

File No. 091335

Committee Item No. 4

Board Item No. 25

## COMMITTEE/BOARD OF SUPERVISORS

### AGENDA PACKET CONTENTS LIST

Committee Land Use & Economic Development Date November 23, 2009

Board of Supervisors Meeting

Date December 8, 2009

#### Cmte Board

<input type="checkbox"/>	<input type="checkbox"/>	Motion
<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	Resolution
<input type="checkbox"/>	<input type="checkbox"/>	Ordinance
<input type="checkbox"/>	<input type="checkbox"/>	Legislative Digest
<input type="checkbox"/>	<input type="checkbox"/>	Budget Analyst Report
<input type="checkbox"/>	<input type="checkbox"/>	Legislative Analyst Report
<input type="checkbox"/>	<input type="checkbox"/>	Introduction Form (for hearings)
<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	Department/Agency Cover Letter and/or Report
<input type="checkbox"/>	<input type="checkbox"/>	MOU
<input type="checkbox"/>	<input type="checkbox"/>	Grant Information Form
<input type="checkbox"/>	<input type="checkbox"/>	Grant Budget
<input type="checkbox"/>	<input type="checkbox"/>	Subcontract Budget
<input type="checkbox"/>	<input type="checkbox"/>	Contract/Agreement
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<input type="checkbox"/>	<input type="checkbox"/>	Application
<input type="checkbox"/>	<input type="checkbox"/>	Public Correspondence

#### OTHER

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Completed by: Linda Laws

Date November 20, 2009

Completed by: Alisa Somera

Date December 2, 2009

An asterisked item represents the cover sheet to a document that exceeds 20 pages. The complete document is in the file.

25

1 [Resolution establishing Infill Opportunity Zones for Congestion Management Planning in the  
2 City and County of San Francisco under California Government Code Section 65088.]

3  
4 **Resolution establishing Infill Opportunity Zones for Congestion Management Planning**  
5 **in the City and County of San Francisco under California Government Code Section**  
6 **65088.**

7  
8 WHEREAS, State Senate Bill 1636 ("SB 1636") allows local jurisdictions to designate  
9 eligible areas as Infill Opportunity Zones ("IOZs") so that Congestion Management Program  
10 ("CMP") requirements better support local land use and transportation policies, pursuant to  
11 California Government Code Section 65088.4; and

12 WHEREAS, The San Francisco County Transportation Authority ("Authority") and the  
13 City and County of San Francisco ("City") seek to reform the City's approach to analyzing  
14 transportation impacts pursuant to the California Environmental Quality Act ("CEQA"), to  
15 better support local land use and transportation policies, by measuring Automobile Trips  
16 Generated ("ATG") rather than Level of Service ("LOS"); and

17 WHEREAS, The adoption of an IOZ in the City would provide strong support for the  
18 Authority and the City's effort to replace LOS with ATG for CEQA transportation impact  
19 purposes; and

20 WHEREAS, The adoption of an IOZ in the City would allow the Authority, as  
21 Congestion Management Agency ("CMA"), to better support the City's Transit First Policy,  
22 land use planning efforts, compact land use pattern, and multimodal transportation system  
23 through CMP practices; and

