage City programs:
 - » Acquisition / rehabilitation to stabilize existing units
 - » Securing additional housing locations in the broader SOMA neighborhood

WHAT WE HEARD

- Maximize affordable housing (also see previous section)
- Provide funding for social/cultural programming (not just facilities)
- Plan for future capital needs at Yerba Buena Gardens
- Fund neighborhood cleaning & maintenance
- Work with SFUSD to support existing schools and plan for future growth
- Support development of Good Jobs (e.g. living wage and/or unionized) for low-income households
- Keep the Prop X Conditional Use for PDR replacement

HOW THE PLAN EVOLVED

- Increased housing = +230 more affordable units (2900 total)
- Additional \$70 million for public benefits from CFD (see below)
- A Good Jobs goal was added to General Plan amendments

ADDITIONAL FUNDING CATEGORIES	\$/YR	\$/25 YRS
Social & cultural programming (continue SoMa Stabilization Fund)	\$1,000,000	\$25 million
Park and greenery maintenance and activation	\$600,000	\$15 million
Capital for cultural amenities (e.g. Yerba Buena Gardens)	N/A	\$15 million
··· Neighborhood cleaning	\$350,000	\$8.75 million
Bessie Carmichael School supplemental services	\$250,000	\$6.25 million
TOTAL		\$70 million

OTHER TOPICS REQUIRING DISCUSSION

- Eastern Neighborhoods Community Advisory Committee (CAC) & SoMa Stabilization CAC
 - » Because adjusting the CAC will require significant consideration of responsibilities and allocation of funding from projects, this will return to the Planning Commission and the Board as trailing legislation.
- Staff are working with SFUSD to assess future school capacity needs and how growth here and Citywide may be accommodated
- The Good Jobs goal may need to be fleshed out through trailing legislation

OTHER TOPICS REQUIRING DISCUSSION (CONT.)

- NOTE: There is no need for a Conditional Use requirement for PDR replacement under Prop X, since PDR replacement is explicitly required.
 - In addition, any CU requirement applied to housing would make them ineligible for the Housing Sustainability District, affecting ~75% of units impacted (up to 1/2 of total units)

DEVELOPMENT REQUIREMENTS

WHAT WE HAVE HEARD

- Changing financial market has made some projects less feasible, particularly rental housing
- Want greater flexibility / exceptions (e.g. similar to a Planned Unit Development)

DEVELOPMENT REQUIREMENTS

HOW THE PLAN EVOLVED

- Dropped the Mello-Roos Special Tax on rental housing to improve financial feasibility (\$1.75/sq ft)
- NOTE: Kept current zoning structure (no PUD-type exceptions possible)
 - » However, site-specific exceptions were crafted for individual Key Sites in Section 329(e).

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PLANNING COMMISSION RECOMMENDATIONS - 5/10/18 ADOPTION HEARING

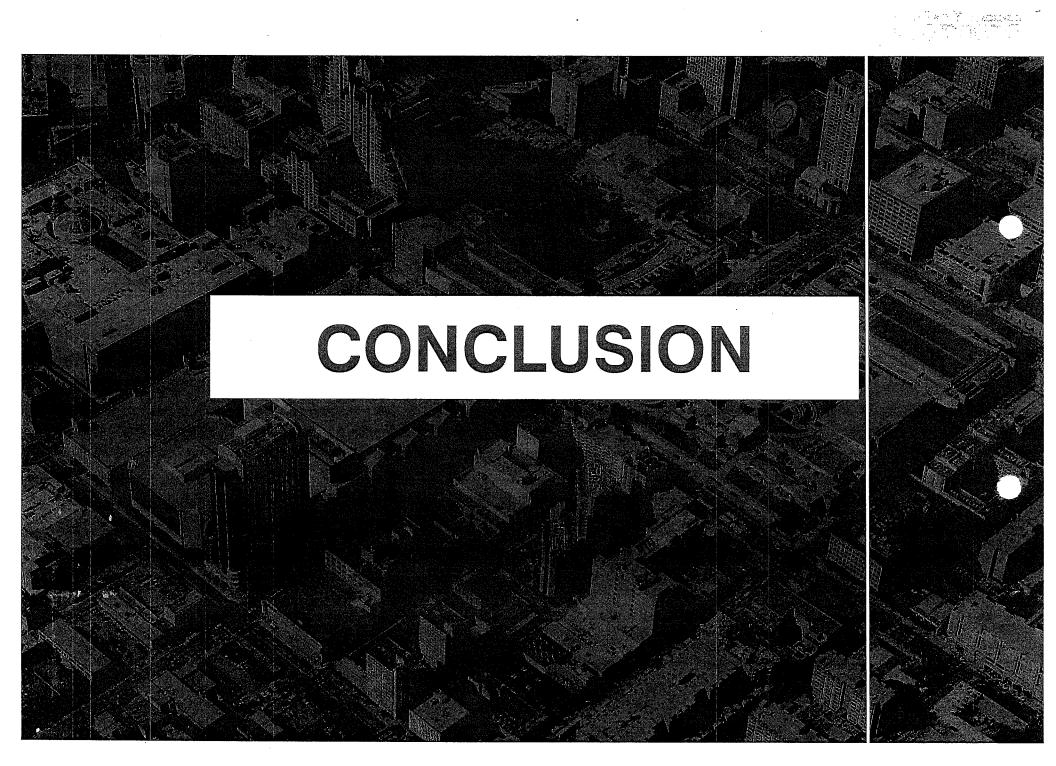
Change	Rationale
POPOS Design Exceptions	To allow greater flexibility and diversity of POPOS design.
Passenger & Freight Loading	To streamline and improve processes for reviewing passenger and freight loading.
Transportation Demand Management	To allow some relief for projects that have been designed assuming the same level of grandfathering as the citywide TDM ordinance.
Active Uses on Ground Floors	To allow some flexibility for micro-retail and hotel uses.
Alternate Uses in PDR Replacement Space	To support other desirable uses that cannot pay high rents.

9123



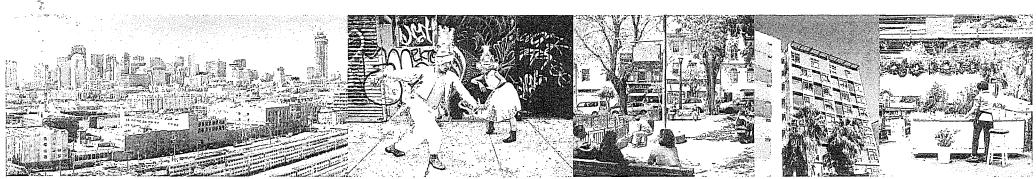
PLANNING COMMISSION RECOMMENDATIONS - 5/10/18 ADOPTION HEARING

Change	Rationale
Key Development Sites	To craft exceptions to specific key sites, and to add an additional key site (505 Brannan Street)
Park Fee Waiver at 598 Brannan Street	To enable construction of a park on land currently owned by SFPUC.
Central SoMa Mello- Roos Special Tax District	To establish the purpose and application of the proposed Mello-Roos Special Tax District in Central SoMa.
SoMa Stabilization Fund	To allow Mello-Roos tax revenues to accrue to the fund.
Community Advisory Committee (CACs)	To split the existing Eastern Neighborhoods CAC into two more manageable geographies.
Other Clarifying Amendments	To correct and clarify the code amendments.



TODAY'S ACTIONS

- 1. Amendments to the General Plan (180490)
- 2. Amendments to the Planning Code and Administrative Code (180184)
- 3. Amendments to the Zoning Map (180185)
- 4. Approval of the Housing Sustainability District (180453)
- 5. Amendments to the Special Tax Financing Law (180612)







Clerk of the Board of Supervisors Environmental Review Officer #1 Dr. Carlton B. Goodlett Place Room #244 San Francisco, CA 94102

June 11, 2018

Via Hand Delivery

RE: Central SoMa Plan – Appeal of the 5/10/18 Planning Commission Decisions

Dear Clerk of the Board and the Members of the Board of Supervisors:

The South of Market Community Action Network (SOMCAN) appeals the following decisions concerning the Central SoMa Plan ("the Plan"). The Plan Area is bounded by Second Street on the east, Sixth Street on the west, Townsend Street on the south, and an irregular border that goes along Folsom, Howard, and Stevenson Streets to the north.

 Certification of the Environmental Impact Report (EIR) and Adoption of Findings and Evaluation of Mitigation Measures and Alternatives and a Statement of Overriding Considerations

The final resolutions for the relevant appeals are attached as **Exhibit A**. Evidence in support of the appeals is attached as **Exhibits A-D**.

I. Citizens appeal the decisions made by the Planning Commission to certify the Environmental Impact Report (EIR) and adopt Findings and Evaluation of Mitigation Measures and Alternatives and a Statement of Overriding Considerations, State Clearinghouse No. 2013042070 (Exhibit A, Resolutions)

The appeals related to CEQA are filed on the following bases.

- The EIR is inadequate, incomplete, and deficient
- Inadequate and incomplete analysis of and failure to disclose the severity of the level of impact for the following environmental impacts:
 - o Creation of a Second Financial District
 - o Existing Youth and Family Special Use District
 - o Transportation and Ride Hailing Companies
 - State Density Bonus Laws
 - Economic Impacts from Displacement and Increase in Vehicle Miles Travelled

1

- o Residential Units Not Being Used as Traditional Housing
- o The 5M Project
- New Office Space and Lack of Local Hiring Requirements
- o Consideration of Continued PDR Uses
- Lack of Affordability of Housing Incentivized by the Plan and Socioeconomic Makeup of New Residents
- o Open Space
- o Stabilization of Non-Profit Organizations
- Health Impacts
- Density of Workers Based on Square Footage of Office Space and Auxiliary Jobs is Under Calculated
- Failure to adopt all feasible mitigations and alternatives
- Strong disagreement with Responses to Comments on the Draft Environmental Impact Report
- Inadequate and incomplete Findings, Evaluation of Mitigation Measures and Alternatives, and Statement of Overriding Considerations

II. Exhibits (Attached)

Exhibit A: Resolutions

20182 EIR Certification 20183 CEQA Findings

Exhibit B: Letters (including comments submitted on the Plan EIR during the EIR comment period)

Exhibit C: Links to videos of hearings in which testimony was given on the Central SoMa Plan Exhibit D: Transcript Planning Commission Hearing, May 10, 2018 on the Central SoMa Plan

Thank you,

Angelica Cabande
Organizational Director, South of Market Community Action Network

9129



February 13, 2017

Lisa M. Gibson
Acting Environmental Review Officer
1650 Mission Street
Suite 400
San Francisco, CA 94103
and via e-mail Lisa.Gibson@sfgov.org

Re: Planning Department Case 2011.1356E

State Clearinghouse No. 2013042070

Dear Ms. Gibson:

The South of Market Community Action Network ("SOMCAN") is a multi-racial, community organization that educates, organizes, and mobilizes immigrant and low-income South of Market ("SoMa") residents to fight for improvements to their quality of life by engaging in the decision making processes that affect their neighborhood and greater San Francisco. Our mission is to build and support a strong, organized community that takes collective action to achieve equity, and social and economic justice. SOMCAN works to address gentrification and displacement issues in SoMa and San Francisco.

We respectfully submit this comment letter on the Central SoMa Plan Draft Environmental Impact Report (the "DEIR"), which encompasses the area of South of Market bounded by 2nd Street (east); 6th Street (west); Townsend Street (south); and an irregular border jogging between Folsom, Howard and Stevenson Streets (north).

Comment Period Extension Period Should Have Been Granted

Firstly, we object again on the grounds that there has been insufficient time for the public to review this nearly 700 page long technical document. We, along with other community members, submitted a letter dated February 3, 2017 requesting for an extension of the comment period, which Planning denied.

Since 2000, SOMCAN has worked to educate and organize the community particularly around land use issues. With only 60 days from the release of the DEIR to the closing of the comment period, and the fact that the DEIR was released on December 14, 2016 just prior to the holidays, there has not been enough time for our organization to complete a thorough review, technical and otherwise, of the DEIR, as well as present the contents to community members, and compile their feedback. This a fatal flaw and fundamental deficiency of this DEIR that it has not sufficiently been available to the public for review and comment.

A More Extensive and Thorough Public Review Needed of DEIR Given Relaxing of Project Level Reviews

This is not a project level EIR. This is a Plan Area EIR that comes to us in the new era of "by-right" development encouraged at the State level (there is once again legislation pending at the State level to allow development "by-right" without any project level environmental review or public hearings) and at our local level, with this Central SoMa Plan proposing a radical relaxing of development controls.

In the past, Area Plans have been written with the presumption that more detailed environmental review will be done as projects are proposed by developers during the implementation of the Area Plans. This will almost certainly not be the case here, yet the public has not been allowed a reasonable time to review this DEIR and provide comment; and Planning has ignored the fact that the City is reducing the public's ability to comment on implementation of the Central SoMa Plan going forward.

The following are SOMCAN's comments to the DEIR as we have best been able to compile them given the insufficient time Planning has afforded our organization to engage residents of SoMa in a thorough review and understanding of the contents of this DEIR.

SOMCAN's areas of concern are:

- 1. The Central SoMa Plan Creates a Second Financial District at the Expense of Families, Youth and Seniors Living, Working and Going to School in SoMa.
- 2. The Central SoMa Plan Disregards the SoMa Youth and Family Special Use District
- 3. The Inadequate Transportation Infrastructure and Impact of Ride Hailing Companies Within and Adjacent to the Plan Area of the DEIR are Not Fully Considered
- 4. The Proposed Intensity of Development and Relaxing of Development Controls
 Have Not Been Evaluated With Respect to State Density Bonus Laws in the DEIR
- 5. The Economic Impacts From Displacement Were Not Analyzed in the DEIR
- 6. The DEIR Omits Analyses of the Current Trend of Residential Units Not Being Used as Traditional Housing
- 7. The 5M Project Must be Included in the DEIR Analysis
- 8. The Impacts of New Office Space and Lack of Local Hiring Requirements are Not Properly Presented or Studied in the DEIR

- 9. Consideration of Continued PDR Uses in Central SoMa is Inadequate
- 10. The DEIR Does Not Address the Lack of Affordability of Housing Incentivized By the Plan and the Socioeconomic Makeup of New Residents That Will Result
- 11. The Plan Continues to Provide an Inadequate Amount of Open Space in SoMa By Relying on POPOS
- 12. The Plan Does Not Address the Stabilization of SoMa based Non-Profit Organizations
- 13. The DEIR Does Not Adequately Study the Health Impacts from Increased Noise, Degraded Air Quality, Pedestrian Safety Hazards, and Increased Wind Speeds

EXPLANATION OF CONCERNS:

1. The Central SoMa Plan Creates a Second Financial District at the Expense of Families, Youth and Seniors Living, Working and Going to School in SoMa

The area defined as the Central SoMa Plan Area is a neighborhood. While we are not opposed to further growth, we are opposed to Planning's proposed transformation of this neighborhood into a new Financial District. The scale of development and the mix of commercial, office and high end luxury development described in the Plan are not conducive to a healthy neighborhood.

There are many established aspects to what constitutes a healthy neighborhood that the DEIR should be studied against. We demand that this DEIR be studied against the City's Healthy Development Measurement Tool (HDMT), which was developed by Planning in partnership with the Department of Public Health and community organizations during the Eastern Neighborhoods rezoning¹. Please refer to the Eastern Neighborhoods Community Health Impact Assessment (ENCHIA)².³

Youth, families and seniors in SoMa demand a family-friendly neighborhood, human scale, safety for pedestrians of all ages and abilities, with access to light and air, and neighborhood services close by. The Plan as proposed is completely out of character with the goal of sustaining Central SoMa as a neighborhood and a dynamic employment center co-existing in a mutually supportive way. Instead of building towards the long-established community and City goal of creating a family-friendly neighborhood in Central SoMa, the DEIR proposes a second Financial District, which will harm the health of existing and future populations.

2. The Central SoMa Plan Disregards the SoMa Youth and Family Special Use District

¹ http://www.who.int/hia/conference/poster bhatia 2.pdf

² http://www.pewtrusts.org/en/multimedia/data-visualizations/2015/hia-map/state/california/eastern-neighborhoods-community

³ http://www.pewtrusts.org/~/media/assets/2007/09/hiareportenchia.pdf?la=en

The Central SoMa Plan incorporates areas that are covered under the SoMa Youth and Family Special Use District⁴ was adopted by the Board of Supervisors in January 2009. The SoMa Youth and Family Special Use District's purpose is to expand the stock of affordable housing, as well as protect and enhance the health and environment of youth and families in SoMa. The Central SoMa Plan does not adequately take into account the SoMa Youth and Family Special Use District and instead of strengthening its controls, the DEIR undermines its goals.

We demand that as part of the Central SoMa Plan, projects within the *SoMa Youth and Family Special Use District* are required to undergo review and approval by resident groups and community organizations before they are considered by the Planning Department. We are demanding that this community approval process function similarly to other Special Use Districts in the City such as the *Bernal Heights Special Use District.*⁵

Planning has abused the *SoMa Youth and Family Special Use District* since it was established during the Eastern Neighborhood rezoning. These abuses including the re-mapping of the *SoMa Youth and Family Special Use District* by the Hearst and Forest City's 5M development, which covers five city blocks near 5th and Mission Streets. The 5M project gained approval in December 2015 for a large office tower by re-mapping the boundaries of the *SoMa Youth and Family Special Use District* with justifications by the Planning Department that this Special Use District does not have strong controls. SOMCAN, along with several other community-based organizations, have been demanding strong controls since *before* 2009 for the *SoMa Youth and Family Special Use District* so we can protect youth, families and seniors in the neighborhood. Planning has ignored our calls to strengthen this *SoMa Youth and Family Special Use District* through the Central SoMa rezoning process. The Central SoMa Plan must be revised to address this deficiency.

The environmental impact of displacement is clear and further criticized in our point #5 below. As long as Planning continues to promote the displacement of youth, families and seniors from Central SoMa in favor of large scale office and luxury housing developments, there will be an increasing and compounding environmental impact which has not been studied or reported in the DEIR. We demand that Planning revises the Central SoMa Plan in partnership with the community to strengthen the controls of the *SoMa Youth and Family Special Use District* in order to stabilize and grow our economically and racially diverse community.

3. The Inadequate Transportation Infrastructure and Impact of Ride Hailing Companies Within and Adjacent to the Plan Area of the DEIR are Not Fully Considered

The transportation infrastructure within and adjacent to the plan area of the Central SoMa DEIR lags far behind the infrastructure needs of both past and current growth. This is true, even if you factor in the transportation improvements that are underway, such as the Central Subway.

SOMCAN Central SOMA DEIR Response Letter Page 4

⁴ http://sf-planning.org/sites/default/files/FileCenter/Documents/1479-SoMa_YFZ_SUD_Legislation.pdf

⁵ http://masonkirby.com/wpb/wp-content/uploads/2010/03/nwbhdrb_infopacket.pdf

The Central SoMa Plan is predicated on the construction of the Central Subway that connects Central SoMa with Chinatown. The Central Subway addresses a transit need that is long overdue as public transit for SoMa has been inadequate for decades. Because of years of lack of infrastructure improvements, the Central Subway is addressing a past need, not a present or future need. As State Senator Scott Wiener has said, "San Francisco's unfunded transportation needs are billions and billions of dollars" because "MTA has a long history of not moving quickly enough on important capital projects" Thus, even with the new Central Subway, the transportation infrastructure will continue to be inadequate.

There is also mention of the construction of the new Transbay Terminal just to the east of the Central SoMa Plan Area. However, Transbay Terminal won't be completed for some time, and it is unclear whether it will connect with CalTrain. Also, proximity to BART should not factor into the Central SoMa Plan because it runs down Market Street which is two to three long blocks north of the Central SoMa Plan Area. BART is not only far from the Plan Area, it has its own issues with capital obsolescence, and is hardly in condition to accommodate dramatic growth.

The DEIR is also negligent in assessing the new impacts of ride-hailing/ Transportation Network Company (TNC) services like Uber and Lyft. The references in the DEIR on pages IV.D-65 and IV.D-76 are completely inadequate. Their impact can in no way be equated with bicycles in terms of traffic or environmental impact. Their vehicles circle endlessly as they aim to be proximate to the next person who orders their services such as rides and food deliveries. As more office space and more residences are built in the Plan Area, the volume and impacts from these services will increase dramatically. The DEIR completely ignores this environmental impact.

The increase in ride-hailing/ TNC traffic not only increases "Vehicle Miles Traveled" (the new CEQA standard in assessing traffic impacts) it will also impact the "Level of Service" (the CEQA previous standard) at many intersections. It will also impact pedestrian safety in ways that have not been studied. All of these omissions-- inadequately evaluating the transportation infrastructure needs of the current and increased future population and the lack of proper analysis of ride-sharing traffic-- make the DEIR dangerously deficient.

4. The Proposed Intensity of Development and Relaxing of Development Controls
Have Not Been Evaluated With Respect to State Density Bonus Laws in the DEIR

In 2016, the City passed the "Density Done Right" legislation allowing 100% affordable housing developments to apply for a significant increase in height and number of units without any rezoning. Also during 2016, legislation passed at the State level to enable developers throughout California to more easily take advantage of State Density Bonus incentives.

The DEIR references these laws on p. II-22 but only in reference to increased heights. It's unclear how the State Density Bonus will or will not be applied to heights and to unit counts for

⁶ http://www.sfexaminer.com/wiener-proposes-major-fundraising-legislation-for-transportation-agencies-statewide/

market rate developments, especially in light of Planning's approval of the project at 333 12th Street, the first housing development in San Francisco to be approved with applying the State Density Bonus. The DEIR also references the Density Bonus for affordable housing projects on p. VI-2 but says that the increased number of units has not been considered for the DEIR. The DEIR is incomplete if it does not completely study the impacts of increased heights and increased number of units for both affordable and market rate housing.

The DEIR must also completely disclose to the public where developers are eligible to use either the State Density Bonus Program, or the San Francisco "Density Done Right" program. The DEIR must clearly indicate on maps where those sites are located, and must compare the new proposed zoning and its resulting intensity of use with the potential intensity of use if developers take either the State or Local density bonus. The DEIR must compare the relative impacts of these two scenarios on the environment. Without these analyses for each project within the plan area, as well as the overall impacts, the DEIR is inadequate.

5. The Economic Impacts From Displacement Were Not Analyzed in the DEIR

Regardless of the assertions in the DEIR, there are environmental impacts due to displacement of residents from their homes or small businesses in SoMa, especially when considering the huge increase in "Vehicle Miles Traveled" that will result with this proposed Central SoMa Plan.

There are several ways that the Central SoMa Plan encourages displacement in an area already suffering from increased no-fault evictions and skyrocketing rents. A UC Berkeley study in collaboration with UCLA shows that SoMa is undergoing "advanced gentrification." Gentrification happens when more affluent people replace less wealthy people. The DEIR encourages luxury, high end housing in SoMa, which in turn encourages the price of other housing to increase. Landlords of adjacent properties begin to charge more rent to cash in on the new populations in the nearby luxury condos or new high-end shops.

The DEIR upzones large swaths of Central SoMa. Upzoning of property increases the values of the underlying land, which leads to increased costs for residential and commercial tenancies and increased sale prices. Therefore existing residents or small businesses that are paying less than the new market rate will be forced out. Upzoning incentivizes tearing down existing housing and existing small businesses so that developers can maximize the new build-out potential of that property. Coupled with the relaxing of local controls and push to have less local approval hearings, there will be less incentive for developers to provide "right to return" or provide increased levels of affordability to existing residents or businesses that will be forced out when the buildings are torn down.

There are no new protections being implemented by the DEIR for existing tenants and community serving institutions and businesses. Other than the push to preserve certain historic areas and buildings, there are no new protections in place to prevent displacement that the City

⁷ http://www.urbandisplacement.org/map/sf

knows will occur due to the new development that will be incentivized by this Central SoMa Plan (as exhibited in Plan Bay Area "Communities of Concern"). As shown in a University of California Berkeley report on transit oriented development and gentrification⁸⁹, areas in the Bay Area that have convenient access to transit are areas most likely to suffer gentrification and displacement, including SoMa.¹⁰ The Central SoMa Plan talks about increasing land values as a primary reason for the underlying elements of the Central SoMa Plan, yet it does not adequately take into account the fact that increased land values cause speculation and displacement. The increased land values presented in the Central SoMa Plan's various "menu" options is a recipe for massive displacement of existing residents and small businesses.

Large-scale displacement creates a significant environmental impact when considering CEQA's "Vehicle Miles Travelled" standard. Working class and lower income households get displaced outside San Francisco and their commutes increase, increasing their "Vehicle Miles Travelled." When people who work in SoMa are displaced, they will often retain their employment in SoMa, therefore their "Vehicle Miles Travelled" will increase. Many existing residents in SoMa can not afford the luxury homes that are and will be built in SoMa and access to affordable housing is extremely limited, so if for any reason they need to move out, it's highly unlikely they will move be able to stay in the neighborhood.

