

# REUBEN, JUNIUS & ROSE, LLP

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March 13, 2020

**Delivered Via Messenger and E-Mail** (bos.legislation@sfgov.org)

President Norman Yee and Supervisors  
San Francisco Board of Supervisors  
1 Dr. Carlton B. Goodlett Place  
City Hall, Room 244  
San Francisco, CA 94102

**Re: 1420 Taraval Street, Block 2353, Lot 010  
Opposition to Appeal of Conditional Use Authorization  
Planning Department Case No.: 2018-011904CUA  
BOS Hearing Date: March 24, 2020  
BOS File No.: 200261  
Our File No.: 11642.01**

Dear President Yee and Supervisors:

Our office represents Peter Mandel the owner of the property at 1420 Taraval Street (the “Property”). Mr. Mandel proposes to demolish the existing 3-story, 2-bedroom, 2,176 square foot single-family home and construct a new 4-story, mixed-use building with three (3) family-sized, 3-bedroom dwelling units, 1,731 square feet of ground-floor commercial use, and 1,392 square feet of open space with no off-street parking (the “Project”).

The Conditional Use authorization was required pursuant to Planning Code Sections 303 and 317 for the demolition the existing dwelling to permit the construction of the new mixed-use building. On January 30, 2020, the Planning Commission approved the Project, granting Conditional Use authorization. The Sunset Parkside Education and Action Committee (“Appellant”) has appealed the Conditional Use authorization approval.

Because there are no valid grounds for the appeal and because this Project will: (1) replace an old single-family home with a neighborhood-compatible, mixed-use development with three (3) family-sized, 3-bedroom dwelling units; (2) provide sidewalk-activating commercial use; and (3) add streetscape improvements along the Taraval Street transit corridor, we respectfully request that the Board reject the appeal and uphold the Planning Commission’s unanimous approval and allow for the addition of much needed housing.

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#### **A. PROJECT DESCRIPTION AND PROJECT SITE**

The Property is improved with a 3-story, 2-bedroom, 2,176 square foot single-family home constructed in 1907. The existing single-family home has been determined to **not** be a historic resource and is classified as a Category C – No Historic Resource Present.<sup>1</sup>

The Property is located in the Taraval Street Neighborhood Commercial District along a transit corridor. The Property is located on north side of Taraval Street between 24<sup>th</sup> and 25<sup>th</sup> Avenue along the Muni L light rail. Surrounding uses include two- to four-story buildings, consisting of single-family homes, multi-family dwellings, commercial and mixed-use buildings. The block face is characterized by two- to three-story buildings of mixed architectural style.

Pursuant to Planning Code Section 317, Mr. Mandel sought and received Conditional Use authorization to demolish the existing 2,176 square foot, 2-bedroom single-family home and construct a 4-story mixed-use building with three (3) family-sized, 3-bedroom dwelling units, 1,731 square feet of ground-floor commercial use, and 1,392 square feet of open space.<sup>2</sup> The three (3) dwelling units range in size from 1,578 square feet to 1,632 square feet. The Project proposes no off-street parking. The Project includes three (3) Class 1 and two (2) Class 2 bicycle parking spaces. The Project makes public realm improvements, including adding one (1) tree to the streetscape.

Mr. Mandel has owned the Property for fifteen (15) years. Prior to his ownership, his father owned the Property for nearly two (2) decades. Mr. Mandel first lived at the property with some high school roommates, then got married and lived there with his wife. After the addition of a few children, the 2-bedroom home became no longer sufficient, and Mr. Mandel and his family moved out. He began renting the single-family home. Currently there are three (3) male tenants, none of which are of a protected class. Their single-family home lease expired at the end of last year and they are now month-to-month with an appreciation of the Project. Mr. Mandel and the tenants have reached an agreement. The tenants are voluntarily leaving upon extended notice three (3) to four (4) months out prior to construction starting.

Over the past two (2) years, Mr. Mandel has worked to refine and improve the Project, based on feedback from Planning Department staff and the Planning Commission. The Project's height has been reduced two- and one-half (2.5) feet at the request of the Planning Commission.<sup>3</sup>

#### **B. CONDITIONAL USE AUTHORIZATION REQUIREMENTS**

When considering demolition of an existing dwelling, the Planning Commission shall approve the application and authorize Conditional Use if the facts presented establish the findings set forth in Planning Code Section 317(g)(5). Pursuant to Planning Code 303, the Planning

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<sup>1</sup> November 27, 2019, CEQA Categorical Exemption Determination and September 20, 2019, Preservation Team Review Form (collectively "Cat.Ex.") attached as **Exhibit A**.

<sup>2</sup> January 30, 2020, Planning Commission Motion No. 20643 ("Motion No. 20643") attached as **Exhibit B**.

<sup>3</sup> Motion No. 20643, p. 20.

Commission shall approve the application and authorize a Conditional Use if the facts presented establish the findings set forth in subsection (c).

The Planning Commission considered all of the criteria findings set forth in Planning Code Sections 303(c) and 317(g)(5).<sup>4</sup> The Project meets and is consistent with the Conditional Use criteria set forth in Planning Code Section 303(c) and 317(g)(5). The Commission found that the Project is consistent with all applicable Planning Code requirements. When balancing the competing public interests of housing versus preservation of a building found to **not** be a historic resource, the Commission found in favor of adding housing, especially family-sized units.

Under the Conditional Use authorization for this Project, the Commission was required to find that the proposed Project was necessary and/or desirable and compatible with the surrounding neighborhood and community, considering the proposed size and intensity; health, safety, and convenience factors; the nature of the proposed site, including the project size, shape and arrangement; accessibility, traffic, and adequacy of off-street parking and loading; and any relevant design guidelines, area plans, or elements of the General Plan. Based on the evidence presented, the Commission concluded that the Project is both necessary and desirable, and compatible with the neighborhood in that it will create a new mixed-used infill development within the Parkside neighborhood at a scale that appropriately preserves the diversity and vitality of the neighborhood. The Project is necessary and/or desirable for this neighborhood and the surrounding community because it will provide new opportunities for housing and ground-floor commercial use along a transit corridor. The Commission made appropriate findings in support of this determination.<sup>5</sup>

### C. APPELLANT’S ARGUMENTS REGARDING CONDITIONAL USE APPROVAL

The Appellant sets forth six (6) arguments to support its appeal of the Conditional Use authorization approval. The discussion below addresses each of the Appellant’s six (6) arguments made in support of its appeal.

#### 1. Project Inconsistency with General Plan and Priority Policies

**Appellant’s Concern:** “Not consistent with the San Francisco General Plan Housing Element and SF Planning Code.”

**Mr. Mandel’s Response:** At the January 30 hearing, the Planning Commission fully considered the merits of the Project, the objectives and policies of the General Plan, and the concerns of project opponents, including testimony by Appellant. Contrary to the Appellant’s argument, the Project is **not** inconsistent with the Section 101.1(b) Priority Policies. The Commission found the “Project complies with all relevant requirements and standards of the Planning Code and is consistent with objectives and policies of the General Plan.”<sup>6</sup> Policy

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<sup>4</sup> Motion No. 20643, p. 5-10.

<sup>5</sup> Motion No. 20643, p. 5-7.

<sup>6</sup> Motion No. 20643, p. 7.

consistency determinations are made by the City's decision-making bodies, including the Planning Commission as part of the decision to approve or reject a project. In its approval of the Project's Conditional Use Authorization, the Planning Commission determined that the Project, on balance, is generally consistent with the objectives and policies of the General Plan and the Code's Priority Policies.<sup>7</sup> The Appellant's claims are baseless and this appeal should be dismissed.

## 2. Decreases Naturally Affordable Housing

**Appellant's Concern:** "Decreases 'naturally affordable' housing in the Parkside district."

**Mr. Mandel's Response:** The Project calls for the net addition of two (2) new family-sized units. The Planning Commission found that the "existing single-family dwelling is not designated as affordable housing."<sup>8</sup> Though older homes are generally more affordable due to age, the Project calls for the construction of three (3) family-sized dwellings ranging in size from 1,578 square feet to 1,632 square feet. The new dwellings are modestly sized 3-bedroom units and naturally affordable by design.

The Project adds much needed housing in the Parkside neighborhood along a transit corridor, where relatively few units of new housing have been built. The Project's location on the Muni L light rail line transit corridor furthers the Planning Department's goals set forth in its March 2020 Housing Affordability Strategies report.<sup>9</sup> The Commission's approval of the Project's Conditional Use authorization should be affirmed.

## 3. Displaces Tenants

**Appellant's Concern:** "Displaces a minimum of 3 current tenants paying naturally affordable rent."

**Mr. Mandel's Response:** Though the existing single-family home is used as a rental property, the current lease expires prior to the start of construction.<sup>10</sup> Currently there are three (3) male tenants, none of which are of a protected class. Their lease expired at the end of last year, and they are now month-to-month with an appreciation of the Project. Mr. Mandel and the tenants have reached an agreement in which the tenants are voluntarily leaving upon extended notice three (3) to four (4) months out prior to construction starting. Having balanced the facts and circumstances, the Planning Commission found the Project necessary and desirable for the Parkside neighborhood.

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<sup>7</sup> Motion No. 20643, p 10-16

<sup>8</sup> Motion No. 20643, p. 15.

<sup>9</sup> March 2020, San Francisco Housing Affordability Strategies attached as **Exhibit C**.

<sup>10</sup> Motion No. 20643, p. 2.

**4. Existing Home a Historic Resource and Project Incompatible with Neighborhood**

**Appellant's Concern:** “Destroys a rare historical resource and negatively impacts the look, feel and character of the Parkside district.”

**Mr. Mandel's Response:** The Planning Department has determined that the existing home is **not** a historic resource and the Planning Commission found the Project consistent with the neighborhood.

**i. The Existing Home is not a Historic Resource – It is Category C**

The existing home has been determined to **not** be historic and is classified as a Category C – No Historic Resource Present.<sup>11</sup> Extensive alterations have been made to the existing home, including front addition, replacement of shingle roofing with composite roofing, window replacement, reconstruction of front steps, and remodel of the front porch. With the addition of the commercial structure at the front of the Property, it appears that much of the original wood shingle at the first story was removed to accommodate the addition of the commercial structure and the new terrazzo front steps. In evaluating the existing home, the Planning Department Preservation Team found:

Though the property appears to be significant under Criterion 1 and Criterion 3, *the department has determined that much of the historic fabric original to the building's significance (1909) has been altered significantly or removed entirely such that it no longer retains sufficient integrity.* These changes include the front addition of commercial space (1946), replacement of shingle roofing with composite roofing (1928), window replacement (date unknown), reconstruction and reconfiguration of front steps (post-1950), and remodel of front porch (post-1950) . . . *Therefore, the property is not considered a historic resource* for the purpose of CEQA.<sup>12</sup> (emphasis added)

In addition, Tim Kelly Consulting “determined that 1420 Taraval Street is not eligible for individual listing in the California Register and is not located within a potential historic district.<sup>13</sup> Based on the Planning Department’s determination, as well as Tim Kelly Consulting, LLC’s, the existing home is not a historic resource. It has lost its integrity and need not be preserved.

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<sup>11</sup> Cat.Ex., p. 4.

<sup>12</sup> Cat.Ex., p. 8.

<sup>13</sup> November 2017, Historic Resource Evaluation Part 1 1420 Taraval Street attached as **Exhibit D**.

**ii. The Planning Commission Found the Project Consistent with the Neighborhood**

The Planning Commission found the construction of three (3) new family-sized dwelling units is necessary, desirable, and compatible with the surrounding neighborhood and the larger City.<sup>14</sup> The siting of the new building will be in conformity with the requirements of the Planning Code and consistent with the objectives of the Residential Design Guidelines. The overall scale, design, and materials of the proposed building is consistent with the block face and compliment the neighborhood character with a contemporary design. The proposed residential development is characteristic of other existing residential uses along Taraval Street and in the surrounding neighborhood. The inclusion of ground-floor commercial space is consistent with the purposes of the Taraval Street Neighborhood Commercial District, protects the rear yard at residential levels, and is consistent with the Planning Code for mixed-use buildings in the Taraval Street NCD.<sup>15</sup> In addition, the Commission found that the Project's rear setbacks "help to sculpt the building to minimize impacts and remain compatible with the neighborhood's two- to four-story buildings."<sup>16</sup> The Project is not incompatible with the neighborhood.

**5. Negative Environmental Impact**

**Appellant's Concern:** "Demolition of the existing structure has a negative environmental impact . . . hauling all of the debris to the dump is bad for climate change among many other environmental impacts."

**Mr. Mandel's Response:** The existing home was constructed in 1907 and is not energy efficient. The Project calls for the construction of a new mixed-use building built to today's code standards, including Title 24's Building Energy Efficiency Standards and the Green Building Code. Complying with today's building standards, the Project will result in the net addition of two (2) new dwelling units that are significantly more energy efficient than the existing 2-bedroom single-family home. In addition, the Project will comply with the Construction Dust Control Ordinance (Ordinance 176-08), reducing the quantity of dust generated and protecting the health of the general public and of on-site workers. The Planning Commission found that the Project is not expected to generate dust or odor impacts.<sup>17</sup>

**6. Covering Adjacent Building's Property Line Windows**

**Appellant's Concern:** "Proposed project would cover up side windows of occupant apartments of small apartment building next door."

**Mr. Mandel's Response:** Property line windows and private views are not protected under Planning and Building Codes. The Project is within the minimum standards of the Residential

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<sup>14</sup> Motion No. 20643, p. 6.

<sup>15</sup> Motion No. 20643, p. 7.

<sup>16</sup> Motion No. 20643, p. 6.

<sup>17</sup> Motion No. 20643, p. 6-7.

Design Guidelines to be expected when a reasonable building expansion is proposed. The proximity of the Project to the adjacent building is also within the reasonable tolerances to be expected when living in a dense urban environment such as San Francisco. The property line windows that will be affected by the Project are not the only windows to the adjacent impacted units, as the units on each floor also contain windows that face onto the street, the rear yard and/or a large existing lightwell that the Project matches; these windows will continue to provide considerable light and air access to the adjacent units.

**D. CONCLUSION**

The Planning Commission correctly granted Conditional Use authorization for the Project. The findings and facts support the determination. The creation of three (3) family-sized 3-bedroom dwelling units will add two (2) net new units to the City's housing stock along a transit corridor. The Project's ground-floor commercial use adds neighborhood-serving uses in the Taraval Street Neighborhood Commercial District, activating the streetscape. Overall, the Project meets a range of the General Plan policies and goals and the Priority Policies under Planning Code Section 101.1(b).

An increase in the housing stock has been a longstanding priority policy of the City and the State. The Commission properly balanced the competing interests of housing versus preservation of a building found to **not** be an historic resource. Based on the above, and on the thorough and extensive record before you, we respectfully request that you deny the appeal and uphold the Planning Commission's unanimous decision approving Conditional Use authorization for the Project. Thank you for your careful consideration of this Project.

Very truly yours,

**REUBEN, JUNIUS & ROSE, LLP**



Justin A. Zucker

Enclosures:

- Exhibit A – November 27, 2019, CEQA Categorical Exemption Determination and September 20, 2019, Preservation Team Review Form
- Exhibit B – January 30, 2020, Planning Commission Motion No. 20643
- Exhibit C – March 2020, San Francisco Housing Affordability Strategies
- Exhibit D – November 2017, Historic Resource Evaluation Part 1 1420 Taraval Street

cc: Supervisor Sandra Lee Fewer  
Supervisor Catherine Stefani  
Supervisor Aaron Peskin

San Francisco Board of Supervisors

March 13, 2020

Page 8 of 8

Supervisor Gordon Mar

Supervisor Dean Preston

Supervisor Matt Haney

Supervisor Rafael Mandelman

Supervisor Hillary Ronen

Supervisor Shamann Walton

Supervisor Ahsha Safai

Angela Calvillo, Clerk of the Board

Linda Ajello-Hogland, Senior Planner

Stephanie Cisneros, Senior Planner, Preservation Tech Specialist



# **EXHIBIT A**



# SAN FRANCISCO PLANNING DEPARTMENT

## CEQA Categorical Exemption Determination

### PROPERTY INFORMATION/PROJECT DESCRIPTION

<b>Project Address</b>		<b>Block/Lot(s)</b>
1420 TARAVAL ST		2353010
<b>Case No.</b>		<b>Permit No.</b>
2018-011904ENV		201808086753
<input checked="" type="checkbox"/> <b>Addition/ Alteration</b>	<input checked="" type="checkbox"/> <b>Demolition (requires HRE for Category B Building)</b>	<input checked="" type="checkbox"/> <b>New Construction</b>
<p><b>Project description for Planning Department approval.</b>  Demolition of existing single-family residence and construction of a new four-story mixed-use building with 3 residential units and 1,731 square feet of ground-level commercial use. The proposed building would be approximately 6,219 square feet in size and approximately 45 feet in height.</p>		

### STEP 1: EXEMPTION CLASS

<b>The project has been determined to be categorically exempt under the California Environmental Quality Act (CEQA).</b>	
<input checked="" type="checkbox"/>	<b>Class 1 - Existing Facilities.</b> Interior and exterior alterations; additions under 10,000 sq. ft.
<input checked="" type="checkbox"/>	<b>Class 3 - New Construction.</b> Up to three new single-family residences or six dwelling units in one building; commercial/office structures; utility extensions; change of use under 10,000 sq. ft. if principally permitted or with a CU.
<input type="checkbox"/>	<p><b>Class 32 - In-Fill Development.</b> New Construction of seven or more units or additions greater than 10,000 sq. ft. and meets the conditions described below:</p> <p>(a) The project is consistent with the applicable general plan designation and all applicable general plan policies as well as with applicable zoning designation and regulations.</p> <p>(b) The proposed development occurs within city limits on a project site of no more than 5 acres substantially surrounded by urban uses.</p> <p>(c) The project site has no value as habitat for endangered rare or threatened species.</p> <p>(d) Approval of the project would not result in any significant effects relating to traffic, noise, air quality, or water quality.</p> <p>(e) The site can be adequately served by all required utilities and public services.</p> <p><b>FOR ENVIRONMENTAL PLANNING USE ONLY</b></p>
<input type="checkbox"/>	<b>Class _____</b>

**STEP 2: CEQA IMPACTS**

**TO BE COMPLETED BY PROJECT PLANNER**

<input type="checkbox"/>	<p><b>Air Quality:</b> Would the project add new sensitive receptors (specifically, schools, day care facilities, hospitals, residential dwellings, and senior-care facilities within an Air Pollution Exposure Zone? Does the project have the potential to emit substantial pollutant concentrations (e.g., backup diesel generators, heavy industry, diesel trucks, etc.)? (refer to EP_ArcMap &gt; CEQA Catex Determination Layers &gt; Air Pollution Exposure Zone)</p>
<input type="checkbox"/>	<p><b>Hazardous Materials:</b> If the project site is located on the Maher map or is suspected of containing hazardous materials (based on a previous use such as gas station, auto repair, dry cleaners, or heavy manufacturing, or a site with underground storage tanks): Would the project involve 50 cubic yards or more of soil disturbance - or a change of use from industrial to residential?</p> <p><i>if the applicant presents documentation of enrollment in the San Francisco Department of Public Health (DPH) Maher program, a DPH waiver from the Maher program, or other documentation from Environmental Planning staff that hazardous material effects would be less than significant (refer to EP_ArcMap &gt; Maher layer).</i></p>
<input type="checkbox"/>	<p><b>Transportation:</b> Does the project involve a child care facility or school with 30 or more students, or a location 1,500 sq. ft. or greater? Does the project have the potential to adversely affect transit, pedestrian and/or bicycle safety (hazards) or the adequacy of nearby transit, pedestrian and/or bicycle facilities?</p>
<input type="checkbox"/>	<p><b>Archeological Resources:</b> Would the project result in soil disturbance/modification greater than two (2) feet below grade in an archeological sensitive area or eight (8) feet in a non -archeological sensitive area? If yes, archeo review is required (refer to EP_ArcMap &gt; CEQA Catex Determination Layers &gt; Archeological Sensitive Area)</p>
<input type="checkbox"/>	<p><b>Subdivision/Lot Line Adjustment:</b> Does the project site involve a subdivision or lot line adjustment on a lot with a slope average of 20% or more? (refer to EP_ArcMap &gt; CEQA Catex Determination Layers &gt; Topography). If yes, Environmental Planning must issue the exemption.</p>
<input type="checkbox"/>	<p><b>Slope = or &gt; 25%:</b> Does the project involve any of the following: (1) square footage expansion greater than 500 sq. ft. outside of the existing building footprint, (2) excavation of 50 cubic yards or more of soil, (3) new construction? (refer to EP_ArcMap &gt; CEQA Catex Determination Layers &gt; Topography) <b>If box is checked, a geotechnical report is required and Environmental Planning must issue the exemption.</b></p>
<input type="checkbox"/>	<p><b>Seismic: Landslide Zone:</b> Does the project involve any of the following: (1) square footage expansion greater than 500 sq. ft. outside of the existing building footprint, (2) excavation of 50 cubic yards or more of soil, (3) new construction? (refer to EP_ArcMap &gt; CEQA Catex Determination Layers &gt; Seismic Hazard Zones) <b>If box is checked, a geotechnical report is required and Environmental Planning must issue the exemption.</b></p>
<input type="checkbox"/>	<p><b>Seismic: Liquefaction Zone:</b> Does the project involve any of the following: (1) square footage expansion greater than 500 sq. ft. outside of the existing building footprint, (2) excavation of 50 cubic yards or more of soil, (3) new construction? (refer to EP_ArcMap &gt; CEQA Catex Determination Layers &gt; Seismic Hazard Zones) <b>If box is checked, a geotechnical report will likely be required and Environmental Planning must issue the exemption.</b></p>
<p><b>Comments and Planner Signature (optional):</b> Don Lewis</p> <p>Prevision Design conducted a shadow analysis (dated November 25, 2019) and determined that the project would not result in new shadow on McCoppin Square.</p>	

