- [Planning, Administrative Codes Zoning Controls and Fees in the C-3-R (Downtown Retail) District]
- 3 Ordinance amending the Planning Code to change zoning controls for Non-Retail Sales and Service Uses in the C-3-R (Downtown Retail) Zoning District; amending the 4 Planning and Administrative Codes to create the Union Square Park, Recreation, and 5 6 Open Space Fund and Fee; affirming Planning Department's determination under the California Environmental Quality Act: and making findings of consistency with the 7 8 General Plan, and the eight priority policies of Planning Code, Section 101.1; and making findings of public necessity, convenience, and welfare pursuant to Planning 9 10 Code, Section 302. 11 NOTE: **Unchanged Code text and uncodified text** are in plain Arial font. Additions to Codes are in single-underline italics Times New Roman font. 12 Deletions to Codes are in *strikethrough italics Times New Roman font*. Board amendment additions are in double-underlined Arial font. 13 Board amendment deletions are in strikethrough Arial font. Asterisks (* * * *) indicate the omission of unchanged Code 14 subsections or parts of tables. 15 Be it ordained by the People of the City and County of San Francisco: 16 17 18 Section 1. Environmental and Land Use Findings. 19 The Planning Department has determined that the actions contemplated in this (a) ordinance comply with the California Environmental Quality Act (California Public Resources 20 21 Code Sections 21000 et seq.). Said determination is on file with the Clerk of the Board of Supervisors in File No. 180916 and is incorporated herein by reference. The Board affirms 22 23 this determination. 24 (b) On October 18, 2018, the Planning Commission, in Resolution No. 20317, 25 adopted findings that the actions contemplated in this ordinance are consistent, on balance,

with the City's General Plan and eight priority policies of Planning Code Section 101.1. The
Board adopts these findings as its own. A copy of said Resolution is on file with the Clerk of
the Board of Supervisors in File No. 180916, and is incorporated herein by reference.

4 (c) Pursuant to Planning Code Section 302, the Board finds that this Planning Code
5 amendment will serve the public necessity, convenience, and welfare for the reasons set forth
6 in Planning Commission Resolution No. 20317, and the Board incorporates such reasons
7 herein by reference.

8

9 Section 2. Findings About the Need for Permanent Controls for Non-Retail Sales and
10 Service Uses.

(a) Adopted in 1985, the Downtown Area Plan sets forth policies that guide land use
decisions to create the physical form and pattern of a vibrant, compact, pedestrian-oriented,
livable, and vital downtown San Francisco. The Downtown Area Plan grew out of a
contemporaneous awareness of the public concern over the degree of change occurring
downtown and the need to balance the often conflicting civic objectives of fostering a vital
economy and retaining the urban patterns and structures which collectively form the physical
essence of San Francisco.

(b) The twenty-three core objectives of the Downtown Area Plan continue to guide
the evolution of one of the most successful core areas of any American city. The vitality, job
and housing density, retail activity, and overall character of San Francisco's downtown area
have improved dramatically since the inception of the Downtown Area Plan.

(c) Objective 3 of the Downtown Area Plan calls for the improvement of downtown
San Francisco's position as the region's prime location for specialized retail trade. Policy 3.1
of the Downtown Area Plan mandates the maintenance of high quality, specialty retail
shopping facilities in the retail core, and notes that the concentration of quality stores and

merchandise allows the retail area to function as a regional, as well as a citywide attraction.
Policy 3.1 also provides that the appeal of the downtown area is enhanced by the "sunny
pedestrian environment" in and around Union Square, and directs that further development
retain the area's compact and pleasant environmental setting.

5 (d) To enhance the viability of a vibrant retail environment, the Downtown Area Plan 6 created the C-3-R Downtown Retail Zoning District (C-3-R District), and prioritized the 7 concentration of retail uses within the district while recognizing that too much retail space in 8 other scattered locations could weaken the strength of a concentrated retail district. The C-3-9 R District represented a retail core, and regulations were crafted to protect against retail to 10 non-retail conversions. In spite of some decentralization and fragmentation of retail uses over 11 the years, the retail environment of Union Square has remained strong.