Furthermore, much of the luxury housing that gets built doesn't provide housing even though it's approved by Planning to be residential housing units. When these units are used as "pied-a-terres" or "short term rentals" or "corporate rentals" or "student housing", they are not helping to alleviate any housing shortage, because although they are approved by Planning as residential use, they are not in fact used for residential purposes. Therefore people are being displaced and commuting farther for work, meanwhile the new housing units aren't necessarily supporting residents being able to live in homes close to their work.

Replacing low income residents with higher income residents replaces a population with lower car ownership with a population that has a higher rate of car ownership. 11 12 More affluent people are also more likely to use ride-hailing/ TNC services than public transit. They have access to the smartphone-based apps and can pay more for a ride than public transit riders. This puts more single vehicles on the road that are idling and circling in their competition for fare-paying customers. There are also tech shuttles that service SoMa residents to take them to their offices on the Peninsula. The impacts of the increased "Vehicle Miles Travelled" caused by the new, more affluent populations which is encouraged in the DEIR is not considered in the document.

⁸ http://ucconnect.berkeley.edu/transit-oriented-development-and-commercial-gentrification-exploring-linkages

⁹ http://www.urbandisplacement.org/map/sf

¹⁰ http://communityinnovation.berkeley.edu/reports/Gentrification-Report.pdf

¹¹ http://socrates.berkeley.edu/~raphael/BerubeDeakenRaphael.pdf

¹² http://www.sciencedirect.com/science/article/pii/S0965856400000185

This means that gentrification has a "quadruple" environmental impact by lengthening the commute times of people working in SoMa from their new place of residence outside of San Francisco; replacing these people with a population more likely to own and use automobiles; increasing the number of people living in SoMa as a "bedroom" community for their commute on a shuttle to the Peninsula; and increasing use of ride-hailing/ TNC services whose vehicles constantly idle and circle in competition for rides. None of these impacts of gentrification on the environment have been studied, which a significant flaw in the DEIR.

6. The DEIR Omits Analyses of the Current Trend of Residential Units Not Being Used as Traditional Housing

Cities across the US and even Canada are learning that developers are not producing housing units to be used for housing people. Many cities are now fully realizing the negative impacts of the push to "build, build, build," an ideology fully embraced by this Central SoMa Plan.

Footnoted here are examples of Vancouver¹³ and New York City¹⁴ that show that in world where real estate is solely developed as a commodity and home-sharing is corporatized, often new condos are not being occupied by local residents, or any people at all. Also footnoted is a map of vacant units in San Francisco indicating that many of our City's vacant units are in SoMa.¹⁵

We are not opposed to building new housing, but we feel that it is environmentally important to ask the question, who are we building new housing for? Without adequate controls and enforcement in place:

- SRO's in SoMa will not continue to be used as open and accessible affordable housing options;
- new condos will be affordable only as high end luxury housing or sitting vacant because they are owned by investors who have no intention of living in these units;
- new condos will be used as commercial "short term rentals" instead of as residential use;
- new condos will be used as "corporate rentals" instead of as residential use; and
- other buildings will be used as "student housing" instead of residential use.

The inadequacy of the DEIR is that it studies the impacts of residential development as though it will be used for residences. The environmental impacts of corporate rentals, short term rentals and other commercial uses are different from residential uses. Without sufficient controls and enforcement, there is no way to ensure that new housing that is incentivized to be built under this new land use Plan will be used as housing.

7. The 5M Project Must be Included in the DEIR Analysis

¹³ http://www.theglobeandmail.com/real-estate/vancouver/dark-windows-illuminate-problems-in-vancouvers-real-estate-market/article31822833/

¹⁴ https://www.nytimes.com/2015/02/08/nyregion/stream-of-foreign-wealth-flows-to-time-warner-condos.html

¹⁵ http://www.antievictionmappingproject.net/vacant.html

The DEIR has moved 5M from being "Plan-induced growth to cumulative growth" per footnote on p. IV-5. The problem is that 5M is the largest single development within the boundaries of the Central SoMa Plan Area. It created new rules for development (its own Special Use District) that were based on recommendations from a draft version of the Central SoMa Plan.

Furthermore, new development in the Central SoMa Plan Area is being proposed in this Plan at a scale that is conversely driven by the scale of development that Planning pushed to approve for 5M. With 5M being the largest single development in Central SoMa, they must be considered together in the Central SoMa Plan. They have linked, not dissociated as separate, cumulative impacts. 5M is not built and its construction timeline is not clear. 5M should be studied as a principal contributor to the environmental impacts of the Central SoMa Plan. The omission of any analyses of the impacts of the 5M project in the DEIR is a critical flaw of the DEIR.

8. The Impacts of New Office Space and Lack of Local Hiring Requirements are Not Properly Presented or Studied in the DEIR

The DEIR is inadequate on the grounds that it does not incorporate all the City's policies with respect to office space development controls. Page III-19 of the DEIR details the City's pipeline of office developments with respect to Planning Code Section 321, which caps large office construction at 950,000 square feet per year. The way that this section III.C.2 is presented is unclear since there is additional office space development that is not subject to this cap because the cap only applies to "large office." Furthermore, this section of the DEIR fails to incorporate the voter approved Proposition O passed in November of 2016, which significantly increased the large office cap to include an increased amount of office space at the Shipyard. The Plan is focused on constructing a massive amount of new office space and essentially makes SoMa a second Financial District (this is true for all the Project Alternatives as well). The DEIR's lack of clarity on how it will comply with Prop M requirements, especially in light of the passage of Proposition O, is a critical flaw.

Given the intensity of new high-end office space that is being proposed, the fact that "local hiring and training goals" are still in the section of the DEIR called "Areas of Controversy and Issues to be Resolved" (p. S-79) is not only offensive to the community, but is potentially very damaging environmentally. With this approach, Planning is saying that new jobs in SoMa will be for people who are not current residents which indicates an in-migration of new people. Planning is also saying that current residents of SoMa will have to move somewhere else to find work. What are the environmental impacts of all this forced migration? This is not analyzed in the DEIR. Also, as new, more affluent people move into SoMa displacing current residents who live and work in SoMa, how much farther will those displaced workers have to travel and what is the resulting environmental impact? Again this is not analyzed in the DEIR.

9. Consideration of Continued PDR Uses in Central SoMa is Inadequate

Page S-4 of the DEIR clearly indicates that Planning has not created an actual plan for Production, Distribution and Repair (PDR) uses in its vision for Central SoMa. This has historically been one of San Francisco's most important areas for PDR uses, which ensured a diversification of the economic base of the city and job opportunities for people with trade credentials, not just advanced university degrees.

The DEIR indicates that it is removing "protective zoning" for PDR, but there is no complete report of how much PDR has been lost since the implementation of the Eastern SoMa Plan, which was in part intended to protect against the loss of PDR. Creating "incentives to fund, build, and protect PDR uses" is problematic since features that appear to be incentives today will quickly not be incentives tomorrow depending on land use, financial, and capitalization macro conditions that are driving the development market at any particular time.

There are many innovative mixed-use building types, but the prospect of "require(ing) PDR space as part of large commercial developments" seems to be a limited application. It would be important to understand what precedent there is for such a mix of uses in new developments and how likely it would be to have PDR on the ground level of a large commercial tower. What kind of PDR would it be? Who would be employed?

For all PDR, we are concerned that there be increasing job opportunities for SoMa residents and diversification of San Francisco's economy. This will protect San Francisco against "boom and bust" cycles; it will ensure that there is less regional impact on the environment that comes when sectors of the economy are segregated geographically; and will therefore result in less "Vehicle Miles Traveled."

The Plan calls for adding technology jobs to SoMa, yet these jobs are largely inaccessible to existing community residents. SoMa needs a diversity of job types in the neighborhood that are not only accessible to community residents but provide a living wage that can support workers to stay in the neighborhood. This is highlighted especially in the types of jobs provided by production, distribution, and repair businesses that provide jobs for working class residents and are jobs that cannot afford to be lost. PDR businesses also provide essential support to other industries and sectors so should be proximate to those other functions for them to be viable and effective. More consideration of continued PDR use is required in the DEIR.

10. There is No Proof that the Plan will Accomplish its Goal of Alleviating Housing Prices or Maintaining a Diversity of Residents

The Plan states as one of its main goals accommodating housing demand and addressing such demand to alleviate housing prices. The Plan, however, does not provide any studies or figures that support the claim that new development will drive down housing costs. As a result, the goal of the Plan of maintaining the diversity of residents, here in terms of socioeconomic makeup, appears empty. The Plan would cause a greater increase in the number of people living and working in the area than would be seen without the Plan, as shown in the DEIR. As the DEIR states on page V-10, "what effect development under the Plan would have on housing

affordability is a matter of considerable controversy," and that "the influx of real estate investment and higher income, residents may increase gentrification of a neighborhood, with displacement of households being a negative outcome."

Further study must be done regarding what effects new housing development will have on housing prices if the Plan is serious about its commitment to maintaining a diversity of residents in the area. If new housing development under the Plan-- the majority of which is market-rate-cannot be proven to bring down housing prices, the Plan will then only work to exacerbate the gentrification and displacement crisis in the area. Studies must be done to address these facts if the Plan is to move forward in meeting its core goals, especially as they relate to affordability and maintaining a diversity of residents.

11. The Plan Continues to Provide an Inadequate Amount of Open Space in SoMa By Relying on POPOS

The SoMa is the most open space deficient neighborhood in San Francisco¹⁶, along with the neighboring Tenderloin. Instead of providing sufficient, green and publicly accessible open space, Planning has been defaulting to providing new open space for SoMa through Privately Owned Public Open Spaces (POPOS)¹⁷. POPOS have a negative impact on the community for many reasons:

- These spaces aren't truly open to the public, activity is discouraged and hours are limited;
- POPOS are not protected by the Proposition K Shadow Ordinance because they are not open spaces owned by the City's Rec and Park Department;
- Because there's no Prop K protection, it's difficult to establish a standard of shadow protection for these open spaces because CEQA is not specific on this matter;
- These spaces do not represent the type of open space that is public and accessible for use by youth, families, and seniors (like a public park); and
- POPOS overly regulate the types of activities allowed and have restrictive hours that limit access;

SoMa has such a lack of places for public recreation and truly accessible open spaces that there must be a clear plan for creating new public open spaces that are owned and managed by Rec and Park.

12. The Plan Does Not Address the Stabilization of SoMa based Non-Profit Organizations

The Central SoMa Plan has no provision for stabilizing nonprofit organizations in the neighborhood. As studied by Supervisor Kim, MOHCD, and the Northern California Community

¹⁶ http://default.sfplanning.org/publications reports/library of cartography/OpenSpaceMap.pdf

¹⁷ http://sf-planning.org/privately-owned-public-open-space-and-public-art-popos

Loan Fund, the escalation in property values, and the lack of commercial rent control has put nonprofit organizations at imminent risk of displacement. 1819

By encouraging the construction of a second financial district, commercial rents will become increasingly more expensive placing nonprofit organizations even more at risk. Low income and immigrant communities in SoMa rely on many of these nonprofit organizations for basic services and to be able to survive in the community. Without these organizations, SoMa residents will be further at risk for displacement.

As noted elsewhere in this letter, displacement does result in environmental impacts. Therefore, the DEIR is deficient in that it does not recommend strategies for stabilizing nonprofit organizations in SoMa.

13. The DEIR Does Not Adequately Study the Health Impacts from Increased Noise, Degraded Air Quality, Pedestrian Safety Hazards, and Increased Wind Speeds

On page V-3, section V.B.6 "Wind" it says that "Subsequent future development anticipated under the Plan could alter wind in a manner that substantially affects public areas." Organizations that work with seniors and people with disabilities in SoMa are concerned that any increase in wind speeds caused by the heights and bulk of the proposed buildings in Central SoMa will cause a hardship and injury to seniors and people with disabilities at both public open spaces and in the public rights of way.

Noise in SoMa is already the worst in the City.²⁰ Any increase in noise levels from construction incentivized by the Central SoMa Plan (p. VI-44 says it would be "significant" and that Mitigation Measure M-NO-2a "would be insufficient to reduce the construction-related noise impacts to a less than significant level" on p VI-45). Noise levels especially from construction activity have not been studied in the DEIR. Also after construction, the degraded air quality from increased traffic, increased idling from vehicles stuck in traffic or increased ride-hailing vehicles, or from increased truck traffic will all have detrimental impacts.

We are also concerned about the vulnerability of seniors and people with disabilities while walking in the neighborhood to injury from vehicle collisions. Providing sidewalk extensions may help in some areas, but the extent of increase in automobile traffic is under-reported in the DEIR, and the potential incidents of pedestrian injuries from automobiles is also underestimated. These environmental impacts are not sufficiently studied in the DEIR.

Conclusion: Preparation of the DEIR Did Not Sufficiently Allow for Public Input

¹⁸ https://www.ncclf.org/npdmitigation/

¹⁹ https://sfgov.legistar.com/View.ashx?M=F&ID=2730532&GUID=77CFF0CE-7AC6-4569-ACEE-D2568711018F

²⁰ http://default.sfplanning.org/publications_reports/library_of_cartography/Noise.pdf

The Central SoMa Plan DEIR is inadequate and should be revised with the additional suggested studies and recirculated to address the critical flaws we outlined above. Going forward, a version of the Central SoMa Plan that creates a family-friendly neighborhood would be SOMCAN's preferred alternative. We are recommending that Planning study a new alternative that supports growth of SoMa in a way that supports the needs of current and future youth, families and seniors. None of the alternatives currently outlined in the plan supports this vision or these needs, and instead will reshape SoMa to be San Francisco's second Financial District with little regard to the protection of the environment of existing residents, small businesses, non-profits and PDR spaces.

The preparation of this DEIR did not adequately allow for incorporation of community input. For example, the boundaries of the Central SoMa Plan changed significantly during 2016, and the public was not sufficiently noticed. Despite SOMCAN's history in engaging with a diverse and large constituency in SoMa, SOMCAN was not provided an opportunity to participate in TODCO's "community alternative", and therefore we can not endorse this alternative. While the Mid-Rise Alternative has intriguing elements, it does not come close to being a vision that we can embrace. The changes in boundaries, the brief public comment on the published DEIR all make it impossible for the SOMCAN, its members and the larger SoMa community to adequately assess the Plan or any of its proposed alternatives.

As a public disclosure document, the Central SoMa DEIR is wholly insufficient and a new alternative should be studied that fully supports families and seniors in SoMa, and the DEIR should be recirculated for public input and review.

Sincerely,

Angelica Cabande SOMCAN Organizational Director

Joseph Smooke SOMCAN Board Chair

DEPARTMENT OF HOUSING AND COMMUNITY DEVELOPMENT DIVISION OF HOUSING POLICY DEVELOPMENT

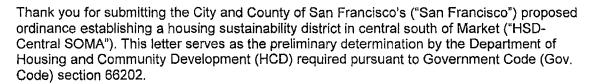
2020 W. El Camino Avenue, Suite 500 Sacramento, CA 95833 (916) 263-2911 / FAX (916) 263-7453 www.hcd.ca.gov

July 6, 2018

San Francisco Board of Supervisors 1 Dr. Carlton B. Goodlett Place City Hall, Room 244 San Francisco, CA 94102-4689

RE: Housing Sustainability District Ordinance

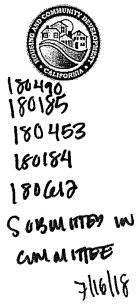
Dear Members of the Board of Supervisors:



HCD has preliminarily determined that the proposed HSD-Central SOMA ordinance addresses the requirements of housing sustainability districts, pursuant to Gov. Code, §§ 66200 through 66210. Please note that HCD's determination is only preliminary and may be subject to change for reasons including, but not limited to, the preparation of guidelines, new information in an adopted ordinance, certification of compliance, or other subsequent submittals (Gov. Code, § 66209). In addition, HCD has not conducted a full review of any design review standards for consistency with Gov. Code § 66207. Finally, please be aware that the Legislature has not appropriated funds for a zoning incentive payment and as a result, San Francisco is not entitled to a zoning incentive payment pursuant to Gov. Code, § 66202, subdivision (a)(2) or § 66204, subdivision (b) at this time.

Once the proposed HSD-Central SOMA ordinance takes effect, please submit an acknowledgement of such to HCD. Additionally, in the event the Legislature appropriates funds for zoning inventive payments, San Francisco should submit an application for a zoning incentive payment, including all of the information required by Gov. Code, §§ 66202, subdivisions (a) and (b), and 66204, subdivision (b).

HCD commends San Francisco for its leadership in advancing the state's housing goals, including with this implementation of AB 73 (Chiu) to streamline and incentivize housing production. Streamlining and production incentives such as housing sustainability districts are critical tools to increase housing supply and affordability, while conserving existing housing stock affordable to lower income households. HCD applauds San Francisco's long-standing commitment, innovation and success in promoting the development, conservation and preservation of affordable housing.



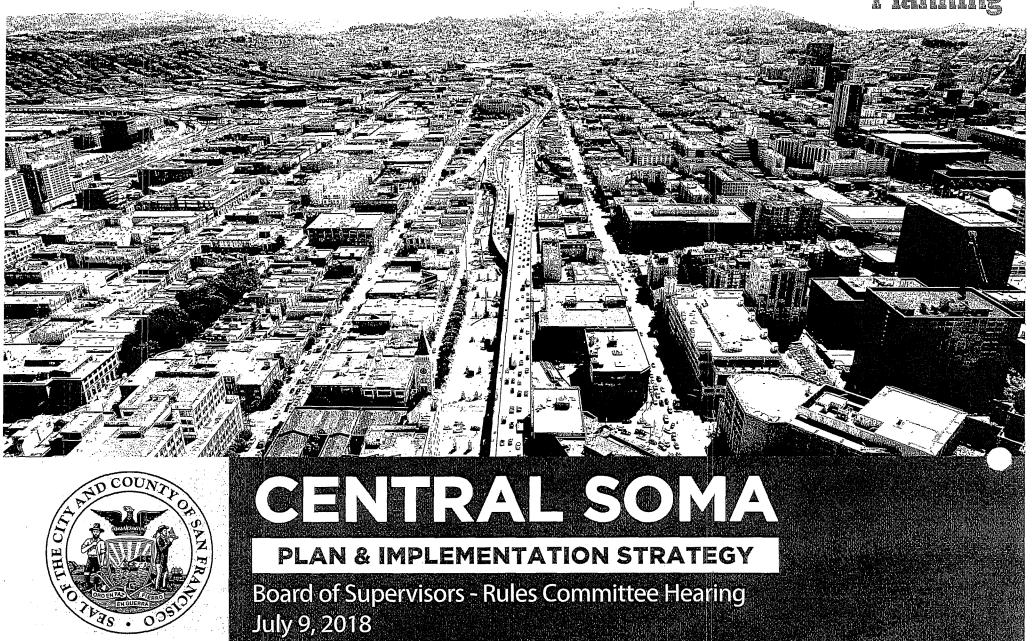
San Francisco Board of Supervisors Housing Sustainability District Ordinance Page 2

If HCD can provide any additional assistance, or if you or your staff have any questions, please contact Paul McDougall, Housing Policy Manager, at paul.mcdougail@hcd.ca.gov.

Sincerely,

Zachary Olmstead Deputy Director



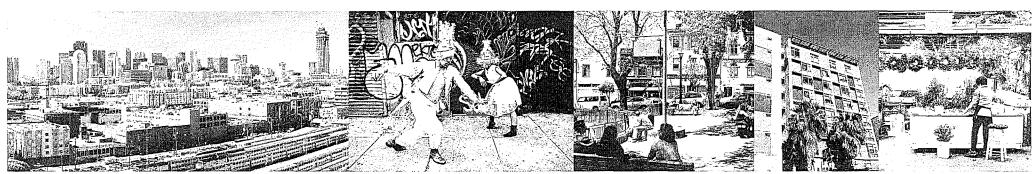




TODAY'S ACTIONS

Hearing to consider:

- 1. Amendments to Administrative Code
 - Section 35: PDR and Residential / Hotel Compatibility
 - Chapter 43, Section 10: Special Tax Financing Law
- 2. Amendments to Planning Code
 - Note: this item is intended to be heard at Land Use & Transportation Committee





TODAY'S PRESENTATION

1 Overview of the Central SoMa Plan

- » Plan vision & goals
- » Public Benefits package
- 2 Central SoMa Plan: Administrative Code Amendments
- 3 Central SoMa Special Tax District
 - » Special Tax District Overview
 - » Special Tax Financing Law Amendments



CENTRAL SOMA PLAN - CONTENTS

General Plan Planning Code & Administrative Code Zoning Map **Implementation** Program

- Creation of the Central SoMa Plan
- Amendments to East SoMa & Western SoMa Plans
- Planning Code: creation of the Central SoMa Special Use District (SUD)
- Admin Code: PDR protection and Special Tax Financing Law
- Amendments to Height and Bulk District Maps
- Amendments to Zoning Use District Maps
- Implementation Matrix
- Public Benefits Program
- Guide to Urban Design
- Key Development Sites Guidelines
- Key Streets Guidelines

Bold text = items considered at Rules Committee on 7/9

(continued on next page)



CENTRAL SOMA PLAN - CONTENTS

Special Tax District

Housing
Sustainability District

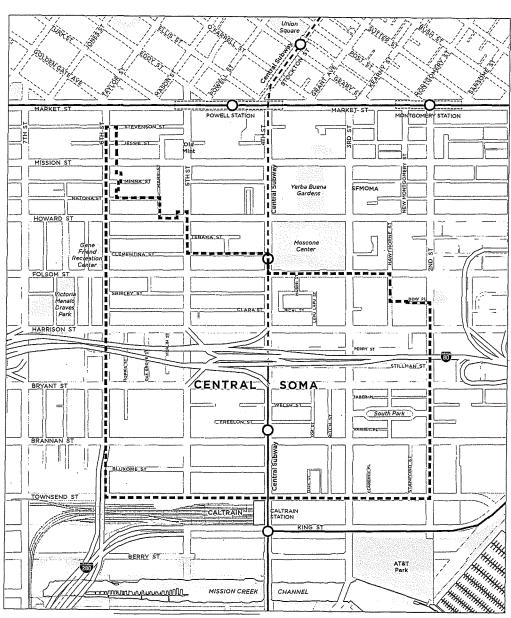
- Resolutions of Intention (ROIs) and Ordinances to establish the Central SoMa Special Tax District
- Amendments to Business & Tax Regulations and Planning Codes to create a Central SoMa Housing Sustainability District (HSD), pursuant to California AB73







PLAN AREA



PLAN VISION A sustainable neighborhood: socially, economically, environmentally

 Central Subway under construction, expected to open in 2019

BART/Muni Metro Subway

Muni Metro (Surface)

PLAN STRATEGY

Accommodate Demand 급

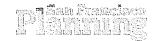
Provide Public Benefits

G

Respect and Enhance Neighborhood Character







PLAN PHILOSOPHY

keep what's great









Diversity of Residents and Jobs

Diversity of Buildings and Architecture

Abundant Local and Regional Transit

Renowned Culture and Nightlife

address what's not









Unaffordable Rents

Unsafe and Unpleasant Streets

Lack of Public Parks and Greenery

Inefficient Zoning and Insufficient Funding



PLAN GOALS

- Goal 1 Accommodate a Substantial Amount of Jobs and Housing
- Goal 2 Maintain the Diversity of Residents
- Goal 3 Facilitate an Economically
 Diversified and Lively Jobs Center
- Goal 4 Provide Safe and Convenient
 Transportation that Prioritizes
 Walking, Bicycling, and Transit

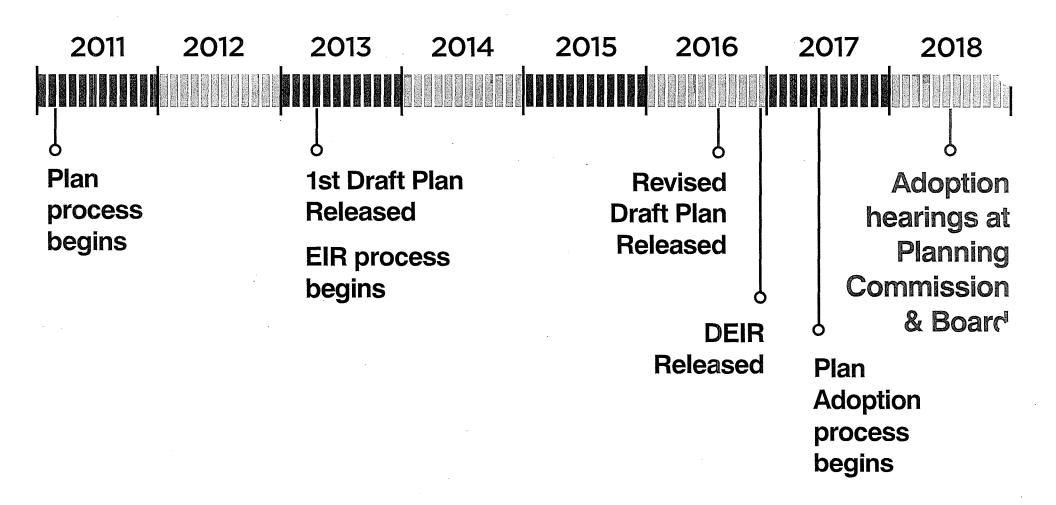


PLAN GOALS

- Goal 5 Offer an Abundance of Parks and Recreational Opportunities
- Goal 6 Create an Environmentally Sustainable and Resilient Neighborhood
- Goal 7 Preserve and Celebrate the Neighborhood's Cultural Heritage
- Goal 8 Ensure that New Buildings Enhance the Character of the Neighborhood and the City