### STEP 3: PROPERTY STATUS - HISTORIC RESOURCE

TO BE COMPLETED BY PROJECT PLANNER

PROPERTY IS ONE OF THE FOLLOWING: (refer to Property Information Map)	
<input type="checkbox"/>	Category A: Known Historical Resource. <b>GO TO STEP 5.</b>
<input checked="" type="checkbox"/>	Category B: Potential Historical Resource (over 45 years of age). <b>GO TO STEP 4.</b>
<input type="checkbox"/>	Category C: Not a Historical Resource or Not Age Eligible (under 45 years of age). <b>GO TO STEP 6.</b>

### STEP 4: PROPOSED WORK CHECKLIST

TO BE COMPLETED BY PROJECT PLANNER

Check all that apply to the project.	
<input type="checkbox"/>	1. <b>Change of use and new construction.</b> Tenant improvements not included.
<input type="checkbox"/>	2. <b>Regular maintenance or repair</b> to correct or repair deterioration, decay, or damage to building.
<input type="checkbox"/>	3. <b>Window replacement</b> that meets the Department's <i>Window Replacement Standards</i> . Does not include storefront window alterations.
<input type="checkbox"/>	4. <b>Garage work.</b> A new opening that meets the <i>Guidelines for Adding Garages and Curb Cuts</i> , and/or replacement of a garage door in an existing opening that meets the Residential Design Guidelines.
<input type="checkbox"/>	5. <b>Deck, terrace construction, or fences</b> not visible from any immediately adjacent public right-of-way.
<input type="checkbox"/>	6. <b>Mechanical equipment installation</b> that is not visible from any immediately adjacent public right-of-way.
<input type="checkbox"/>	7. <b>Dormer installation</b> that meets the requirements for exemption from public notification under <i>Zoning Administrator Bulletin No. 3: Dormer Windows</i> .
<input type="checkbox"/>	8. <b>Addition(s)</b> that are not visible from any immediately adjacent public right-of-way for 150 feet in each direction; does not extend vertically beyond the floor level of the top story of the structure or is only a single story in height; does not have a footprint that is more than 50% larger than that of the original building; and does not cause the removal of architectural significant roofing features.
<b>Note: Project Planner must check box below before proceeding.</b>	
<input checked="" type="checkbox"/>	Project is not listed. <b>GO TO STEP 5.</b>
<input type="checkbox"/>	Project <b>does not conform</b> to the scopes of work. <b>GO TO STEP 5.</b>
<input type="checkbox"/>	Project involves <b>four or more</b> work descriptions. <b>GO TO STEP 5.</b>
<input type="checkbox"/>	Project involves <b>less than four</b> work descriptions. <b>GO TO STEP 6.</b>

### STEP 5: CEQA IMPACTS - ADVANCED HISTORICAL REVIEW

TO BE COMPLETED BY PROJECT PLANNER

Check all that apply to the project.	
<input type="checkbox"/>	1. Project involves a <b>known historical resource (CEQA Category A)</b> as determined by Step 3 and conforms entirely to proposed work checklist in Step 4.
<input type="checkbox"/>	2. <b>Interior alterations to publicly accessible spaces.</b>
<input type="checkbox"/>	3. <b>Window replacement</b> of original/historic windows that are not "in-kind" but are consistent with existing historic character.
<input type="checkbox"/>	4. <b>Façade/storefront alterations</b> that do not remove, alter, or obscure character-defining features.
<input type="checkbox"/>	5. <b>Raising the building</b> in a manner that does not remove, alter, or obscure character-defining features.
<input type="checkbox"/>	6. <b>Restoration</b> based upon documented evidence of a building's historic condition, such as historic photographs, plans, physical evidence, or similar buildings.

<input type="checkbox"/>	7. <b>Addition(s)</b> , including mechanical equipment that are minimally visible from a public right-of-way and meet the <i>Secretary of the Interior's Standards for Rehabilitation</i> .
<input type="checkbox"/>	8. <b>Other work consistent</b> with the <i>Secretary of the Interior Standards for the Treatment of Historic Properties</i> (specify or add comments):
<input type="checkbox"/>	9. <b>Other work</b> that would not materially impair a historic district (specify or add comments):  (Requires approval by Senior Preservation Planner/Preservation Coordinator)
<input checked="" type="checkbox"/>	10. <b>Reclassification of property status.</b> (Requires approval by Senior Preservation Planner/Preservation <div style="display: flex; justify-content: space-between;"> <div style="width: 45%;"> <input type="checkbox"/> Reclassify to Category A  a. Per HRER or PTR dated  b. Other (specify): Per PTR form signed on 6/6/2019; revised on 9/23/2019 </div> <div style="width: 45%;"> <input checked="" type="checkbox"/> Reclassify to Category C  (attach HRER or PTR) </div> </div>
<b>Note: If ANY box in STEP 5 above is checked, a Preservation Planner MUST sign below.</b>	
<input checked="" type="checkbox"/>	<b>Project can proceed with categorical exemption review.</b> The project has been reviewed by the Preservation Planner and can proceed with categorical exemption review. <b>GO TO STEP 6.</b>
Comments (optional):	
Preservation Planner Signature: Melanie Bishop	

**STEP 6: CATEGORICAL EXEMPTION DETERMINATION**  
**TO BE COMPLETED BY PROJECT PLANNER**

<input checked="" type="checkbox"/>	<b>No further environmental review is required. The project is categorically exempt under CEQA. There are no unusual circumstances that would result in a reasonable possibility of a significant effect.</b>	
	<b>Project Approval Action:</b> Building Permit	<b>Signature:</b> Don Lewis
	If Discretionary Review before the Planning Commission is requested, the Discretionary Review hearing is the Approval Action for the project.	11/27/2019
Once signed or stamped and dated, this document constitutes a categorical exemption pursuant to CEQA Guidelines and Chapter 31 of the Administrative Code. In accordance with Chapter 31 of the San Francisco Administrative Code, an appeal of an exemption determination can only be filed within 30 days of the project receiving the approval action. Please note that other approval actions may be required for the project. Please contact the assigned planner for these approvals.		

**STEP 7: MODIFICATION OF A CEQA EXEMPT PROJECT**

**TO BE COMPLETED BY PROJECT PLANNER**

In accordance with Chapter 31 of the San Francisco Administrative Code, when a California Environmental Quality Act (CEQA) exempt project changes after the Approval Action and requires a subsequent approval, the Environmental Review Officer (or his or her designee) must determine whether the proposed change constitutes a substantial modification of that project. This checklist shall be used to determine whether the proposed changes to the approved project would constitute a “substantial modification” and, therefore, be subject to additional environmental review pursuant to CEQA.

**PROPERTY INFORMATION/PROJECT DESCRIPTION**

Project Address (If different than front page)		Block/Lot(s) (If different than front page)
1420 TARAVAL ST		2353/010
Case No.	Previous Building Permit No.	New Building Permit No.
2018-011904PRJ	201808086753	
Plans Dated	Previous Approval Action	New Approval Action
	Building Permit	
Modified Project Description:		

**DETERMINATION IF PROJECT CONSTITUTES SUBSTANTIAL MODIFICATION**

Compared to the approved project, would the modified project:	
<input type="checkbox"/>	Result in expansion of the building envelope, as defined in the Planning Code;
<input type="checkbox"/>	Result in the change of use that would require public notice under Planning Code Sections 311 or 312;
<input type="checkbox"/>	Result in demolition as defined under Planning Code Section 317 or 19005(f)?
<input type="checkbox"/>	Is any information being presented that was not known and could not have been known at the time of the original determination, that shows the originally approved project may no longer qualify for the exemption?
<b>If at least one of the above boxes is checked, further environmental review is required.</b>	

**DETERMINATION OF NO SUBSTANTIAL MODIFICATION**

<input type="checkbox"/>	The proposed modification would not result in any of the above changes.
If this box is checked, the proposed modifications are categorically exempt under CEQA, in accordance with prior project approval and no additional environmental review is required. This determination shall be posted on the Planning Department website and office and mailed to the applicant, City approving entities, and anyone requesting written notice. In accordance with Chapter 31, Sec 31.08j of the San Francisco Administrative Code, an appeal of this determination can be filed within 10 days of posting of this determination.	
<b>Planner Name:</b>	<b>Date:</b>



# SAN FRANCISCO PLANNING DEPARTMENT

## PRESERVATION TEAM REVIEW FORM

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

Reception:  
**415.558.6378**

Fax:  
**415.558.6409**

Planning  
Information:  
**415.558.6377**

<b>Preservation Team Meeting Date:</b>		<b>Date of Form Completion</b>	9/20/2019
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PROJECT INFORMATION:		
Planner:	Address:	
Stephanie Cisneros/Melanie Bishop	1420 Taraval Street	
Block/Lot:	Cross Streets:	
2353/010	Taraval & 24th	
CEQA Category:	Art. 10/11:	BPA/Case No.:
B	N/A	2018-011904ENV

PURPOSE OF REVIEW:			PROJECT DESCRIPTION:	
<input checked="" type="radio"/> CEQA	<input type="radio"/> Article 10/11	<input type="radio"/> Preliminary/PIC	<input type="radio"/> Alteration	<input checked="" type="radio"/> Demo/New Construction

<b>DATE OF PLANS UNDER REVIEW:</b>	N/A
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PROJECT ISSUES:	
<input checked="" type="checkbox"/>	Is the subject Property an eligible historic resource?
<input type="checkbox"/>	If so, are the proposed changes a significant impact?
Additional Notes:	
Submitted: Historic Resource Evaluation Part 1 prepared by Tim Kelley Consulting, LLC (November 2017).	

PRESERVATION TEAM REVIEW:				
Category:		<input type="radio"/> A	<input type="radio"/> B	<input checked="" type="radio"/> C
Individual		Historic District/Context		
Property is individually eligible for inclusion in a California Register under one or more of the following Criteria:		Property is in an eligible California Register Historic District/Context under one or more of the following Criteria:		
Criterion 1 - Event:	<input type="radio"/> Yes <input checked="" type="radio"/> No	Criterion 1 - Event:	<input type="radio"/> Yes <input checked="" type="radio"/> No	
Criterion 2 -Persons:	<input type="radio"/> Yes <input checked="" type="radio"/> No	Criterion 2 -Persons:	<input type="radio"/> Yes <input checked="" type="radio"/> No	
Criterion 3 - Architecture:	<input type="radio"/> Yes <input checked="" type="radio"/> No	Criterion 3 - Architecture:	<input type="radio"/> Yes <input checked="" type="radio"/> No	
Criterion 4 - Info. Potential:	<input type="radio"/> Yes <input checked="" type="radio"/> No	Criterion 4 - Info. Potential:	<input type="radio"/> Yes <input checked="" type="radio"/> No	
Period of Significance:	<input type="text"/>	Period of Significance:	<input type="text"/>	
		<input type="radio"/> Contributor <input type="radio"/> Non-Contributor		

Complies with the Secretary's Standards/Art 10/Art 11:	<input type="radio"/> Yes	<input type="radio"/> No	<input checked="" type="radio"/> N/A
CEQA Material Impairment to the individual historic resource:	<input type="radio"/> Yes	<input type="radio"/> No	
CEQA Material Impairment to the historic district:	<input type="radio"/> Yes	<input type="radio"/> No	
Requires Design Revisions:	<input type="radio"/> Yes	<input type="radio"/> No	
Defer to Residential Design Team:	<input type="radio"/> Yes	<input type="radio"/> No	

**PRESERVATION TEAM COMMENTS:**

According to the Historic Resource Evaluation Part 1 prepared by Tim Kelley Consulting, LLC (November 2017) and information found in the Planning Department files, the subject property at 1420 Taraval Street contains a three-story over raised basement, single-family residence. According to the original construction permit, the building was constructed in 1909 (Permit #24242) by Hugh Keenan. Extensive alterations have been made to the subject property including the front addition (1946), replacement of shingle roofing with composite roofing (1928), window replacement, reconstruction of front steps, and remodel of front porch. It is likely the latter changes were completed without a permit, as no permit records have been found to confirm the date of these alterations. With the addition of the commercial structure at the front of the property, it appears that much of the original wood shingle at the first story was removed to accommodate the addition of the commercial structure and the new terrazzo front steps. The first story appears to have been re-clad as it differs in pattern and size to the shingle at the second story. The front addition does not appear on the 1950 Sanborn Map of the subject block but does appear on the 1990s Sanborn Map. However, no city directory listings or newspaper articles were found to confirm that there was an existing commercial use at the subject property.

The subject property is located within the Parkside neighborhood on a block that includes residences constructed between 1909-1968. The initial residential development of Parkside occurred in early 1908 between 26th & Ulloa and 32nd & Vicente in the form of "Parkside Cottages"; typically, one-story six-room structures with a variety of facade styles available (Source: San Francisco's Parkside District Context Statement). An informal survey conducted in August 2007 as part of the Parkside Context Statement found that 60 of the original 62 cottages remain and are now surrounded by single family homes constructed in the more typical Sunset row house style of the 1920's and 1930's. These properties have not been officially evaluated by the department.

A historical photo from 1914 included in the Historic Resource Evaluation Part I shows the block originally contained six properties built by Keenan that were similar in massing and style to 1420 Taraval. The subject building and 1409 Taraval are the only two properties remaining. The subject block was primarily residential and largely undeveloped aside from the six properties constructed by Keenan until approximately 1938. The 1938 Harrison Ryker aerial photograph of the subject block shows an increase in development with several larger scale properties constructed around the subject building. Though Sanborn Maps and the 1938 Harrison Ryker aerial photograph show an increase in development on the subject block in the 1940's and 1950's, further research was unable to confirm that

Signature of a Senior Preservation Planner / Preservation Coordinator:	Date:
<b>Allison K. Vanderslice</b> Digitally signed by Allison K. Vanderslice Date: 2019.09.20 16:10:33 -07'00'	



commercial use ever existed at the site. Many properties like this exist along Taraval but have not been in use commercially in recent years.

Hugh Keenan worked as a builder with architect Robert Dickie Cranston to construct homes primarily in the Haight Ashbury neighborhood during the 1890's. Notable examples of their work include 710 Ashbury and 459 Ashbury. The partnership lasted briefly, with Keenan branching out as the sole proprietor of a construction company, working primarily in the Parkside. Though it is not known exactly when the partnership between Cranston and Keenan dissolved, Hugh Keenan Construction Company appears in newspaper articles and city directories after 1900. Hugh Keenan was on the board of directors of the Parkside Realty Company and his construction company was responsible for the construction of several streets and block grading in Parkside.<sup>1</sup> In an effort to develop the area and attract residents, the Parkside Realty Company also formed a sister agency, the Parkside Transit Company, a private corporation that assisted in bringing public transit to the area and therefore, more prospective residents.

The subject property appears to be significant under Criterion 1 as part of the early wave of residential development of the Parkside and under Criterion 3 as a rare example of early twentieth century residential architecture in the Parkside. The subject property was constructed as part of this initial wave of development and reflects the early development of the subject block of Taraval.

Since the subject property is relatively restrained, lacking ornamentation and architectural detail, the alterations and removal of historic fabric have a more significant impact on its integrity including the integrity of design, workmanship, materials, and feeling. The historic integrity of the subject property at 1420 Taraval is tied to the physical features of the property that were present during the period of time associated with its significance (1909). Though the property appears to be significant under Criterion 1 and Criterion 3, the department has determined that much of the historic fabric original to the building's significance (1909) has been altered significantly or removed entirely such that it no longer retains sufficient integrity. These changes include the front addition of commercial space (1946), replacement of shingle roofing with composite roofing (1928), window replacement (date unknown), reconstruction and reconfiguration of front steps (post-1950), and remodel of front porch (post-1950).

Additionally, the property at 1409 Taraval appears to be a more intact representative example of early single-family residential architecture from the early period of development in Parkside and is significant under Criterion 1 as part of the early residential development of Parkside and Criterion 3 as a rare example of early twentieth century residential architecture in the Parkside.

The subject property is not located adjacent to any known historic resources (Category A properties) or within the boundaries of any identified historic district. The subject property is on a block that lacks cohesion as it contains development in variety of styles from range of development periods and includes a combination of residential and commercial development. While there are a number of First Bay style residences in the Parkside, and such concentrations could be identified as an historic district, this property is not located in one of those concentrations.

Therefore, the property is not considered a historic resource for the purposes of CEQA.

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<sup>1</sup> "Syndicate With Capital of Million Behind Project," *San Francisco Chronicle*, July 29, 1905.



1420 Taraval Street (Source: Google Maps)

# **EXHIBIT B**



# SAN FRANCISCO PLANNING DEPARTMENT

## Planning Commission Motion No. 20643

HEARING DATE: JANUARY 30, 2020

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

Reception:  
415.558.6378

Fax:  
415.558.6409

Planning  
Information:  
415.558.6377

*Record No.:* 2018-011904CUA  
*Project Address:* 1420 TARAVAL STREET  
*Zoning:* Taraval Street Neighborhood Commercial District (NCD) Zoning District  
65-A Height and Bulk District  
Taraval Street Restaurant Subdistrict  
*Block/Lot:* 2353/010  
*Project Sponsor:* William Pashelinsky  
1937 Hayes Street  
San Francisco, CA 94117  
*Property Owner:* Peter Mandel  
San Francisco, CA 94127  
*Staff Contact:* Linda Ajello Hoagland, AICP – (415) 575-6823  
[linda.ajellohoagland@sfgov.org](mailto:linda.ajellohoagland@sfgov.org)

ADOPTING FINDINGS RELATING TO THE APPROVAL OF A CONDITIONAL USE AUTHORIZATION PURSUANT TO PLANNING CODE SECTIONS 303 AND 317, TO DEMOLISH A 2,176 SQUARE FOOT, THREE-STORY SINGLE-FAMILY RESIDENCE, AND CONSTRUCT A NEW, APPROXIMATELY 6,219 SQUARE FOOT, FOUR-STORY, 45-FOOT TALL, MIXED-USE BUILDING WITH THREE DWELLING UNITS AND APPROXIMATELY 1,731 SQUARE FEET OF GROUND FLOOR COMMERCIAL WITHIN THE TARAVAL STREET NEIGHBORHOOD COMMERCIAL (NCD) ZONING DISTRICT AND A 65-A HEIGHT AND BULK DISTRICT, AND ADOPTING FINDINGS UNDER THE CALIFORNIA ENVIRONMENTAL QUALITY ACT.

### PREAMBLE

On August 30, 2018, William Pashelinsky (hereinafter "Project Sponsor") filed Application No. 2018-011904CUA (hereinafter "Application") with the Planning Department (hereinafter "Department") for a Conditional Use Authorization to demolish an existing 3-story single family dwelling and construct a new four-story, 45-ft tall, mixed-use building with 3 dwelling units and 1,731 square feet of ground floor commercial use (hereinafter "Project") at 1420 Taraval Street, Block 2353 Lot 010 (hereinafter "Project Site").

The Project is exempt from the California Environmental Quality Act ("CEQA") as a Class 1 and Class 3 categorical exemption.

On December 12, 2019, the San Francisco Planning Commission (hereinafter "Commission") conducted a duly noticed public hearing at a regularly scheduled meeting on Conditional Use Authorization Application No. 2018-011904CUA. At the public hearing, the Planning Commission continued the Project to the public hearing on January 30, 2020.

The Planning Department Commission Secretary is the Custodian of Records; the File for Record No. 2018-011904CUA is located at 1650 Mission Street, Suite 400, San Francisco, California.