12 (e) The C-3-R District is one of the more compact Downtown C-3 Zoning Districts 13 and encompasses the Union Square neighborhood, with boundaries extending from Bush 14 Street to the North, Kearny Street to the East, Mission Street to the South and Powell Street 15 to the West. Also referred to as the Downtown Retail District, the C-3-R District is a regional 16 center for comparison shopper retailing and direct consumer services. It covers a compact 17 area with a distinctive urban character, consists of uses with cumulative customer attraction 18 and compatibility, and is easily traversed by foot.

(f) The Planning Department and Planning Commission have been studying
ongoing trends and changes in the retail market in San Francisco. In response to applications
seeking to convert existing retail space to office use within the C-3-R District, the Planning
Commission held hearings on March 16, 2017, and February 22, 2018, to discuss
conversions from retail to other uses in that district.

(g) At the March 16, 2017, Planning Commission hearing, the Office of Economic
 and Workforce Development (OEWD) reported on the trends in the C-3-R District as

1 compared to local, regional, and national trends in retail (2017 OEWD Report). At that 2 hearing, Planning Department staff outlined three potential approaches to reviewing retail-to-3 office conversions in the C-3-R District, which included (1) continuing to review projects seeking upper level retail-to-office conversions on a case-by-case basis; (2) adopting a policy 4 5 that provides specific additional criteria that such projects must meet in order for approval; or 6 (3) initiating changes to the Planning Code to codify the criteria that such projects must meet 7 in order for approval. The 2017 OEWD Report is on file with the Clerk of the Board of 8 Supervisors in Board File No. 180916 and is incorporated by reference.

9 (h) Since March 16, 2017, OEWD conducted additional research and analysis 10 related to lease rates, vacancies, and tenant space sizes specific to the C-3-R District and 11 found, in pertinent part, that Union Square retail lease rates have surpassed Citywide lease 12 rates, and that Union Square has higher lease rates than any part of the City in all classes of 13 office.

(i) 14 At the February 22, 2018, Planning Commission hearing, OEWD reported on these changes (2018 OEWD Report), and cited dramatic changes in the retail landscape over 15 16 the past 40 years in San Francisco and ongoing major restructuring in the national retail 17 industry. OEWD found that although San Francisco's retail economy has somewhat slowed, 18 retail stores and restaurants here have largely been insulated from national trends due to San 19 Francisco's many competitive advantages, including the City's strong local economy, 20 significant regional and international tourism, and granular approach to zoning controls aimed 21 at enhancing the City's existing retail corridors and zoning districts. The 2018 OEWD Report is on file with the Clerk of the Board of Supervisors in Board File No. 180916 and is 22 23 incorporated by reference.

(j) The Union Square area continues to be a world-class retail destination that
 draws both tourists and Bay Area residents with its combination of walkable shopping and

dining, excellent transit access, and top-tier hospitality. A 2016 study showed that Union
 Square merchants generate approximately 37% of San Francisco's sales tax in general
 consumer goods, and 15% of all City sales tax dollars.

(k) To ensure that the City does not lose the opportunity to preserve the existing
character of the C-3-R District, and to continue to develop and conserve the economic vitality
of the City, it is necessary to consider the effects of conversions from Retail to Non-Retail
Sales and Service use in the C-3-R District.

8 (I) On May 22, 2018, the Board of Supervisors passed Resolution No. 153-18, an 9 interim controls resolution. In addition to the findings required by Planning Code Section 303, Resolution No. 153-18 requires the City to make additional findings regarding the viability of 10 11 Retail in the C-3-R District to approve any conditional use permit seeking to convert from a 12 Retail Use to Non-Retail Sales and Service Use. An applicant must also provide information 13 regarding the vacancy and rental rates for Retail and Non-Retail Sales and Services Uses, 14 and any other relevant information regarding neighborhood development, economic or 15 demand changes in the C-3-R District. Resolution No. 153-18 became effective on June 1, 16 2018, and will expire 18 months from that date, or until the Board of Supervisors adopts 17 permanent legislation regulating conversions from Retail to Non-Retail Sales and Service Use 18 in the C-3-R District, whichever comes first. 19 (m) The Board of Supervisors hereby enacts permanent controls for Non-Retail 20 Sales and Service Use in the C-3-R District, including conversions from Retail Use. 21 Section 3. The Planning Code is hereby amended by revising Section 210.2, to read 22