PLAN TIMELINE

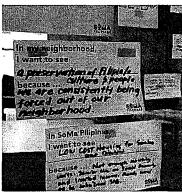


PISM Francisco PISMINIFIC

OUTREACH PROCESS: 2011 - 2018







- 15 public workshops, public surveys, office hours, charrettes, walking tours
- 17 hearings at Planning Commission
 & Historic Preservation Commission
- 2 informational hearings at Board of Supervisors (Land Use Committee)





OUTREACH: ADVOCACY GROUPS (PARTIAL LIST)

77 Dow Place HOA

Alliance for Better District 6

Arden HOA

Asian Neighborhood Design

California Culture and Music Association

Central City SRO Collaborative

Central Subway Outreach Committee

Clementina Cares

Eastern Neighborhoods Citizens Advisory Committee

Filipino-American Development Foundation

Good Jobs for All

Housing Action Coalition (HAC)

One Bluxome HOA

Rincon Hill /South Beach/Mission Bay Neighborhood

Association

San Francisco Bicycle Coalition

San Francisco Planning and Urban Research (SPUR)

San Francisco Senior and Disability Action

San Francisco Youth Commission

SF BLU HOA

SoMa Community Coalition

SoMa Community Collaborative

SoMa Community Stabilization Fund Citizens

Advisory Committee

SoMa Pilipinas

South Beach/Mission Bay Merchants Association

South of Market Action Network (SOMCAN)

South of Market Business Association (SOMBA)

South of Market Leadership Council

South of Market Project Area Committee (SOMPAC)

TODCO

Walk SF

We Are SoMa

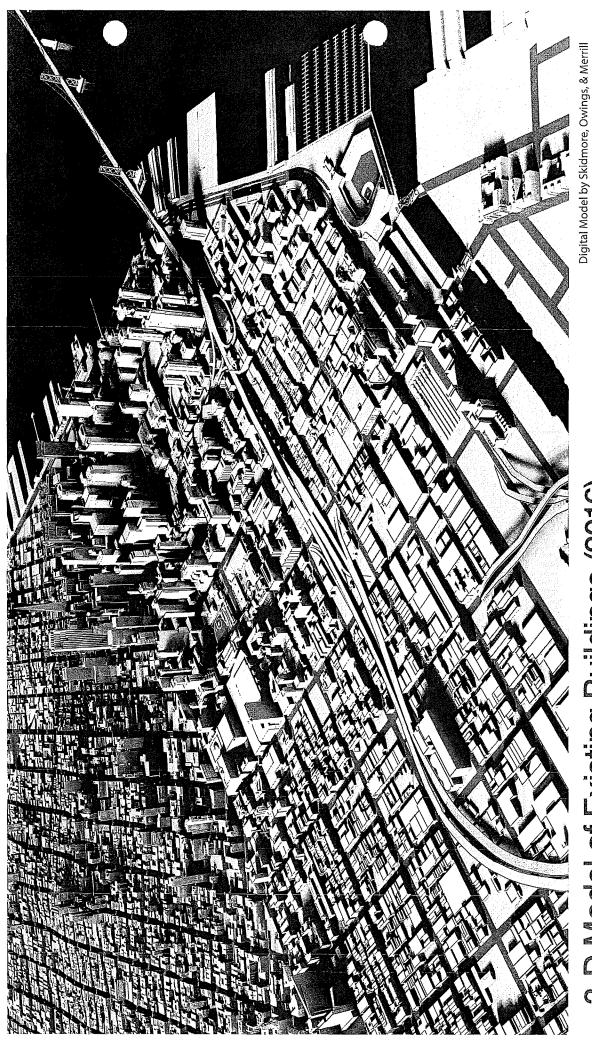
Western Soma Taskforce

Yerba Buena Alliance

Yerba Buena Community Benefit District

YIMBY Action

VISUALIZATION - EXISTING DEVELOPMENT



3-D Model of Existing Buildings (2016)



VISUALIZATION - POTENTIAL DEVELOPMENT

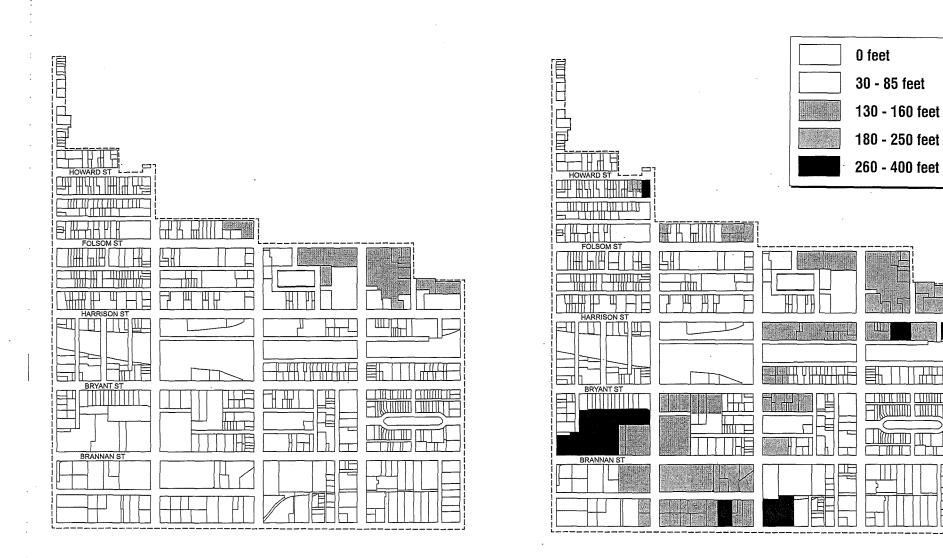
Central SoMa Development Potential Anticipated Projects Outside of Central SoMa



3-D Model of Potential Development



EXISTING AND PROPOSED DEVELOPMENT CAPACITY



Existing Development Capacity

Proposed Development Capacity



PUBLIC BENEFITS PROGRAM



PUBLIC BENEFITS: TOTAL (25 YEARS; 2017 DOLLARS)

No Plan = \$500 million in Public Benefits Central SoMa Plan = \$2.16 Billion in Public Benefits

400% increase due to the Plan

Plus ~\$1 billion in increased General Fund tax revenues

NOTE: Public benefits package represents funds raised over the life of the plan (estimated as 25 years) in 2017 dollars.

PUBLIC BENEFITS PACKAGE

	Affordable Housing 33 percent of total units	\$940 million
	Transit investment in both local and regional service	\$500 million
	Parks and Recreation transformative improvements such as parks, plazas, and recreation centers	\$185 million
PTI	Production, Distribution, & Repair (including Arts) no net loss of PDR space due to the Plan	\$180 million
i i	Complete Streets safe and comfortable streets for people walking and biking	\$110 million

(continued on next page)



PUBLIC BENEFITS PACKAGE (CONTINUED)

TOTAL	\$2.16 billion
Schools and Childcare funding to support growing population	\$65 million
Environmental Sustainability a healthy, resilient, green, and resource-efficient neighborhood	\$70 million
Community Services & Cultural Preservation funding towards community facilities and programs (e.g. health clinics, job training) and preservation of the Old Mint and other historic buildings	\$110 million

NOTE: Public benefits package represents funds raised over the life of the plan (estimated as 25 years) in 2017 dollars.



PUBLIC BENEFITS: FUNDING SOURCES (25 YEARS; 2018 DOLLARS)

FUNDING SOURCE	AMOUNT
Direct provision of benefits (e.g. on-site BMR units)	\$836 million
Central SoMa Special Tax District (NEW)	\$354 million
Eastern Neighborhoods Infrastructure Fee	\$240 million
Transportation Sustainability Fee	\$220 million
Jobs-Housing Linkage Fee	\$210 million
Affordable Housing Fee	\$180 million
Central SoMa Infrastructure Fee (NEW)	\$40 million
School Impact Fee	\$26 million
Child Care Fee	\$32 million
Central SoMa Community Facilities Fee (NEW)	\$20 million
TOTAL	\$2.16 billion

NOTE: Public benefits package represents funds raised over the life of the plan (estimated as 25 years) in 2017 dollars.



NEW FUNDING SOURCES: RESIDENTIAL (2018 RATES)

NEW REQUIREMENT	TIER A (15'-45' height increase)	TIER B (50'-85' height increase)	TIER C (90'+ height increase)
Central SoMa Community Infrastructure Fee (\$/GSF)	\$0	\$10	\$0
Mello-Roos Special Tax District (CFD; \$/GSF/yr)	\$0	CONDO: \$3.30 (2% escalation)	CONDO: \$5.50 (2% escalation)
		RENTAL: \$0	RENTAL: \$0
Community Facilities Fee (\$/GSF)		\$1.30	

NOTE: Projects must meet all existing requirements (e.g. affordable housing, Eastern Nbhds Fee, etc.)

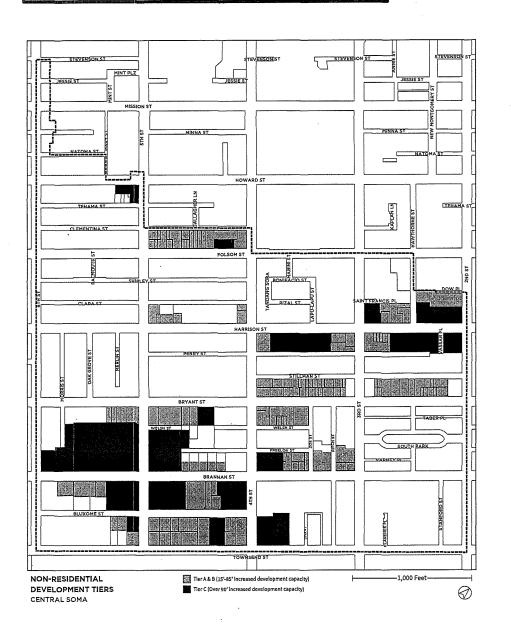
NEW FUNDING SOURCES: NON-RESIDENTIAL (2018 RATES)

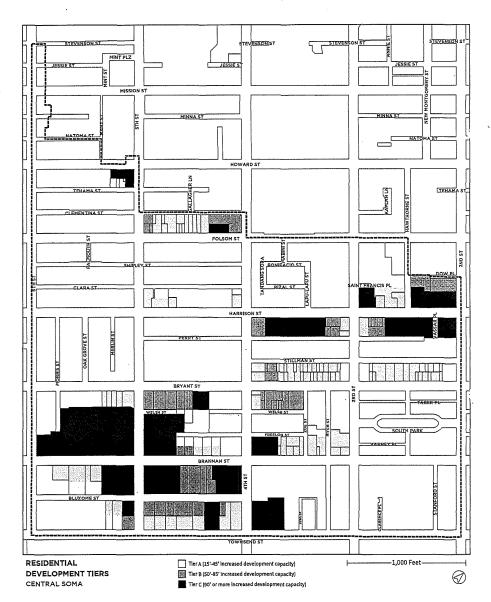
NEW REQUIREMENT	TIER A & B (15'-85' height increase)	TIER C (90'+ height increase)		
Central SoMa Community Infrastructure Fee (\$/GSF)	Office >50k sq ft: \$21.50 All other projects: \$41.50	Office >50k sq ft: \$0 All other projects: \$20		
Mello-Roos Special Tax District (CFD; \$/GSF/yr)	\$0	\$2.75 (4% escalation annually for 25 years, 2% thereafter)		
Transferable Development Rights (Floor Area Ratios)	0	1.25 FAR		
Community Facilities Fee (\$/GSF)	\$1.75			
POPOS	1 sq ft for every 50 GSF of development			
Production, Distribution, and Repair (PDR)	Office >50k: greater of 0.4 FAR or Sec. 202.8 (Prop X)			

NOTE: Projects must meet all existing requirements (e.g. affordable housing, Eastern Nbhds Fee, etc.)

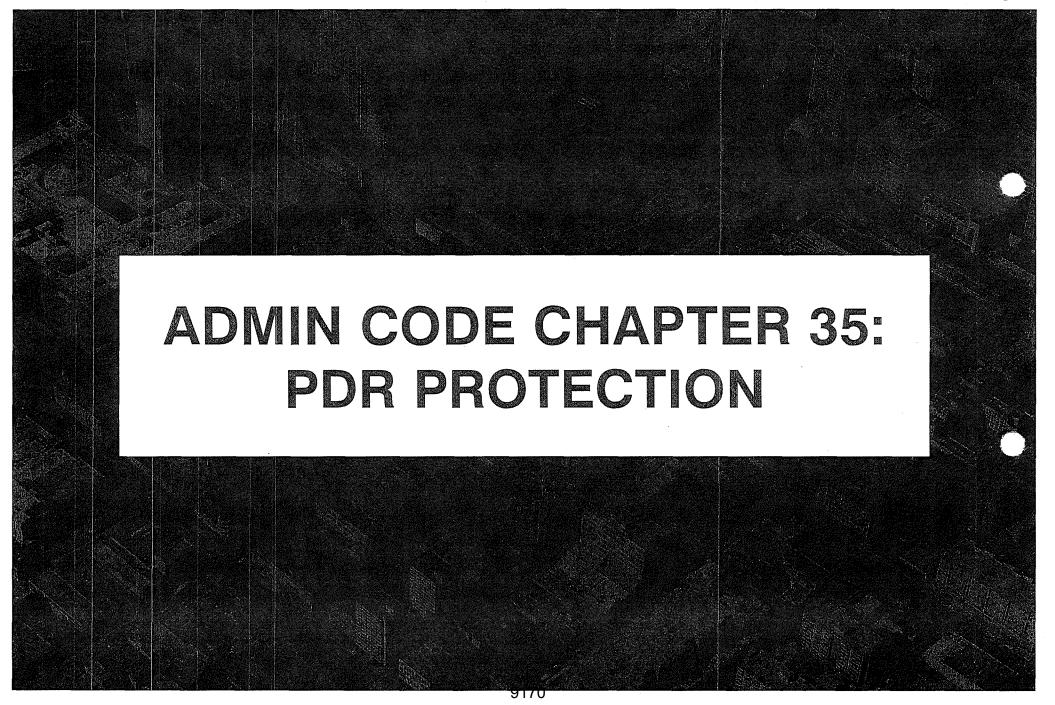


CENTRAL SOMA FEE TIERS











ADMINISTRATIVE CODE AMENDMENTS

Administrative Code Section 35: Residential and PDR Compatibility and Protection

THE WAY IT IS

- Residents cannot complain about noise and other nuisance issues (odors, loading, etc.) from a neighboring PDR use if it complies with all applicable regulations & permit conditions ("no kvetching")
- Sellers must disclose this rule to potential homebuyers

THE WAY IT WOULD BE

- Hotels would be added to the list of uses that cannot lodge groundless complaints
- Improvements to notification process would be added

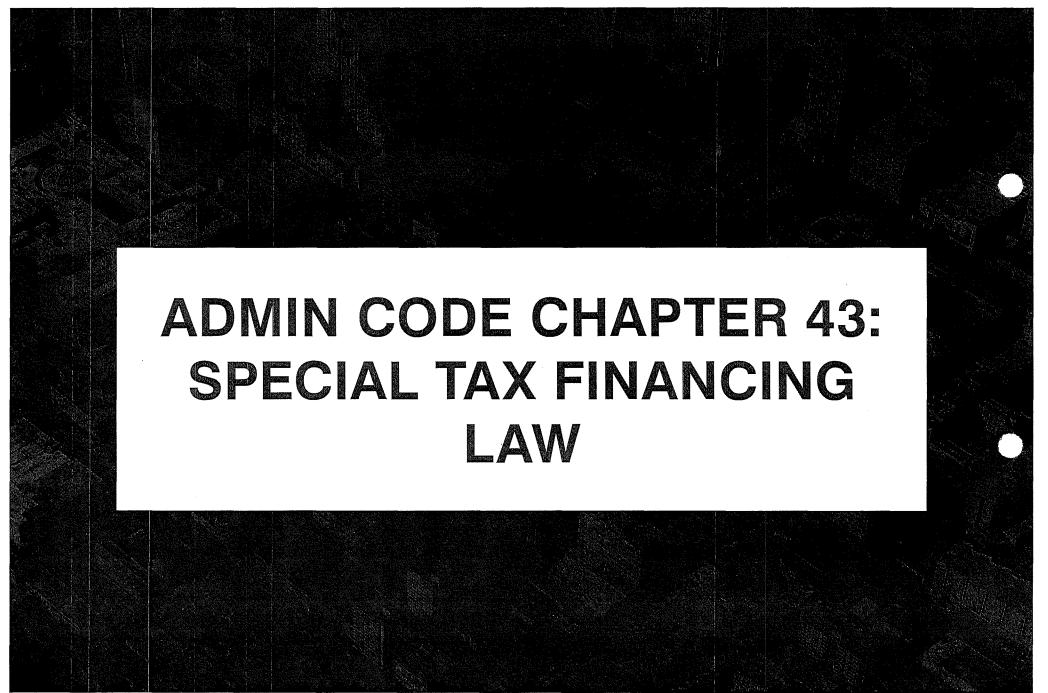


ADMINISTRATIVE CODE AMENDMENTS

RATIONALE

- As Central SoMa evolves, PDR uses should be protected from complaints from lawfully emitted noise and other impacts
- Based on best practices:
 - » PDR and other 24-hour uses (e.g. entertainment) are part of a complete and mixed-use neighborhood
 - » Similar to the current process for entertainment uses (Admin Code Section 116)







SPECIAL TAX DISTRICT - LEGISLATIVE ACTIONS

Administrative Code Chapter 43, Section 10: Special Tax Financing Law

Proposed amendments would enable the City to spend Central SoMa Special Tax revenues on eligible Facilities and Services*, which may include, but are not limited to:

- Grants to nonprofit/public social service organizations
- Environmental sustainability, including air quality mitigation and technical studies/guidelines
- Park programming and activation



SPECIAL TAX OVERVIEW

- Applicability: large Condo and Non-Residential projects
 - Exemptions: 100% Affordable Housing Projects; BMR units; Rental Housing; Production, Distribution & Repair (PDR) uses; Community Facilities
 - Annexation required before 1st Certificate of Occupancy (COO); Tax levy commences at 1st COO
- Revenues can be used to issue bonds
 - Accelerates the provision of public benefits
 - Taxable properties in the Special Tax District are subject to foreclosure/sale in the event of non-payment of special taxes*

31

^{*} Special taxes are secured by priority liens (ahead of private liens)



SPECIAL TAX RATES (\$/SF, FY18-19 RATES)

Years 1-99: Facilities Tax*

Land Use	TIER A (15'-45' height increase)	TIER B (50'-85' height increase)	TIER C (90'+ height increase)
NON-RESIDENTIAL	\$0	\$0	\$2.75
CONDO	\$0	\$3.30	\$5.50

Years 100+: Services Tax Only

	TIER A	TIERB	TIERC
NON-RESIDENTIAL	\$0	\$0	\$0.69
CONDO	\$0	\$0.82	\$1.37

^{*}Facilities tax may be spent on either capital facilities or services (e.g. maintenance, programming)



SPECIAL TAX DISTRICT: EXPENDITURE PLAN*

During Plan Buildout (25 years)

	Transit	\$160 million
` ♠ -π	Parks & Recreation	\$45 million
i i	Complete Streets	\$10 million
鼠	Cultural Preservation & Community	\$69 million
43	Environmental Sustainability	\$64 million
i.	Schools & Childcare	\$6 million
3.77	TOTAL	\$354 million

Longer term needs (>25 years): could include, but are not limited to, Sea Level Rise adaptation and maintenance of capital facilities



SPECIAL TAX DISTRICT: CHANGES SINCE PLAN INTRODUCTION

Additional public benefits identified during adoption process

	\$/YR	\$/25 YRS
Social & cultural programs (e.g. SoMa Stabilization Fund)	\$1,000,000	\$25 million
Park and greenery maintenance and activation	\$600,000	\$15 million
Capital for cultural amenities (e.g. Yerba Buena Gardens)*	N/A	\$15 million
Neighborhood cleaning	\$350,000	\$8.75 million
Bessie Carmichael supplemental services	\$250,000	\$6.25 million
TOTAL		\$70 million

^{*}If this funding is needed, it would be provided as a lump sum rather than an ongoing contribution..



ADMINISTRATION ENTITIES

Capital Planning Committee Director of Public

- Approve 5-year expenditure plan (subject to Board approval)
- Recommend changes in revenue allocation

Director of Public Finance

- Develop 5-year revenue forecast
- Authorize tax commencement
- Authorize bond issuances (subject to Board approval)
- Interagency Plan Implementation Committee (IPIC)
- Develop 5-year Expenditure Plan
- Advisor to CPC & Director of Public Finance

Community Advisory
Committees (CACs)

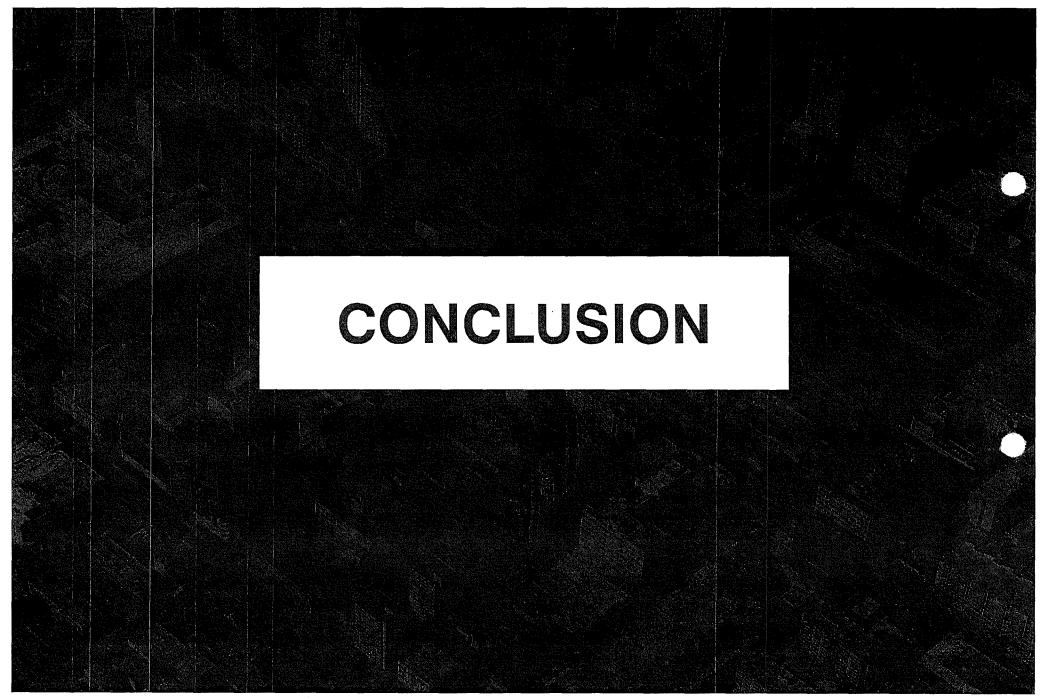
Provide public oversight & advise on expenditure plan

COLLABORATION

Joint Community Facilities Agreements (JCFAs)

- Will be required for non-City agencies receiving tax revenues
- Example: Regional transit providers (1/3 of transportation funding) will collaborate with City through IPIC and Mayor/ Board







COMMUNITY ADVISORY COMMITTEES (CAC)

Planning Commission Recommendation in Admin Code:

Amend the Eastern Neighborhoods Community Advisory Committee (CAC) and split it into two:

- SoMa-wide (East, West, and Central)
- Rest of Eastern Neighborhoods: Mission, Showplace Square / Potrero Hill, Central Waterfront

As this will require significant consideration of responsibilities and reallocation of funding, this will return to the Planning Commission and the Board as trailing legislation.