24 WHEREAS, SB 1636 requires that any IOZ designation be made no later than  
25 December 31, 2009; and

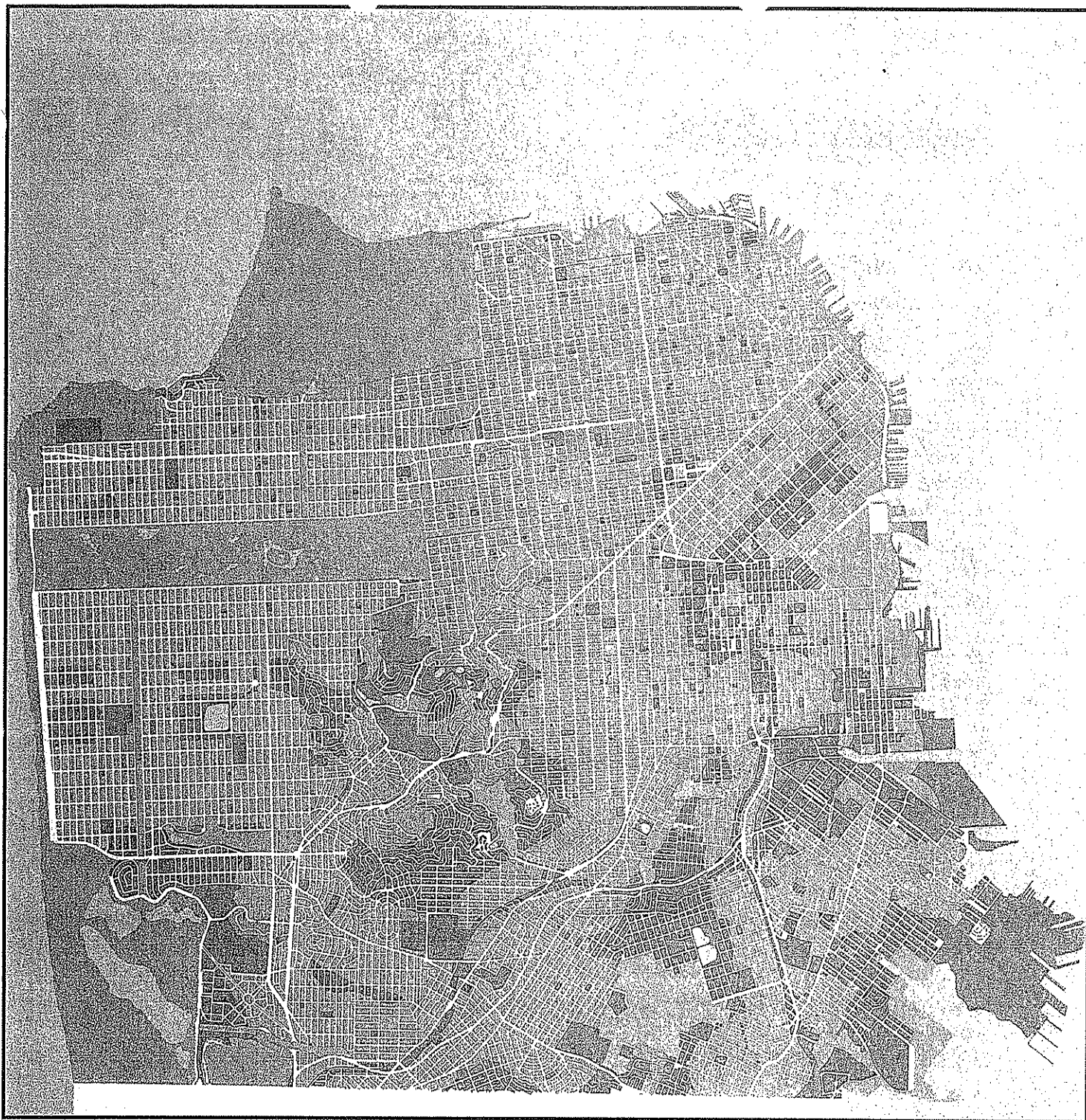
1 WHEREAS, The IOZ designation is consistent with the San Francisco General Plan  
2 ("General Plan") because: (1) it will further the goals of the City's Transit First Policy as  
3 articulated in General Plan; (2) it will directly support policy objectives of the General Plan,  
4 including, but not limited to, Objectives 1, 2, 3, 10, 11, 12, 14, 15, 18, and 19 of the  
5 Transportation Element; and (3) it will compliment City efforts to promote infill housing and  
6 mixed-use commercial developments in proximity to multimodal transportation infrastructure;  
7 and

8 WHEREAS, The Board of Supervisors finds the City to be eligible for IOZ designation  
9 in the area identified by the Authority in the IOZ Map ("IOZ Map") on file with the Clerk of the  
10 Board of Supervisors in File No. 091335, which is hereby declared to be a part of this  
11 motion as if set forth fully herein; and




12 WHEREAS, The Board of Supervisors' eligibility findings are supported by analysis  
13 conducted by Authority staff, which is on file with the Clerk of the Board of Supervisors in File  
14 No. 091335, and which is hereby declared to be a part of this motion as if set forth fully  
15 herein; now, therefore, be it  
16

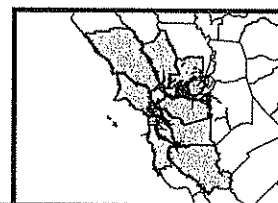
17 RESOLVED, That the Board of Supervisors finds that the IOZ designation is, on  
18 balance, consistent with the General Plan; and be it

19 FURTHER RESOLVED, That the eligible portion of the City identified by the Authority  
20 in the IOZ Map is hereby designated an IOZ within the meaning of California Government  
21 Code Section 65088.  
22  
23  
24  
25



Map 1-3: Under As-of-Right or Conditional Zoning

-  Parks
-  Eligible Infill Opportunity Zone
-  Ineligible Areas



## Eligible Infill Opportunity Zones

*Alternative Level of Service  
Measures Study*

0 0.5 1 1.5 Miles



This map is intended for planning purposes only.  
Map Produced: 6/29/2009 LJW  
O:\Active Studies\Auto Trip Generation Impact Study\IOZ\iozmap.mxd

# Memorandum

San Francisco County Transportation Authority

100 Van Ness Avenue 26th Floor  
San Francisco, California 94102  
VOICE 415.522.4800 FAX 415.522.4829  
info@sfcta.org www.sfcta.org



**Date:** 11.04.09  
**To:** File  
**From:** Tilly Chang – Deputy Director for Planning  
**Subject:** Designation of Infill Opportunity Zones for Congestion Management Planning

State Senate Bill 1636 allows cities or counties to designate Infill Opportunity Zones (IOZs) so that Congestion Management Program (CMP) requirements better support local land use and transit first policies. Within a designated IOZ, the Congestion Management Agency (CMA) must use an alternative to automobile level of service (LOS) standards for CMP purposes.