- 23 as follows:
- 24 SEC. 210.2. C-3 DISTRICTS: DOWNTOWN COMMERCIAL.
- 25

Downtown San Francisco, a center for City, regional, national, and international
 commerce, is composed of five separate districts, as follows:

3 * * * *

C-3-R District: Downtown Retail. This District is a regional center for comparison 4 5 shopper retailing and direct consumer services. It covers a compact area with a distinctive 6 urban character, consists of uses with cumulative customer attraction and compatibility, and is 7 easily traversed by foot. Like the adjacent Downtown Office District, this District is well-served 8 by City and regional transit, with automobile parking best located at its periphery. Within the 9 District, continuity of retail and consumer service uses is emphasized, with encouragement of 10 pedestrian interest and amenities and minimization of conflicts between shoppers and motor vehicles. A further merging of this District with adjacent, related Districts is anticipated, 11 12 partially through development of buildings which combine retailing with other functions. * * * * 13

14			Table 21	0.2			
15	ZONING CONTROL TABLE FOR C-3 DISTRICTS						
16	Zoning Category	§ References	C-3-O	C-3-O(SD)	C-3-R	C-3-G	C-3-S
17	* * * *						
18	NON-RESIDENTIAL S	STANDARDS A	ND USES				
19	* * * *						
20	Sales and Service Category						
21	* * * *						
22	Non-Retail Sales	§ 102	P (1)	P (1)	P (2)	P (1)	P (1)
23	and Service*						
24	Catering	§ 102	Р	Р	Р	Р	Р
25	Design Professional	§ 102	Ρ	Р	P (2)	Р	Р

1	Laboratory	§ 102	Р	Р	Р	Р	Р
2	Life Science	§ 102	Р	Р	Р	Р	Р
3	Storage, Commercial	§ 102	NP	NP	NP	NP	NP
4	Storage, Wholesale	§ 102	NP	NP	NP	NP	NP
5	Wholesale Sales	§ 102	Р	Р	Р	Р	Р
6	* * * *						

7

Not listed below.

8

(1) C *is*-required if at or below the ground floor.

9 *NP* if located on *floors one* and two through three *the ground floor* and *does not* (2) 10 offers on-site services to the general public. NP on the ground floor if it does not provide onsite 11 services to the general public. C is required if located on the third floor, or floors four through six 12 and the use is larger than 5,000 gross square feet in size or located above the ground floor. 13 For uses located on the third floor, 1 in the C 3 R District, in addition to the criteria set 14 forth in Section 303, a Conditional Use Authorization pursuant to this note approval shall be given 15 upon a determination only if the Commission determines that: services the proposed use 16 would not require modification of the location that would negatively impact existing 17 architectural, historic and aesthetic features, or otherwise inhibit the conversion back to a

18 principally-permitted use in the future; the proposed use would not have an actual or potential

19 adverse impact on adjacent zoning districts in which non-retail sales and services uses are

20 not permitted; and the proposed use will not result in the development of non-retail sales and

21 services uses such that the use will not detract from the District's primary function is no longer

²² as an area for comparison shopper retailing and direct consumer services. <u>Provided further</u>

23 that for any Conditional Use Authorization given pursuant to the preceding sentence, the

24 Planning Commission also consider the following: whether the proposed use would

²⁵ <u>complement or support principally-permitted uses in the District, and whether the site of the</u>

1 proposed use is not conducive to any principally-permitted uses in the District by virtue of

2 physical limitations, including but not limited to the size and orientation of the floor plate and

- 3 the nature of independent access to the third floor.
- 4 (3) C <u>Rr</u>equired if operated on an open lot.

5

(4) Required to be in an enclosed building, NP if operated on open lot.

6 (5) C required if taller than 25 feet above roof, grade, or height limit depending on 7 site or if within 1000 feet of an R District and includes a parabolic antenna with a diameter in 8 excess of 3 meters or a composite diameter of antennae in excess of 6 meters. See definition 9 in Section 102 for more information.

(6) C required for Formula Retail on properties in the C-3-G District with frontage on
 Market Street, between 6th Street and the intersection of Market Street, 12th Street, and
 Franklin Street.

13 (7) Construction of Accessory Dwelling Units may be permitted pursuant to Section
14 207(c)(4).

15

Section 4. Findings Regarding Park, Recreation, and Open Space Requirements in
 the Union Square C-3-R Downtown Retail Zoning District.