OTHER PLANNING CODE AMENDMENTS

Zoning amendments to create the Central SoMa Special Use District, including:

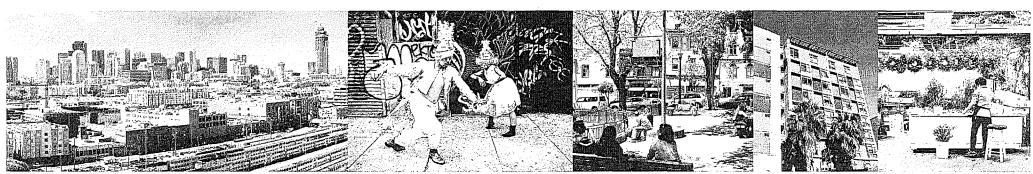
- Zoning district changes, including the newly created CMUO (Central SoMa Mixed Use Office)
- Urban design requirements
- Open space (POPOS) and environmental sustainability requirements
- Development exactions
- Changes to development review process



TODAY'S ACTIONS

Hearing to consider:

- 1. Amendments to Administrative Code
 - Section 35: PDR and Residential / Hotel Compatibility
 - Chapter 43, Section 10: Special Tax Financing Law
- 2. Amendments to Planning Code
 - Note: this item is intended to be heard at Land Use & Transportation Committee





THANK YOU

LISA CHEN
415.575.9124
LISA.CHEN@SFGOV.ORG

FLOWER

SAN FRANCISCO FLOWER MART

180490 180185 180453 180184 180617 W/29/18 PRODURD IN COMMUNITE

September 28, 2018

Chair Katy Tang
Vice-Chair Jane Kim
Supervisor Ahsha Safai
San Francisco Board of Supervisors
Land Use and Transportation Committee

Dear Supervisors Tang, Kim and Safai:

We represent the San Francisco Flower Mart, one of the oldest wholesale flower markets in the United States. We manage the wholesale marketplace which houses over 50 individual flower vendors. We support the Flower Mart Project in Central SoMa as an office and retail development above a new, state-of-the-art wholesale flower market. This has been the plan for the site for at least the past four years. However, it is important to note that we are absolutely opposed to any residential units on the site.

The San Francisco Flower Mart is an industrial business. We are heavily reliant on vehicles to both receive and deliver the products we sell in our wholesale marketplace, many of these vehicles are semi-trucks and box trucks. Our businesses operate late night and very early morning hours, as early as 12:00 AM, when our vendors begin receiving deliveries on semi-trucks and box trucks. Our customers arrive and begin buying our perishable products at 2:00 AM. Although we sell a beautiful product, we are extremely noisy and typically have trucks parked, sometimes double parked, in our alleyways and surrounding streets most days during the week. If housing were to be built on this site, it would conflict with these activities and cause a hardship for our wholesale vendors and customers to operate effectively. While we support housing being built in San Francisco in general, we very strongly request that you maintain the Flower Mart Project as it has been planned, with only office and retail space above and adjacent to the wholesale flower market.

Respectfully,

Vance Yoshida
Vance Yoshida
President
San Francisco Flower Mart LLC

Jeanne Boes

Chief Operations Officer and General Manager
San Francisco Flower Mart LLC

180490 180185 180453

From:

Mchugh, Eileen (BOS)

Sent:

Tuesday, October 30, 2018 8:33 AM

To:

Major, Erica (BOS)

Subject:

Petition to preserve funding for the Old U.S. Mint

Attachments:

Old Mint Petition - sept 12th.pdf

From: Rob Cromwell [mailto:robcromwell@gmail.com]

Sent: Wednesday, September 12, 2018 11:17 AM

To: Tang, Katy (BOS) < katy.tang@sfgov.org >; Kim, Jane (BOS) < jane.kim@sfgov.org >; Safai, Ahsha (BOS)

<ahsha.safai@sfgov.org>

Cc: Breed, London (MYR) < london.breed@sfgov.org; Peskin, Aaron (BOS) < aaron.peskin@sfgov.org; Fewer, Sandra

(BOS) < sandra.fewer@sfgov.org>; Ronen, Hillary < hillary.ronen@sfgov.org>; Yee, Norman (BOS)

<norman.yee@sfgov.org>; Stefani, Catherine (BOS) <catherine.stefani@sfgov.org>; Cohen, Malia (BOS)

<malia.cohen@sfgov.org>; Brown, Vallie (BOS) <vallie.brown@sfgov.org>; Mandelman, Rafael (BOS)

<rafael.mandelman@sfgov.org>; Calvillo, Angela (BOS) <angela.calvillo@sfgov.org>; andrew@tefarch.com;

<u>richhillissf@gmail.com</u>; Ionin, Jonas (CPC) < <u>jonas.ionin@sfgov.org</u>>; Rahaim, John (CPC) < <u>john.rahaim@sfgov.org</u>>; Frye,

Tim (CPC) < tim.frye@sfgov.org>; Switzky, Joshua (CPC) < joshua.switzky@sfgov.org>; Chen, Lisa (CPC)

chen@sfgov.org>; Lau, Jon (ECN) <jon.lau@sfgov.org>

Subject: Petition to preserve funding for the Old U.S. Mint

Dear Chairperson Tang and Honorable Members of the Land Use and Transportation Committee:

On behalf of the residents and business owners of Mint Plaza, we write in support of the City's commitment to dedicate \$20M to the Old U.S. Mint's (located at 88 5th St) rehabilitation through the Central SoMa Area Plan.

Please find attached a signed petition by 50 residents and business owners that live and/or work at Mint Plaza in support of maintaining the \$20M in funding.

We understand that amendments were introduced to the Central SoMa Area Plan that would reduce critical funding (from \$20M to \$15M) needed to repair and restore the U.S. Mint. The proposed reduction would severely jeopardize plans to reactivate the U.S. Mint.

We urge the City to maintain its previously anticipated funding commitment to the U.S. Mint and reject any proposal to decrease this dedication.

Thank you,

Residents and business owners of Mint Plaza

Sign petition to save Old Mint funding

September 6th 2018

Supervisor Katy Tang, Chairperson Land Use Committee of the Board of Supervisors City and County of San Francisco San Francisco City Hall 1 Dr. Carlton B. Goodlett Place San Francisco, CA 94102

Dear Chairperson Tang and Honorable Members of the Committee:

On behalf of the residents and business owners of Mint Plaza, we write to express concern regarding the future rehabilitation of the Old United States Mint. The residents of Mint Plaza live 30 yards from the Old Mint across the plaza. The plaza was formerly the section of Jessie Street between Mint and 5th Street. With over 100 live/work units, hundreds of people live and work directly on the plaza and interact with the Old Mint on a daily basis.

We are becoming increasingly concerned about the state of the Old Mint, having watched its steady decay over the last decade firsthand and up close. The City isn't doing enough to preserve this landmark that is in desperate need of care. Recent efforts to re-activate the space for event use have not gone unnoticed, but a building as large and complex as the Old Mint requires significantly more attention. The current minimal care has left the building filthy, covered in human waste and graffiti, often used as shelter for homeless, and infested with rats. All of which hurt quality of life and are health hazards to the hundreds of residents and workers in the neighborhood.

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Sincerely,

First and Last Name *

Rob Cromwell

Do '	you	live	or	work	at	Mint	Plaza?	?
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Live

Work

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Google Forms

Sign petition to save Old Mint funding

September 6th 2018

Supervisor Katy Tang, Chairperson Land Use Committee of the Board of Supervisors City and County of San Francisco San Francisco City Hall 1 Dr. Carlton B. Goodlett Place San Francisco, CA 94102

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Sincerely,

First and Last Name *

Kyle Pickett

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Live

Work

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Sincerely,

First and Last Name *

Lesley Hamilton

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onessonate.	Work

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First and Last Name *

Anne Drazen and Leonard Singer

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	Work

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Sincerely,

First and Last Name *

Harshita bansal

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Sincerely,

First and Last Name *

Kelly Lui

Work

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Sincerely,

First and Last Name *

Claire Liu

Do you	live	or	work	at	Mint	Plaza?
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Work

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Sincerely,

First and Last Name *

Arnar Birgisson

Do you live or work at Mint Plaza?

$\langle \langle \rangle \rangle$	Live

Work

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Sincerely,

First and Last Name *

Ankit Agrawal

Do you live or work at Mint Plaza?

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Sincerely,

First and Last Name *

Harshita Bansal

Doy	you	live	or	work	at	Mint	Pl	aza?
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Sincerely,

First and Last Name *

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Do۱	you	live	or	work	at	Mint	Plaza?
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First and Last Name *

David Ellis

Do you live or work at Mint Plaza?



Work 🗸

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Sincerely,

First and Last Name *

Sophie Pearson

Do you	live	or	work	at	Mint	Ρ	laza?
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Sincerely,

First and Last Name *

Matthew Martin

Do yo	u live	or wor	k at N	/lint l	Plaza?
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September 6th 2018

Supervisor Katy Tang, Chairperson Land Use Committee of the Board of Supervisors City and County of San Francisco San Francisco City Hall 1 Dr. Carlton B. Goodlett Place San Francisco, CA 94102

Dear Chairperson Tang and Honorable Members of the Committee:

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The Old Mint will only thrive with continuous use and care, which necessitates its restoration and funding. The restoration requires a herculean effort by the City, CHS, and other interested parties. If the City is unwilling to take the restoration seriously by preserving its much needed funding, the Mint should be torn down. Letting it continue its decay into a bio-hazardous ruin would be irresponsible, and further erode quality of life for a area that is already struggling.

For these reasons, we have been encouraged by the City's commitment to dedicate \$20M to the building's rehabilitation through the Central SoMa Area Plan. However, we also understand that amendments were introduced to the Central SoMa Area Plan that would reduce \$5 million in critical funding needed to repair and restore the U.S. Mint. The proposed 25% reduction -- from \$20M to \$15M -- would severely jeopardize plans to reactivate the U.S. Mint.

We urge the City to maintain its previously anticipated funding commitment to the U.S. Mint and reject any proposal to decrease this dedication.

Sincerely,

First and Last Name *

Gerardo A. Chirichigno

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Sincerely,

First and Last Name *

Dustin Dolginow

Do you live or work at Mint Plaza?



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Sincerely,

First and Last Name *

Elaine Ellis

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First and Last Name *

Elcin Atamer

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Sincerely,

First and Last Name *

Simon Kalouche

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Sincerely,

First and Last Name *

Rvan O'Shea

Do you live or work at Mint Plaz	za	1
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Sincerely,

First and Last Name *

Craig Rice

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Sincerely,

First and Last Name *

Fred van den Bosch

Do	you	live	or	work	at	Mint	Plaza'	7
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Sincerely,

First and Last Name *

Charlie Martell

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Sincerely,

First and Last Name *

Geoffrey Rosenblatt

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Sincerely,

First and Last Name *

Olga Kulicheva

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Townson,	Work	

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First and Last Name *

Taylor Henning

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Sincerely,

First and Last Name *

Joel Norsworthy





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Sincerely,

First and Last Name *

Richard Meyer

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September 6th 2018

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Dear Chairperson Tang and Honorable Members of the Committee:

On behalf of the residents and business owners of Mint Plaza, we write to express concern regarding the future rehabilitation of the Old United States Mint. The residents of Mint Plaza live 30 yards from the Old Mint across the plaza. The plaza was formerly the section of Jessie Street between Mint and 5th Street. With over 100 live/work units, hundreds of people live and work directly on the plaza and interact with the Old Mint on a daily basis.

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For these reasons, we have been encouraged by the City's commitment to dedicate \$20M to the building's rehabilitation through the Central SoMa Area Plan. However, we also understand that amendments were introduced to the Central SoMa Area Plan that would reduce \$5 million in critical funding needed to repair and restore the U.S. Mint. The proposed 25% reduction -- from \$20M to \$15M -- would severely jeopardize plans to reactivate the U.S. Mint.

We urge the City to maintain its previously anticipated funding commitment to the U.S. Mint and reject any proposal to decrease this dedication.

Sincerely,

First and Last Name *

Neil Patel

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Sincerely,

First and Last Name *

Shana Lypka

Do you	live or	work	at	Mint	Plaza?
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Sincerely,

First and Last Name *

Kevin Gibbon

Live

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Sincerely,

First and Last Name *

Sarah Siwak

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✓ V	Vork						

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Sincerely,

First and Last Name *

Josh Walter

Do	you	live	or	work	at	Mint	Plaza?
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Live

✓ Work

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Sincerely,

First and Last Name *

Katherine Harnish

Do	you live or w	ork at Mint P	laza?		
	Live				
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Sincerely,

#### First and Last Name *

Elaine Wong

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Sincerely;

#### First and Last Name *

Sandeep Srinivasan

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Sincerely,

#### First and Last Name *

Tammy Butow

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Sincerely,

#### First and Last Name *

Ying Tung Chen

Live

Work 🗸

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Sincerely,

#### First and Last Name *

Cameron Miller

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Sincerely,

#### First and Last Name *

Peter Miller

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Sincerely,

#### First and Last Name *

Vesna Planko

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Sincerely,

#### First and Last Name *

Kathy Chan

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Live
Work

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We urge the City to maintain its previously anticipated funding commitment to the U.S. Mint and reject any proposal to decrease this dedication.

Sincerely,

#### First and Last Name *

William Eidenmuller

Do yo	u live	or wor	k at I	Mint	Plaza?
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$\left[ \checkmark \right]$	Live	
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September 6th 2018

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Sincerely,

#### First and Last Name *

Colin carrier

Live

Work

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Sincerely,

#### First and Last Name *

Tom Perrault

Do you	live or	work	at	Mint	Plaza?
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Sincerely,

#### First and Last Name *

Seema Kapur

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Sincerely,

#### First and Last Name *

Sandeep Srinivasan

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Sincerely,

#### First and Last Name *

Michelle Wood

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Sincerely,

#### First and Last Name *

Ken Matsuura

Do you live or work at Mint Plaza?	
Live	
Work	

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Sincerely,

#### First and Last Name *

Jonathan Wolk

Live		
Work		

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180617

From:

Board of Supervisors, (BOS)

Sent: To: Monday, October 22, 2018 1:42 PM BOS-Supervisors; Major, Erica (BOS)

Subject:

FW: Central SOMA Plan

**Attachments:** 

2018.10.22.BOS Central SOMA-Phillips Joinder.pdf

From: Richard Drury <richard@lozeaudrury.com>

Sent: Monday, October 22, 2018 11:46 AM

To: Board of Supervisors, (BOS) <box/>board.of.supervisors@sfgov.org>; Gibson, Lisa (CPC) lisa.gibson@sfgov.org>

Cc: Toyer Grear <toyer@lozeaudrury.com>; Jacobo, Jon (BOS) <jon.jacobo@sfgov.org>

Subject: Central SOMA Plan

This message is from outside the City email system. Do not open links or attachments from untrusted sources.

#### Dear Board of Supervisors and Ms. Gibson:

Please see attached comment on the Central SOMA Plan, which will be considered by the Board of Supervisors Land Use Committee today. Please include the attached comment letter in the administrative record for this matter. Thank you.

**Richard Drury** 

Richard Drury Lozeau Drury LLP 410 12th Street, Suite 250 Oakland, CA 94607 (510) 836-4200 richard@lozeaudrury.com



T 510.836.4200 F 510.836.4205

410 12th Street, Suite 250 Oakland, Ca 94607 www.lozeaudrury.com richard@lozeaudrury.com

SUBALITTED AND PRESENTER

By Email and Overnight Mail

October 22, 2018

San Francisco Board of Supervisors Clerk of the San Francisco Board of Supervisors 1 Dr. Carlton B. Goodlett Place City Hall, Room 244 San Francisco, CA 94102-4689 Board.of.Supervisors@sfgov.org

Lisa M. Gibson, Environmental Review Officer 1650 Mission Street, Suite 400 San Francisco, CA 94103 lisa.gibson@sfgov.org (By Email only)

RE: Central SoMa Plan and Environmental Impact Report for Central SoMa Plan (SCH NO. 2013042070). Request for Supplemental EIR.

Honorable Members of the Board of Supervisors and Clerk of the Board:

We present these comments on behalf of Paul Phillips and Genia Phillips, who are residents living at 631 Folsom Street, members of 631 Folsom O.A. ("SF Blu"), and members of Central SoMa Neighbors (CSN). Paul and Genia Phillips hereby join in all of the comments that have been made by this law firm on behalf of SF Blu and Central SOMA Neighbors. Rather than repeat those comments, we incorporate all prior comments in their entirety herein by reference as if set forth in full.

Sincerely,

Richard Toshiyuki Drury



T 510.836.4200 F 510.836.4205 410 12th Street, Suite 250 Oakland, Ca 94607 www.tozeaudrūry.com richard@lozeaudrury.com

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Prypur rilau Ny Nasansa

By Email and Overnight Mail

October 18, 2018

San Francisco Board of Supervisors
Clerk of the San Francisco Board of Supervisors
1 Dr. Carlton B. Goodlett Place
City Hall, Room 244
San Francisco, CA 94102-4689
Board.of.Supervisors@sfgov.org

Lisa M. Gibson, Environmental Review Officer 1650 Mission Street, Suite 400 San Francisco, CA 94103 lisa.gibson@sfgov.org (By Email only)

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Honorable Members of the Board of Supervisors and Clerk of the Board:

We present these comments on behalf of the 631 Folsom O.A. ("SFBlu"), Central SoMa Neighbors (CSN), SFBlu residents Gina Cariaga and Jason DeWillers, in support of our appeal of the Central SoMa Plan and the Environmental Impact Report for the Central SoMa Plan. Today, the San Francisco County Transportation Authority released a report proving that ride-hailing services such as Uber and Lyft are responsible for 51% of traffic delays in San Francisco, with the SOMA area being the hardest hit. (Exhibit A). We request that the City prepare a supplemental environmental impact report ("SEIR") to analyze this new information. This is significant new information that demonstrates that the Central SOMA Plan will have far greater traffic impacts than disclosed in the environmental impact report ("EIR"). The EIR assumed that ride-hailing services generate absolutely no traffic. The EIR is demonstrably false. and is therefore woefully deficient. A supplemental EIR is required to analyze this significant new information and to propose feasible mitigation measures, such as limiting Uber/Lyft (as taxis are limited), imposing impact fees on Uber/Lyft, requiring Uber/Lyft vehicles to comply with the same clean-vehicle requirements imposed in taxis. etc.

Central SoMa Plan EIR Appeal of Central SOMA Neighbors and SFBlu October 18, 2018 Page 2

#### I. LEGAL STANDARD.

CEQA Guidelines Section 15088.5 sets for the standard requiring recirculation prior to final project approval. Recirculation of an EIR is required when "significant new information is added to the EIR after public notice is given of the availability of the draft EIR for public review under Section 15087 but before certification [of the Final EIR]." New information added to an EIR is significant when "the EIR is changed in a way that deprives the public of a meaningful opportunity to comment upon a substantial adverse environmental effect of the project or a feasible way to mitigate or avoid such an effect (including a feasible project alternative) that the project's proponents have declined to implement." The Guidelines require recirculation when:

- (1) A new significant environmental impact would result from the project or from a new mitigation measure proposed to be implemented.
- (2) A substantial increase in the severity of an environmental impact would result unless mitigation measures are adopted that reduce the impact to a level of insignificance.
- (3) A feasible project alternative or mitigation measure considerably different from others previously analyzed would clearly lessen the environmental impacts of the project, but the project's proponents decline to adopt it.
- (4) The draft EIR was so fundamentally and basically inadequate and conclusory in nature that meaningful public review and comment were precluded. (*Mountain Lion Coalition v. Fish and Game Com.* (1989) 214 Cal.App.3d 1043)

The new report shows that the Central SOMA Plan will have new significant impacts on traffic that were not analyzed in the EIR, that there will be an increase in severity of traffic impacts over the level analyzed in the EIR, and that the EIR is so fundamentally and basically inadequate conclusory in nature that meaningful public review and comment were precluded. Therefore a Supplemental EIR is required pursuant to CEQA Guidelines section 15088.5.

Even if the Project had already received final approval, (which it has not), a supplemental EIR would be required pursuant to CEQA section 21166 and CEQA Guidelines section 15162, which states:

- (a) When an EIR has been certified or a negative declaration adopted for a project, no subsequent EIR shall be prepared for that project unless the lead agency determines, on the basis of substantial evidence in the light of the whole record, one or more of the following:
- (1) Substantial changes are proposed in the project which will require major revisions of the previous EIR or negative declaration due to the involvement of new significant environmental effects or a substantial increase in the severity of previously identified significant effects;

Central SoMa Plan EIR Appeal of Central SOMA Neighbors and SFBlu October 18, 2018 Page 3

- (2) Substantial changes occur with respect to the circumstances under which the project is undertaken which will require major revisions of the previous EIR or Negative Declaration due to the involvement of new significant environmental effects or a substantial increase in the severity of previously identified significant effects; or
- (3) New information of substantial importance, which was not known and could not have been known with the exercise of reasonable diligence at the time the previous EIR was certified as complete or the Negative Declaration was adopted, shows any of the following:
- (A) The project will have one or more significant effects not discussed in the previous EIR or negative declaration;
- (B) Significant effects previously examined will be substantially more severe than shown in the previous EIR;
- (C) Mitigation measures or alternatives previously found not to be feasible would in fact be feasible, and would substantially reduce one or more significant effects of the project, but the project proponents decline to adopt the mitigation measure or alternative; or
- (D) Mitigation measures or alternatives which are considerably different from those analyzed in the previous EIR would substantially reduce one or more significant effects on the environment, but the project proponents decline to adopt the mitigation measure or alternative.

The San Francisco County Transportation Authority Report constitutes "New information of substantial importance, which was not known and could not have been known with the exercise of reasonable diligence at the time the previous EIR was certified" which shows that: "(A) The project will have one or more significant effects not discussed in the previous EIR or negative declaration;" and "(B) Significant effects previously examined will be substantially more severe than shown in the previous EIR." A supplemental EIR is therefore required to analyze this new information and to propose feasible mitigation measures.

#### II. ANALYSIS.

A. A Supplemental EIR is Required to Analyze the Impacts of Ride-Hailing Services on Traffic, Air Pollution and Pedestrian Safety.

The EIR fails entirely to analyze the impacts of Uber/Lyft on traffic congestion. The EIR assumes that nobody will take Uber/Lyft at all. The Final EIR admits that the

Central SoMa Plan EIR Appeal of Central SOMA Neighbors and SFBlu October 18, 2018 Page 4

DEIR does not consider ride hailing. The FEIR claims that there is inadequate data to allow analysis. (Response to Comments, RTC-152).

Now, accurate data exists from the County's own Transportation Authority. Today's report concludes that Uber/Lyft are responsible for 51% of traffic congestion in the City and County. The EIR's conclusion that the Central SOMA Plan will have no impact on traffic, while ignoring Uber/Lyft, is simply untenable.

In our comments on the Draft EIR, Traffic Engineer Daniel Smith, PE, pointed out that the Central SOMA Plan will actually increase vehicle miles travelled ("VMT"). As a result, the City may not rely on SB 743 to conclude that traffic impacts are less than significant and must instead conduct a standard level of service ("LOS") traffic analysis. Mr. Smith concludes that the Plan will have highly significant traffic impacts, causing gridlock throughout the Central SoMa area.

In response to comments, the Final EIR admits that the Plan increases VMT per employee ("VMT per capita of 6.8 without the Plan and 7.1 with the Plan for 2040"), but claims this is "within the general margin of error." (RTC-141-142). The City's position ignores the plain language of the statute. SB 743 contains no "margin of error." The plain fact is that even by the City's own calculation, the Plan will increase, not decrease VMT. Therefore SB 743 simply does not apply. The City's response to comments is plainly inadequate.

In the attached comment letter, Mr. Smith points out the San Francisco County Transportation Authority studies showed that ride-hailing services have a significant adverse impact on traffic. (Exhibit B). Today's study shows that the impact is far worse than previously believed.

Clearly, ride-hailing services will increase VMT. VMT already increases due to the Project. Therefore VMT will increase even more than projected in the EIR. Therefore the City cannot reply on SB 743 to ignore traffic impacts, and a traffic analysis and mitigation is required.

A Supplemental EIR is required to analyze the impact of ride-hailing services on traffic congestion, and related air pollution and pedestrian safety impacts. The San Francisco County Transportation Authority study constitutes significant new information that must be analyzed in a supplemental EIR to propose feasible means to mitigate the Plan's significant traffic impacts.