The adoption of a San Francisco IOZ would strengthen efforts by the Authority and the City to reform CEQA transportation impact analysis by replacing the current LOS measure with an automobile trips generated (ATG) measure.

SB 1636 requires that any San Francisco IOZs designation(s) be made no later than December 31, 2009. We are advised by the City Attorney's office that this action would be taken by the Board of Supervisors.

The purpose of this memorandum is to document the benefit of establishing an IOZ; present the area recommended for IOZ designation; and discuss associated CMA monitoring requirements.

## **BENEFITS OF DESIGNATING AN IOZ**

The legislative intent in enabling IOZs was to reduce barriers to transit-oriented housing and improvements to alternative modes caused by the automobile LOS standards established in the CMP.

The key potential benefit of IOZ designation in San Francisco is to support the Authority and the City's parallel effort to reform CEQA transportation impact analysis by replacing the current LOS measure with ATG.<sup>1</sup>

State guidelines for implementing CEQA call for local jurisdictions' environmental review procedures to be consistent with the county CMA's performance standard. As the City proceeds with developing an ATG standard in place of LOS, the Authority should similarly seek to replace CMP LOS standards. An IOZ designation permits the Authority to use an alternative to automobile LOS for CMP purposes.

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<sup>1</sup> As discussed in the Authority's Final Strategic Analysis Report (SAR) 02-03 on Alternative Transportation System LOS Methodologies and in the Final Report for the Automobile Trips Generated (ATG) Impact Measure, ATG is preferable to LOS for several important reasons:

- ATG is a better indicator of environmental effects than LOS;
- ATG is more efficient and transparent for the Planning Department to implement;
- ATG is easier for project sponsors and the public to understand and evaluate; and
- ATG is a more effective approach to transportation impact mitigation.

In addition, IOZ designation in San Francisco would:

- *Better support San Francisco's Transit First policy through CMP practices.* Automobile LOS standards in the state's congestion management law reflect the original legislation's suburban roots. The City's Transit First policy recognizes that automobile congestion is a likely short-term outcome of efforts to increase transit, bike, and walking mode shares.
- *Formally recognize San Francisco's efficient land use characteristics, alternative-rich transportation network, and current land use planning effort through CMP practice.* IOZ designation is intended for urban areas with relatively dense, mixed uses and an established transit system. In general, San Francisco's current land use patterns and multimodal transportation network meet the definition of an IOZ. Planning efforts currently underway at the Planning Department reinforce San Francisco's mixed use and transit-oriented character.

## **AREA ELIGIBLE FOR IOZ DESIGNATION**

Attachment 1 shows the recommended IOZ area. Per SB 1636, IOZs must be compact, mixed-use areas that are well-served by transit:

1. The area must be zoned for compact residential or mixed use development;
2. The area must be located within a specified distance of certain types of transit service;
3. The area must be located in a county with a population of 400,000 or more; and
4. IOZs can only be designated in areas where infill development is consistent with the local jurisdiction's general plan and any applicable specific plan.

San Francisco meets the county-level population requirement. The General Plan (Housing Element) recognizes the role of infill development in addressing the city's housing needs, thus satisfying the fourth requirement.

Using Geographic Information Systems (GIS) data reflecting currently-adopted zoning controls and transit network attributes, we determined which portions of San Francisco meet both the zoning and transit requirements. The resulting map, included as Attachment 1, identifies the recommended IOZ areas in San Francisco. (Treasure Island is omitted because it does not meet the transit requirement.)

## **CONGESTION MANAGEMENT AGENCY REQUIREMENTS**

State congestion management law requires CMA's to establish LOS standards for a designated countywide network of roadways. Within a designated IOZ, the CMA must use an alternative to automobile LOS standards for CMP purposes. If the City takes an IOZ designation action, the Authority will coordinate with relevant agencies to develop and implement the alternative to LOS, consistent with statutory requirements.

SB 1636 allows that in IOZs, a CMA may apply one of two alternatives to the current LOS standard:

1. *Alternative Measure.* The first option is to continue to use a scale or threshold, but to establish an alternative metric that would apply to network segments within IOZs.
2. *LOS Mitigation List.* The second option is to not apply a measure or threshold within IOZs, but to instead establish a *list* of "flexible level of service mitigation options."

Although it is not necessary or desirable to officially adopt an alternative to the LOS standard prior to or in conjunction with City action to designate IOZs, it is worthwhile to consider the options and their implications at this time. SB 1636 does not provide clear guidance on developing and implementing an Alternative Measure (option 1, above), and we are not aware of a practical measure that would meet the legislation's specific yet imprecise requirements.

The Mitigation List approach is a more efficient approach consistent with the City's related effort to measure transportation impacts under CEQA by an alternative to traffic LOS. The Mitigation List could include a range of strategies and programs that the City is undertaking (or could undertake) to discourage vehicle trips, encourage the use of other transportation modes, and improve the integration of transportation and land use.