(a) In addition to the findings in Section 2 of this ordinance, the Board of
Supervisors further finds that Union Square is both a neighborhood and open space attraction
within the heart of Downtown San Francisco that is an incredibly popular destination for San
Francisco residents, the regional San Francisco Bay Area, and for visitors and tourists from
around the world. Union Square consists of many of the City's finest shops and hotels and is
one of the strongest downtown retail districts in the country. The loss of retail space in the C3-R District will diminish the existing character of the Union Square area by reducing the

25

number of retailers, which may cause some shoppers to leave sooner than they might
 otherwise if a greater density of retailers were present.

3 (b) Fundamental to the C-3-R District at the time of its creation was its emphasis on
4 a continuity of retail and consumer service uses, its ongoing encouragement of pedestrian
5 interest and amenities, and efforts to minimize conflicts between shoppers and motor
6 vehicles.

7 (c) The C-3-R District was created specifically to protect against conversions of 8 retail use to other non-retail uses. Although the retail landscape was different in the 1980s 9 when the Downtown Area Plan was initially crafted and conceived, the rapid growth of office 10 space was and remains a threat to existing retail space, particularly on the upper floors. In 11 furtherance of a dense, pedestrian-oriented retail environment, Downtown Area Plan Policy 12 3.3 requires City policymakers to prioritize retail service businesses in upper floor offices in 13 the retail district.

(d) 14 The 2017 OEWD Report found that (1) rents for smaller retail spaces in the C-3-15 R District had outpaced citywide rates, (2) space available for rent was at an all-time low, (3) 16 the C-3-R District continued to contribute a large portion of City sales tax revenue to the 17 economy, and (4) over the last 5 years, sales of General Consumer Goods had in fact grown 18 both in the C-3-R District and citywide. The 2017 OEWD Report also identified trends in the retail industry, among them: (1) a shift away from the general department store model, (2) a 19 20 general desire for smaller "footprints", and (3) an increase in retailers seeking to provide a 21 more targeted "lifestyle specific" consumer experience.

(e) Meanwhile, the market for leasing office space throughout San Francisco
 continues to thrive, presenting external pressure on the competitiveness of retail space within
 the C-3-R District. According to the Jones Lang Lasalle Office Outlook Report for Q1 2018,
 leasing activity maintained its strong momentum from previous years, with tenants rushing to

lease space in new office developments in the City, even before construction is finished. That
report also found that San Francisco office tenants value spaces with creative and flexible
build-outs that are move-in ready, meaning many office tenants are willing to convert existing
retail spaces within the Downtown C-3-R to Office Use. The Jones Lang Lasalle Office
Outlook Report for Q1 2018 is on file with the Clerk of the Board of Supervisors in Board File
No. 180916.

(f) Applicants continue to seek to convert retail space to office and other non-retail
space. The applications to convert existing retail space contribute to the rising rents for
existing retail space and limited amount of available retail space.

(g) The proposed conversion of retail to office space in the C-3-R District brings with
 it new impacts on the public realm, by virtue of bringing new office workers to this vibrant
 predominantly-retail area. When a space converts from retail to office, generally, there are
 more office workers per square foot than retail workers per square foot.

(h) As office space is approved, either as new construction or by way of conversion,
public facilities will be more heavily and consistently used throughout the full day. This results
in a more intense use for public facilities due to the larger worker population. The stress on
these public facilities and the need for new and improved open space amenities and
infrastructure is anticipated to increase as the creation of new office space occurs in the
Downtown C-3-R.

(i) In 2012, the City contracted with Hausrath Economics Group to prepare the
 Downtown San Francisco Park, Recreation, and Open Space Development Impact Fee
 Nexus Study (Nexus Study). The Nexus Study examined the impacts of people living in new
 housing and working in new buildings in downtown San Francisco and the resulting increase
 in demand for park, recreation, and open space facilities created by the expected
 development of several land uses, including housing, office, retail, hotel and institutional

development in the downtown area. The Nexus Study is on file with the Clerk of the Board of
 Supervisors in Board File No. 180916, and incorporated by reference.

3 (j) The Nexus Study examined development horizons through 2030 and found that 4 the downtown area is expected to accommodate a substantial amount of the population and 5 employment growth projected for San Francisco. The scenario reflects state, regional and 6 local policies directing new development to dense urban centers served by transit. Office 7 employment accounted for 75 percent of the total expected employment growth from 2005 8 through 2030.