Sincerely,

Richard Toshiyuki Drury

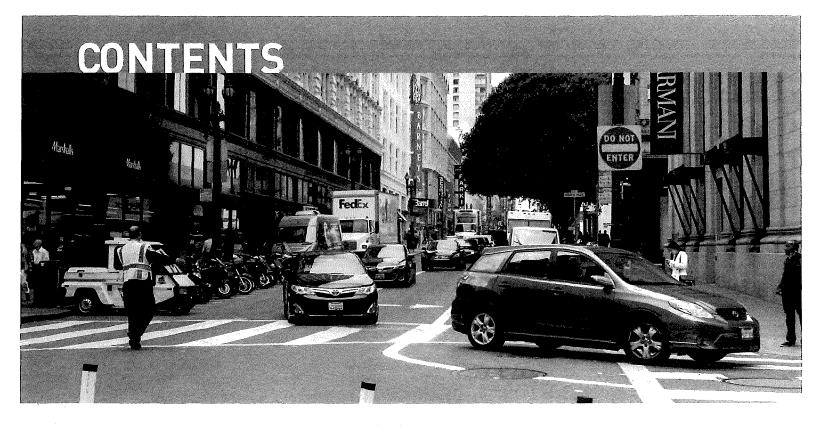
# **EXHIBIT** A





## **TNCs & Congestion**

DRAFT REPORT 1 OCTOBER 2018



#### **ACKNOWLEDGEMENTS**

We wish to thank the following individuals who contributed to the development of this report:

#### **PROJECT TEAM**

JOE CASTIGLIONE, SFCTA

DREW COOPER, SFCTA

BHARGAVA SANA, SFCTA

DAN TISCHLER, SFCTA

TILLY CHANG, SFCTA

GREG ERHARDT, UNIVERSITY OF KENTUCKY
SNEHA ROY, UNIVERSITY OF KENTUCKY
MEI CHEN, UNIVERSITY OF KENTUCKY

ALEX MUCCI, UNIVERSITY OF KENTUCKY

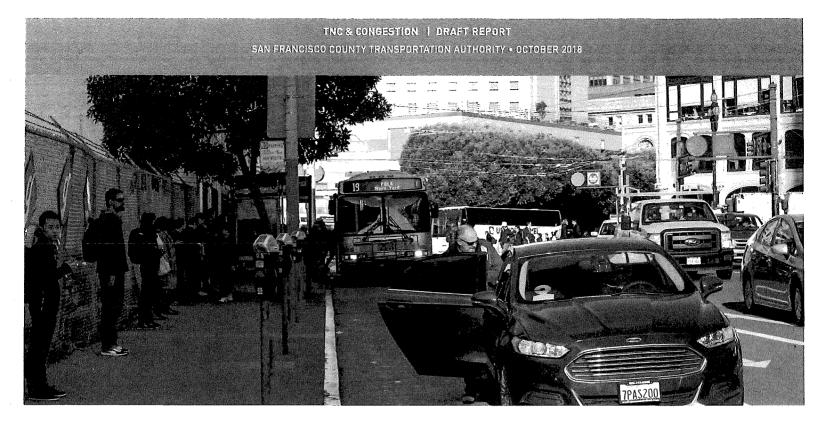
#### **PHOTO CREDITS**

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Page 10: Torbak Hopper Page 11: 305 Seahill Page 11: Tony Webster

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## **Executive Summary**

Congestion in San Francisco worsened between 2010 and 2016. The Transportation Authority's Congestion Management Program monitoring indicates that average AM peak arterial travel speeds decreased since 2009 by -26%, while PM peak arterial speeds have decreased by -27% during this same time period. Vehicle hours of delay on the major roadways increased by 40,000 hours on a typical weekday, while vehicle miles travelled on major roadways increased by over 630,000 miles on a typical weekday.

During this period significant changes occurred in San Francisco. Roadway and transit networks changed, including the implementation of transit red carpet lanes, the expansion of the bicycle network, and the opening of the Presidio Parkway (rebuilt Doyle Drive). San Francisco added 70,000 new residents and over 150,000 new jobs, and these new residents and workers added more trips to the City's transportation network. Finally, new mobility alternatives emerged, most visibly TNCs.

In recent years, the vehicles of transportation network companies (TNCs) such as Uber and Lyft have become ubiquitous in San Francisco and many other major cities. Worldwide, the total number of rides on Uber and Lyft grew from an estimated 190 million in 2014 to over 2 billion by mid-2016 (1). In San Francisco, this agency (the San Francisco County Transportation Authority or SFCTA) estimated approximately 62 million TNC trips in late 2016,

comprising about 15% of all intra-San Francisco vehicle trips and 9% of all intra-San Francisco person trips that fall (2).

The rapid growth of TNCs is attributable to the numerous advantages and conveniences that TNCs provide over other modes of transportation, including point-to-point service, ease of reserving rides, shorter wait times, lower fares (relative to taxis), ease of payment, and real-time communication with drivers. The availability of this new travel alternative provides improved mobility for some San Francisco residents, workers and visitors, who make over one million TNC trips in San Francisco every week, though these TNC trips may conflict with other City goals and policies.

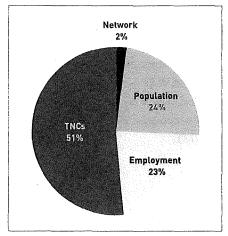
The purpose of this report is to identify the extent to which TNCs contributed to increased roadway congestion in San Francisco between 2010 and 2016, relative to other potential contributing factors including employment growth, population growth, and changes to the transportation system. This information is needed to help the Transportation Authority fulfill our role as the county Congestion Management Agency and inform our policy and planning work. As the Congestion Management Agency for San Francisco, the Transportation Authority is required by state law to monitor congestion and adopt plans for mitigating traffic congestion that falls below certain

thresholds. The report is also intended to inform the Transportation Authority board which is comprised of the members of the San Francisco Board of Supervisors, as well as other state and local policy-makers, and the general public, on the relationship between TNCs and congestion in San Francisco.

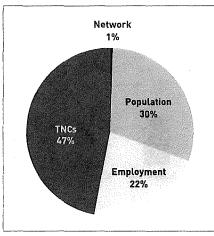
#### This document:

- Identifies common measures of roadway congestion;
- Discusses factors that contribute to roadway to congestion; and
- Quantifies the relative contributions of different factors, including population, employment, road network changes and TNCs, to observed changes in congestion in San Francisco between 2010 and 2016, by location and time of day.

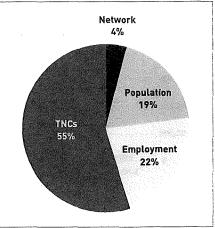
The report utilizes a unique TNC trip dataset provided to the Transportation Authority by researchers from Northeastern University in late 2016, as well as INRIX data, a commercial dataset which combines several real-time GPS monitoring sources with data from highway performance monitoring systems. These data are augmented with information on network changes, population changes, and employment changes provided by local and regional planning agencies, which are used as input to the Transportation Authority's activity-based regional travel demand model SF-CHAMP.







SHARE OF CHANGE IN VMT BY FACTOR



SHARE OF CHANGE IN SPEED BY FACTOR

#### DO TNCs AFFECT CONGESTION?

Yes. When compared to employment and population growth and network capacity shifts (such as for a bus or bicycle lane), TNCs accounted for approximately 50% of the change in congestion in San Francisco between 2010 and 2016, as indicated by three congestion measures: vehicle hours of delay, vehicle miles travelled, and average speeds. Employment and population growth—encompassing citywide non-TNC driving activity by residents, local and regional workers, and visitors—are primarily responsible for the remainder of the change in congestion.

- Daily vehicle hours of delay (VHD) on the roadways studied increased by about 40,000 hours during the study period.
   We estimate TNCs account for 51% of this increase in delay, and for about 25% of the total delay on San Francisco roadways and about 36% of total delay in the downtown core in 2016, with employment and population growth accounting for most of the balance of the increased in delay.
- Daily vehicle miles travelled (VMT) on study roadways increased by over 630,000 miles. We estimate TNCs account for 47% of this increase in VMT, and for about 5% of total VMT on study roadways in 2016.
- Average speeds on study roadways declined by about 3.1 miles per hour. We estimate TNCs account for 55% of this decline.

FIGURE 1. CHANGE IN VEHICLE HOURS OF DELAY BY TIME PERIOD BY FACTOR

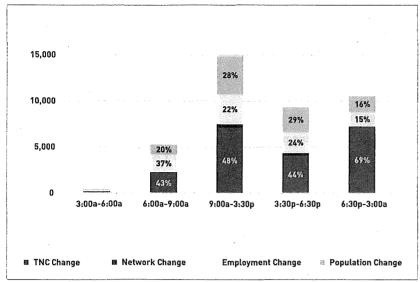


FIGURE 2. CHANGE IN VEHICLE MILES TRAVELED BY TIME PERIOD BY FACTOR

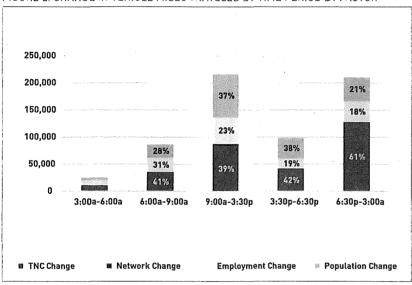
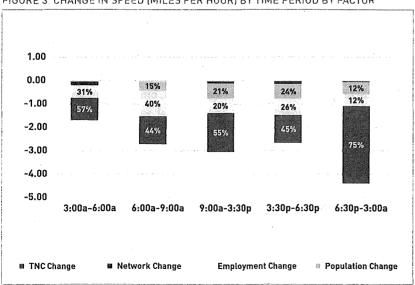


FIGURE 3. CHANGE IN SPEED (MILES PER HOUR) BY TIME PERIOD BY FACTOR



#### WHEN DO TNCS AFFECT CONGESTION?

During the AM peak, midday, and PM peak periods, TNCs cause between 43% and 48% of the increased delay and account for about 20% of total delay during these time periods. Employment growth and population growth combined account for just over half of the increased delay. In the evening time period, TNCs are responsible for 69% of the increased delay, and for about 40% of the total delay.

Similarly, during the AM peak, midday, and PM peak periods, TNCs cause about 40% of the increased vehicle miles travelled, while employment and population growth combined are responsible for about 60% of the increased VMT. However, in the evening time period, TNCs are responsible for over 61% of the increased VMT and for about 9% of total VMT.

TNCs are responsible for about 45%-55% of the decline in average speed during most times of day, and are responsible for 75% of the declines in speed during the evening time period.

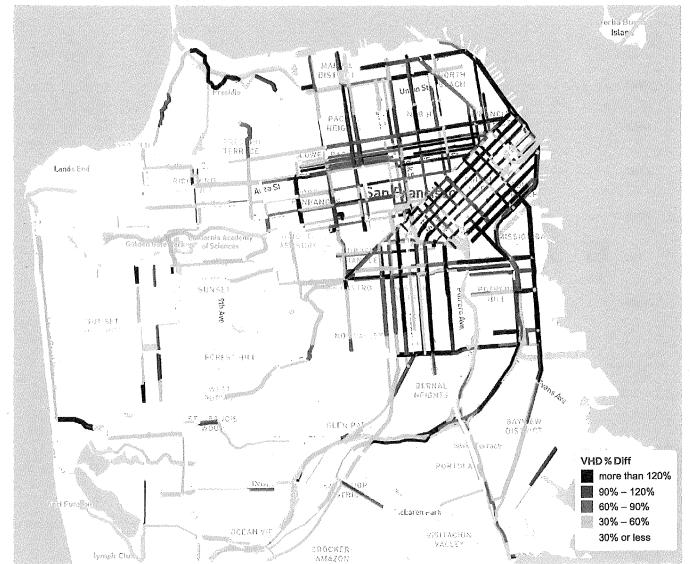


FIGURE 4. % CHANGE IN VEHICLE HOURS OF DELAY

#### WHERE DO TNCS AFFECT CONGESTION?

TNCs increase congestion throughout the city, but their effects are concentrated in the densest parts of the city, and along many of the city's busiest corridors, as shown in **Figure 4**. In Supervisorial District 6, TNCs add almost 6,000 daily hours of delay, accounting for about 45% of the increased delay, and 30% of total weekday delay. In District 3, TNCs add almost 5,000 daily hours of delay, accounting for almost 75% of the increased delay and about 50% of total delay. TNCs are responsible for approximately 40%-60% of increases in VMT in many areas of the city. District 6 and District 10 have experienced the greatest increases in VMT between 2010 and 2016, and TNCs account for 41% and 32% of the increases in these districts, respectively.

FIGURE 5. CHANGE IN VEHICLE HOURS OF DELAY BY SUPERVISOR DISTRICT BY FACTOR

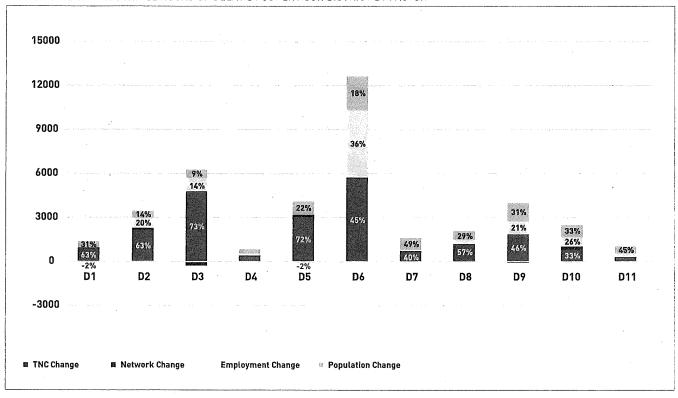
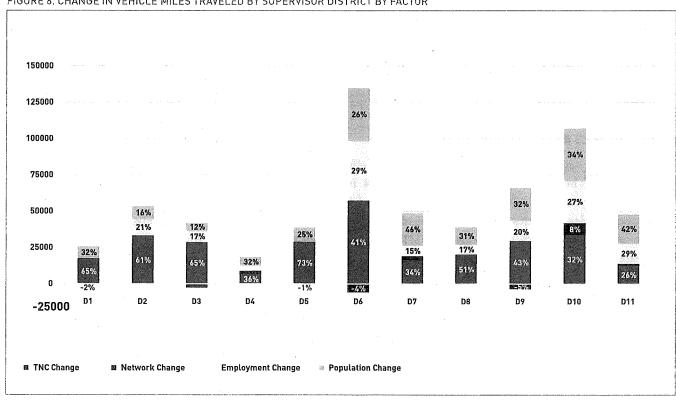
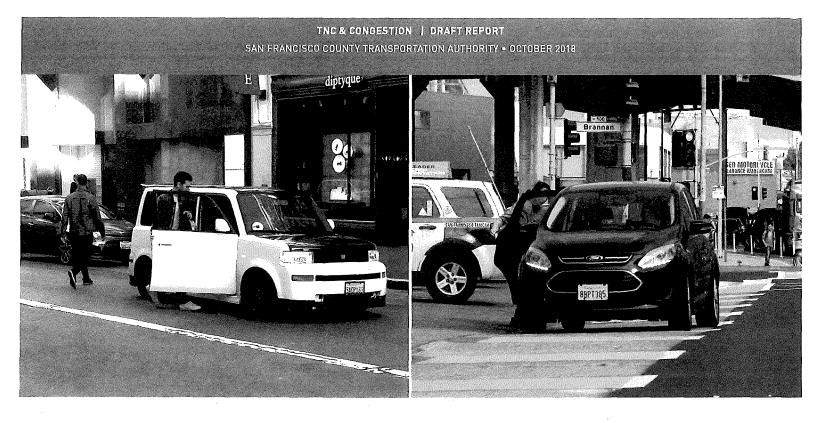


FIGURE 6. CHANGE IN VEHICLE MILES TRAVELED BY SUPERVISOR DISTRICT BY FACTOR





### Introduction

In recent years, the vehicles of transportation network companies (TNCs) such as Uber and Lyft have become ubiquitous in San Francisco and many other cities. TNCs are charter party carriers as defined by the California Public Utilities Commission that provide transportation services, facilitated by smartphone apps that allow people to request and pay for rides sourced from a pool of available drivers. It is estimated that the worldwide total number of rides on Uber and Lyft grew from 190 million in 2014 to over 2 billion by mid-2016 (1). In San Francisco, TNC trips were estimated to comprise about 15% of all intra-San Francisco vehicle trips and 9% of all intra-San Francisco person trips in 2016, as documented in the San Francisco County Transportation Authority's 2017 report "TNCs Today."(2)

The rapid growth of TNCs is attributable to the numerous advantages and conveniences that TNCs provide over other modes of transportation, including point-to-point services, ease of reserving rides, shorter wait times, lower fares, ease of payment, and real-time communication with drivers. Some of these advantages are the product of the technical innovations such as directly connecting travelers and drivers, and using the location-enabled features of smartphones. Other advantages derive from the relatively light regulatory requirements under which TNCs operate compared to taxis and other for-hire vehicles. Unlike the taxi fleet, which is capped by the number of taxi medallions, there is no limit to the number of TNCs that can operate in the city, and TNCs

are not subject to price controls, geographic service area requirements, disabled access obligations, vehicle emissions requirements, or other taxi requirements. The availability of this new travel alternative provides improved mobility for some San Francisco residents, workers and visitors, who make over one million TNC trips in San Francisco every week. These TNC trips may also contribute to increased congestion.

In last year's "TNCs Today" report, the Transportation Authority provided information about the number, timing, and location of intra-San Francisco TNC trips. The report also included estimates of the number of TNC drivers and vehicles on the road and reported important measures such as the number of vehicle miles travelled (VMT) generated by TNCs. However, the TNCs Today report did not address the implications of these trips on transportation network performance, such as roadway congestion. If all TNC trips simply replace private vehicle trips, then TNC trips may have a limited impact on roadway congestion. But if TNC trips replace walk, bike, and transit trips, or if they induce entirely new vehicle trips, TNC trips may have a more significant effect on congestion. In addition, the timing and location of TNC trips is important. TNC trips that occur during peak periods in the densest parts of the city likely have a greater effect on congestion than TNC trips that occur during off peak periods in less dense areas.

## Purpose

The purpose of this report is to identify how TNCs have affected roadway congestion in San Francisco between 2010 and 2016. This information is needed to help the San Francisco County Transportation Authority fulfill its role as the Congestion Management Agency for San Francisco County. As the Congestion Management Agency, the Transportation Authority is required by state law to monitor congestion and adopt plans for mitigating traffic congestion that falls below certain thresholds. The report is also intended to inform the Transportation Authority board which is comprised of the members of the San Francisco Board of Supervisors, as well as other state and local policymakers, the general public, and TNCs themselves on the relationship between TNCs and congestion in San Francisco.

#### This document:

- Identifies common measures of roadway congestion;
- Discusses factors that contribute roadway congestion; and
- Quantifies the relative contributions of different factors, including population, employment, road network changes, and TNCs, to observed changes in congestion in San Francisco between 2010 and 2016, by location and time of day.

This report shows how congestion has changed in San Francisco between 2010 and 2016 using well-established metrics such as vehicle hours of delay (VHD), vehicle miles travelled (VMT), and average speeds. It also estimates how much different factors, including TNCs, employment growth, population growth, and changes to the transportation system such as the addition of bike lanes and transit red carpet lanes, contribute to these changes in congestion.

The data used to develop this report comes from several sources. Changes in measures of congestion are based on INRIX data, a commercial dataset which combines several real-time GPS monitoring sources with data from highway performance monitoring systems. TNC information is based on the profile of local TNC usage in San Francisco documented in the TNCs Today report. The original TNC data was gathered by researchers at Northeastern University from the Application Programming Interfaces (APIs) of Uber and Lyft, and subsequently processed into imputed in-service and out-of-service trips by Transportation

Authority staff. Changes in population, employment and network configurations are based on detailed information developed by the San Francisco Planning Department, Metropolitan Transportation Commission, and the San Francisco Municipal Transportation Agency (SFMTA).

Panel regression models, which are statistical models used to evaluate changes over time, were used to estimate the relationship between TNCs and congestion. Travel demand models, which simulate travel based on observed behavior, provide the ability to control for changes in population, employment, network capacities and other factors independently, and network supply models which estimate changes in speeds based on network capacities and demand, were used to control for changes in population, employment, network capacities and other factors independently. Panel regression models, travel demand models, and network supply models are well established in practice.

The report builds upon the TNCs Today report by answering the question of whether TNCs contribute to congestion in San Francisco, and by how much relative to other factors. However, it does not address other key questions, such as the effects of TNCs on safety, transit ridership, or other potential longer-term effects such as changes in vehicle ownership or residential and employment location. Subsequent reports by the Transportation Authority and the SFMTA will seek to address these important analytic and policy questions in depth and will be complemented through the larger Emerging Mobility Services and Technology (EMST) policy framework. The development of the countywide plan (the San Francisco Transportation Plan) within the ConnectSF long-range planning program, being undertaken by the Transportation Authority in coordination with other City agencies, will also make use of this report's findings. This report is research-oriented and does not include policy recommendations, but rather seeks to provide knowledge needed by the Transportation Authority board, other policymakers, and the general public to make informed decisions.



## How Do We Measure Congestion?

Congestion means different things to different people. Some people may perceive congestion based on travel speeds, while others may consider travel time delays or vehicle miles traveled as a more meaningful indicators of congestion. This report uses three common measures of roadway congestion:

#### **VEHICLE HOURS OF DELAY**

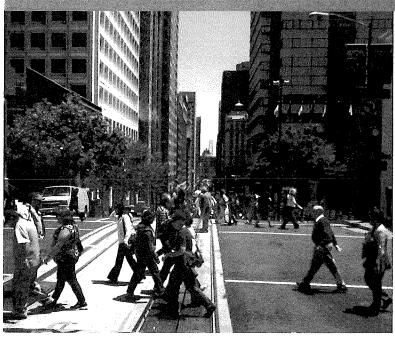
Vehicle Hours of Delay (VHD) is a measure of the overall amount of excess time vehicles spend in congestion. It is the difference between congested travel time and freeflow travel time on a given link, weighted by the number of vehicle trips on that link. For example, if during a given time period the congested travel time on a link is 1 minute greater than the freeflow time on that link, and 60 vehicles traverse that link during this time period, it will result in one hour of VHD (1 minute of delay per vehicle * 60 vehicles = 60 minutes of delay).

#### **VEHICLE MILES TRAVELLED**

Vehicle Miles Traveled (VMT) is a measure of the overall amount of motor vehicle travel, as measured in distance, that occurs on the network. It is the length of network links, weighted by the number of vehicle trips on these links. VMT is a key metric used in San Francisco, the Bay Area region (via Plan Bay Area) and the state, to evaluate transportation system performance. San Francisco additionally utilizes VMT to evaluate environmental impacts of land development projects.

#### SPEED

Speed is simply the average speed of vehicles on a given link during a given time period.





# What Factors Affect Congestion San Francisco?

#### POPULATION AND EMPLOYMENT

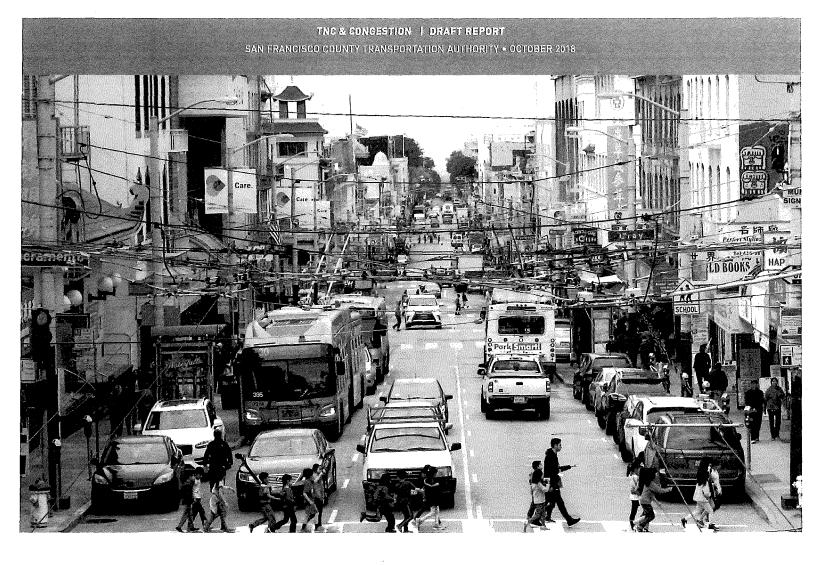
Population and employment changes can directly affect roadway congestion. Increases in population will lead to increases in trip-making as people seek to participate in activities such as working, shopping, and going to school. Depending on travelers' choices of travel modes (such as walking, biking, taking transit, or driving), roadway motor vehicle congestion may be affected. Between 2010 and 2016, the population of San Francisco increased 8.8% from approximately 805,000 people to 876,000 (3). While about half of San Francisco trips are by walking, transit, and biking, a significant share of trips involve private vehicles, likely leading to increased congestion. Similarly, increases in employment lead to total travel as more people go to work. Between 2010 and 2016, employment in San Francisco increased significantly (28.4%) from approximately 545,000 jobs to over 700,000 jobs (4). According to the Census, approximately 48% of commute trips to, from or within San Francisco were by automobile.