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

**MOVED**, that the Commission hereby authorizes the Conditional Use Authorization as requested in Application No. 2018-011904CUA, subject to the conditions contained in "EXHIBIT A" of this motion, based on the following findings:

## FINDINGS

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

1. The above recitals are accurate and constitute findings of this Commission.
2. **Project Description.** The Project includes the demolition of an existing 2,176 square foot, three-story, single-family home and construction of a new four-story, 45-ft tall, mixed use building (approximately 6,219 square feet) with 3 dwelling units, approximately 1,731 square feet of ground floor commercial use, 1,392 square feet of open space through a combination of private and common opens space, including a roof deck, and 3 Class 1 bicycle parking spaces. No off-street parking is proposed. The Project includes a dwelling-unit mix consisting of 3 (approximately 1,600 square foot each), three-bedroom and 2 bath units.
3. **Site Description and Present Use.** The Project is located on the north side of Taraval Street, between 24<sup>th</sup> and 25<sup>th</sup> Avenues; Lot 010 in Assessor's Block 2353 within the Taraval Street Neighborhood Commercial District (NCD) Zoning District with a 65-A Height and Bulk District. The site is an approximately 2,500 square foot uphill sloping lot with 25 feet of frontage and a depth of 100 feet. The project site has an existing approximately 2,176 square foot, three-story, single-family home constructed circa 1900. The structure is currently used as a rental property with the current lease expiring prior to the start of construction. There is no off-street parking for the property.
4. **Surrounding Properties and Neighborhood.** The subject property is located in the Parkside neighborhood. Parcels within the immediate vicinity consist of two- to three-story single- and multi-family dwellings, single- and two-story commercial buildings and two- to four-story mixed-use buildings of varied design and construction dates. The block-face is characterized by two- to three-story buildings of mixed architectural style. The adjacent properties to the east and west are improved with a two-story commercial building and a three-story multi-family dwelling constructed in 1968 and 1936, respectively, and a three-story multi-family dwelling to the north, constructed in 1927. The surrounding properties are located in the Taraval Street NCD, RH-1

(Residential-House, One-Family), and RM-1 (Residential-Mixed, Low Density) Zoning Districts. The subject property is also within .25-miles of stops for the L and L-OWL MUNI transit lines.

5. **Public Outreach and Comments.** To date, the Department has received three comments expressing opposition to the demolition of the existing 1907 building due to its historical value in the neighborhood.
6. **Planning Code Compliance.** The Commission finds that the Project is consistent with the relevant provisions of the Planning Code in the following manner:

- A. **Permitted Uses in Taraval Street NCD Zoning District.** Planning Code Section 733 states that residential and commercial uses are permitted within the Taraval Street NCD Zoning District.

*The Project would construct a four-story, mixed-use building with three dwelling units with ground floor commercial and, therefore complies with Planning Code Section 733.*

- B. **Residential Demolition – Section 317.** Pursuant to Planning Code Section 317, Conditional Use Authorization is required for applications proposing to demolish a residential unit in any Zoning District. The Code establishes criteria that the Planning Commission shall consider in the review of applications for residential demolition.

*As the Project requires Conditional Use Authorization per the requirements of Section 317, the additional criteria specified under Section 317 have been incorporated as findings as part of this Motion (See Below).*

- C. **Rear Yard.** Planning Code Section 134 requires a minimum rear yard equal to 25 percent of the total lot depth of the lot to be provided at the second story and at each succeeding level or story of the building, and at the first story if it contains a dwelling unit.

*The Project site is 100 feet deep and provides a 25-foot rear yard at the second level (first residential level) and would comply with Planning Code Section 134.*

- D. **Usable Open Space.** Planning Code Sections 135 and 733 require 100 square feet of usable open space per unit if private, or 133 square feet if common.

*The Project provides approximately 558 square feet of private open space for unit one within the rear yard area and two, approximately 380 square foot, private roof decks for units two and three. The private open space areas for all units exceeds the 100 square feet required; therefore, the Project provides code-complying open space for all dwelling units.*

- E. **Bird Safety.** Planning Code Section 139 outlines the standards for bird-safe buildings, including the requirements for location-related and feature-related hazards.

*The subject lot is located within 300 feet of a possible Urban Bird Refuge as defined in Section 139, and the Project meets the requirements for feature-related hazards.*

- F. **Dwelling Unit Exposure.** Planning Code Section 140 requires that at least one room of all dwelling units face onto a public street, rear yard or other open area that meets minimum requirements for area and horizontal dimensions. To meet exposure requirements, a public street, public alley, side yard or rear yard must be at least 25 feet in width.

*The Project organizes the dwelling units to have exposure on Taraval Street or the code-complying rear yard; therefore, the Project complies with Planning Code Section 140.*

- G. **Shadow.** Planning Code Sections 147 and 295 restricts net new shadow, cast by structures exceeding a height of 40 feet, upon property under the jurisdiction of the Recreation and Park Commission. Any project in excess of 40 feet in height and found to cast net new shadow must be found by the Planning Commission, with comment from the General Manager of the Recreation and Parks Department, in consultation with the Recreation and Park Commission, to have no adverse impact upon the property under the jurisdiction of the Recreation and Park Commission.

*A shadow analysis was prepared for the project determined that the proposed project would not cast shadows on any parks or open spaces at any time during the year.*

- H. **Off-Street Parking.** Planning Code Section 151.1 does not require off-street parking for residential and non-residential uses and allows for a maximum of 1.5 parking spaces for each dwelling unit and a maximum of 1.5 per 500 square feet of occupied floor area, up to 20,000 where the occupied floor area exceeds 5,000 square feet for retail sales and service uses.

*The Project does not provide any off-street parking space and, therefore complies with Planning Code Section 151.1.*

- I. **Bicycle Parking.** Planning Code Section 155.2 requires at least one Class 1 bicycle parking space for each dwelling unit and one Class 2 space for every 20 dwelling units. Additional bicycle parking requirements apply based on classification of non-residential uses, at least two Class 2 spaces are required for retail sales and service uses.

*The Project includes three dwelling units; therefore, the Project is required to provide three Class 1 bicycle parking spaces for residential uses and two Class 2 bicycle parking spaces for the non-residential uses. The Project will provide three Class 1 bicycle parking spaces and two Class 2 bicycle parking spaces. Therefore, the Project complies with Planning Code Section 155.2*

- J. **Height and Bulk.** Planning Code Sections 260 and 270 outlines the height and bulk districts within the City and County of San Francisco. Planning Code Section 270 defines the base of the building as the lowest portion of the building extending vertically to a streetwall height up to 1.25 times the width of the widest abutting street or 50 feet, whichever is more. There are no length or diagonal dimension limitations applicable to the base. The Project is located in a 65-A Height and Bulk District. Therefore, the proposed development is permitted up to a height of 65 feet and a 110-foot maximum length and 125-foot maximum diagonal for a height above 40 feet.

*The Project proposes a building that will be approximately 45 feet tall, which is below the 65-foot height limit. Taraval Street is 80 feet in width, so the Project base would be considered 100 feet (80x1.25). Planning Code Section 270 states that there are no length or diagonal dimension limits applicable to the base and, therefore complies with the Planning Code and the Height and Bulk District.*

- K. **Rear Yard Requirement.** Planning Code Section 134 requires a minimum rear yard depth shall be equal to 45 percent of the total depth of the lot on which the building is situated, except to the extent that a reduction in this requirement is permitted by averaging of the adjacent rear building walls. When averaging, the minimum rear yard allowed is 25%, but in no case less than 15 feet, and shall be provided at the ground level. Permitted projections into the rear yard are also permitted per Planning Code Section 136, such as a two-story addition projecting up to 12 feet into the rear yard with 5-foot side setbacks on each side for the length of the projection.

*The subject property is 100 feet deep; and the average rear yard depth of the adjacent neighbors is 37 feet, 3 inches; therefore, the rear yard requirement is 37 feet, 3 inches. The Project, which includes a permitted single-story, 9-foot, 1-inch projection, complies with the rear yard requirements*

- L. **Child Care Requirements for Residential Projects.** Planning Code Section 414A requires that any residential development project that results in additional space in an existing residential unit of more than 800 gross square feet shall comply with the imposition of the Residential Child Care Impact Fee requirement.

*The Project proposes new construction of a building that results in two net new dwelling units. Therefore, the Project is subject to the Residential Child Care Impact Fee and must comply with the requirements outlined in Planning Code Section 414A*

7. **Conditional Use Findings.** Planning Code Section 303 establishes criteria for the Planning Commission to consider when reviewing applications for Conditional Use authorization. On balance, the project complies with said criteria in that:



- A. The proposed new uses and building, at the size and intensity contemplated and at the proposed location, will provide a development that is necessary or desirable, and compatible with, the neighborhood or the community.

*The use and size of the proposed project is compatible with the surrounding neighborhood. The proposal would demolish an existing, 2,176 square foot, single-family dwelling. The new building will contain approximately 1,731 square feet of ground floor commercial and three 3-bedroom dwelling units ranging in size from approximately 1,578 square feet to 1,672 square feet. The siting of the new building will be in conformity with the requirements of the Planning Code and consistent with the objectives of the Residential Design Guidelines. Overall, the construction of three new dwelling units is necessary and compatible with the surrounding neighborhood and the larger City.*

- B. The proposed project will not be detrimental to the health, safety, convenience or general welfare of persons residing or working in the vicinity. There are no features of the project that could be detrimental to the health, safety or convenience of those residing or working in the area, in that:

- (1) Nature of proposed site, including its size and shape, and the proposed size, shape and arrangement of structures;

*The Project includes a four-story massing along the street, which is appropriate given the context of the surrounding neighborhood. The proposed building provides rear setbacks, all which help to sculpt the building to minimize impacts and remain compatible with the neighborhood's two- to-four-story buildings.*

- (2) The accessibility and traffic patterns for persons and vehicles, the type and volume of such traffic, and the adequacy of proposed off-street parking and loading;

*The Project would not adversely affect public transit in the neighborhood. The Project site is located close to several MUNI bus lines, including the L and L-OWL MUNI transit lines. The Project provides no off-street parking, which supports the City's transit first policies. Provision of bicycle storage areas along with the close proximity to mass transit is anticipated to encourage residents, employees and visitors to use alternate modes of transportation.*

- (3) The safeguards afforded to prevent noxious or offensive emissions such as noise, glare, dust and odor;

*The Project will comply with Title 24 standards for noise insulation. The Project will also be subject to the standard conditions of approval for lighting and construction noise. Construction noise impacts would be less than significant because all construction activities would be conducted in compliance with the San Francisco Noise Ordinance (Article 29 of the San Francisco Police Code, as amended May 2014). The SF Board of Supervisors approved the Construction Dust Control Ordinance (Ordinance 176-08, effective July 30, 2008) with the intent of reducing the quantity of dust generated during site preparation,*

*demolition and construction work in order to protect the health of the general public and of on-site workers, minimize public nuisance complaints, and to avoid orders to stop work by the Department of Building Inspection. Therefore, the Project would be required to follow specified practices to control construction dust and to comply with this ordinance. Overall, the Project is not expected to generate dust or odor impacts.*

- (4) Treatment given, as appropriate, to such aspects as landscaping, screening, open spaces, parking and loading areas, service areas, lighting and signs;

*The Project will provide the required number of street trees and bicycle parking along the public-rights-of-way.*

- C. That the use as proposed will comply with the applicable provisions of the Planning Code and will not adversely affect the General Plan.

*The Project complies with all relevant requirements and standards of the Planning Code and is consistent with objectives and policies of the General Plan as detailed below.*

- D. That the use as proposed would provide development that is in conformity with the purpose of the applicable Neighborhood Commercial District.

*The proposed Project is consistent with the stated purposes of the Taraval Street Neighborhood Commercial District (NCD) in that the commercial use is located at the ground floor, protects the rear yard at residential levels and is consistent with the Planning Code for mixed-use buildings in the Taraval Street NCD.*

8. **Additional Findings pursuant to Section 317** establishes criteria for the Planning Commission to consider when reviewing applications for Residential Demolition. On balance, the Project does comply with said criteria in that:

- i. Whether the property is free of a history of serious, continuing Code violations;

*A review of the Department of Building Inspection and the Planning Department databases showed no open enforcement cases or notices of violation for the subject property.*

- ii. Whether the housing has been maintained in a decent, safe, and sanitary condition;

*The existing dwelling is currently used as a rental and does not have any past code-violations.*

- iii. Whether the property is an "historical resource" under CEQA;

*Although the existing structure is more than 50 years old, a review of the supplemental information resulted in a determination that the structure is not a historical resource.*

- iv. Whether the removal of the resource will have a substantial adverse impact under CEQA;

*Not Applicable. The existing structure is not a historic resource.*

- v. Whether the project converts rental housing to other forms of tenure or occupancy;

*The Project does not convert rental housing to other forms of tenure or occupancy, as the existing building is a single-family residence and is used as such.*

- vi. Whether the project removes rental units subject to the Residential Rent Stabilization and Arbitration Ordinance or affordable housing;

*The existing single-family dwelling is used as a rental property. Although the single-family dwelling is technically subject to the Rent Stabilization and Arbitration Ordinance because it is a residential building constructed before 1979, the Planning Department cannot definitively determine which aspects of the Ordinance are applicable. The Rent Stabilization and Arbitration Ordinance includes provisions for eviction controls, price controls, and other controls, and it is the purview of the Rent Board to determine which specific controls apply to a building or property. The Rent Board has confirmed that there are no database records, or any documentation indicating an eviction neither history nor eviction notices filed at the Rent Board for 1420 Taraval Street.*

- vii. Whether the project conserves existing housing to preserve cultural and economic neighborhood diversity;

*Although the Project proposes the demolition of an existing dwelling, the new construction will result in two additional dwelling units.*

- viii. Whether the project conserves neighborhood character to preserve neighborhood cultural and economic diversity;

*The Project conserves neighborhood character with appropriate scale, design, and materials, and improves cultural and economic diversity by constructing a mixed-use building with ground floor commercial and three dwelling units that are consistent with the Taraval Street NCD Zoning District. The proposed mixed-use development is characteristic of other existing residential buildings located along Taraval Street; two net new dwelling units would be added to the City's Housing Stock.*

- ix. Whether the project protects the relative affordability of existing housing;

*The Project removes an older dwelling unit, which is generally considered more affordable than a more recently constructed unit; however, the project will add two family-sized dwelling units to the City's Housing Stock.*

- x. Whether the project increases the number of permanently affordable units as governed by Section 415;

*The Project is not subject to the provisions of Planning Code Section 415, as the Project proposes less than ten units.*

- xi. Whether the project locates in-fill housing on appropriate sites in established neighborhoods;

*The Project proposes in-fill housing with a total of three dwelling units which is consistent with the varying neighborhood density. The proposed mixed-use development is characteristic of other existing residential buildings located along Taraval Street and in the surrounding neighborhood.*

- xii. Whether the project increases the number of family-sized units on-site;

*The Project proposes an opportunity for family-sized housing. Three 3-bedroom units are proposed within the new building. Currently, the property only contains one dwelling with two bedrooms.*

- xiii. Whether the project creates new supportive housing;

*The Project does not create new supportive housing.*

- xiv. Whether the project is of superb architectural and urban design, meeting all relevant design guidelines, to enhance existing neighborhood character;

*The overall scale, design, and materials of the proposed buildings are consistent with the block-face and compliment the neighborhood character with a contemporary design. The proposed residential development is characteristic of other existing residential uses along Taraval Street and in the surrounding neighborhood.*

- xv. Whether the project increases the number of on-site Dwelling Units;

*The Project will increase the number of on-site units from one dwelling unit to three dwelling units.*

- xvi. Whether the project increases the number of on-site bedrooms.

*The existing dwelling contains two bedrooms. The Project proposes a total of nine bedrooms between the three dwelling units.*

- xvii. Whether or not the replacement project would maximize density on the subject lot; and

*The maximum density for the subject property is three units (one dwelling unit per 800 square feet of lot area). The Project proposes the new construction of a mixed-use, three-unit building with ground floor commercial, maximizing the density permitted in the Taraval Street NCD Zoning District.*

- xviii. If replacing a building not subject to the Residential Rent Stabilization and Arbitration Ordinance, whether the new project replaces all of the existing units with new Dwelling Units of a similar size and with the same number of bedrooms.

*The existing single-family dwelling is currently used as a rental property. Although the single-family dwelling is technically subject to the Rent Stabilization and Arbitration Ordinance because it is a residential building constructed before 1979, the Planning Department cannot definitively determine which aspects of the Ordinance are applicable. The Rent Stabilization and Arbitration Ordinance includes provisions for eviction controls, price controls, and other controls, and it is the purview of the Rent Board to determine which specific controls apply to a building or property. The Rent Board has confirmed that there are no database records, nor any documentation indicating an eviction history nor eviction notices filed at the Rent Board for 1420 Taraval Street.*

*Regarding unit size and count, the existing dwelling unit has approximately 2,176 square feet of habitable area and two bedrooms. The proposed building contains three, 3-bedroom units. The new units provide more than the existing square footage and bedroom count.*

9. **General Plan Compliance.** The Project is, on balance, consistent with the following Objectives and Policies of the General Plan:

## **HOUSING ELEMENT**

### **Objectives and Policies**

#### **OBJECTIVE 2:**

**RETAIN EXISTING HOUSING UNITS, AND PROMOTE SAFETY AND MAINTENANCE STANDARDS, WITHOUT JEOPARDIZING AFFORDABILITY.**

#### **Policy 2.1:**

Discourage the demolition of a sound existing housing unless the demolition results in a net increase in affordable housing.

*The Project proposes to demolish an existing structure containing one bedroom and one bathroom to construct three new dwelling units each with two-bedrooms and thereby contributes to the general housing stock of the city.*

**OBJECTIVE 3:  
PROTECT THE AFFORDABILITY OF THE EXISTING HOUSING STOCK, ESPECIALLY  
RENTAL UNITS.**

**Policy 3.1:**

Preserve rental units, especially rent controlled units, to meet the City's affordable housing needs.

**Policy 3.3:**

Maintain balance in affordability of existing housing stock by supporting affordable moderate ownership opportunities.

**Policy 3.4:**

Preserve "naturally affordable" housing types, such as smaller and older ownership units.

*While the Project will demolish an existing single-family dwelling, the new construction will result in an increase in the density of the property and contributes two net new dwelling units, a net addition of five bedrooms, to the existing housing stock.*

**OBJECTIVE 4:  
FOSTER A HOUSING STOCK THAT MEETS THE NEEDS OF ALL RESIDENTS ACROSS  
LIFECYCLES.**

**Policy 4.1:**

Develop new housing, and encourage the remodeling of existing housing, for families with children.

*The Project proposes to demolish a single-family residence with one bedroom to construct three dwelling units, each with 3-bedrooms which could accommodate families with children.*

**OBJECTIVE 11:  
SUPPORT AND RESPECT THE DIVERSE AND DISTINCT CHARACTER OF SAN  
FRANCISCO'S NEIGHBORHOODS.**

**Policy 11.1:**

Promote the construction and rehabilitation of well-designed housing that emphasizes beauty, flexibility, and innovative design, and respect existing neighborhood character.

**Policy 11.2:**

Ensure implementation of accepted design standards in project approvals.

**Policy 11.3**

Ensure growth is accommodated without substantially and adversely impacting existing residential neighborhood character.

**Policy 11.4**

Continue to utilize zoning districts which conform to a generalized residential land use and density plan and the General Plan.

**Policy 11.5**

Ensure densities in established residential areas promote compatibility with prevailing neighborhood character.

*The subject property is within the Taraval Street Neighborhood Commercial Zoning District which allows for higher residential density than the existing single-family dwelling. The Project proposes a total of three dwelling units on a property located in a neighborhood consisting of two- to three-story single- and multi-family dwellings, single- and two-story commercial buildings and two- to four-story mixed-use buildings. Furthermore, the proposed new construction conforms to the Residential Design Guidelines and is appropriate in terms of material, scale, proportions and massing for the surrounding neighborhood.*

**RECREATION AND OPEN SPACE ELEMENT**

**Objectives and Policies**

**OBJECTIVE 2:**

**INCREASE RECREATION AND OPEN SPACE TO MEET THE LONG-TERM NEEDS OF THE CITY AND BY REGION**

**Policy 2.11:**

Assure that privately developed residential open spaces are usable, beautiful, and environmentally sustainable.

*The Project proposes two roof decks that have potential for planters and additional landscaping.*

**OBJECTIVE 3:**

**IMPROVE ACCESS AND CONNECTIVITY TO OPEN SPACE**

**Policy 3.6:**

Maintain, restore, expand and fund the urban forest.