9 (k) The Nexus Study found that new facilities and improvements to existing facilities are required to accommodate additional demand for park, recreation and open space facilities 10 11 in order to maintain the current level of service. The Nexus Study found that any fee revenue 12 would not be used to correct existing standards, but instead would be used to maintain the 13 existing standards to meet the growing population and employment growth. If facility inventory 14 were not expended or improved to accommodate increased demand, then the level of service 15 would deteriorate as the increased activity associated with growth and new development 16 would occur within the confines of constrained existing facilities.

(I) The Nexus Study found that costs for park, recreation, and open space facilities
in the downtown area are higher than elsewhere in the City. The Nexus Study found that the
higher cost is driven by: (1) the higher cost of land in the downtown area attributable to the
limited amount of suitable open land, (2) space and locational restrictions that lead to higher
development costs, and (3) the need for more expensive improvements due to the density of
the existing development and intensity of expected use.

(m) According to the Nexus Study, park, recreation, and open space facilities are
 critical components of a quality of life analysis because they sustain the social, physical and
 mental health of residents and workers, and provide economic benefits as well. Adequate

open space provides essential relief from the density and congestion associated with
 downtown high-rise development. The Nexus Study found that as development occurs,
 additional park and open space facilities are needed to maintain the quality on of urban
 experience that makes downtown San Francisco an attractive place to do business, live, and
 visit.

(n) 6 The Board of Supervisors recognizes that the Union Square Park, Recreation, 7 and Open Space Fee is only one part of the City's overall strategy for addressing the need of 8 open space. The Downtown Park Fee is a longstanding commercial development impact fee, 9 initiated in 1985, which supports recreational space in the downtown area for the neighborhood's daytime employee population. In adopting the Downtown Park Fee, the Board 10 of Supervisors recognized that continued office development downtown area increased the 11 12 daytime population and created a need for additional public park and recreation facilities. The 13 Downtown Park Fee is currently set at \$2.83 per square foot.

(o) The Board of Supervisors finds that park, recreation, and open space facilities
provide economic benefits, by sustaining the social, physical and mental health of residents,
visitors, and workers. New park, recreation, and open space facilities may also attract
shoppers to the retail core and offset any loss created by the conversion to office.

18 (p) The Board of Supervisors has reviewed the Nexus Study and finds that the study supports a finding that new office use creates a park use factor of 2.62 park users per 19 1.000 square feet. The Board of Supervisors has reviewed the Nexus Study and finds that 20 21 the study supports a maximum nexus fee of \$12.95 per gross square feet for office uses. The Board of Supervisors has reviewed the Nexus Study and finds that the 22 (q) 23 study supports setting the current requirements for the Union Square Park, Recreation, and 24 Open Space Fee at \$4 per square foot. The Board of Supervisors finds that the Nexus Study: identifies the purpose of the fee to mitigate impacts on the demand for park, recreation, and 25

Supervisor Peskin BOARD OF SUPERVISORS open space in the downtown area, which includes the C-3-R District; identifies the facilities
and improvements that the fee would support; and demonstrates a reasonable relationship
between the planned new development and the use of the fee, the type of new development
planned and the need for facilities to accommodate growth, and the amount of the fee and the
cost of facilities and improvements.

6 (<u>r</u>q) The Board of Supervisors finds that the Union Square Park, Recreation, and 7 Open Space Fee would fund new improvements required by new developments, and would 8 not be used to remedy existing deficiencies or used for maintenance or operation purposes.

9 (<u>s</u>r) The Board of Supervisors finds that the Union Square Park, Recreation, and 10 Open Space Fee is similar to the existing Downtown Park Fee, and that the Nexus Study 11 establishes that the current requirements for both fees is less than the cost of mitigation 12 created by new office development. The City may also fund the cost of remedying existing 13 deficiencies through other public and private funds.