#### **NETWORK CAPACITY**

Changes to network capacities affect roadway congestion. Increases in roadway capacity may alleviate motor vehicle congestion, at least in the short term, while decreases in roadway capacity may increase congestion. The analyses in this paper capture capacity changes between 2010 and 2016 and therefore encompass network capacity changes such as the rebuilding of Doyle Drive and medium-term changes such as the reallocation of right-of-way to transit red carpet lanes and bicycle lanes. To a more limited extent, the analyses could reflect short-term changes in capacity, for example the effect on congestion of construction-related, permitted lane closures that may temporarily reduce capacity for a number of days or hours. However, there is no data on unpermitted short-term capacity reductions associated with construction, delivery or other activities, and thus they are not considered in this analysis. In addition to roadway network changes, changes to transit network capacities may influence roadway congestion by inducing people to shift modes or take new trips, and are included in this analysis.

#### TNCS

As the TNCs Today report documents, TNCs comprise a significant share of intra-San Francisco travel. TNCs may decrease congestion by inducing mode shifts to more sustainable modes by providing first- and last-mile connections to transit services, or by reducing auto ownership levels and thus incentivizing people to make more transit, bike and walk trips. In addition, higher TNC



vehicle passenger occupancies resulting from "ridesplitting" where TNCs are shared concurrently could, in theory, reduce the number of vehicles trips if they are replacing a trip that would otherwise be in a vehicle with fewer occupants. Conversely, TNCs may increase congestion if their convenience causes a walk, transit, or bike trip to shift to a TNC vehicle trip. According to recent studies, between 43% and 61% of TNC trips substitute for transit, walk, or bike travel or would not have been made at all (5,6,7,8). TNC passenger pick up and drop off activity may also result in increased congestion by disturbing the flow in curb lanes or traffic lanes. Finally, out-of-service miles (or "deadhead" miles) resulting from TNCs repositioning themselves to more optimal locations for getting new passengers, or from driving to pick up passengers who have reserved rides (whether single passenger or shared), also increases the amount of vehicular traffic and congestion.

#### OTHER FACTORS

Given the rapid pace of technological change in the transportation sector, other factors may also be contributing to changes in congestion. For example, increased use of online shopping and delivery services might exacerbate roadway congestion due to an increase in delivery vehicle trips and loading durations. Conversely, if these deliveries are in place of multiple vehicle trips that would have been made by individuals, they may reduce roadway congestion. New emerging mobility alternatives such as dockless shared bikes and scooters may reduce congestion if they induce mode shifts away from vehicle trips, though if these trips are shifted from transit, walk, or bike their effect on congestion would likely be minimal.



FIGURE 7. PERCENT CHANGE IN OBSERVED PM PEAK SPEEDS (2010-2016)

## What Data is Available to Understand Congestion?

#### CONGESTION

Measures of roadway congestion (VHD, VMT, Speed) were calculated from observed roadway conditions in both November-December 2010 (before) and November-December 2016 (after), consistent with the TNC data, which was collected in November-December 2016. The observed roadway conditions are derived using the GPS- and fleet-based speed data licensed from INRIX. The analysis was conducted using directional segments known as Traffic Messaging Channels (TMCs), which average about 0.3 miles long. For each analysis year, data was aggregated to these TMCs and averaged across days to represent average weekday conditions for five times-of-day (TODs). **Figure 7** illustrates the percent change in observed PM peak speeds for all TMCs.



FIGURE 8. PICKUPS AND DROPOFFS PER MILE

#### **BACKGROUND GROWTH**

Background growth data was derived from San Francisco's travel demand model, SF-CHAMP. SF-CHAMP produces estimates of traffic volumes on all roads in San Francisco and requires inputs describing factors such as population, employment, and multi-modal transportation network capacity and performance. For this analysis, each one of these factors was individually controlled for in SF-CHAMP, which provides the ability to understand the relative contributions of these factors to overall changes in congestion. The version of SF-CHAMP used in this study was calibrated to 2010 conditions and does not account for TNCs. This means that when the model is run for 2016 inputs, it provides a "counterfactual" estimate of congestion if TNCs did not exist.

#### TNCS

TNC information was based on data originally gathered by researchers at Northeastern University from the Application Programming Interfaces (APIs) of Uber and Lyft that show the locations of available vehicles to mobile apps, and then was shared with the Transportation Authority. The data was collected from mid-November to mid-December of 2016, excluding dates around the Thanksgiving 2016 holiday. Transportation Authority staff then processed the data to impute estimates of out-of-service TNC volumes, in-service volumes, and pickups and dropoffs by directional link and time-of-day. This information was the basis for the TNCs Today, which is the only detailed profile of local TNC usage in San Francisco. Figure 8 shows the average number of pickups and dropoffs per mile on TMC segments. Detailed descriptions of the data preparation process can be found here (2) and here (20). Note that, due to the data collection methodology, estimates of TNC volumes and pickups and dropoff reflect only intra-SF TNC trips, and are thus an underestimate of total TNC activity.

#### OTHER FACTORS AND LIMITATIONS

It was not possible to incorporate all the potential factors contributing to changes in congestion into this analysis, primarily because there is little available data describing these factors. For example, there is no source for comprehensive citywide information on how freight and commercial delivery and loading volumes and durations have changed between 2010 and 2016. The SF-CHAMP model data does incorporate some information on background growth in freight and commercial vehicle volumes through its commercial vehicle model. While the SF-CHAMP model is insensitive to increased levels of home shopping such as Amazon, as well as use of more recent emerging delivery services, in the most congested parts of San Francisco, commercial and freight deliveries typically use commercial vehicle loading zones (both on-street and off-street) in order to minimize the interruption of traffic flow. In fact, recent data from the San Francisco Police Department indicates that TNCs account for over 75% of citations downtown for blocking lanes of traffic (22).

Visitor travel in San Francisco has also increased significantly between 2010 and 2016. However, visitor travel is estimated to represent less than 5% of travel in San Francisco, and recent survey data indicates that TNCs are used less frequently by visitors than Muni and BART, although this is likely changing as TNCs become more ubiquitous. Increases in pedestrian travel might also impede traffic flow due to turning movements or other conflicts, but there is no data available to indicate whether increases in pedestrians in San Francisco have reduced auto speeds. Changing demographics may also contribute to increased TNC usage, as the National Household Travel Survey indicates that people with higher incomes appear to make more TNC trips. Finally, while this research does address changes in network capacity resulting from major transportation and land use projects, due to a lack of data it could not incorporate temporary unpermitted disruptions in traffic resulting, for example, from shortterm construction activities.

# How Do We Determine the Causes of Changes in Congestion?

In order to identify how TNCs and other factors may have affected roadway congestion in San Francisco between 2010 and 2016, two stages of analysis were performed. The first stage quantifies the contribution of TNCs to changes in congestion in San Francisco between 2010 and 2016 by estimating a statistical fixed-effect panel regression model and then applying this model to identify the relationship between the change in TNC activity and the change in roadway congestion measures between 2010 and 2016, assuming zero TNCs in 2010 and observed TNC levels (from TNCs Today study) in 2016. Observed TNC levels includes in-service TNC volumes, out-of-service TNC volumes, and TNC pick up and drop off activity. Estimates of the combined effect of the growth of non-TNC factors such as population, employment, and network changes are derived from the SF-CHAMP activity-based model system. Because the estimated model relies on the transformation of the observed speed data as the dependent variable in the regression analysis, we refer to this stage as the empirical analysis.

In the second stage, a scenario analysis, the SF-CHAMP activity-based demand model was again used, this time to systematically estimate the individual contributions to changes in roadway congestion of the factors of transportation network supply change, population change, employment change, and TNCs.

A distinguishing feature of both stages of the analysis was that it they were performed at a disaggregate level, using the previously described 1400 INRIX "Traffic Messaging Channels" (TMCs) or directional roadway segments, and across five times of day. The TMCs are approximately 0.3 miles long in San Francisco, on average. The spatial and temporal detail is important because adding vehicles does not always have the same effect on travel speeds: an additional vehicle on an uncongested segment in the early AM has a very different effect on delay than an additional vehicle on a downtown segment during the PM peak.

#### **EMPIRICAL ANALYSIS**

This study is structured as a before-and-after assessment between 2010 conditions when TNC activity was negligible and 2016 conditions when it was significant. We derived measures of roadway conditions in both years from GPS-based speed data licensed from INRIX as previously described. We estimated the relationship between the change in TNC activity and the change in roadway travel time, assuming zero TNCs in 2010, and incorporating a 2016 "counterfactual" scenario in which TNCs do not exist.

We do this using a fixed-effects panel data regression model (9). The fixed-effects models estimate coefficients based on the change between 2010 and 2016 conditions. There is precedent for using both before-and-after analysis and panel data models in transportation analysis, including to study changes in congestion (10), TNC growth (11), and the effects of new technology (12).

We converted the observed travel times to implied volumes using, volume-delay functions (VDFs). This time-implied volume is the model's dependent variable, and the conversion ensures that it is linearly related to the background volumes and TNC volumes. There is one observation for each directional roadway segment, for each time-of-day, with data in 2010 and in 2016 for each observation. To control for road and transit network changes, as well as changes in socioeconomic conditions, the model includes the

background traffic volume as a variable, as estimated by SF-CHAMP version 5.2. Because SF-CHAMP version 5.2 does not account for TNCs, this background traffic reflects the expected traffic volume change with no TNCs. The model also includes measures of TNC activity for each observation, with those measures set to zero in 2010. **Table 1** shows the model estimation results.

The estimated parameter on the SF-CHAMP background volume is approximately 0.92, not significantly different than 1. This is logical, because we expect that each vehicle added in background traffic should have an effect on congestion of adding about 1 vehicle to the implied volume. The Presidio Parkway scaling factor accounts for major construction that was underway on those links in 2010 but not 2016.

We include two measures of time and location-specific TNC activity. The TNC volume parameter measures net effect of TNCs. If TNCs purely substitute for other car trips, the estimated TNC parameter should be 0 as they substitute for other vehicles already counted in the background volumes. Negative values would be consistent with TNCs reducing traffic, while a value of positive 1 would be consistent with TNCs purely adding itself to background traffic. The estimated coefficient of 0.69 can be interpreted as meaning that TNCs do not purely add to traffic through induced travel or shifts from non-vehicular modes.

TABLE 1 FIXED-EFFECTS PANEL ESTIMATION RESULTS

PARAMETER ESTIMATES			
Variable	Parameter	Standard Error	T-statistic
SF-CHAMP background volume	0.9172	0.0541	16.952
Presidio Parkway scaling factor	-0.3648	0.0189	-19.327
TNC Volume	0.6864	0.0720	9.5387
Average impact duration of TNC PUDO on major arterials (s)	144.75	7.7195	18.751
Average impact duration of TNC PUDO on minor arterials (s)	79.486	12.114	6.5617

MODEL STATISTICS	
Number of Entities	7081
Number of Time Periods	2
R-squared between groups	0.5819
R-squared within groups	0.2985

The pick-up and drop-off (PUDO) parameters represent the average number of seconds that a pick-up or drop-off disrupts traffic in the curb lane. Details of the PUDO specification are documented elsewhere (13). Locally collected data show that the average time needed for a passenger to board or alight from passenger vehicles such as TNCs and taxis is about 1 minute. The higher average impact durations estimated in these models suggest that the traffic disruption persists after the stopped vehicle departs because additional time is needed for traffic flow to recover to its pre-PUDO condition.

We applied the estimated model to assess network-wide performance metrics for three scenarios:

- 2010: reflecting observed 2010 conditions, when no TNCs were present;
- 2016 Counterfactual: represents a counterfactual scenario of what 2016 conditions would be if there were no TNCs:
- **2016 TNC:** the full application of the model to 2016 conditions

The first and last scenarios are directly comparable to the observed speed data. The 2016 counterfactual scenario is derived by including the 2016 SF-CHAMP background traffic growth and Presidio Parkway scaling factor, but setting the TNC variables to zero.

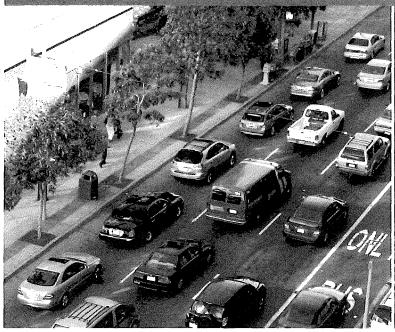
#### SCENARIO ANALYSIS

While the empirical analysis allows us to quantify the contribution of TNCs to changes in congestion in San Francisco between 2010 and 2016, it does not provide insights into the relative contributions of other potential causes of change in roadway performance. To decompose these other factors, the SF-CHAMP model was used to perform a series of systematic scenario analyses.

We test each scenario using San Francisco's SF-CHAMP travel demand model. SF-CHAMP is an activity-based travel demand model that simulates the daily movements of individual travelers for a synthetic population in the 9-county San Francisco Bay Area (14,15,16). It has a long history of being successfully used to evaluate a range of policy and planning scenarios (17,18). We use version 5.2.0, which was calibrated to 2010 conditions and does not, on its own, include TNCs as a mode. Observed TNC travel flows and volumes based on the TNCs Today data set are used to account for TNCs. The remaining inputs, including transportation networks, population and employment data are not forecasts, but have been updated to reflect actual 2010 and 2016 conditions.

- 2010: Conditions in year 2010, assuming the effect of TNCs is negligible. This is just the 2010 base SF-CHAMP model run, which was calibrated to observed 2010 conditions.
- 2016 Network Changes: A hypothetical scenario that shows what 2016 system performance would look like if changes to the transportation networks (both roadway and transit) were the only things that changed between 2010 and 2016.
- 2016 Network and Population Changes: A
  hypothetical scenario that shows what 2016 system
  conditions would look like if both the transportation
  network and population changed between 2010
  and 2016.
- 2016 Network, Population and Employment Changes: Also referred to as the "2016 Counterfactual" this is a hypothetical scenario that shows what 2016 would look like if all the observed network, population and employment changes occurred, but if TNCs had not been introduced in San Francisco.
- 2016 TNC: This scenario incorporates all the assumed growth in population and employment between 2010 and 2016, changes to the roadway and transit networks, and also includes the effect of TNC in-service volumes, TNC out-of-service volumes, and TNC pick up and drop off activity. This scenario also accounts for mode shifts to TNCs from other travel modes.

With these scenarios, it was possible to estimate the incremental effects on congestion of network change, population change, employment change, and the introduction of TNCs in San Francisco. Additional technical details related to these scenarios are documented in other reports (19).





#### **COMBINED ANALYSIS**

These two stages of analysis result in network performance metrics for a total of five scenarios, three of which are available in both stages of analysis: 2010 Base, 2016 Counterfactual, and 2016 with TNCs. For the three overlapping scenarios, the relative contribution of TNCs to the change in congestion is similar in direction and magnitude, with the empirical analysis (which directly reflects observed speed changes) showing a somewhat greater share of the increase in congestion attributable to TNCs. **Table 2** shows the relative contribution of TNCs to each of the congestion metrics for the two stages of the analysis.

TABLE 2. CONTRIBUTION OF TNCS TO CHANGE IN CONGESTION BY ANALYSIS STAGE

METRIC	Empirical Sc Analysis Ar	
Vehicle Hours of Delay	64%	51%
Vehicle Miles of Travel	44%	<b>47</b> %
Speed	65%	55%

For the results presented here, the shares from the scenario analysis are applied to the total change in congestion from the empirical analysis to obtain a best estimate of the specific contribution of each factor to changes in network performance. This represents a lower-bound estimate of the effects of TNCs on congestion, relative to the estimated effect of TNCs on congestion as estimated in the empirical analysis.

## How has Congestion Changed in San Francisco?

Traffic congestion has been getting worse since 2009. The Transportation Authority's Congestion Management Program (CMP) monitoring indicates that average AM peak arterial travel speeds have decreased since 2009 by -26%, while PM peak arterial speeds have decreased by -27% during this same time period. On freeways, average AM peak speeds have decreased by -30%, while average PM peak freeway speeds have decreased by almost -16% (21).

FIGURE 9. SAN FRANCISCO ARTERIAL AND FREEWAY SPEEDS (2009-2017)

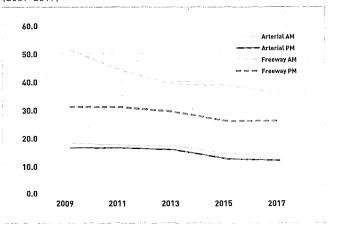


FIGURE 10. 2009 PM PEAK LEVEL OF SERVICE

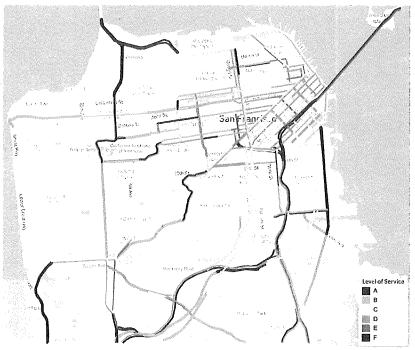
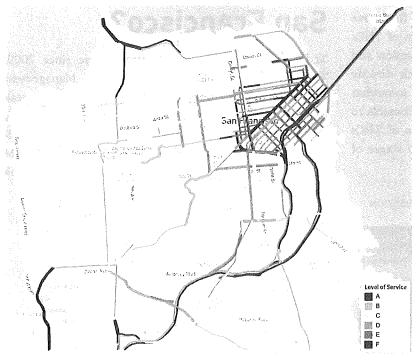


Figure 10 and 11 shows this change visually by mapping the PM peak roadway level-of-service (LOS) in 2009 and 2017, with the data showing lower level-of-service in 2017. LOS is a traffic engineering concept, based on volume to capacity (v/c) relationships of a given roadway facility, used to evaluate the operating conditions on a roadway. LOS describes operating conditions on a scale of A to F, with "A" describing free flow, and "F" describing bumper-to-bumper conditions. This corresponds to the period in which TNCs emerged.

FIGURE 11. 2017 PM PEAK LEVEL OF SERVICE



## Do TNCs Affect Congestion?

Given the significant worsening of congestion in San Francisco in recent years, a critical question is whether, and to what degree, TNCs have affected congestion. Using the congestion measures, data, and methods previously described, it appears that TNCs contributed approximately 50% of the overall increases in congestion in San Francisco between 2010 and 2016, although this varies widely by neighborhood and time-of-day. Employment and population growth—an expression of greater economic activity in the city that encompasses the driving activity of all non-TNC travelers/motorists—account for the other half of the increase in congestion.

FIGURE 12. TOTAL DELAY AND CHANGE IN DELAY

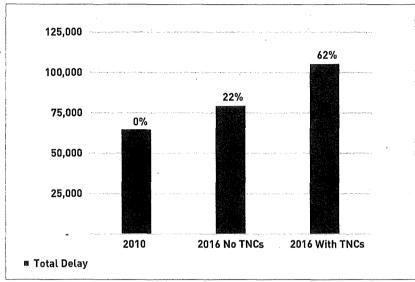
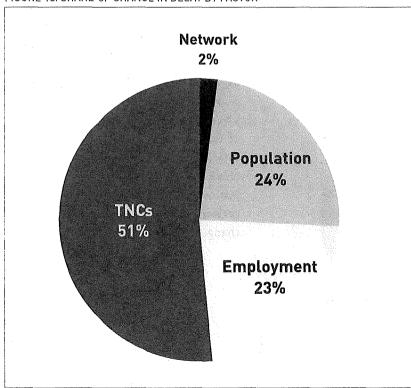


FIGURE 13. SHARE OF CHANGE IN DELAY BY FACTOR



#### **VEHICLE HOURS OF DELAY**

Vehicle Hours of Delay (VHD) is the number of extra hours that vehicles are in traffic beyond what they would have experienced under uncongested "free flow" conditions. Figure 12 indicates that daily vehicle hours of delay increased on study roadways from approximately 65,000 hours in 2010 to over 105,000 hours in 2016 with TNCs, an increase of 62%. In the counterfactual 2016 scenario, where TNCs are unavailable and travelers use other modes, the daily vehicle hours of delay are approximately 79,000, an increase of 22% over 2010. This suggests that TNCs are responsible for about 25% of the total delay on monitored streets (the difference between 105,000 hours and 79,000 hours of delay in 2016).

**Figure 13** illustrates how much each of the factors contributes to changes in delay between 2010 and 2016. TNCs account for 51% of the increase in delay. Population change and employment change are responsible for just under 47% of the increase in delay, and network changes account for only about 2% of additional delay.

#### **VEHICLE MILES TRAVELED**

The amount of vehicle miles traveled, or VMT, that is generated is a fundamental measure of transportation system performance. Higher levels of VMT are associated with greater levels of emissions of greenhouse gases such as CO2 as well as other pollutants. In addition, higher levels of VMT are also associated with greater roadway congestion. The VMT estimates in this report include both in-service and out-of-service VMT generated by TNCs on San Francisco roadway segments for which INRIX speed monitoring data is available. In-service VMT refers to the vehicle miles traveled when transporting a passenger. Out-of-service VMT refers to the vehicle miles traveled while circulating to pickup a passenger.

FIGURE 14. TOTAL VMT AND CHANGE IN VMT

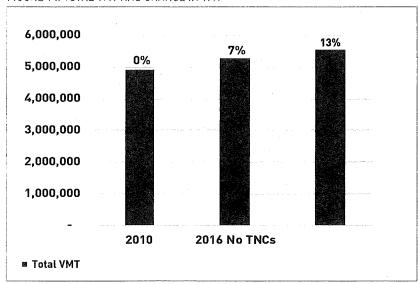


FIGURE 15. SHARE OF CHANGE IN VMT BY FACTOR

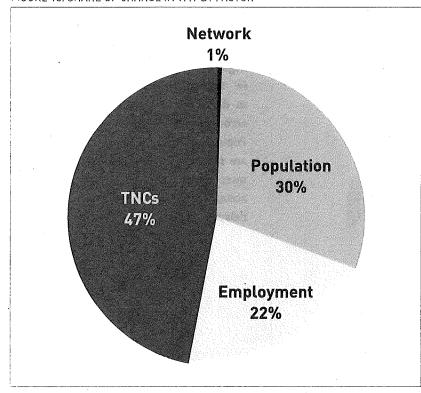
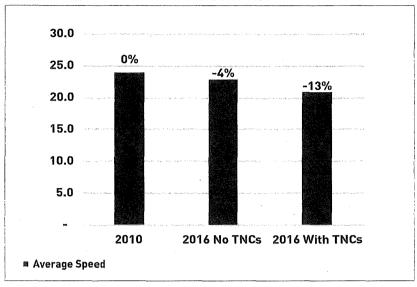


Figure 14 indicates that daily VMT on study roadways increased approximately 4.9 million miles in 2010 to 5.6 million miles in 2016 on study roadways on a typical weekday, an increase of 13%. In the counterfactual 2016 scenario, where TNCs are unavailable and travelers used other modes, daily VMT increases to 5.3 million miles, an increase of approximately 7%. The relative increases in VMT are lower than the relative increases in hours of delay due to the non-linear relationship between traffic and delay. One additional VMT in congested conditions increases delay more than one additional VMT in uncongested conditions. TNCs also contribute relatively more to delay than to VMT because of the additional delay associated with TNC pick up and drop off activity does not result in additional VMT.

**Figure 15** illustrates the sources for the changes in VMT between 2010 and 2016. TNCs are estimated to account for 47% of the increase in VMT, and about 5% of total VMT in 2016. Population change and employment change are responsible for just over 52% of the increase in VMT, and network changes account for about 1% of changes in VMT.

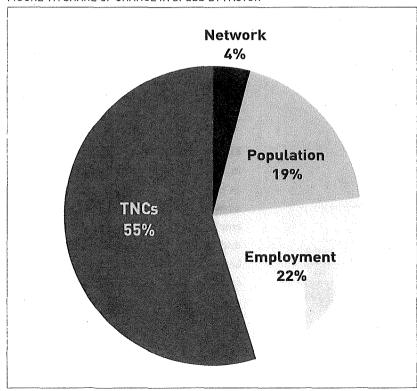
#### **AVERAGE SPEED**

FIGURE 16. AVERAGE SPEEDS AND CHANGE IN SPEEDS



The average speed captures a length-weighted estimate of the speeds on all study roadways. **Figure 16** indicates that average speeds decreased from just over 24.0 miles per hour (mph) in 2010 to approximately 20.9 mph in 2016, a decline of 13%. In the counterfactual 2016 scenario, where TNCs are unavailable and travelers used other modes, average speeds decline by only 4%.

FIGURE 17. SHARE OF CHANGE IN SPEED BY FACTOR



**Figure 17** illustrates the sources for the changes in speed between 2010 and 2016. TNCs account for 55% of the decrease in speeds. Population change and employment change are responsible for just over 41% of the decrease in speeds, and network changes decrease speeds by approximately 4%.

## When do TNCs Affect Congestion?

TNC usage varies by time-of-day, and thus affects congestion differently at different times of day. An additional vehicle on the roadway during congested time periods results in more congestion than an additional vehicle during uncongested time periods. The following summaries use five times of day derived from the SF-CHAMP model, which vary in length: the AM peak, PM peak, and early AM periods are 3 hours long, while the midday and evening periods are 6.5 and 8.5 hours long, respectively. The figures below demonstrate that TNCs significantly contribute to increased congestion across all times of day, especially in the evening, but during the AM and PM peaks and the midday as well.