*The Project will add to the urban forest with the addition of a new street tree.*

## TRANSPORTATION ELEMENT

### Objectives and Policies

#### **OBJECTIVE 24:**

#### **IMPROVE THE AMBIENCE OF THE PEDESTRIAN ENVIRONMENT.**

##### **Policy 24.2:**

Maintain and expand the planting of street trees and the infrastructure to support them.

##### **Policy 24.4:**

Preserve pedestrian-oriented building frontages.

*The Project will install a new street tree along Taraval Street. Frontages are designed with transparent glass and intended for active spaces oriented at the pedestrian level.*

#### **OBJECTIVE 28:**

#### **PROVIDE SECURE AND CONVENIENT PARKING FACILITIES FOR BICYCLES.**

##### **Policy 28.1:**

Provide secure bicycle parking in new governmental, commercial, and residential developments.

##### **Policy 28.3:**

Provide parking facilities which are safe, secure, and convenient.

*The Project includes 3 Class 1 and 2 Class 2 bicycle parking spaces in secure, convenient locations.*

#### **OBJECTIVE 34:**

#### **RELATE THE AMOUNT OF PARKING IN RESIDENTIAL AREAS AND NEIGHBORHOOD COMMERCIAL DISTRICTS TO THE CAPACITY OF THE CITY'S STREET SYSTEM AND LAND USE PATTERNS.**

##### **Policy 34.3:**

Permit minimal or reduced off-street parking supply for new buildings in residential and commercial areas adjacent to transit centers and along transit preferential streets.

##### **Policy 34.5:**

Minimize the construction of new curb cuts in areas where on-street parking is in short supply and locate them in a manner such that they retain or minimally diminish the number of existing on-street parking spaces.



*The Project does not provide any off-street vehicular parking, which complies with Planning Code Section 151.1.*

## URBAN DESIGN

### OBJECTIVE 1:

**EMPHASIS OF THE CHARACTERISTIC PATTERN WHICH GIVES TO THE CITY AND ITS NEIGHBORHOODS AN IMAGE, A SENSE OF PURPOSE, AND A MEANS OF ORIENTATION.**

#### Policy 1.2:

Recognize, protect and reinforce the existing street pattern, especially as it is related to topography.

*The Project proposes demolition of an existing single-family building to construct a mixed-use, three-family building with ground floor commercial use. Similar to other existing structures on the block-face, the new building proposes a ground floor commercial storefront with residential above.*

#### Policy 1.3:

Recognize that buildings, when seen together, produce a total effect that characterizes the city and its districts.

*The proposed façade and massing are compatible with the existing neighborhood character and development pattern, particularly because the proposed building is of a similar massing, width and height to the existing structures in the neighborhood. The ground floor commercial use continues the pattern of existing mixed-use buildings in the immediate area. The proposed façade and massing of the new building reflects the existing mixed architectural character, varying heights along the block face and will be in keeping with the neighborhood development pattern.*

### OBJECTIVE 2:

**CONSERVATION OF RESOURCES WHICH PROVIDE A SENSE OF NATURE, CONTINUITY WITH THE PAST, AND FREEDOM FROM OVERCROWDING.**

#### Policy 2.6:

Respect the character of older development nearby in the design of new buildings.

*The massing of the replacement buildings' main front façades has been designed to be compatible with the prevailing street wall heights. Although interpreted in a contemporary architectural style, the proposed building proportions and exterior materials have been selected to be compatible with the adjacent buildings and the immediate neighborhood character.*

10. **Planning Code Section 101.1(b)** establishes eight priority-planning policies and requires review of permits for consistency with said policies. On balance, the project does comply with said policies in that:

- A. That existing neighborhood-serving retail uses be preserved and enhanced and future opportunities for resident employment in and ownership of such businesses be enhanced.

*Existing neighborhood-serving retail uses would not be displaced or otherwise adversely affected by the proposal, as the existing building does not contain commercial uses.*

- B. That existing housing and neighborhood character be conserved and protected in order to preserve the cultural and economic diversity of our neighborhoods.

*While the existing housing is proposed to be demolished, the replacement building would provide three dwelling units in a neighborhood made up of single-family residences to small multi-unit buildings of mixed architectural character, as well as commercial uses.*

- C. That the City's supply of affordable housing be preserved and enhanced,

*The existing single-family dwelling is not designated as affordable housing. The three proposed dwelling units will also not be designated as affordable housing.*

- D. That commuter traffic not impede MUNI transit service or overburden our streets or neighborhood parking.

*The Project Site is served by nearby public transportation options. The subject property is within .25-miles of stops for the L and L-OWL MUNI transit lines. Future residents would be afforded proximity to a bus line. The Project also provides bicycle parking for residents and their guests.*

- E. That a diverse economic base be maintained by protecting our industrial and service sectors from displacement due to commercial office development, and that future opportunities for resident employment and ownership in these sectors be enhanced.

*The Project does not involve the creation of commercial office development. The Project would enhance opportunities for resident employment and ownership in retail sales and service sectors by providing for new housing and commercial space, which will increase the diversity of the City's housing supply (a top priority in the City) and provide new potential neighborhood-serving uses and employment opportunities.*

- F. That the City achieve the greatest possible preparedness to protect against injury and loss of life in an earthquake.

*The replacement structure would be constructed in compliance with San Francisco's current Building Code Standards and would meet all earthquake safety requirements.*

- G. That landmarks and historic buildings be preserved.

*A City Landmark or historic building does not occupy the Project site.*

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

*The Project will have no negative impact on existing parks and open spaces. The shadow analysis conducted for the Project concluded that no new shadows would be cast on Mc Coppin Park. The height of the proposed structure is compatible with the established neighborhood development.*

11. The Project is consistent with and would promote the general and specific purposes of the Code provided under Section 101.1(b) in that, as designed, the Project would contribute to the character and stability of the neighborhood and would constitute a beneficial development.
12. The Commission hereby finds that approval of the Conditional Use Authorization would promote the health, safety and welfare of the City.

### DECISION

That based upon the Record, the submissions by the Applicant, the staff of the Department and other interested parties, the oral testimony presented to this Commission at the public hearings, and all other written materials submitted by all parties, the Commission hereby **APPROVES Conditional Use Authorization Application No. 2018-011904CUA** subject to the following conditions attached hereto as "EXHIBIT A" in general conformance with plans on file, dated January 3, 2020, and stamped "EXHIBIT B", which is incorporated herein by reference as though fully set forth.

**APPEAL AND EFFECTIVE DATE OF MOTION:** Any aggrieved person may appeal this Conditional Use Authorization to the Board of Supervisors within thirty (30) days after the date of this Motion. The effective date of this Motion shall be the date of this Motion if not appealed (after the 30-day period has expired) OR the date of the decision of the Board of Supervisors if appealed to the Board of Supervisors. For further information, please contact the Board of Supervisors at (415) 554-5184, City Hall, Room 244, 1 Dr. Carlton B. Goodlett Place, San Francisco, CA 94102.

**Protest of Fee or Exaction:** You may protest any fee or exaction subject to Government Code Section 66000 that is imposed as a condition of approval by following the procedures set forth in Government Code Section 66020. The protest must satisfy the requirements of Government Code Section 66020(a) and must be filed within 90 days of the date of the first approval or conditional approval of the development referencing the challenged fee or exaction. For purposes of Government Code Section 66020, the date of imposition of the fee shall be the date of the earliest discretionary approval by the City of the subject development.

If the City has not previously given Notice of an earlier discretionary approval of the project, the Planning Commission's adoption of this Motion, Resolution, Discretionary Review Action or the Zoning Administrator's Variance Decision Letter constitutes the approval or conditional approval of the development and the City hereby gives **NOTICE** that the 90-day protest period under Government Code Section 66020 has begun. If the City has already given Notice that the 90-day approval period has begun for the subject development, then this document does not re-commence the 90-day approval period.

I hereby certify that the Planning Commission ADOPTED the foregoing Motion on January 30, 2020.

  
Jonas P. Jentini  
Commission Secretary

AYES: Diamond, Fung, Koppel, Moore

NAYS: None

ABSENT: Johnson, Melgar, Richards

ADOPTED: January 30, 2020

## EXHIBIT A

### AUTHORIZATION

This authorization is for a conditional use to demolish an existing 3-story single family dwelling and construct a new four-story, 45-ft tall, mixed-use building with 3 dwelling units and 1,731 square feet of ground floor commercial use located at 1420 Taraval Street, Block 2353, and Lot 010 pursuant to Planning Code Section(s) 317 and 303 within the Taraval Street Neighborhood Commercial District and a 65-A Height and Bulk District; in general conformance with plans, dated January 3, 2020, and stamped "EXHIBIT B" included in the docket for Record No. 2018-011904CUA and subject to conditions of approval reviewed and approved by the Commission on January 30, 2020 under Motion No. 20643. This authorization and the conditions contained herein run with the property and not with a particular Project Sponsor, business, or operator.

### RECORDATION OF CONDITIONS OF APPROVAL

Prior to the issuance of the building permit or commencement of use for the Project the Zoning Administrator shall approve and order the recordation of a Notice in the Official Records of the Recorder of the City and County of San Francisco for the subject property. This Notice shall state that the project is subject to the conditions of approval contained herein and reviewed and approved by the Planning Commission on January 30, 2020 under Motion No. 20643.

### PRINTING OF CONDITIONS OF APPROVAL ON PLANS

The conditions of approval under the 'Exhibit A' of this Planning Commission Motion No. 20643 shall be reproduced on the Index Sheet of construction plans submitted with the site or building permit application for the Project. The Index Sheet of the construction plans shall reference to the Conditional Use authorization and any subsequent amendments or modifications.

### SEVERABILITY

The Project shall comply with all applicable City codes and requirements. If any clause, sentence, section or any part of these conditions of approval is for any reason held to be invalid, such invalidity shall not affect or impair other remaining clauses, sentences, or sections of these conditions. This decision conveys no right to construct, or to receive a building permit. "Project Sponsor" shall include any subsequent responsible party.

### CHANGES AND MODIFICATIONS

Changes to the approved plans may be approved administratively by the Zoning Administrator. Significant changes and modifications of conditions shall require Planning Commission approval of a new Conditional Use authorization.

## Conditions of Approval, Compliance, Monitoring, and Reporting

### PERFORMANCE

1. **Validity.** The authorization and right vested by virtue of this action is valid for three (3) years from the effective date of the Motion. The Department of Building Inspection shall have issued a Building Permit or Site Permit to construct the project and/or commence the approved use within this three-year period.  
*For information about compliance, contact Code Enforcement, Planning Department at 415-575-6863, [www.sf-planning.org](http://www.sf-planning.org)*
2. **Expiration and Renewal.** Should a Building or Site Permit be sought after the three (3) year period has lapsed, the project sponsor must seek a renewal of this Authorization by filing an application for an amendment to the original Authorization or a new application for Authorization. Should the project sponsor decline to so file, and decline to withdraw the permit application, the Commission shall conduct a public hearing in order to consider the revocation of the Authorization. Should the Commission not revoke the Authorization following the closure of the public hearing, the Commission shall determine the extension of time for the continued validity of the Authorization.  
*For information about compliance, contact Code Enforcement, Planning Department at 415-575-6863, [www.sf-planning.org](http://www.sf-planning.org)*
3. **Diligent Pursuit.** Once a site or Building Permit has been issued, construction must commence within the timeframe required by the Department of Building Inspection and be continued diligently to completion. Failure to do so shall be grounds for the Commission to consider revoking the approval if more than three (3) years have passed since this Authorization was approved.  
*For information about compliance, contact Code Enforcement, Planning Department at 415-575-6863, [www.sf-planning.org](http://www.sf-planning.org)*
4. **Extension.** All time limits in the preceding three paragraphs may be extended at the discretion of the Zoning Administrator where implementation of the project is delayed by a public agency, an appeal or a legal challenge and only by the length of time for which such public agency, appeal or challenge has caused delay.  
*For information about compliance, contact Code Enforcement, Planning Department at 415-575-6863, [www.sf-planning.org](http://www.sf-planning.org)*
5. **Conformity with Current Law.** No application for Building Permit, Site Permit, or other entitlement shall be approved unless it complies with all applicable provisions of City Codes in effect at the time of such approval.  
*For information about compliance, contact Code Enforcement, Planning Department at 415-575-6863, [www.sf-planning.org](http://www.sf-planning.org)*

## DESIGN – COMPLIANCE AT PLAN STAGE

6. **Building Height.** The overall height of the building shall be reduced two- and one-half feet (six inches from each residential level and one-foot from the commercial).
7. **Final Materials.** The Project Sponsor shall continue to work with Planning Department on the building design. Final materials, glazing, color, texture, landscaping, and detailing shall be subject to Department staff review and approval. The architectural addenda shall be reviewed and approved by the Planning Department prior to issuance.  
*For information about compliance, contact the Case Planner, Planning Department at 415-558-6378, [www.sf-planning.org](http://www.sf-planning.org)*
8. **Garbage, Composting and Recycling Storage.** Space for the collection and storage of garbage, composting, and recycling shall be provided within enclosed areas on the property and clearly labeled and illustrated on the building permit plans. Space for the collection and storage of recyclable and compostable materials that meets the size, location, accessibility and other standards specified by the San Francisco Recycling Program shall be provided at the ground level of the buildings.  
*For information about compliance, contact the Case Planner, Planning Department at 415-558-6378, [www.sf-planning.org](http://www.sf-planning.org)*
9. **Rooftop Mechanical Equipment.** Pursuant to Planning Code 141, the Project Sponsor shall submit a roof plan to the Planning Department prior to Planning approval of the building permit application. Rooftop mechanical equipment, if any is proposed as part of the Project, is required to be screened so as not to be visible from any point at or below the roof level of the subject building.  
*For information about compliance, contact the Case Planner, Planning Department at 415-558-6378, [www.sf-planning.org](http://www.sf-planning.org)*
10. **Streetscape Plan.** Pursuant to Planning Code Section 138.1, the Project Sponsor shall continue to work with Planning Department staff, in consultation with other City agencies, to refine the design and programming of the Streetscape Plan so that the plan generally meets the standards of the Better Streets Plan and all applicable City standards. The Project Sponsor shall complete final design of all required street improvements, including procurement of relevant City permits, prior to issuance of first architectural addenda, and shall complete construction of all required street improvements prior to issuance of first temporary certificate of occupancy.  
*For information about compliance, contact the Case Planner, Planning Department at 415-558-6378, [www.sf-planning.org](http://www.sf-planning.org)*
11. **Noise.** Plans submitted with the building permit application for the approved project shall incorporate acoustical insulation and other sound proofing measures to control noise.  
*For information about compliance, contact the Case Planner, Planning Department at 415-558-6378, [www.sf-planning.org](http://www.sf-planning.org)*

## PARKING AND TRAFFIC

12. **Bicycle Parking.** Pursuant to Planning Code Sections 155, 155.1, and 155.2, the Project shall provide no fewer than 3 bicycle parking spaces (3 Class 1 spaces for the residential portion of the Project and 2 Class 2 spaces for the commercial portion of the Project). SFMTA has final authority on the type, placement and number of Class 2 bicycle racks within the public ROW. Prior to issuance of first architectural addenda, the project sponsor shall contact the SFMTA Bike Parking Program at [bikeparking@sfmta.com](mailto:bikeparking@sfmta.com) to coordinate the installation of on-street bicycle racks and ensure that the proposed bicycle racks meet the SFMTA's bicycle parking guidelines. Depending on local site conditions and anticipated demand, SFMTA may request the project sponsor pay an in-lieu fee for Class II bike racks required by the Planning Code.

*For information about compliance, contact Code Enforcement, Planning Department at 415-575-6863, [www.sf-planning.org](http://www.sf-planning.org)*

13. **Managing Traffic During Construction.** The Project Sponsor and construction contractor(s) shall coordinate with the Traffic Engineering and Transit Divisions of the San Francisco Municipal Transportation Agency (SFMTA), the Police Department, the Fire Department, the Planning Department, and other construction contractor(s) for any concurrent nearby Projects to manage traffic congestion and pedestrian circulation effects during construction of the Project.

*For information about compliance, contact Code Enforcement, Planning Department at 415-575-6863, [www.sf-planning.org](http://www.sf-planning.org)*

## PROVISIONS

14. **Residential Child Care Impact Fee.** The Project is subject to the Residential Child Care Fee, as applicable, pursuant to Planning Code Section 414A.

*For information about compliance, contact the Case Planner, Planning Department at 415-558-6378, [www.sf-planning.org](http://www.sf-planning.org)*

## MONITORING - AFTER ENTITLEMENT

15. **Enforcement.** Violation of any of the Planning Department conditions of approval contained in this Motion or of any other provisions of Planning Code applicable to this Project shall be subject to the enforcement procedures and administrative penalties set forth under Planning Code Section 176 or Section 176.1. The Planning Department may also refer the violation complaints to other city departments and agencies for appropriate enforcement action under their jurisdiction.

*For information about compliance, contact Code Enforcement, Planning Department at 415-575-6863, [www.sf-planning.org](http://www.sf-planning.org)*

16. **Revocation due to Violation of Conditions.** Should implementation of this Project result in complaints from interested property owners, residents, or commercial lessees which are not resolved by the Project Sponsor and found to be in violation of the Planning Code and/or the specific conditions of approval for the Project as set forth in Exhibit A of this Motion, the Zoning



Administrator shall refer such complaints to the Commission, after which it may hold a public hearing on the matter to consider revocation of this authorization.

*For information about compliance, contact Code Enforcement, Planning Department at 415-575-6863, [www.sf-planning.org](http://www.sf-planning.org)*

## OPERATION

17. **Sidewalk Maintenance.** The Project Sponsor shall maintain the main entrance to the building and all sidewalks abutting the subject property in a clean and sanitary condition in compliance with the Department of Public Works Streets and Sidewalk Maintenance Standards.

*For information about compliance, contact Bureau of Street Use and Mapping, Department of Public Works, 415-695-2017, <http://sfdpw.org>*

18. **Community Liaison.** Prior to issuance of a building permit to construct the project and implement the approved use, the Project Sponsor shall appoint a community liaison officer to deal with the issues of concern to owners and occupants of nearby properties. The Project Sponsor shall provide the Zoning Administrator and all registered neighborhood groups for the area with written notice of the name, business address, and telephone number of the community liaison. Should the contact information change, the Zoning Administrator and registered neighborhood groups shall be made aware of such change. The community liaison shall report to the Zoning Administrator what issues, if any, are of concern to the community and what issues have not been resolved by the Project Sponsor.

*For information about compliance, contact Code Enforcement, Planning Department at 415-575-6863, [www.sf-planning.org](http://www.sf-planning.org)*

19. **Lighting.** All Project lighting shall be directed onto the Project site and immediately surrounding sidewalk area only, and designed and managed so as not to be a nuisance to adjacent residents. Nighttime lighting shall be the minimum necessary to ensure safety, but shall in no case be directed so as to constitute a nuisance to any surrounding property.

*For information about compliance, contact Code Enforcement, Planning Department at 415-575-6863, [www.sf-planning.org](http://www.sf-planning.org)*

**GENERAL NOTES:**

**INTENT OF DOCUMENTS:**

It is the intent of these Contract Documents to establish a high quality of material and workmanship, but not necessarily to note and call for every last item of work to be done. Any item not specifically covered but deemed necessary for satisfactory completion of the work shall be accomplished by the Contractor in a manner consistent with the quality of the work without additional cost to the Owner. All materials and methods of installation shall be in accordance with industry standards and manufacturers recommendations.

A. All materials and workmanship shall conform to the requirements of the following codes and regulations and any other local and state laws and regulations:

- San Francisco Building Code 2016 Edition
- San Francisco Fire Code 2016 Edition
- San Francisco Plumbing Code 2016 Edition
- San Francisco Electrical Code 2016 Edition
- San Francisco Mechanical Code 2016 Edition

Verify all existing conditions and dimensions at the project site. Notify the Architect and/or Engineer of any discrepancies before beginning construction.

- B. Provide adequate and proper shoring and bracing to maintain safe conditions at all times. The contractor shall be solely responsible for providing adequate shoring and bracing as required for protection of life and property during the construction of the project.
- C. At all times the Contractor shall be solely and completely responsible for all conditions at the jobsite, including safety of persons and property, and all necessary independent engineering reviews of these conditions. The Architects jobsite reviews are not intended nor shall they be construed to include a review of the adequacy of the contractors safety measures.
- D. Unless otherwise shown or noted, all typical details shall used where applicable.
- E. All details shall be construed typical at similar conditions.
- F. All Drawing conflicts shall be brought to the attention of the Architect and/or Consulting Engineer for clarification before work proceeds.
- G. The Contractor shall supply all labor, materials, equipment and services, including water and power, necessary for the proper execution of the work shown on these drawings. All materials shall be new and workmanship shall be good quality. All workman and subcontractors shall be skilled in their trade. Any inspections, special or otherwise, that are required by the building codes, local builing departments, on these plans shall be done by an independent inspection company.
- H. Finishes: Replace patch, repair and refinish all existing surfaces affected by the new work. All new finishes shall match the adjacent surface. all surfaces shall align.
- I. The General Contractor shall visit the site and familiarize themselves with the existing site conditions prior to finalizing of any proposal to the owner. The general Contractor shall be responsible to inform the owner or Architect of potential existing conditions that need to be addressed and or modified in order to complete the work as herein described in these Drawings.
- J. The General Contractor shall be responsible for all means and methods of construction including but not limited to leveling, shimming, and blocking. The General Contractor shall make specific note of such items that can not be known prior to the commencement of construction.