14

Section 5. The Administrative Code is hereby amended by adding section 10.100-354
and the Planning Code is hereby amended by revising sections 428, 428.1, 428.2, and 428.3
to read:

18	SEC. 10.100-354. UNION SQUARE PARK, RECREATION, AND OPEN SPACE FUND.
19	(a) Establishment of Fund. The Union Square Park, Recreation, and Open Space Fund
20	(the "Fund") is established as a category eight fund to receive any monies collected pursuant to the
21	Union Square Park, Recreation, and Open Space Fee, or donated to pay for City activities designed to
22	address park, recreation, or open space needs in the C-3-R Downtown Retail Zoning District.
23	(b) Use of Fund. Monies in the Fund shall be used exclusively by the Controller or his or
24	her designee (the "Controller") to pay for new and improved facilities to meet the needs attributable to
25	new recreation, park, and open space users in the C-3-R Downtown Retail Zoning District. The City

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1	Administrator shall propose specific projects for use of proceeds in the fund, subject to review,
2	amendment, and approval by the Mayor and Board of Supervisor action through the City's budget
3	process.
4	(c) Administration of Fund. The Controller shall submit a written report to the Board of
5	Supervisors at least every two years describing expenditures made from the Fund during the prior two
6	<u>fiscal years.</u>
7	
8	SEC. 428. UNION SQUARE PARK, RECREATION, AND OPEN SPACE FEE.
9	Sections 428.1 through 428.3 hereinafter referred to as Section 428.1 et seq. set forth the
10	requirements and procedures for the Union Square Park, Recreation, and Open Space Fee.
11	
12	SEC. 428.1 PURPOSE AND FINDINGS SUPPORTING UNION SQUARE PARK,
13	RECREATION, AND OPEN SPACE FEE.
14	(a) Purpose . The purpose of the Union Square Park, Recreation, and Open Space Fee is to
15	provide funding to increase the supply of park, recreation, and open space facilities to serve the needs
16	attributable to new office development in the C-3-R Downtown Retail Zoning District. The Board of
17	Supervisors hereby finds that the Union Square area, most of which is zoned as the C-3-R Downtown
18	Retail Zoning District, is a world-class retail destination that draws both tourists and Bay Area
19	residents with its combination of walkable shopping and dining, excellent transit access, and top-tier
20	hospitality. As new office development occurs, additional park, recreation, and open space facilities
21	are needed to maintain the quality of urban experience that makes downtown San Francisco an
22	attractive place to do business, live, and visit.
23	(b) Findings. The Board of Supervisors has reviewed the Downtown San Francisco Park,
24	Recreation, and Open Space Development Impact Fee Nexus Study, prepared by Hausrath dated April
25	13, 2012 ("Nexus Study"), on file with the Clerk of the Board of Supervisors in File No. 180916. In

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1	accordance with the California Mitigation Fee Act, Government Code 66001(a), the Board of
2	Supervisors adopts the findings and conclusions of that study, and incorporates those findings and
3	conclusions by reference to support the imposition of the fees under this Section.
4	
5	SEC. 428.2. DEFINITIONS.
6	See Section 401 of this Article.
7	
8	SEC. 428.3. APPLICATION OF UNION SQUARE PARK, RECREATION, AND OPEN
9	<u>SPACE FEE.</u>
10	(a) Application . Section 428.1 et seq., shall apply to any office development project in the
11	<u>C-3-R Downtown Retail Zoning District.</u>
12	(b) Amount of fee. The applicable fee shall be \$4 per square foot.
13	(c) Other Fee Provisions. The Union Square Park, Recreation, and Open Space Fee shall
14	be subject to the provisions of this Article, including, but not limited to Sections 401 through 410.
15	
16	Section 6. Effective Date. This ordinance shall become effective 30 days after
17	enactment. Enactment occurs when the Mayor signs the ordinance, the Mayor returns the
18	ordinance unsigned or does not sign the ordinance within ten days of receiving it, or the Board
19	of Supervisors overrides the Mayor's veto of the ordinance.
20	
21	Section 7. Scope of Ordinance. In enacting this ordinance, the Board of Supervisors
22	intends to amend only those words, phrases, paragraphs, subsections, sections, articles,
23	numbers, punctuation marks, charts, diagrams, or any other constituent parts of the Municipal
24	Code that are explicitly shown in this ordinance as additions, deletions, Board amendment
25	

1	additions, and Board amendment deletions in accordance with the "Note" that appears under
2	the official title of the ordinance.
3	
4	
5	APPROVED AS TO FORM:
6	DENNIS J. HERRERA, City Attorney
7	By:
8	AUSTIN M. YANG Deputy City Attorney
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