#### **VEHICLE HOURS OF DELAY**

FIGURE 18. DELAY BY TIME PERIOD

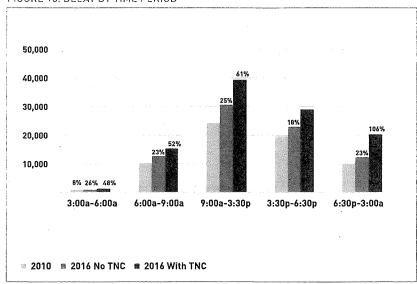
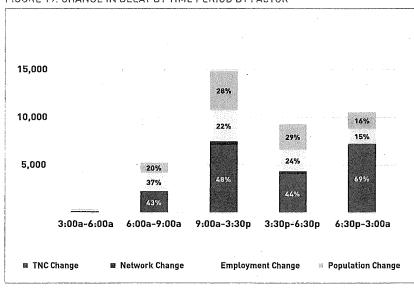


Figure 18 compares the VHD from 2010 to the 2016 No TNC scenario in which TNCs don't exist, and to the 2016 with TNC scenario. This figure shows that TNCs increased VHD in all time periods relative to 2016 No TNC scenario. The greatest total increases in delay occurred during the midday and evening period. TNCs increase delay in the evening from 23% without TNCs to 106% in reality, and increase the delay in the midday from 25% without TNCs to over 60%, and also increase delay significantly in the PM and AM peak periods.

FIGURE 19. CHANGE IN DELAY BY TIME PERIOD BY FACTOR



**Figure 19** illustrates the total increase in delay between 2010 and 2016, as well as the share of this delay caused by TNCs, network changes, population changes and employment changes. During the AM peak, midday, and PM peak periods, TNCs cause between 43% and 48% of the increased delay and about 20% of total delay. Employment growth and population growth combined account for just over half of the increased delay. In the evening time period, TNCs are responsible for almost 70% of the increased delay, and for about 40% of the total delay.

#### **VEHICLE MILES TRAVELED**



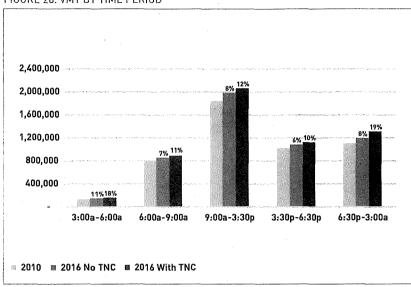


Figure 20 compares the VMT from 2010 to the 2016 No TNC scenario in which TNCs don't exist, and to the 2016 with TNC scenario. This figure shows that TNCs increased VMT in all time periods relative to 2016 No TNC scenario, with the greatest increases occurring during the midday and evening period.

FIGURE 21. CHANGE IN VMT BY TIME PERIOD BY FACTOR

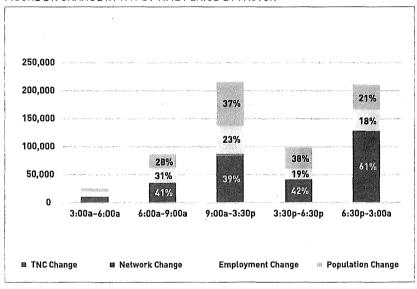
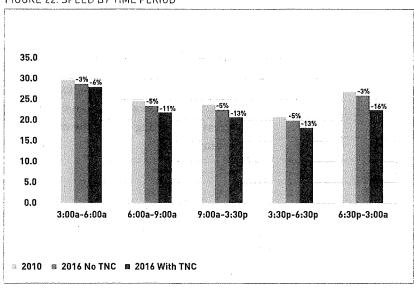


Figure 21 illustrates the total increase in VMT between 2010 and 2016, as well as the share of this delay caused by TNCs, network changes, population changes and employment changes. TNCs contribution to increased VMT varies by time period. During the AM peak, midday, and PM peak periods, TNCs cause about 40% of the increased vehicle miles travelled, while employment and population growth combined are responsible for about 60% of the increased VMT. However, in the evening time period, TNCs are responsible for over 61% of the increased VMT and for about 9% of total VMT.

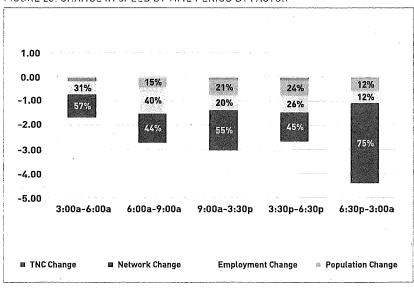
#### **AVERAGE SPEED**

FIGURE 22. SPEED BY TIME PERIOD



**Figure 22** compares speeds from 2010 to the 2016 No TNC scenario in which TNCs don't exist, and to the 2016 with TNC scenario. This figure shows that average speeds have declined across all time periods, but that this decline has been exacerbated by TNCs.

FIGURE 23. CHANGE IN SPEED BY TIME PERIOD BY FACTOR



**Figure 23** shows the decrease in average speeds between 2010 and 2016, as well as the share of this delay caused by different factors. The decline in average evening speeds has been most precipitous, dropping over 4 miles per hour, with almost 75% of this change attributable to TNCs. Speed decreases during the other time periods were about 3 miles per hour, with about 45%-55% of this decrease caused by TNCs.

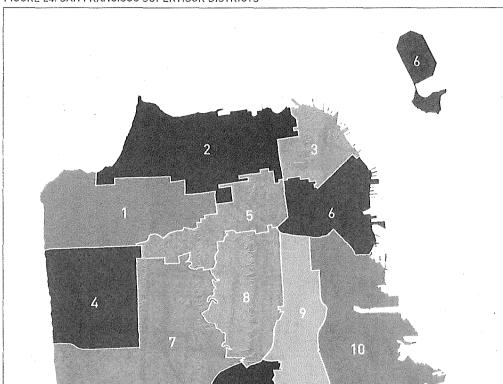


FIGURE 24. SAN FRANCISCO SUPERVISOR DISTRICTS

## Where do TNCs Affect Congestion?

11

TNC usage varies across the city, and thus affects congestion differently in different neighborhoods. An additional vehicle on the roadway in more congested areas results in more congestion than an additional vehicle in less congested areas. The following sections first use maps to illustrate overall changes in the congestion measures on the INRIX segments, followed by supervisorial district-level charts. **Figure 24** illustrates the San Francisco Supervisor districts. The subsequent figures demonstrate that TNCs significantly contribute to increased congestion, especially in the densest parts of the city.

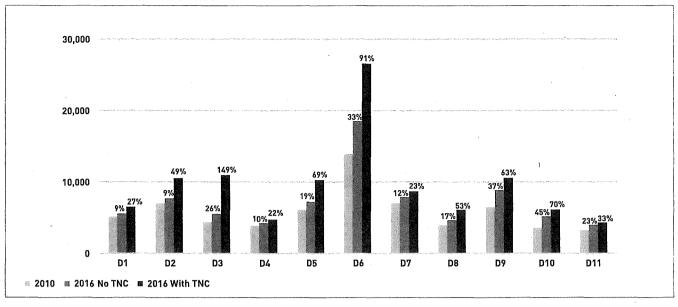


#### FIGURE 25. % CHANGE IN DELAY INRIX SEGMENT

#### **VEHICLE HOURS OF DELAY**

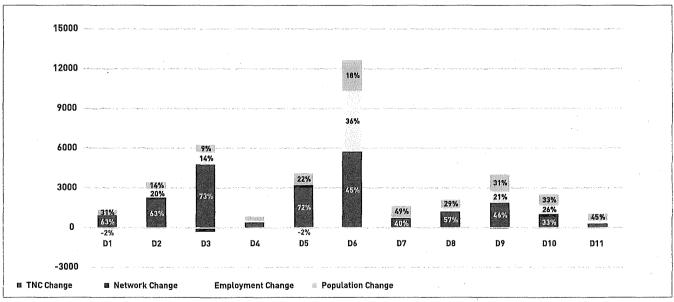
Figure 25 shows the percent increase in VHD between the 2016 No TNC scenario in which TNCs don't exist, and to the 2016 with TNC scenario. It indicates that the greatest increases in delay occurred in the core northeastern quadrant, as well as along key corridors such the Mission corridor.

FIGURE 26. DELAY BY SUPERVISOR DISTRICT



**Figure 26** compares the delay from 2010 to the 2016 No TNC scenario in which TNCs don't exist, and to the 2016 with TNC scenario. This figure shows that TNCs increased delay in all districts relative to 2016 No TNC scenario. The greatest total increases in delay occurred in District 3 and District 6. The greatest relative increase in delay occurred in District 3, while the greatest total amount of delay occurred in District 6.

FIGURE 27. HOURS OF DELAY BY SUPERVISOR DISTRICT



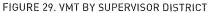
**Figure 27** illustrates the total increase in delay between 2010 and 2016, as well as the share of this delay caused by TNCs, network changes, population changes and employment changes. The greatest increases in delay occurred in Districts 3 and 6, with approximately 73% of the increase in delay in District 3 due to TNCs, and about 45% of the increase in delay in District 6 due to TNCs. We estimate that approximately 36% of total delay in District 3 and District 6 combined is due to TNCs.

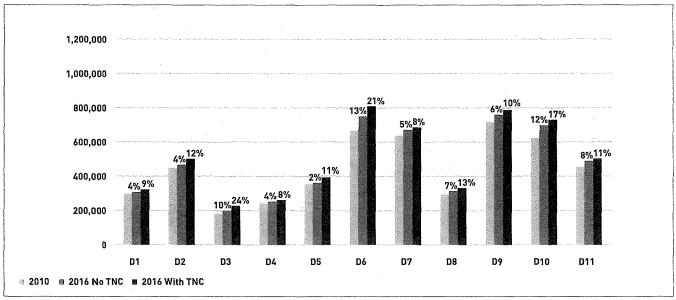


#### FIGURE 28. % CHANGE IN VMT BY INRIX SEGMENT

#### **VEHICLE MILES TRAVELED**

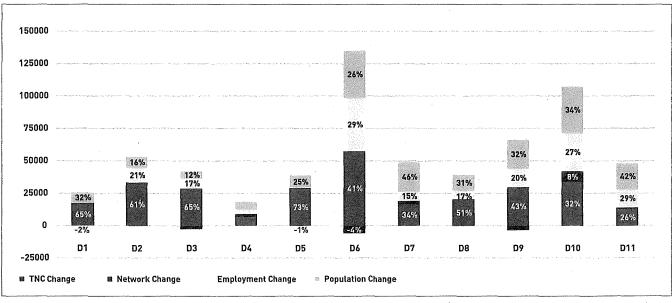
**Figure 28** shows the percent increase in VMT between the 2016 No TNC scenario in which TNCs don't exist, and to the 2016 with TNC scenario. It indicates that the greatest increases in vehicle miles travelled occurred along key corridors, and with general increases in the northeast quadrant.





**Figure 29** compares the VMT from 2010 to the 2016 No TNC scenario in which TNCs don't exist, and to the 2016 with TNC scenario. The percentage change shown is relative to the 2010 Base scenario. This figure shows that TNCs increased VMT in all districts relative to 2016 No TNC scenario, with the greatest total increases occurring in Districts 6 and District 10, and the greatest relative increase occurring in District 3.





**Figure 30** illustrates the total increase in VMT between 2010 and 2016, as well as the share of this delay caused by TNCs, network changes, population changes and employment changes. As noted, the greatest total increases occurred in Districts 6 and 10. TNCs accounted for 44% and 35% the increased VMT in these districts, respectively. While the total increase in VMT in Districts 3 and 5 were less than observed in other districts, the share of this increase attributable to TNCs in these districts was over 70%, the highest in the city.

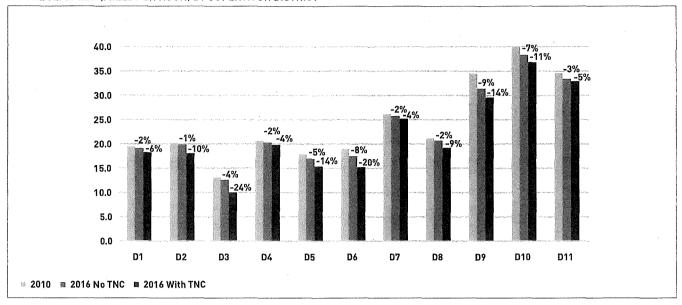


FIGURE 31. % CHANGE IN SPEED BY INRIX SEGMENT

#### **AVERAGE SPEED**

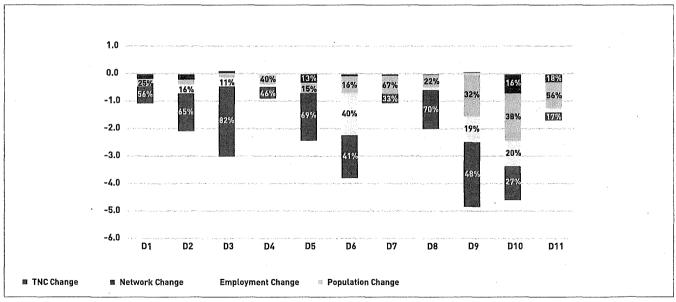
**Figure 31** shows the percent decrease in speed between the 2016 No TNC scenario in which TNCs don't exist, and to the 2016 with TNC scenario. It indicates that the greatest decreases in speeds occurred South of Market, Downtown, and along the Embarcadero and with general increases in the northeast quadrant.

FIGURE 32. SPEED (MILES PER HOUR) BY SUPERVISOR DISTRICT

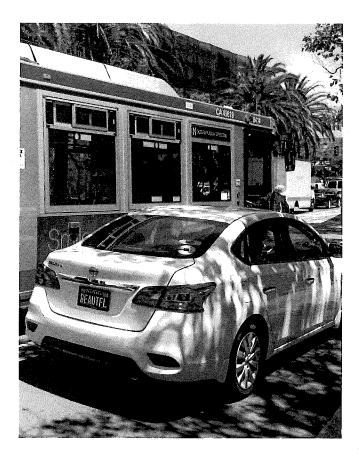


**Figure 32** compares speeds from 2010 to the 2016 No TNC scenario in which TNCs don't exist, and to the 2016 with TNC scenario. The percentage change shown is relative to the 2010 Base scenario. This figure shows that average speeds have declined in all districts, with the greatest relative declines between the 2016 No TNC and 2016 With TNC scenarios occurring in Districts 3, 6, 5 and 9. Overall speeds were lowest in District 3 and highest in District 10.

FIGURE 33. CHANGE IN SPEED BY SUPERVISOR DISTRICT BY FACTOR



**Figure 33** shows the decrease in average speeds in each District between 2010 and 2016, as well as the share of this delay caused by different factors. The greatest declines in speed occurred in Districts 9 and 10. While almost 50% of this decline was due to TNCs in District 9, only 27% of the decline in District 10 was due to TNCs. Districts 3 and 6 also experienced notable declines in speed, with 82% of the decline in speed in District 3 attributable to TNCs. Note that the more than half of the decline in speeds in District 6 is attributable to employment and population growth.



## Conclusion

Congestion in San Francisco worsened between 2010 and 2016. The Transportation Authority's Congestion Management Program monitoring indicates that average AM peak arterial travel speeds decreased since 2009 by -26%, while PM peak arterial speeds have decreased by -27% during this same time period. Vehicle hours of delay on the study roadways increased by 40,000 hours on a typical weekday, while vehicle miles travelled on study roadways increased by over 600,000 miles on a typical weekday. In addition, travel times have become less reliable.

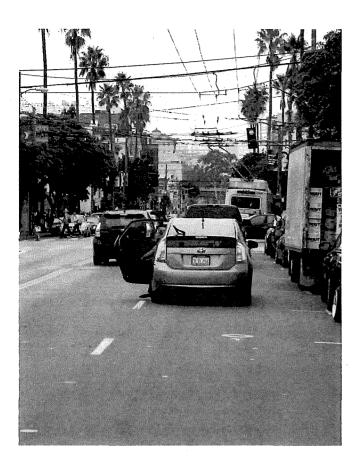
During this period significant changes occurred in San Francisco. Roadway and transit networks changed, including the rebuilding of Doyle Drive, the implementation of transit red carpet lanes, and the expansion of the bicycle network. San Francisco added 70,000 new residents and over 150,000 new jobs, and these new residents and workers add more trips to the city's transportation network. Finally, new mobility alternatives emerged, most visibly TNCs. TNCs have become an important travel option in San Francisco.

By late 2016, TNCs were estimated to generate over one million intra-San Francisco vehicle trips in a typical week, representing approximately 15% of all intra-SF vehicle trips, and the number and share of TNC trips in San Francisco has undoubtedly increased since 2016. The rapid growth of TNCs is attributable to the numerous advantages and conveniences that TNCs provide over other modes of transportation, and the availability of this new travel alternative has undeniably provided improved mobility for many San Francisco residents and workers.

TNC vehicle trips contribute significantly to increased congestion. After accounting for the effects of increased employment, increased population, and transportation network changes, TNCs are estimated to cause 51% of the increase in vehicle hours of delay, 47% of the increase in vehicle miles traveled, and 55% of the decline in speeds citywide between 2010 and 2016.

It is important to note that the effect of TNCs on congestion varies considerably by time-of-day. During most of the day, approximately 40% to 50% of the increase in vehicle hours of delay is attributable to TNCs, but in the evening, almost 70% of the increase in vehicle delay is due to TNCs. Similarly, during most of the day approximately 40% on the increase in vehicle miles traveled is due to TNCs, but in the evening TNCs account over 60% of increased VMT. Speeds declined by about 2 to 3 miles per hour during most of the day, with TNCs accounting for about 45% to 55% of this decrease. However, evening speeds declined by almost 4.5 miles per hour on study roadways, and TNCs are estimated to cause 75% of this decrease.

The effects of TNCs on congestion also varies significantly by location. The greatest increases in vehicle hours of delay occurred in Supervisorial Districts 3, 5 and 6, with over 70% of the increase in delay in Districts 3 and 5 due to TNCs, and about 45% of the increase in delay in District 6 due to TNCs. Vehicle miles traveled increased most significantly in Districts 6 and 10, with TNCs accounting for 41% and 32% of the increased VMT in these districts, respectively. While the total increase in VMT in Districts 3 and 5 were less than observed in other districts, the share of this increase attributable to TNCs in these districts was between 65% and 75%, the highest in the city. Average speeds have declined in all districts, with the greatest relative declines occurring in Districts 3, 6, 5 and 9.



### **Future Research**

The report identifies the extent to which TNCs contributed to roadway congestion in San Francisco between 2010 and 2016, relative to other potential contributing factors including employment growth, population growth, and transportation network changes. The report does not include policy recommendations, but rather seeks to provide knowledge needed by the Transportation Authority board, other policy-makers, the general public, and TNCs themselves to make informed decisions.

Subsequent reports by the Transportation Authority and others will address additional important analytic and policy questions in depth, including:

- TNCs and Street Safety (SFMTA). How do TNCs affect the safety of people who use the roads, including public transit riders, bicyclists and pedestrians?
- TNCs and Transit Ridership (SFCTA). How do TNCs affect public transit ridership and mode share?
- TNCs and Public Transit Operations (SFMTA)
   How do TNCs affect public transit service operations?
- TNCs and Disabled Access (SFMTA). To what extent do TNCs serve people with disabilities?
- TNCs and Equity (SFCTA). Can TNCs be accessed by all San Francisco residents including communities of concern and those without smartphones or credit cards? Are all neighborhoods served equitably?
- TNCs and Land Use. What effects do TNCs have on trip generation? How does TNC demand vary by land use type and intensity? How do TNCs affect parking and loading demand?

Additional data collection will be necessary in order to help answer these questions. We welcome research collaborations to obtain further information, including data to validate or enhance these findings, TNC vehicle occupancy information, traveler demographics and travel purposes, travel costs, TNC fleet composition data, and a range of other data items.

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From:

Patricia Valencia <glosunsunshine@gmail.com>

Sent:

Monday, October 01, 2018 10:59 AM

To:

Tang, Katy (BOS)

Cc:

Kim, Jane (BOS); Safai, Ahsha (BOS); Major, Erica (BOS)

Subject:

RE: San Francisco Flower Market

This message is from outside the City email system. Do not open links or attachments from untrusted sources.

Dear Sirs,

We have been a tenant in the San Francisco Flower Mart for 10 years.

We support the Flower Mart project with office and retail above the new wholesale flower market.

Our business starts very early in the morning with loud trucks loading/unloading as early as midnight.

I support housing in San Francisco, but the housing project units in the Flower Mart project does not seem feasible, because of the odd hours (very early in the morning) will conflict with our wholesale business.

If people are living right above or right next to the wholesale flower market, they will complain and it may not be a very good fit.

Patricia Valencia
Patricia Araujo Clay
Sunshine Flowers International

From:

Pin Nursery <pinnurseryinc@gmail.com>

Sent:

Monday, October 01, 2018 9:21 AM

To:

Major, Erica (BOS)

Subject:

New Flower Mart project

This message is from outside the City email system. Do not open links or attachments from untrusted sources.

- I am a tenant of the Flower Mart, have been for 30 years.
- I support the New Flower Mart project as an office and retail project above the new wholesale flower market.
- We are a late-night/early morning operation and I don't support any residential units in the New Flower Mart.
- I don't support residential units above or right next to the new wholesale flower market.
- Our work is noisy and if you put housing in the New Flower Mart it will hurt our operations and cause conflict with the new residents.

Charlie Cheng Pin Nursery 7980 Holsclaw Rd Gilroy CA, 95020 408-710-9338 From:

Jeanne < jeanne@sfflowermart.com>

Sent:

Sunday, September 30, 2018 8:12 PM

To:

Tang, Katy (BOS); Kim, Jane (BOS); Safai, Ahsha (BOS); Major, Erica (BOS)

Subject:

Letter from SFFM

Attachments:

180928 Ltr from SFFM to BOS Land Use.docx

This message is from outside the City email system. Do not open links or attachments from untrusted sources.

September 28, 2018

Chair Katy Tang
Vice-Chair Jane Kim
Supervisor Ahsha Safai
San Francisco Board of Supervisors
Land Use and Transportation Committee

Dear Supervisors Tang, Kim and Safai:

We represent the San Francisco Flower Mart, one of the oldest wholesale flower markets in the United States. We manage the wholesale marketplace which houses over 50 individual flower vendors. We support the Flower Mart Project in Central SoMa as an office and retail development above a new, state-of-the-art wholesale flower market. This has been the plan for the site for at least the past four years. However, it is important to note that we are absolutely opposed to any residential units on the site.

The San Francisco Flower Mart is an industrial business. We are heavily reliant on vehicles to both receive and deliver the products we sell in our wholesale marketplace, many of these vehicles are semi-trucks and box trucks. Our businesses operate late night and very early morning hours, as early as 12:00 AM, when our vendors begin receiving deliveries on semi-trucks and box trucks. Our customers arrive and begin buying our perishable products at 2:00 AM. Although we sell a beautiful product, we are extremely noisy and typically have trucks parked, sometimes double parked, in our alleyways and surrounding streets most days during the week. If housing were to be built on this site, it would conflict with these activities and cause a hardship for our wholesale vendors and customers to operate effectively. While we support housing being built in San Francisco in general, we very strongly request that you maintain the Flower Mart Project as it has been planned, with only office and retail space above and adjacent to the wholesale flower market.

Respectfully,

Vance Yoshida
Vance Yoshida
President
San Francisco Flower Mart LLC

Jeanne Boes
Jeanne Boes
Chief Operations Officer and General Manager

#### San Francisco Flower Mart LLC

Jeanne Boes General Manager Chief Operations Officer SAN FRANCISCO FLOWER MART 640 Brannan Street San Francisco, CA 94107 415.392.7944 415.637.8817 cell

www.sfflowermart.com http://www.facebook.com/SFFlowerMart https://twitter.com/sfflowermart

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FLOWER

## SAN FRANCISCO FLOWER MART 180617

SUBALITHO IN COMM 7/16/18

June 29, 2018

Dear President Cohen and Members of the SF Board of Supervisors,

My name is Jeanne Boes, General Manager and Chief Operations Officer of the San Francisco Flower Mart LLC (SFFM). SFFM is the master tenant of the historic wholesale flower market at 6th & Brannan Streets in SoMa. I represent our members/ownership group and our 50+ tenants which make up the San Francisco Flower Mart. I am writing to express our support for the Central SoMa Plan and the Flower Mart Project.

To give you a brief history, the San Francisco Flower Mart has operated in the City of San Francisco since 1912. We were founded by groups of immigrant flower farmers to the Bay Area, Chinese, Italian and Japanese farmers of California cut flowers and plants. We have relocated our market four times over the years in SF, going from selling at the foot of Lotta's Fountain to our current location at 6th and Brannan Streets. These farmers even supported and worked their Japanese neighbors' farms during World War II, when Japanese Americans were relocated to internment camps. We have always stayed together in SF!