**DRAWING INDEX:**

- A 1.01 SITE AND ROOF PLAN, GENERAL NOTES, AND DRAWING INDEX
- A 1.02 SITE AND ROOF PLANS EXISTING
- A 2.01 FLOOR PLANS EXISTING
- A 2.02 FLOOR PLANS PROPOSED
- A 2.03 FLOOR PLANS PROPOSED
- A 2.03 FLOOR PLANS PROPOSED
- A 3.00 EXTERIOR ELEVATIONS
- A 3.01 EXTERIOR ELEVATIONS
- A 3.02 EXTERIOR ELEVATIONS
- A 3.03 EXTERIOR ELEVATIONS
- A 3.04 EXTERIOR ELEVATIONS
- A 4.01 BUILDING SECTION
- A 4.02 BUILDING SECTION
- C-2 GREEN BUILDING FOR SITE PERMIT CIVIL SURVEY

**PROJECT INFORMATION:**

ZONING: NCD TARAVAL NEIGHBORHOOD COMMERCIAL DISTRICT

OCCUPANCY R-3  
EXISTING USE: 1 FAMILY RESIDENCE  
PROPOSED USE: THREE RESIDENTIAL UNITS OVER COMMERCIAL SPACE

PROPOSED BUILDING HEIGHT: 45'-4"

PROPOSED 4 STORIES

CONSTRUCTION TYPE: 3-A

BUILDING TO BE FIRE SPRINKLERED NFPA-13 R  
WORK BY SEPERATE PERMIT

BLOCK 2353 LOT 010

SCOPE OF WORK:  
NEW 3 UNIT RESIDENTIAL BUILDING

**PROJECT STATISTICS**

PROPOSED	COMMON	RESIDENTIAL	COMMERCIAL	TOTAL
1ST FLOOR:	741 SF	0 SF	1,731 SF	2,472 SF
2ND FLOOR:	241 SF	1,602 SF	0 SF	1,843 SF
3RD FLOOR:	238 SF	1,578 SF	0 SF	1,816 SF
4TH FLOOR:	238 SF	1,632 SF	0 SF	1,870 SF
ROOF:	202 SF	0 SF	0 SF	202 SF
TOTAL	1,160 SF	4,812 SF	1,731 SF	8,203 SF

UNIT 1	1,602 SF
UNIT 2	1,578 SF
UNIT 3	1,632 SF

**OPEN SPACE:**

REQUIRED OPEN SPACE EA UNIT 300 SF

UNIT 1	558 SF
UNIT 2	56 SF AT UNIT: REQUIRED OPEN SPACE PROVIDED AT ROOF DECK
UNIT 3	0 SF AT UNIT: OPEN SPACE PROVIDED AT ROOF DECK
ROOF	778 SF: DECK OPEN TO UNIT 2 AND 3

**BIKE PARKING**

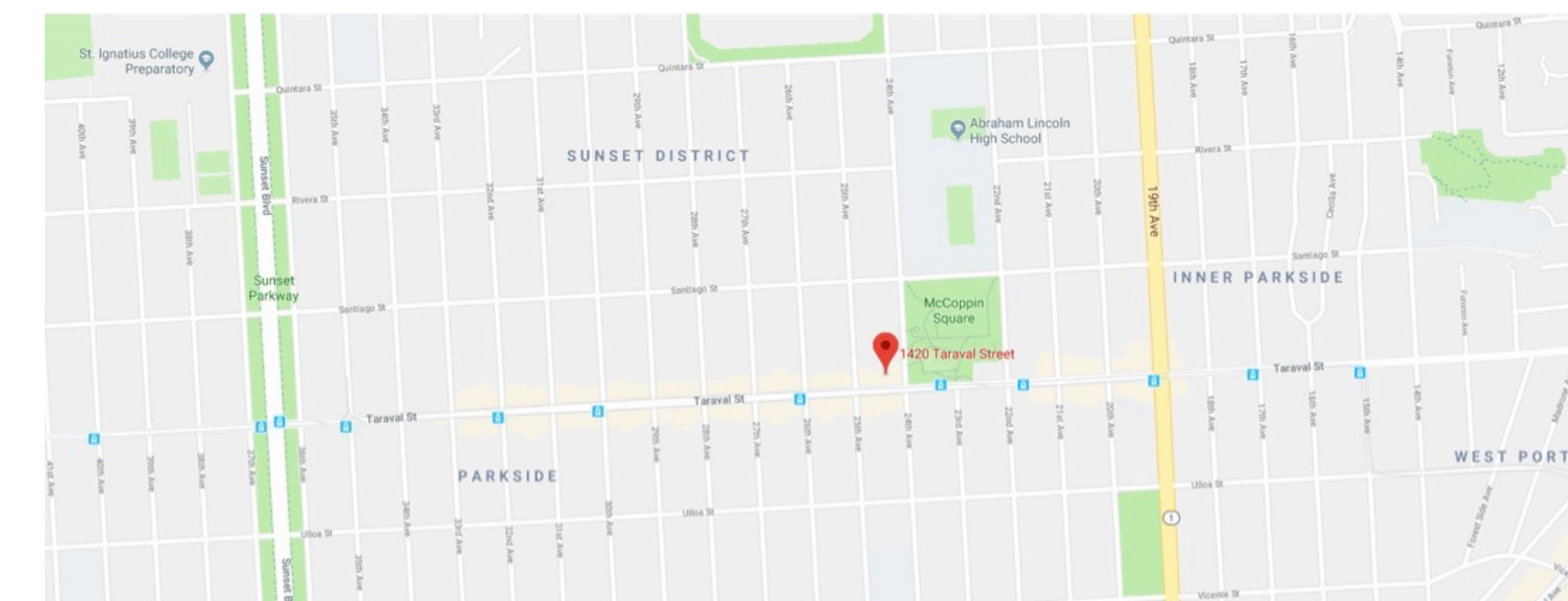
3 CLASS A SPACES PROVIDED  
SEE A 2.02 1ST FLOOR PLAN

**ABBREVIATIONS:**

@	AT	HGT./HT.	HEIGHT
⊕	CENTERLINE	INSUL.	INSULATION
∅	DIAMETER OR ROUND	MFG.	MANUFACTURING
(E)	EXISTING	MAX.	MAXIMUM
(N)	NEW	MTL.	METAL
(R)	REPLACE	MIN.	MINIMUM
		O.C.	ON CENTER
AFF	ABOVE FINISH FLOOR	PR.	PAIR
BM.	BEAM	PKT.	POCKET
BLDG.	BUILDING	P.T.	PRESSURE TREATED
CBC	CALIFORNIA BUILDING CODE	REF.	REFRIGERATOR
CLR.	CLEAR	REQ'D	REQUIRED
CLOS.	CLOSET	REQ'T	REQUIREMENT
CONC.	CONCRETE	RTG.	RETAINING
DECK'G	DECKING	R & S	ROD AND SHELF ROOM
DET.	DETAIL	SIM.	SIMILAR
DIA.	DIAMETER	S.C.	SOLID CORE
DISP.	DISPOSAL	SQ. FT.	SQUARE FOOT/FEET
DW.	DISHWASHER	STOR.	STORAGE
DR.	DOOR	STRUCT.	STRUCTURAL
DBL.	DOUBLE	TEMP.	TEMPERED
DN.	DOWN	TRANS.	TRANSPARENT
DRWGS.	DRAWINGS	TYP.	TYPICAL
D	DRYER	U.O.N.	UNLESS OTHERWISE NOTED
EA.	EACH	V.I.F.	VERIFY IN FIELD
F	FAHRENHEIT	W	WASHER
FIN.	FINISH	WH.	WATER HEATER
F.R.	FIRE RATED	WP	WATERPROOF
FLR.	FLOOR	WDO.	WINDOW
FT.	FOOT OR FEET	W/	WITH
FR.	FRENCH	WD.	WOOD
FURN.	FURNISH		
FURR.	FURRING		
GA.	GAUGE		
GL.	GLAZING		
GYP.	GYP SUM		
GYP.BD.	GYP SUM BOARD		

**DRAWING SYMBOLS**

- 101 DOOR NUMBER
- 201 WINDOW NUMBER
- 101 SKYLIGHT NUMBER
- 1 DRAWING REVISION
- 1 A 6.02 DETAIL NUMBER AND DRAWING REFERENCE
- 1 NOTE/ITEM NUMBER
- 0'-0" GRADE
- PL PROPERTY LINE
- 1 A 3.01 ELEV. NO. DRAWING REFERENCE



VIICINITY MAP

**EXHIBIT B**

**WILLIAM PASHELINSKY ARCHITECT**  
1937 HAYES STREET  
SAN FRANCISCO, CA 94117  
415 379 3676  
billpash@gmail.com

**NEW 3 UNIT RESIDENCE OVER COMMERCIAL SPACE**  
1420 TARAVAL STREET  
SAN FRANCISCO, CA.

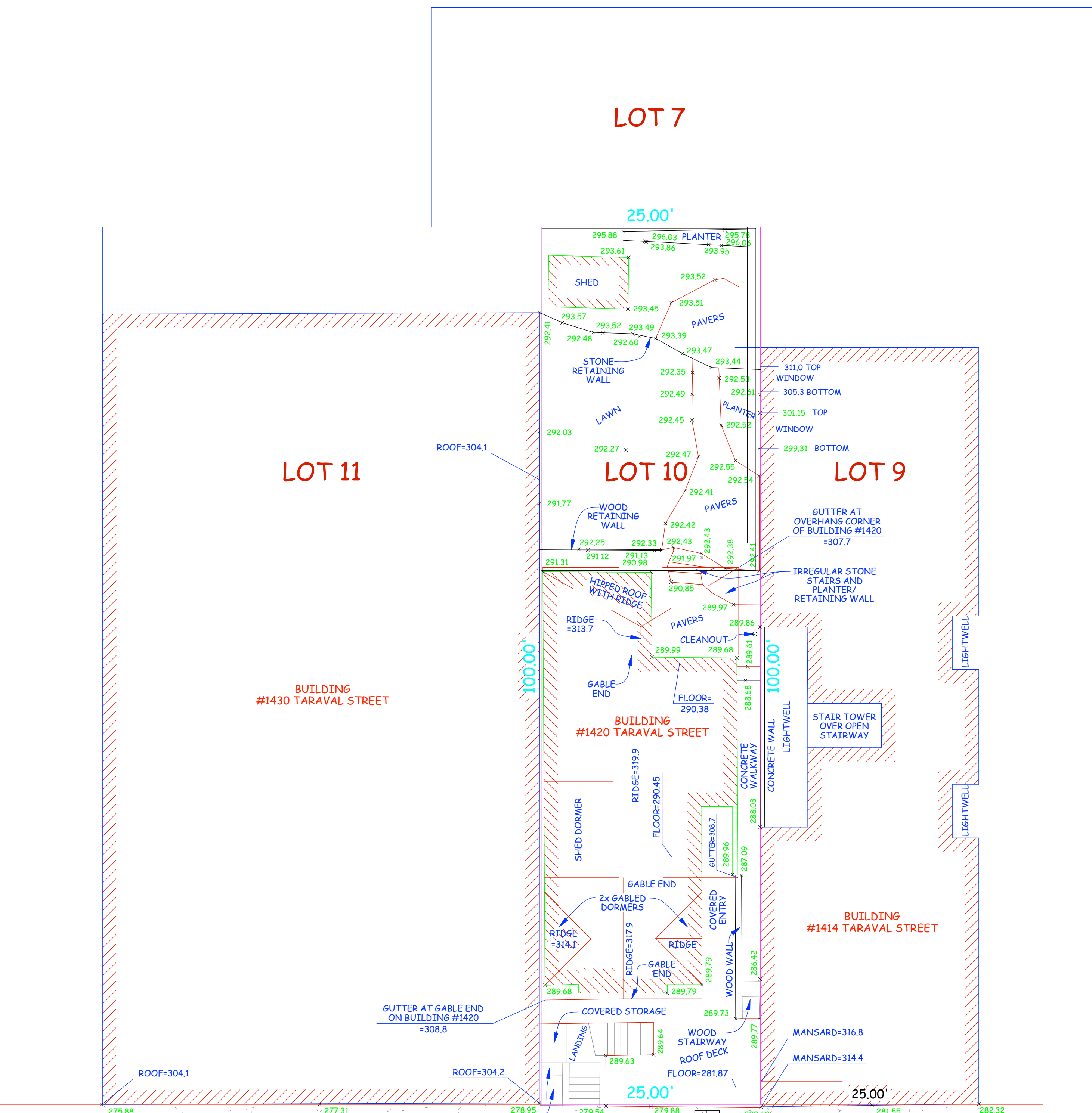
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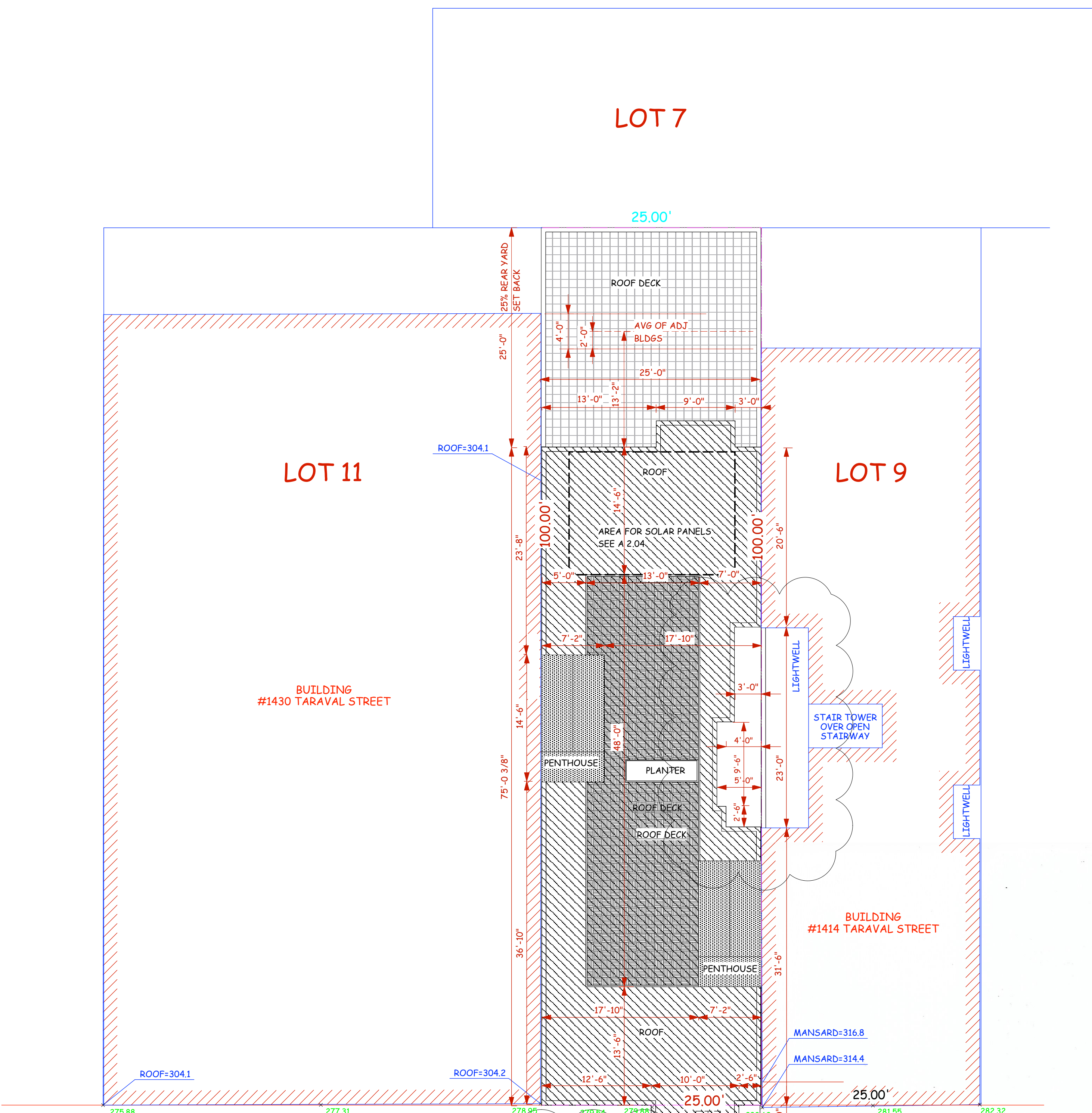
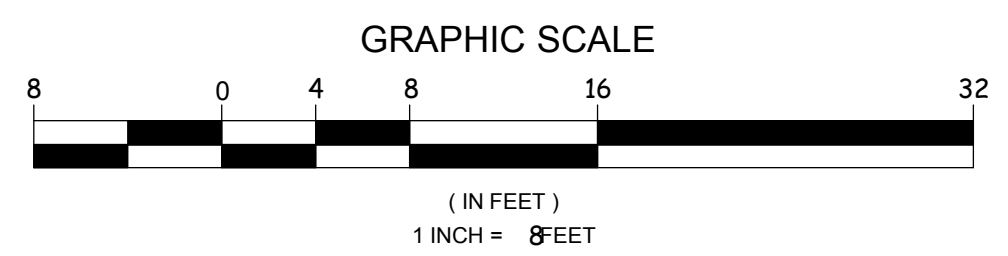
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SHEET

**A-1.01**

**NEW 3 UNIT  
 RESIDENCE OVER  
 COMMERCIAL SPACE**  
 1420 TARAVAL STREET  
 SAN FRANCISCO, CA.



**SITE PLAN (E)**  
 1/8"=1'-0"



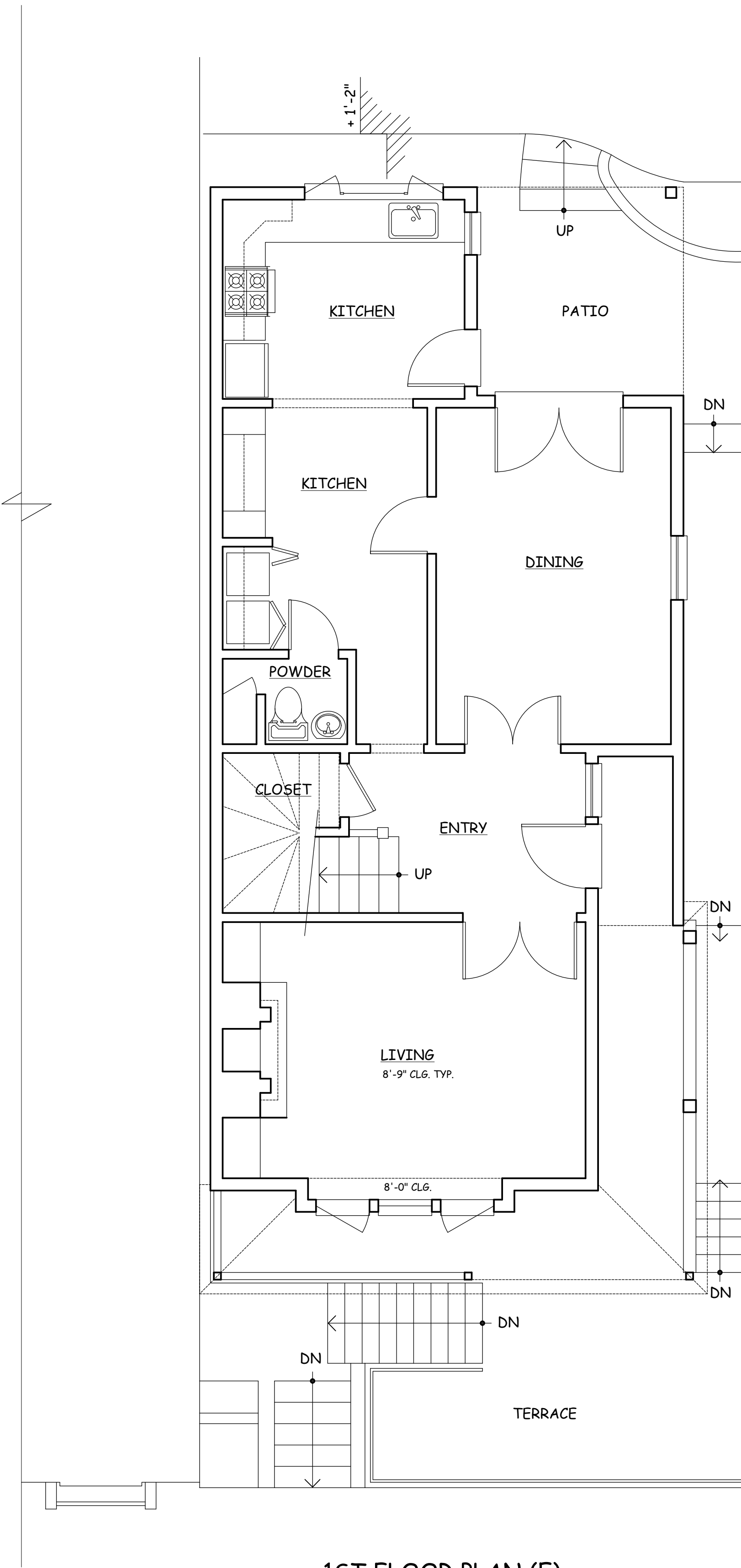
**SITE PLAN (N)**  
 1/8"=1'-0"



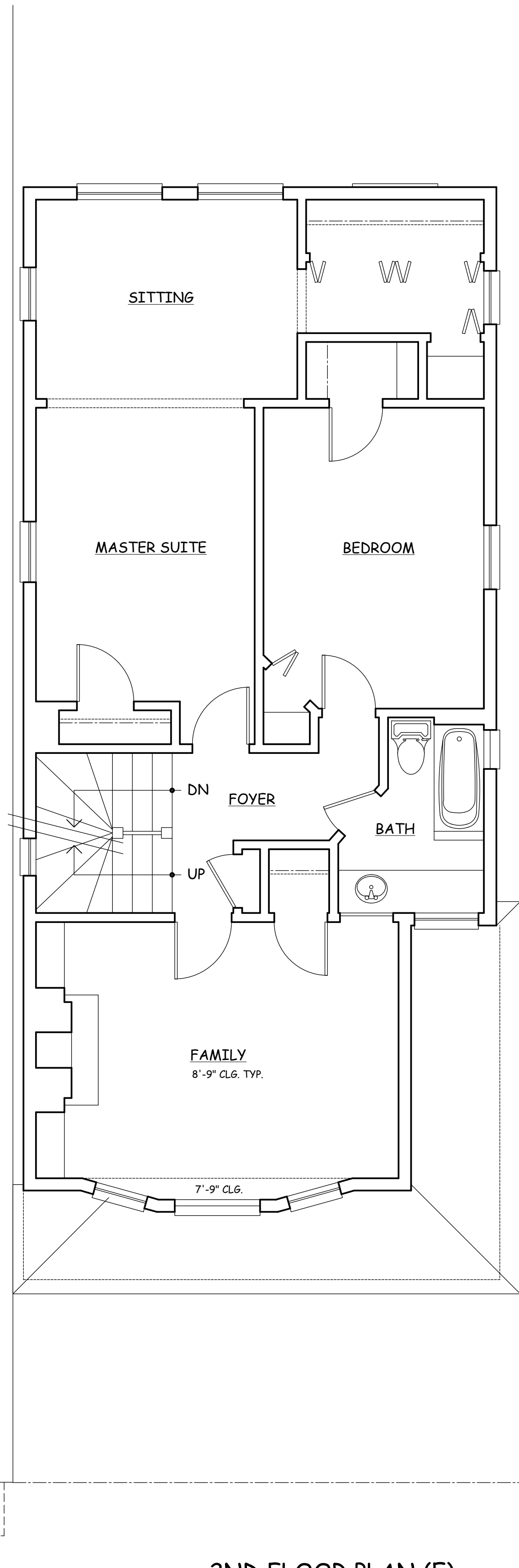
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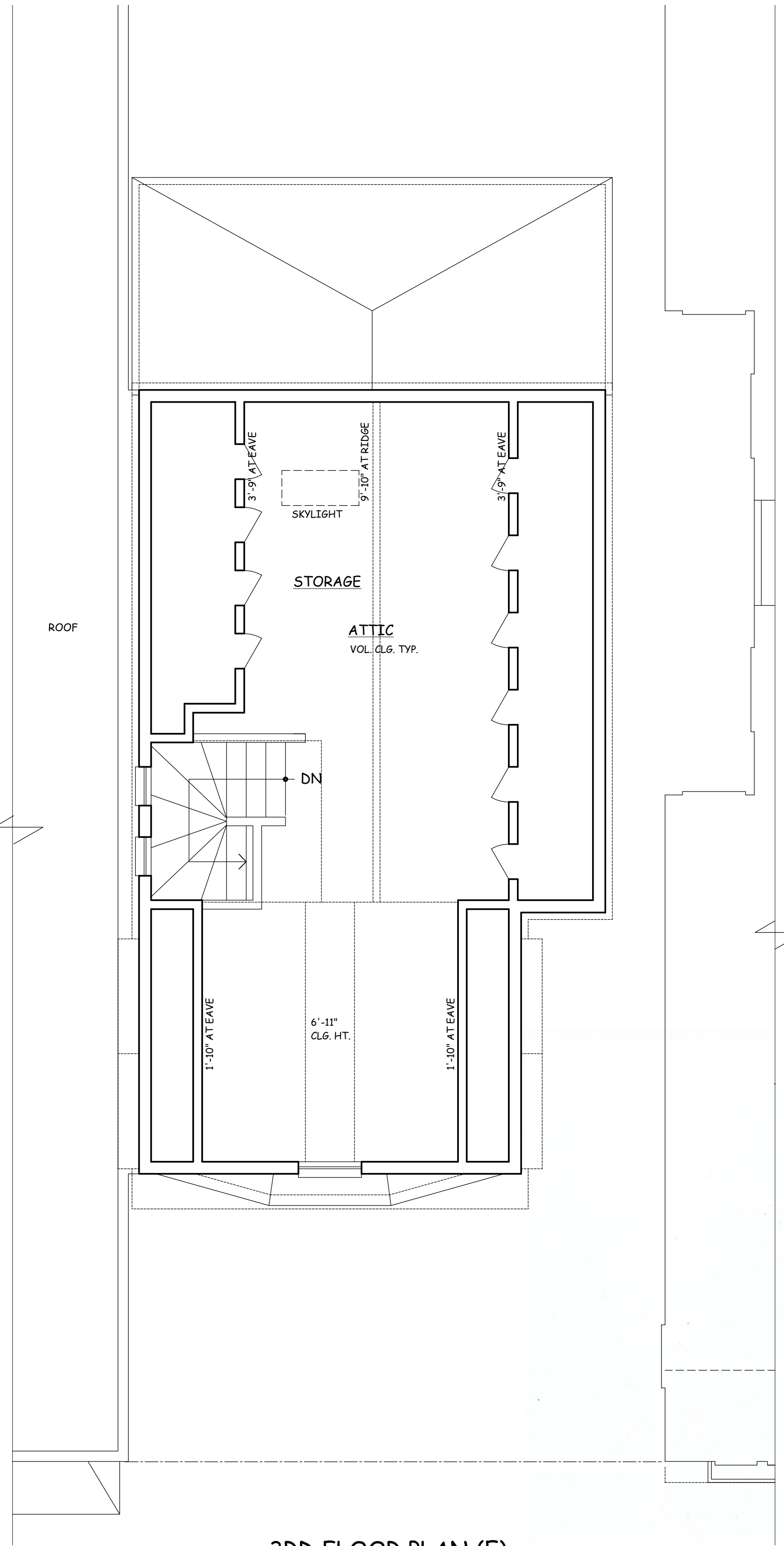
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**1ST FLOOR PLAN (E)**  
 1/4"=1'-0"



**2ND FLOOR PLAN (E)**  
 1/4"=1'-0"



**3RD FLOOR PLAN (E)**  
 1/4"=1'-0"

**EXISTING BUILDING STATS**

1ST FLOOR:	865 SF
2ND FLOOR:	986 SF
3RD FLOOR:	325 SF
<b>TOTAL:</b>	<b>2,176 SF</b>

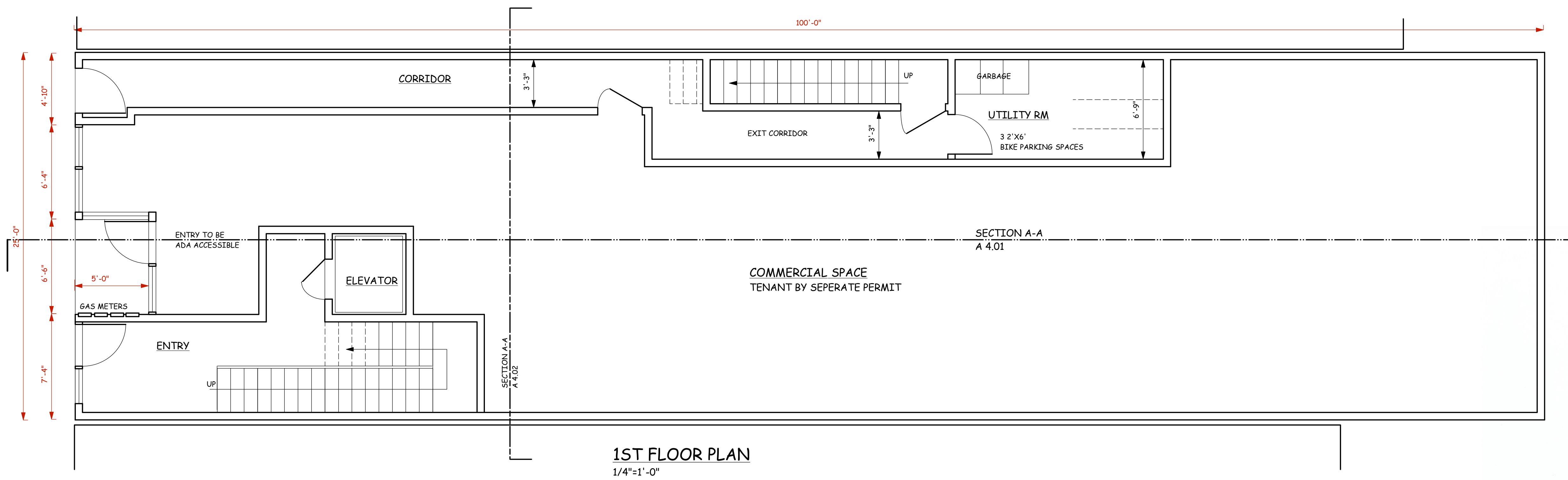
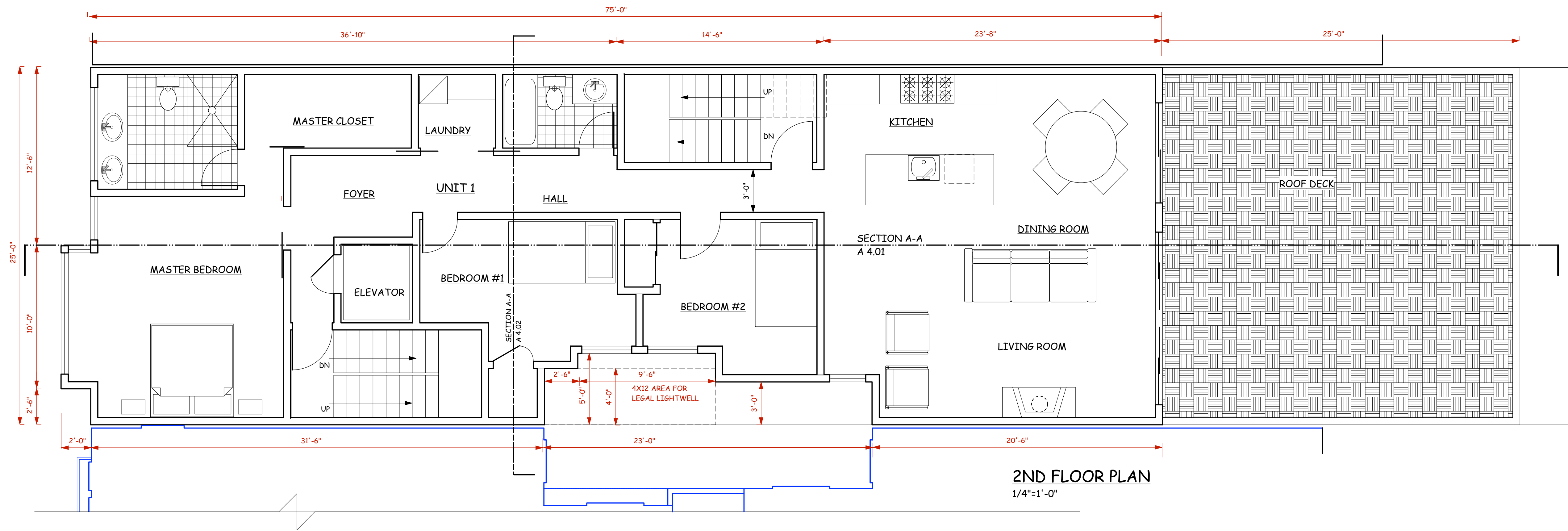
**(E) BUILDING TO BE DEMOLISHED**



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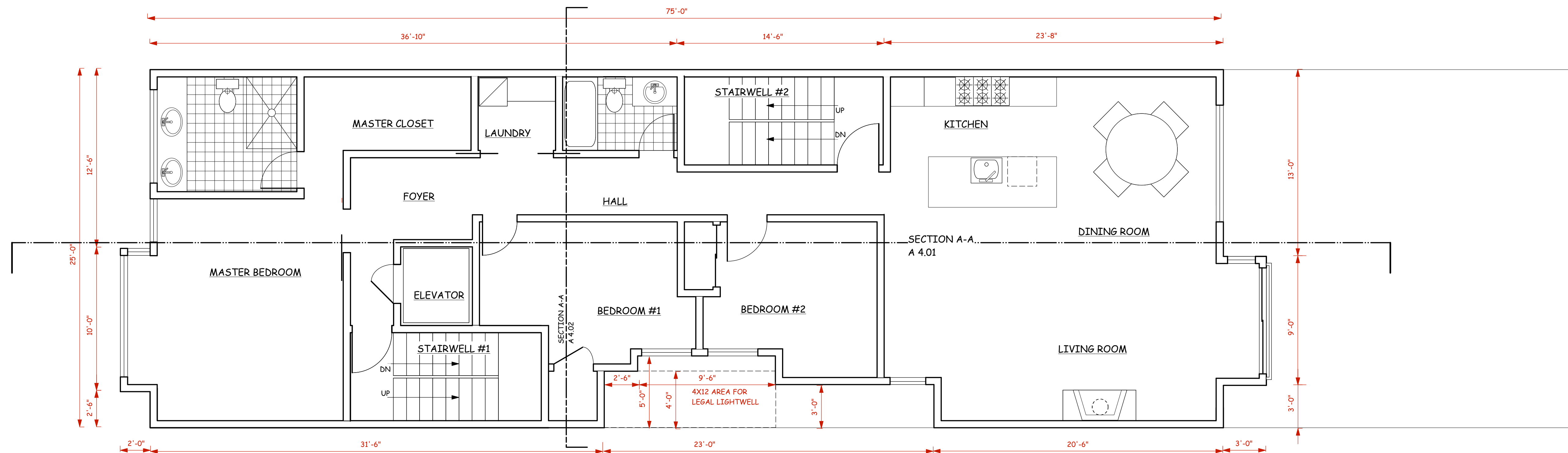
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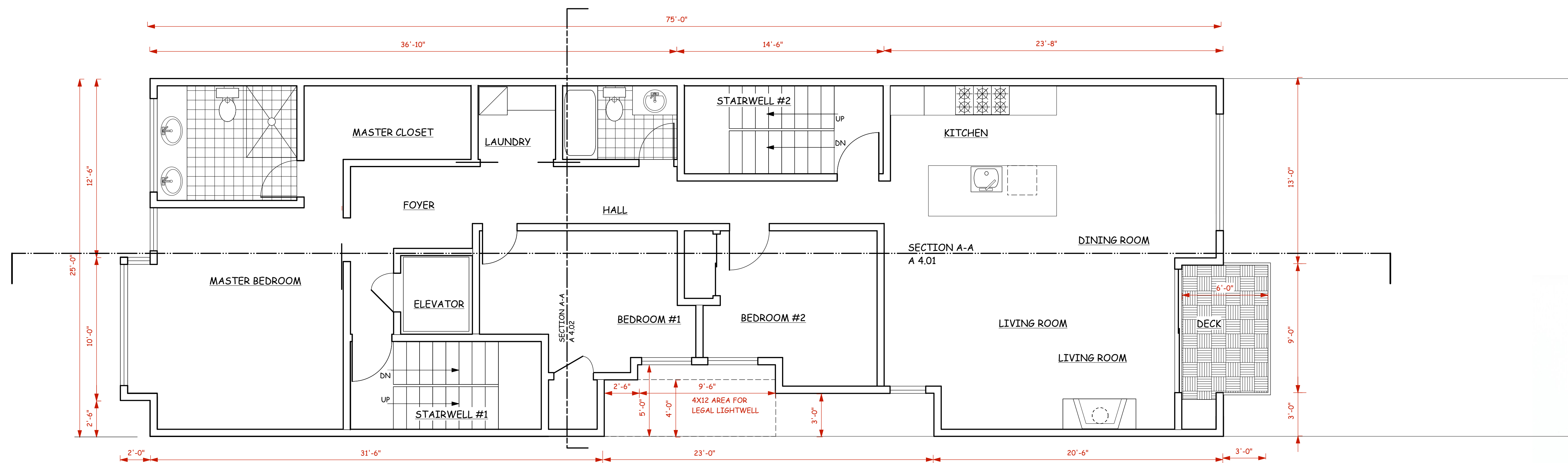


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**4TH FLOOR PLAN**  
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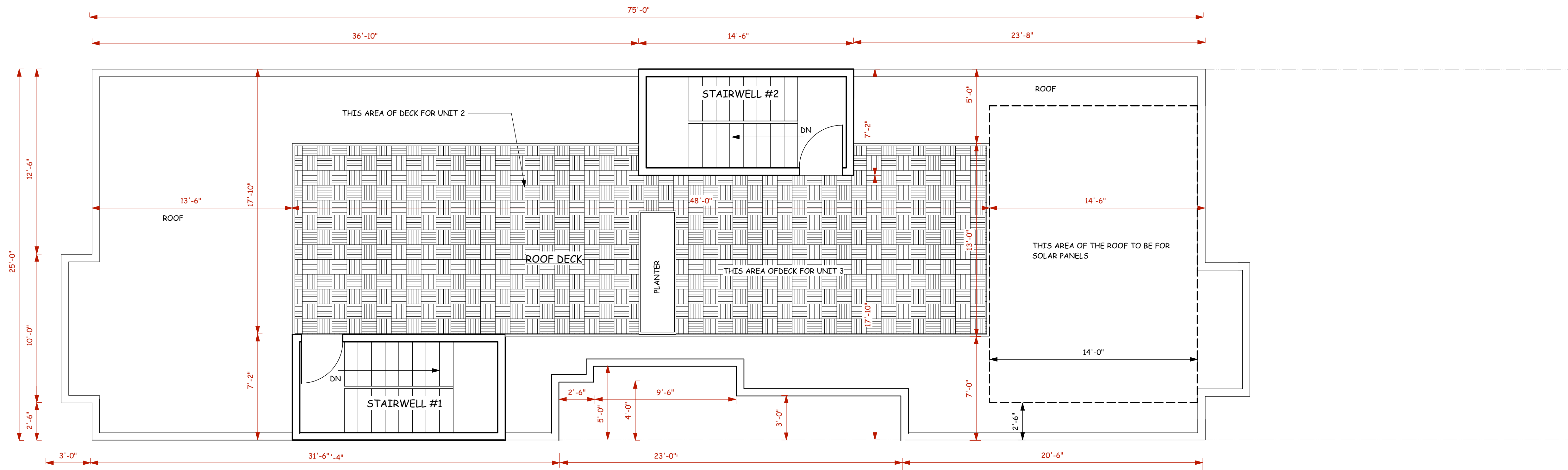
**3RD FLOOR PLAN**  
 1/4"=1'-0"



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1	05.15.19	PLANNING REV

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**ROOF PLAN**  
1/4"=1'-0"

ROOF 1: 1,870 S.F.  
STAIR PENTHOUSES: 206 S.F.  
ALLOWABLE 1,870X.2= 374 S.F.

PER BETTER ROOF ORDINANCE  
SOLAR PANELS TO BE PROVIDED  
1,870X.15= 280 S.F.