We are now at another transition in our life in the City, preparing to relocate to a temporary location at 2000 Marin Street, as our partner Kilroy Realty builds-out the new Flower Mart. We are eternally grateful for the support of both Supervisor Jane Kim, and Supervisor Aaron Peskin. These Supervisors worked tirelessly to assure that the temporary location of the SFFM will be at 2000 Marin Street and not at Piers 19 & 23 on the crowded, busy Embarcadero. This temporary site will assure the viability of our tenants during the buildout of the new Flower Mart at 6th & Brannan Streets.

Here is a snapshot of the SF Flower Mart. We are part of a \$26 billion US Industry; with retail sales in the US totaling \$7,500,000,000. This means we generate hundreds of millions of dollars annually in the City of San Francisco.

We house over 50 small businesses in the market (vendors), 26 of these vendors qualify as "Legacy Businesses" in SF. They are purveyors of cut flowers, potted plants, blooming plants and floral supply products. Products in our market at one time were only from the immediate Bay Area, now flowers come from all over the world. These products are delivered to our marketplace via the aid of the trucking and transportation industry. We are heavily reliant on semi-trucks and box trucks to receive and distribute our products.

In addition to showing our full support for the Plan and the Project, we want to bring attention to couple of very important issues as they relate to the viability of the wholesale flower market, parking and zoning requirements.

## FLOWER M A R T

#### SAN FRANCISCO FLOWER MART

We employ over 350 blue-collar workers in the Flower Mart, and most of these workers drive their vehicles to work. They currently park on the surrounding streets and alley ways, with no cost to them. Our business depends on the use of personal vehicles -- vans, and box trucks. We are heavily reliant on transportation; public transportation is not an option for our vendors. In addition to the inaccessibility of public transit during our early morning hours, our vendors often arrive with trucks full of product. We operate during the hours of:

12 am to 3 pm, Monday, Wednesday and Friday
5 am to 3 pm, Tuesday, Thursday and Saturday
Our peak hours of operation run from 5-6 am to 12-1 pm Monday-Friday.

We have over 4,300 registered buyers ("Badgeholders"), most of which are small business owners, who operate in every surrounding county of the Bay Area, including SF. Our customers load their vehicles with the product they purchase at the SFFM and deliver the product back to their businesses via personal vehicles, small trucks, or vans. Currently, our parking lot holds 144 customer cars and trucks and is often double parked to accommodate demand. Our vendors park their box trucks on the streets surrounding the market.

In the New Flower Mart Project we have been promised 150 car spaces and 25 truck parking spaces within the parking garage dedicated to the SFFM -- there is no way we can operate with less than that. In addition to those spaces within the project, we will also need to use the parking and loading spaces proposed on the streets surrounding the market for the early morning and late night hours.

Another issue that has been brought to our attention is the zoning requirement for PDR use to have transparent windows and doors on 60% of the ground floor street frontage. Looking at the current design and customer flow, either the windows would look into the refrigeration units causing temperature variations along with sunlight which would damage the product. Our perishable products need regulated stable environments to maximize shelf life. The other option would have the windows opening into the back-of-house of the vendor's operation, resulting in a lack of privacy and security. This requirement would negatively affect the operations of our vendors in the market.

We urge you to approve the Central SoMa Plan, and the Flower Mart Project, which will allow our vendors to continue to grow and thrive for another 100 years in SF. Please also consider the exceptions for the Flower Mart Project related to the two issues described above.

Respectfully,

J∉anne Boes

General Manager, Chief Operations Officer

SAN FRANCISCO FLOWER MART LLC

#### Central SoMa Zoning Analysis - Suggested Planning Code Amendments

The table below identifies issues in the proposed Central SoMa Planning Code amendments ordinance (BOS File No. 180184) that are of particular concern to the proposed Flower Mart Project. Suggested revisions are indicated in red.

Topic	Draft Planning	Issue	Suggested Revision				
	Code Section:						
	SFFM Proposed Amendments not Addressed by Planning Commission						
Parking	Proposed § 329(e)(3)(B)	The proposed ordinance does not provide an exception from the parking standards for the Key Sites, even though those properties are required to provide large PDR spaces, the future tenants of which are likely to require large amounts of parking.  In particular, the success of the replacement Wholesale Flower Market will depend in large part on the provision of adequate parking (as required by KRC's agreement with the Wholesale Flower Market tenants) to accommodate a high volume of wholesale customers moving large amounts of goods. We propose the addition of an exception that would allow Key Sites to receive an exception to provide additional parking for wholesale /distribution uses.	Proposed § 329(e)(3)(B) should be amended to allow Key Sites to seek an exception from the maximum accessory parking requirements in order to provide sufficient parking for large scale wholesale and distribution uses.  (B) Exceptions the requirement that POPOS be open to the sky established in Section 138(d)(2)(B); or the commercial orientation of large sites established in Section 249.78(c)(6); or the accessory parking maximums set forth in Section 151.1, such that the Key Site identified in Section 329(e)(2)(F) may provide accessory parking for Wholesale Sales and Distribution uses up to a rate of one car per each 750 square feet of Gross Floor Area.				
Transparent Fenestration of PDR	Proposed §§ 249.78(c)(1)(E) and 329(e)(3)(B)	The Proposed § 249.78(c)(1)(E) applies the transparency and fenestration requirements of existing Code Section 145.1 to PDR uses.  The types of uses that occupy PDR space often involve machinery, noise, and abnormal operating hours, and are not the type of uses enhanced by ground floor transparency—nor are they the kinds of uses for which ground floor windows would enhance the pedestrian environment.	Proposed § 329(e)(3)(B) should be amended to allow Key Sites to seek an exception from the requirement that PDR uses meet the transparency and fenestration requirements contained in § 249.78(c)(1)(E).  (B) Exceptions the requirement that POPOS be open to the sky established in Section 138(d)(2)(B); or the commercial orientation of large sites established in Section 249.78(c)(6):; or the requirement that PDR uses meet the transparency and fenestration requirements established in Section 249.78(c)(1)(E).				

POPOS	Amended § 138; Proposed § 329(e)(3)(B)	Under proposed § 329(e)(3)(B), Key Sites may seek an exception from "the requirement that POPOS be open to the sky established in Section 138(d)(2)(B)." But it is § 138(d)(2)(E)(i) that requires at grade open space to be open to the sky.  Proposed § 138(d)(2)(B) requires that projects "on sites of 40,000 square feet or more and located south of Bryant Street shall provide the required open space outdoors and may not pay an in-lieu fee."	Proposed § 329(e)(3)(B) regarding open space exceptions that should be corrected as follows:  (B) Exceptions the requirement that POPOS be open to the sky established in Section 138(d)(2)(BE)(i); or the commercial orientation of large sites established in Section 249.78(c)(6).
POPOS & Open Space In-Lieu Fee	Amended § 426	As amended, § 426 states that an in-lieu fee is required for each square foot of POPOS and non-residential open space that is required but not provided.	Amended § 426 should be revised such that an in lieu fee would not be required where a project obtains an exception only from the qualitative standards of the POPOS requirements, but where the project provides the amount of POPOS mandated by the Code. We suggest the following amendment:  In the CMUO District, the usable open space requirement of Section 135.3 and the POPOS requirement of Section 138 may be satisfied through payment of a fee of \$890 for each square foot of required usable open space not provided. Payment of a fee shall not be required for any square footage of usable open space or POPOS that is provided in the amount required, but for which a variance or exception is granted for design standards otherwise applicable to such open space or POPOS.
Living and Solar Roofs	Proposed §§ 249.78(d)(3) and 329(e)(3)(B)	Proposed § 249.78(d)(3) requires that Central SoMa buildings that are 160-feet-tall or less provide at least 50% of the roof area as living roof and comply with Building Code Section 5.201.1.2, which sets forth the requirements for solar systems on non-residential buildings.	Proposed § 329(e)(3)(B) should allow for a Key Sites exception from the living roof and solar requirements as long as a comparable amount of required living roof and/or solar system area is provided elsewhere on the property.  (B) Exceptions the requirement that POPOS be open to the sky established in Section 138(d)(2)(B); or the commercial orientation of large sites established in Section 249.78(c)(6):, or the living and solar roofs requirements established in Section 249.78(d)(3), so long as a comparable amount of required living and/or solar roof area is provided elsewhere on the property.

Tower Separation	Proposed §§ 132.4(d)(3) and 329(e)(3)(B)	Proposed § 329(e)(3)(B) states that Key Sites can seek an exception for the tower separation requirements in § 132.4, and Planning staff has advised that Key Sites are not required to meet the 4 criteria listed in proposed § 132.4(d)(3) in order to obtain this exception. However, this should be clarified in the Code language.	Proposed § 132.4(d)(3) should be amended to clarify that Key Sites can obtain an exception from the tower separation requirements without meeting the four criteria set forth in proposed § 132.4(d)(3)(B):  Through the procedures of Section 329, the Planning Commission may reduce the separation required under subsection (A) if it finds that a Tower project meets all of the following criteria. Key Sites, as identified in § 329(e)(2), are not required to comply with the following criteria in order to obtain a reduction of the Building Separation requirements set forth in subsection (A), as the Key Sites are eligible for a general exception from the Building Separation requirements pursuant to § 329(e)(3)(B).
Key Sites Exceptions, Generally	Proposed § 329(d)(12)	The proposed language eliminates the ability of Central SoMa SUD projects to seek the PUD exceptions under § 304, which are currently available to LPA projects pursuant to existing § 329(d)(12).  The Central SoMa Plan requires or encourages a mix of PDR, office, retail, and residential in a relatively dense environment, all while striving for a dense, walkable, and transit-oriented neighborhood. Some measure of flexibility in applying prescriptive Code standards is necessary in order to facilitate building typologies and mixes of uses that are relatively novel.	Revise amended § 329(d)(12) to allow Key Sites projects to seek PUD-type exceptions (as set forth in § 304) via an LPA:  Where not specified elsewhere in this <u>Ss</u> ubsection (d), modification of other Code requirements <u>which that</u> could otherwise be modified as a Planned Unit Development (as set forth in Section 304), irrespective of the zoning district in which the property is located, <u>except that such modifications shall not be permitted for non-Key Sites projects in the Central SoMa Special Use District. Those projects on Key Sites, as identified in subsection (e) below, may obtain exceptions from those Code requirements that could be otherwise be modified as a Planned Unit Development.</u>

File Nos. 180490, 180185, 180453, 180184, 180612 Received via email 9/26/18



T 510.836.4200 F 510.836.4205 410 12th Street, Suite 250 Oakland, Ca 94607

www.lozeaudrury.com richard@lozeaudrury.com

By Email and US Mail

September 26, 2018

Angela Calvillo, Clerk of the Board San Francisco Board of Supervisors 1 Dr. Carlton B. Goodlett Place City Hall, Room 244 San Francisco, CA 94102-4689 Board.of.Supervisors@sfgov.org angela.calvillo@sfgov.org

Lisa M. Gibson, Environmental Review Officer 1650 Mission Street, Suite 400 San Francisco, CA 94103 lisa.gibson@sfgov.org

RE:

Central SoMa Plan and Environmental Impact Report for Central SoMa Plan (SCH NO. 2013042070)

Dear Ms. Calvillo and Ms. Gibson:

I am writing on behalf of SF Blu, a San Francisco Homeowners' Association representing residents living at 631 Folsom Street, to request that the City and County of San Francisco ("City") provide us with written notice of any and all notices issued under California Planning and Zoning Law and/or the California Environmental Quality Act ("CEQA"), referring or related to the Central SoMa Plan and Environmental Impact Report for Central SoMa Plan (SCH NO. 2013042070).

In particular, we hereby request that the City send by mail or electronic mail to my firm at the address below notice of any and all actions or hearings related to activities undertaken, authorized, approved, permitted, licensed, or certified by the City and any of its subdivisions, including, but not limited to the following:

- Notice of any public hearing in connection with the Project as required by California Planning and Zoning Law pursuant to Government Code Section 65091.
- Any and all notices prepared pursuant to the California Environmental Quality Act ("CEQA"), including, but not limited to:
  - Notices of any public hearing held pursuant to CEQA.

Request for CEQA Notices September 26, 2018 Page 2 of 2

- Notices of determination that an Environmental Impact Report ("EIR") or supplemental EIR is required for a project, prepared pursuant to Public Resources Code Section 21080.4.
- Notices of availability of an EIR or a negative declaration for a project prepared pursuant to Public Resources Code Section 21152 and Section 15087 of Title 14 of the California Code of Regulations.
- Notices of approval and/or determination to carry out a project, prepared pursuant to Public Resources Code Section 21152 or any other provision of law.
- Notice of approval or certification of any EIR or negative declaration prepared pursuant to Public Resources Code Section 21152 or any other provision of law.
- Notice of exemption from CEQA prepared pursuant to Public Resources Code section 21152 or any other provision of law.
- Notice of any Final EIR prepared pursuant to CEQA.
- Notice of any Supplemental EIR prepared pursuant to CEQA.

Please note that we are requesting notices of CEQA actions and notices of any public hearings to be held under any provision of Title 7 of the California Government Code governing California Planning and Zoning Law. This request is also filed pursuant to Public Resources Code Sections 21092.2, and 21167(f) and Government Code Section 65092, which require local agencies to mail such notices to any person who has filed a written request for them with the clerk of the agency's governing body.

Please send notice by electronic mail to:

Richard Drury Lozeau Drury LLP 410 12th Street, Suite 250 Oakland, CA 94607 richard@lozeaudrury.com

Please call should you have any questions. Thank you for your attention to this matter.

Sincerely.

Richard Drury Lozeau Drury LLP

## **Board of Supervisors, (BOS)**

From: Cliff Leventhal <cliffleventhal@gmail.com>

**Sent:** Wednesday, September 19, 2018 3:23 PM

**To:** Board of Supervisors, (BOS)

**Subject:** Owner Opposition to the BLU HOA Board's Appeal on the Central Soma Plan.

I am presenting for the Supervisors' review, a copy of my presentation at the next Supervisors meeting regarding the Central Soma plan and its impact on the BLU. I will also forward a copy of my Cease and Desist letter, objecting to the possible unauthorized use of HOA funds to oppose the plan by some individuals of the HOA Board and its Director.

Cliff

Begin forwarded message:

From: Cliff Leventhal <a href="mailto:cliffleventhal@gmail.com">cliffleventhal@gmail.com</a>

To: Cliff Leventhal <a href="mailto:cliffleventhal@gmail.com">cliffleventhal@gmail.com</a>

Subject: Draft of Presentation to Supervisor Board

Hi. I am Cliff Leventhal, and owner and resident at the BLU, 631 Folsom Street, since March 2013, and a former member of the BLU Social Committee. I retired recently as the owner of a Computer Manufacturer and Distributor, headquartered in New York. I would like to speak on behalf of myself and several other owners at the BLU in favor of the Central Soma plan, and opposed by some members of the HOA Board.

I live on the 4th floor of the building, and was not surprised the some of the owners in the Penthouse and upper floors of the 20 floors of residences were opposed to a development over a block away that might obstruct their view of the Bay Bridge. To me, what is more important is what is happening on the streets of San Francisco. Hawthorne Street, adjacent to our building, is nightly strewn with shards of broken car windows, and on Harrison Street you find the homeless pushing shopping carts of their meager possessions past many undeveloped sites. We have to take care of these unfortunate folks, and help upgrade our neighborhood and their lives

What disturbs me is that some members of the Board, living in the upper stories, are pro-porting that the building as a whole is opposed to the Central Soma plan, and have taken it upon themselves to fight it, project by project, possibly using everyone's HOA funds. To the best of my knowledge I and other owners outside the board were never consulted about our views. The legality of the HOA Board representing the building as a whole is questionable. I have documented this with a Cease and Desist letter to the HOA Board and Building Management and an forwarding you a copy of my letter.

I have also twice requested through the Building Manager that the Developers, and even our Supervisor, be invited to present information to the HOA members, and twice been denied by the HOA Board. All that is presented at the HOA meetings are the unsupported views of some of the Board's members and Director.

If the goal is to enhance the value of our properties, it would best be served by helping the homeless, and providing shops, offices, and residences in place of the current conditions on Harrison Street. I am strongly in favor of the Central Soma plan, which took years of effort by professional city planners to develop. My only reservation is that it does not go far enough and should be expanded to provide even more residences, as is being done in several other projects.

# **Board of Supervisors, (BOS)**

From:

Cliff Leventhal <cliffleventhal@gmail.com>

Sent:

Friday, September 21, 2018 3:20 PM

To:

Board of Supervisors, (BOS)

Subject:

DRAFT - Leventhal - Letter to HOA.docx

Attachments:

DRAFT - Leventhal - Letter to HOA.docx

Attached, for review by the Board of Supervisors, is a draft copy of the Cease and Desist letter I had my lawyer prepare. It was sent to the BLU Manager, and the HOA Board. It was sent Sept 7. As of today, Sept 21, I have not received any of the information requested.

Cliff Leventhal 631 Folsom St. 4D San Francisco CA 94107 September _____, 2018

### Via Email and U.S. Mail

Re: Central SoMa Plan and EIR

This office represents Cliff Leventhal, a homeowner in the SF BLU condominium building. It has come to our client's attention that the SF BLU Homeowners' Association (the "HOA") has recently taken actions relating to the Central SoMa Plan, including the following: (1) filing an appeal challenging the Central SoMa Plan on or about June 8, 2018 (the "Appeal"); and (2) sending a letter dated June 26, 2018 to the San Francisco Board of Supervisors (the "Letter"), threatening legal action on behalf of the HOA.

We understand that there was no HOA Board of Directors ("Board") meeting at which these issues were discussed, no formal Board approval of the Appeal or the Letter, and no advance notice given to the HOA members before these steps were taken. It seems that only the individual Board members, or some of them, were involved in the preparation of the Appeal and the Letter, and that these individuals improperly purported to speak on behalf of the HOA. This conduct was in violation of [cite section of CC&Rs; cite section of Davis-Stirling].

Three weeks after the Letter was sent, the Board held a meeting on July 17, 2018. Although the Central SoMa Plan was not an agenda item, an Owner present at the meeting reportedly raised the issue. The Owner asked the Board how the HOA's opposition to the Central SoMa Plan – as expressed in the Appeal and the Letter – would be funded. In response, the Board discussed using <u>building reserves</u> to finance a lawsuit against the City.

Our client strongly objects to any HOA funds being used to oppose the Central SoMa Plan in any way. This would be a misuse of the HOA's reserves, which are earmarked solely for "the repair, restoration, replacement, or maintenance of, or litigation involving the repair, restoration, replace, or maintenance of, major components of the Common Area and facilities...." (CC&Rs, Section 4.3(d); Davis-Stirling [cite].) Indeed, we understand that the HOA is underfunded as it is, and that the diversion of HOA funds for use in opposing the Central SoMa Plan would only exacerbate this problem. Nor would it be proper for the HOA to increase assessments or impose special assessments for this purpose. The Board's authority to take such action is quite limited and would likely require the approval of a majority of the Owners at a properly-noticed meeting, with a quorum present. (CC&Rs, Section 4.5.)

Further, it would be improper for the Board to commence or pursue litigation against the City regarding the Central SoMa Plan. The CC&Rs only contemplate lawsuits by the HOA

September ____, 2018 Page 2

relating to defects in or damage to the building, or enforcement of the Condominium Documents. (CC&Rs Sections 4.9(n), 9.1(b).) Moreover, even assuming the HOA had the authority to file suit against the City (which our client denies), the Board would first be required to comply with Section 9.1(b) of the CC&Rs, which requires written notice to all members of the HOA and a meeting to discuss the contemplated lawsuit.

Any further action in contravention of the CC&Rs and Davis-Stirling, including expending HOA funds to oppose the Central SoMa Plan, will expose the members of the Board to liability for breach of their fiduciary duties owed to the HOA and its members. Our client hereby demands that the members of the Board immediately cease and desist their improper and unauthorized conduct with respect to the Central SoMa Plan, and that the Board instead proceed in strict compliance with the CC&Rs and California law.

Finally, our client demands full disclosure of the Board's past activities related to the Plan, the One Vassar project, and/or the 350 2nd Street project. Please provide me with copies of all notices sent to the Owners, if any, all meeting minutes, and the provisions of the CC&Rs which the Board relied on as authority for filing the Appeal and sending the Letter in the name of the HOA. We will also require copies of all contracts for services entered into by the Board relating to these issues, all legal bills for representing the HOA (whether paid by the HOA or others), all correspondence with outside parties, and summaries of all material conversations or meetings with outside parties relating to the Central SoMa Plan. Please provide these materials by close of business on September 17, 2018.

Thank you for your attention to this matter. We look forward to your prompt response.

Very truly yours,

Jessica M. Takano

cc: Client (via email)



Received in Committee 7/9/2018 Q10:30am

San Francisco Board of Supervisors City Hall San Francisco CA 94102

July 9, 2018

RE:

**CENTRAL SOMA PLAN** 

Establishing The South of Market Community Advisory Committee

Honorable Supervisors:

The Department of City Planning now recommends establishing a new South of Market CAC by splitting the existing Eastern Neighborhoods Citizens Advisory Committee in two. That is a logical starting point, but falls far short of what is really need to ensure full public and community participation in determining the future of our dynamic Neighborhood.

The current Eastern Neighborhoods CAC suffers from two fatal flaws:

- 1. As the Department now admits, it is too big, attempting to provide community engagement for three very complex and different neighborhoods SOMA, the Mission District, and Potrero/Central Waterfront.
- 2. Its scope of City development review is far too limited limited to just MTA, DPW, Park/Rec, and Childcare planning. The crucial Mayor's Office of Housing affordable housing programs are completely omitted, and also the Mayor's Offices of Community Development and Economic and Workforce Development.

To correct this, the scope of the purview of the new Central SOMA CAC must be substantially enlarged and very clearly specified, as follows (this would be a revision of the Eastern Neighborhoods ordinance section outlining that CAC's role):

"The SOMA CAC shall be the central community advisory body charged with providing input to City agencies and decision makers with regard to all activities related to implementation of the Central SOMA Plan and Eastern Neighborhoods Area Plans within the South of Market Special Use District by all City agencies, including but not limited to the City Planning Department, the Mayor's Office of Housing and Community Development, the Mayor's Office of Economic and Workforce Development, the Municipal Transportation Authority, the Recreation and Parks Department, the Department of Public Works, and the Arts Commission. The CAC is established for the purposes of providing input regarding Central SOMA Plan Area and Eastern Neighborhoods Plan Areas within the South of Market Special Use District on the (i) prioritization of Public Benefits, (ii) updating the

Public Benefits program, (iii) programming of public investments in South of Market including community facilities districts, (iv) proposed revisions to planning code and zoning provisions, (v) relaying information to community members in the South of Market neighborhood regarding the status of development proposals, and (vi) providing input to plan area monitoring efforts as appropriate. The CAC shall be advisory, as appropriate, to the Planning Department, the Interagency Planning & Implementation Committee (IPIC), the Planning Commission, relevant City departments and agencies, and the Board of Supervisors."

Sincerely,

John Elberling President

#### **BOARD of SUPERVISORS**



City Hall
1 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:

John Rahaim, Director, Planning Department

Todd Rufo, Director, Office of Economic and Workforce Development

FROM:

Alisa Somera, Legislative Deputy Director

Rules Committee

DATE:

June 11, 2018

SUBJECT:

LEGISLATION INTRODUCED

The Board of Supervisors' Rules Committee has received the following proposed legislation, introduced by Mayor Farrell on June 5, 2018:

File No. 180612

Ordinance amending the Administrative Code Special Tax Financing Law, constituting Article 43.10, to authorize special tax financing of certain facilities and services related to the Central SoMa Plan Area and to make other necessary amendments.

If you have comments or reports to be included with the file, please forward them to me at the Board of Supervisors, City Hall, Room 244, 1 Dr. Carlton B. Goodlett Place, San Francisco, CA 94102 or by email at: <a href="mailto:alisa.somera@sfgov.org">alisa.somera@sfgov.org</a>.

c: Scott Sanchez, Planning Department
Lisa Gibson, Planning Department
AnMarie Rodgers, Planning Department
Dan Sider, Planning Department
Aaron Starr, Planning Department
Joy Navarrete, Planning Department
Laura Lynch, Planning Department
Ken Rich, Office of Economic and Workforce Development
Lisa Pagan, Office of Economic and Workforce Development

### Office of the Mayor San Francisco



TO:

Angela Calvillo, Clerk of the Board of Supervisors

FROM:////////Mayor Farrell

RE: San Francisco Special Tax Financing Law

DATE: June 5, 2018

Attached for introduction to the Board of Supervisors is an ordinance to amend the San Francisco Administrative Code Special Tax Financing Law, constituting Article 43.10, to authorize special tax financing of certain facilities and services related to the Central SoMa Plan Area and to make other necessary amendments.

Should you have any questions, please contact Andres Power 554-5168.