**WILLIAM PASHELINSKY  
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SAN FRANCISCO, CA 94117  
415 379 3676  
billpash@gmail.com

**NEW 3 UNIT RESIDENCE  
OVER COMMERCIAL  
SPACE**  
1420 TARAVAL STREET  
SAN FRANCISCO, CA.



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**A-2.04**

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OVER COMMERCIAL  
SPACE**

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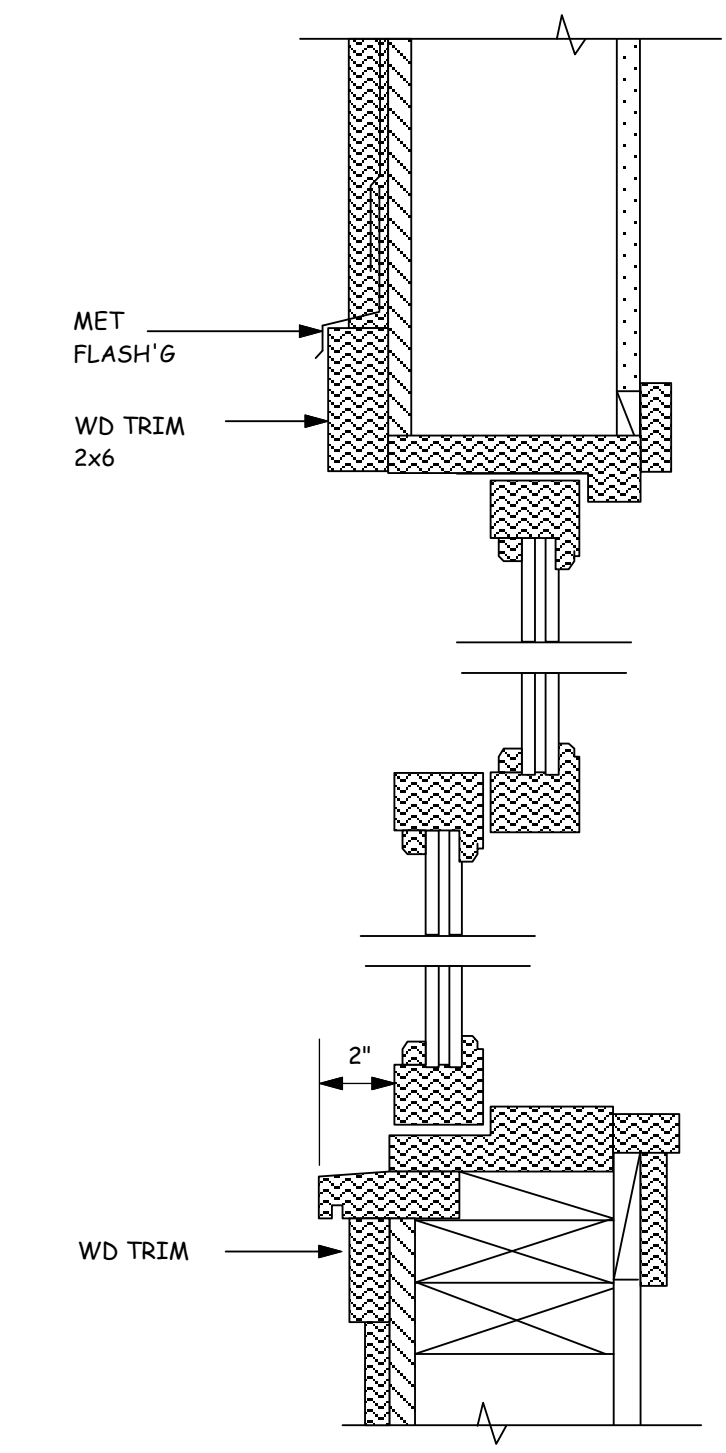
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**A-3.00**



**NEW 3 UNIT RESIDENCE OVER COMMERCIAL SPACE**  
 1420 TARAVAL STREET  
 SAN FRANCISCO, CA



**1 TYP WINDOW DET DBL HUNG**

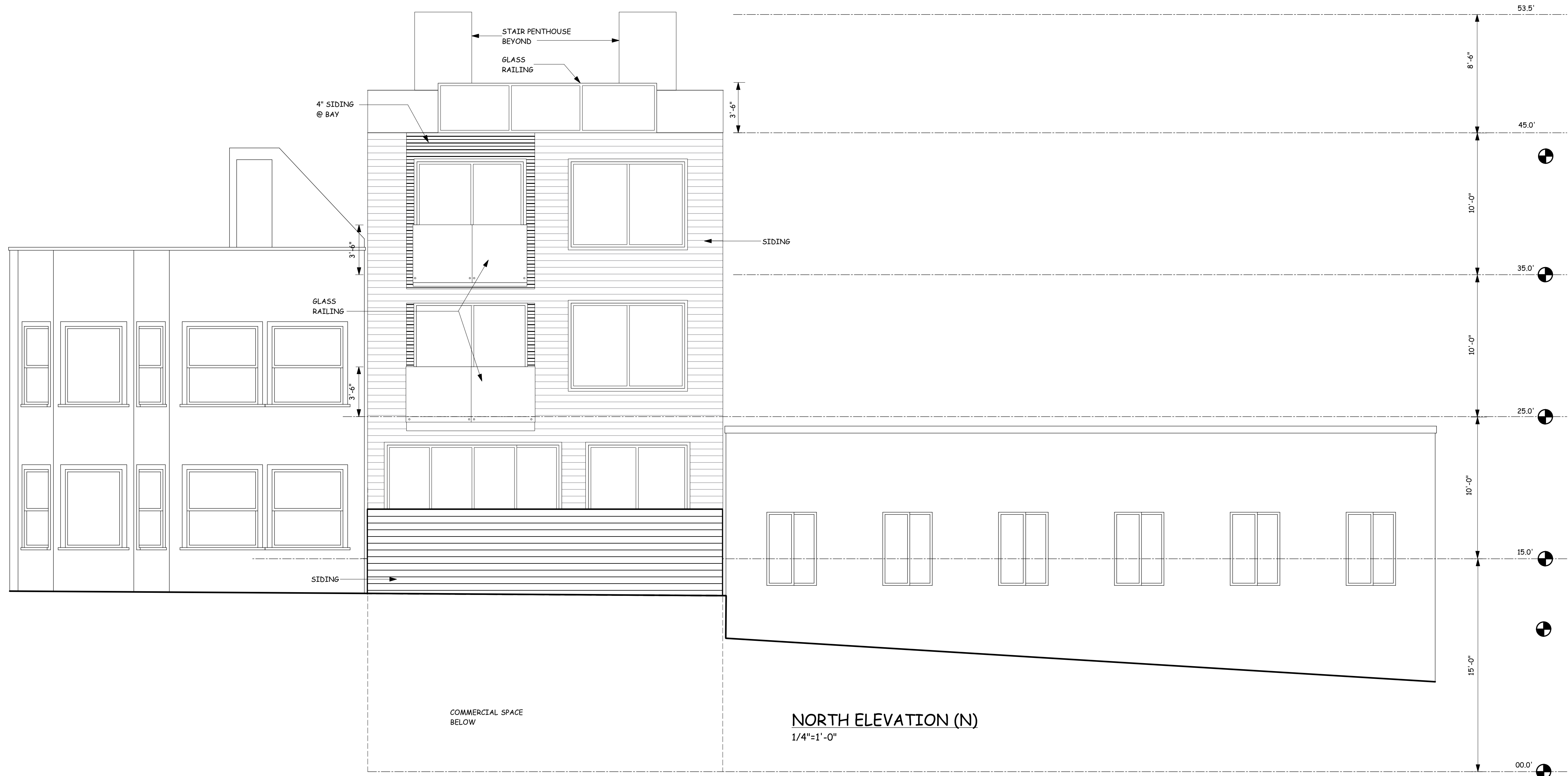
MARVIN ALUM  
 CLAD WINDOW  
 TYP AT FRONT  
 NOTE: ALL WINDOWS AT FRONT ELEVATION  
 AND WEST TO BE ALUM CLAD

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2	06.10.19	PLANNING REV
3	21.21.19	PLANNING REV

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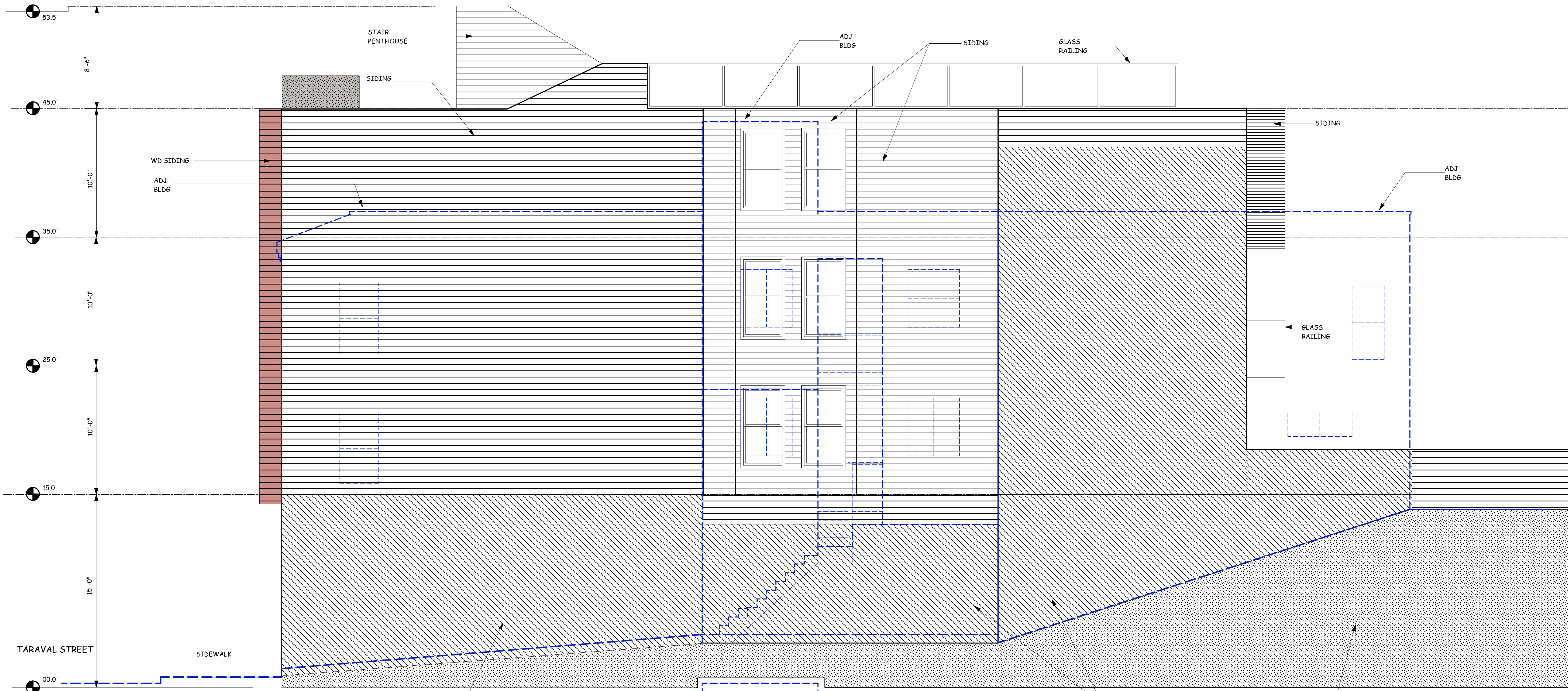
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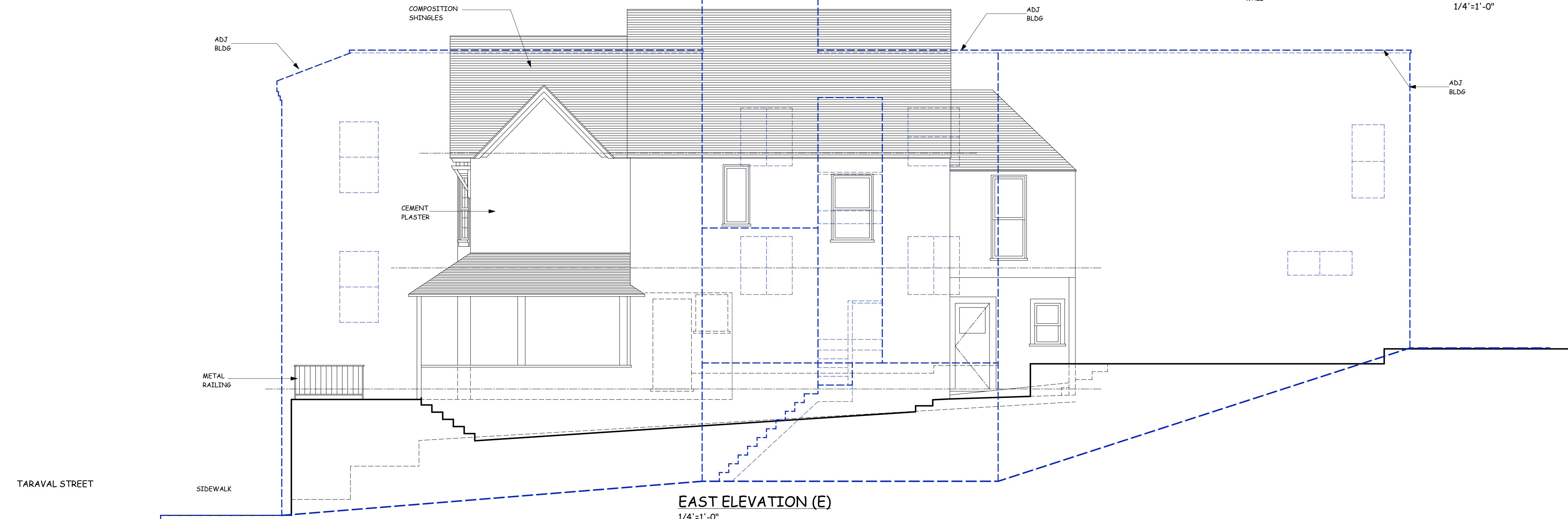
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NO.	DATE	DESCRIPTION
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**EAST ELEVATION (N)**  
1/4"=1'-0"



**EAST ELEVATION (E)**  
1/4"=1'-0"

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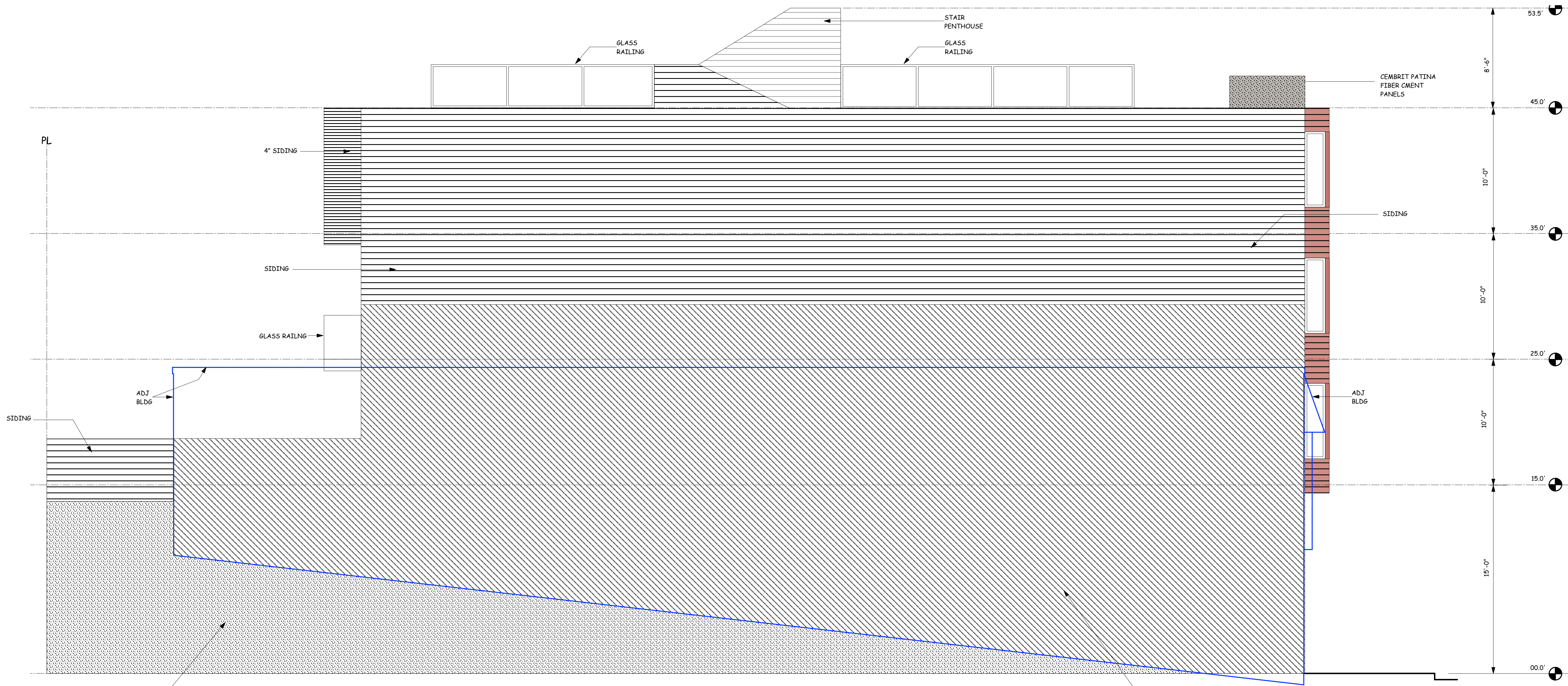
**NEW 3 UNIT RESIDENCE  
OVER COMMERCIAL  
SPACE**  
1620 TARAVAL STREET  
SAN FRANCISCO, CA

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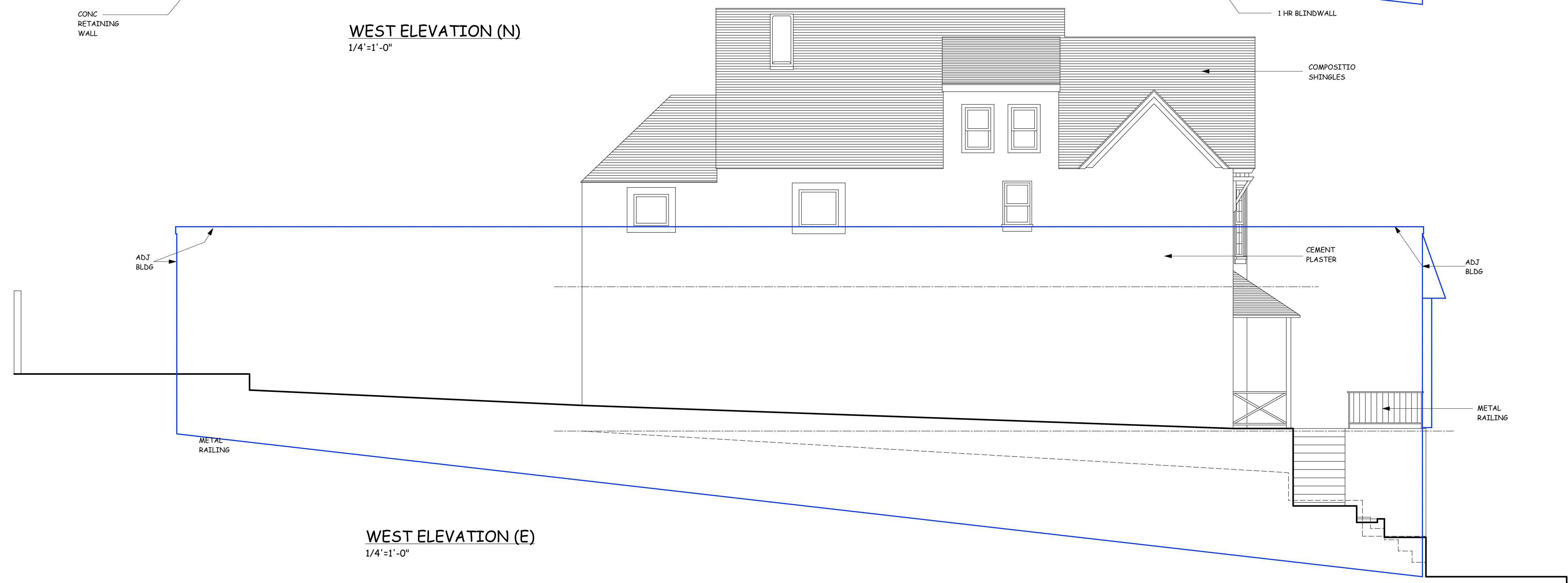
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**A-3.03**



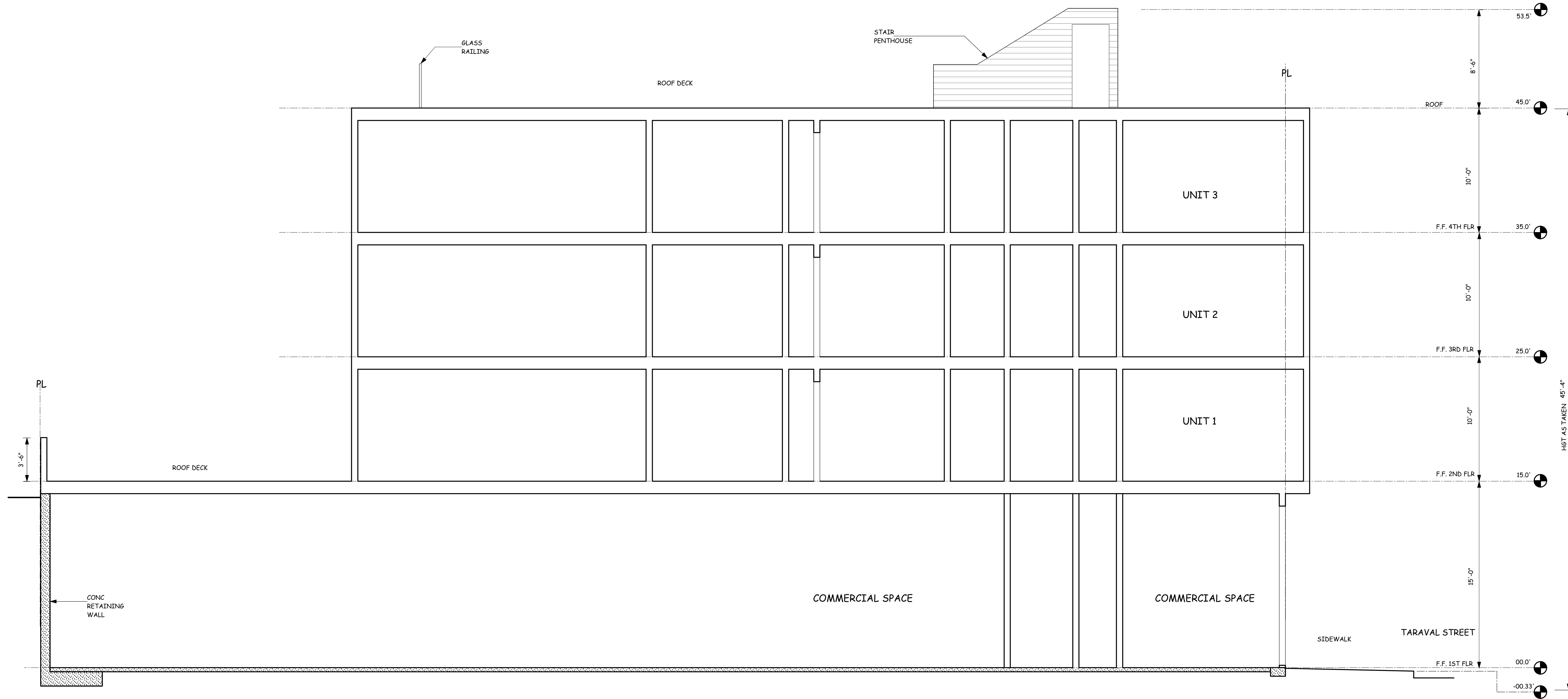
**WEST ELEVATION (N)**  
 1/4"=1'-0"



**WEST ELEVATION (E)**  
 1/4"=1'-0"

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SECTION A-A (N)  
1/4"=1'-0"

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billpash@gmail.com

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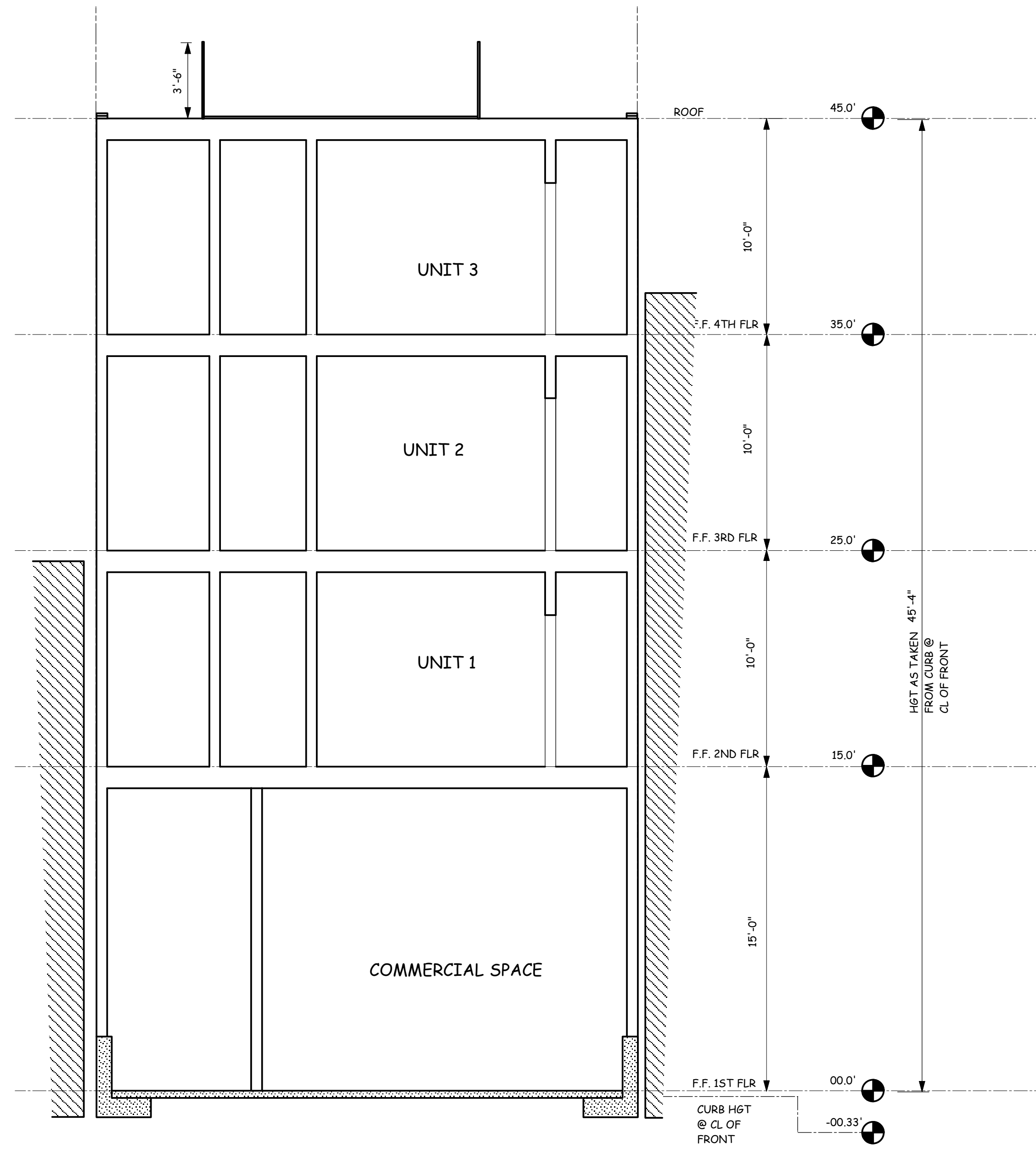


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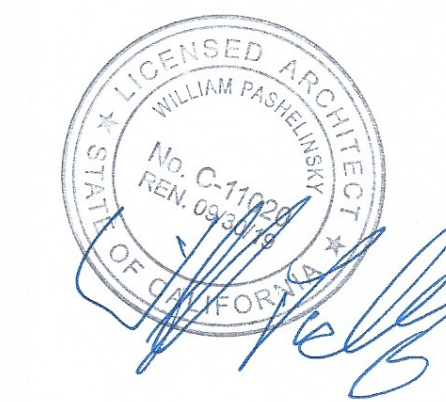
**A-4.01**



SECTION B-B (N)  
1/4"=1'-0"

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SAN FRANCISCO, CA 94117  
415 379 3676  
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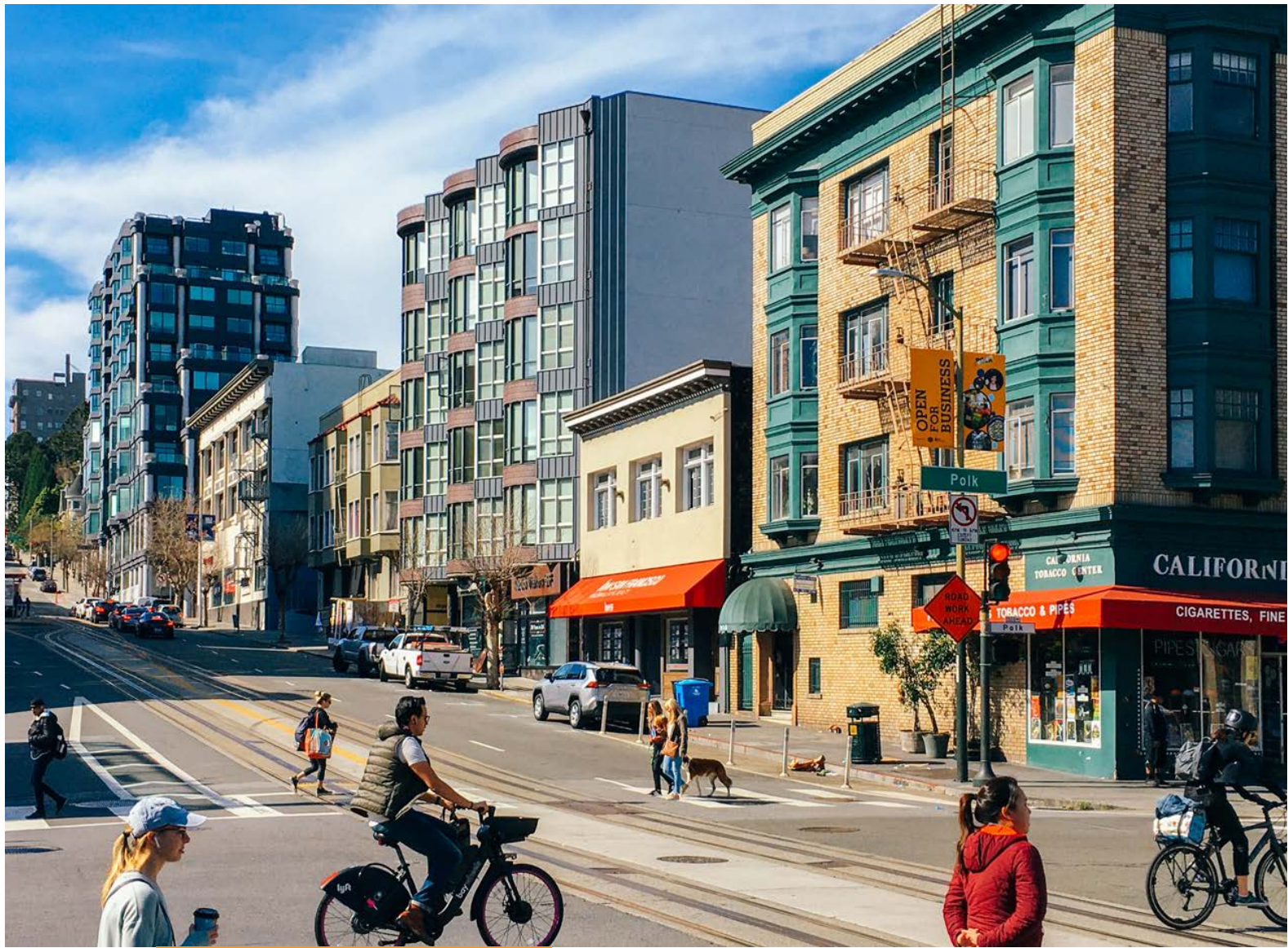
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**A-4.02**

# **EXHIBIT C**



FINAL REPORT - MARCH 2020

# San Francisco Housing Affordability Strategies



San Francisco  
**Planning**



# Acknowledgments



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London Breed

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- District 3 Aaron Peskin
- District 4 Gordon Mar
- District 5 Dean Preston
- District 6 Matt Haney
- District 7 Norman Yee, *Board President*
- District 8 Rafael Mandelman
- District 9 Hillary Ronen
- District 10 Shamann Walton
- District 11 Ahsha Safaí

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Dennis Richards

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David Escobedo, *Intern*

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Teresa Yanga, *Director of Housing Research*  
Amy Chan, *Director of Policy and Legislative Affairs*  
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Rick Jacobus, *Street Level Advisors*  
Lisa Abboud, *InterEthnica*  
Mona Abboud, *InterEthnica*

# Table of Contents

## San Francisco Housing Affordability Strategies Report

<b>Executive Summary</b>	<b>01</b>
<b>Introduction</b>	<b>03</b>
Key Challenges	05
Key Questions	05
Report Structure	06
Community and Stakeholder Engagement Process	06
San Francisco Housing Context	07
Racial and Social Equity Context	09
Assumptions for Housing Targets	12
<b>Concepts for Future Housing Development and Affordability</b>	<b>14</b>
Concept 1: East Side Focus	15
Concept 2: Transit Corridors	18
Concept 3: Residential District Growth	21
Summarizing Benefits and Challenges of Different Concepts	24
<b>Policy Issues</b>	<b>25</b>
Housing Development Feasibility and Costs	27
Regulation of Housing Development	32
Affordable Housing Funding, Production, and Preservation	40
Tenant Protection, Housing Stabilization, and Homelessness Services	47
<b>Conclusion</b>	<b>51</b>
<b>Summaries of Community Input</b>	<b>53</b>
<b>Technical Appendix</b>	<b>67</b>
Regression Analysis	68
Feasibility and Affordable Housing Analysis	70
Area Median Income Levels	75

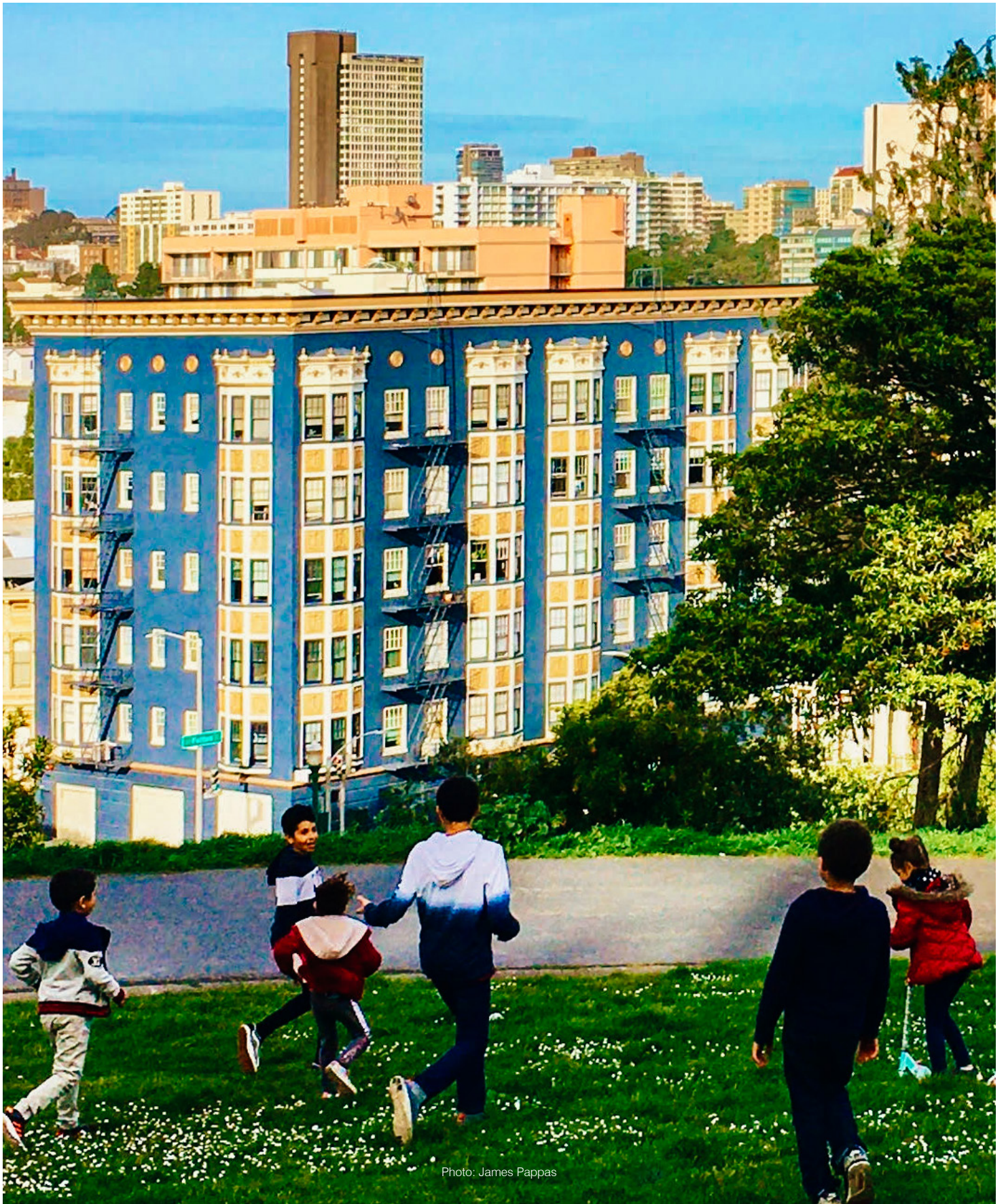


Photo: James Pappas

# Executive Summary

The Housing Affordability Strategies (HAS) analyze how the City of San Francisco can improve housing affordability over the next 30 years, particularly for low- and moderate-income households. The HAS analyzed development feasibility, City policies, and public investments needed to achieve the City's housing targets created through both Mayoral action and the will of the voters: build 5,000 new housing units per year, at least one third of which should be permanently affordable at low and moderate incomes. In addition, the HAS analyzed programs to preserve affordable housing and to protect and stabilize residents. The purpose of the HAS is to help residents, City staff, and policy makers understand how different policies and funding strategies work together to address affordability and foster the diversity of our city. The analysis and outreach for the HAS will inform the 2022 Housing Element update.

Led by the San Francisco Planning Department (Planning), the HAS also incorporates input from other City agencies, including the Mayor's Office of Housing and Community Development (MOHCD), San Francisco Office of Housing Delivery, and the Office of Economic and Workforce Development (OEWD), and was informed by feedback from the community, advocates, researchers, and policy experts.

## Key Challenges

- **Housing prices and rents have soared** and are increasingly out of reach for many residents, except for higher-income households.
- **Populations of people with low- and moderate-incomes, people of color, and families with children** are declining as housing costs increase.
- **People experiencing homelessness are increasing** in both the city and region.
- **Housing preservation and tenant protection** policies are strong but not sufficient.
- **Demand for housing near jobs, services, and transit is increasing** while supply is lacking in those locations.
- **Housing construction has not kept up** with job and population growth in the region.
- **Lack of regional investment in affordable housing** has aggravated affordability in San Francisco

## Strategies

The HAS report focuses on the following question: What would it take to achieve the City's targets of 5,000 units per year with at least 1/3 affordable and increased community stability over the next 30 years? Four overarching strategies summarize key findings and represent a comprehensive approach to improving housing affordability:

### 1. Increase housing development potential with a focus on equitable development

The HAS analyzed three land use concepts that could lead to development of 150,000 housing units with at least one third permanently affordable by 2050. Each concept has different implications for equity and accessibility. The City could pursue one of these concepts alone or combine all three to expand housing choices. An equitable approach will require planning with communities, particularly communities of color and low income communities along with a focus on desegregation and access to opportunity.

- **East Side:** Expand housing capacity around Downtown and in light industrial areas.
- **Transit Corridors:** Expand housing capacity along transit corridors on the west, south, and north sides of the city.
- **Residential Districts:** Relax density restrictions in residential districts without changing height limits.

Each of the concepts for housing development will require investment in infrastructure (transit, utilities, schools, parks, cultural resources) in targeted areas.

**2. Streamline approvals and permitting and reduce construction costs**

- Simplify and shorten development approvals and permitting to increase certainty and lower risk.
- Facilitate the use of new construction materials (i.e. Cross-laminated-timber) and new technology (i.e. modular housing) to lower costs.
- Grow the pool of skilled labor by expanding construction apprenticeship programs and temporary housing for construction workers.

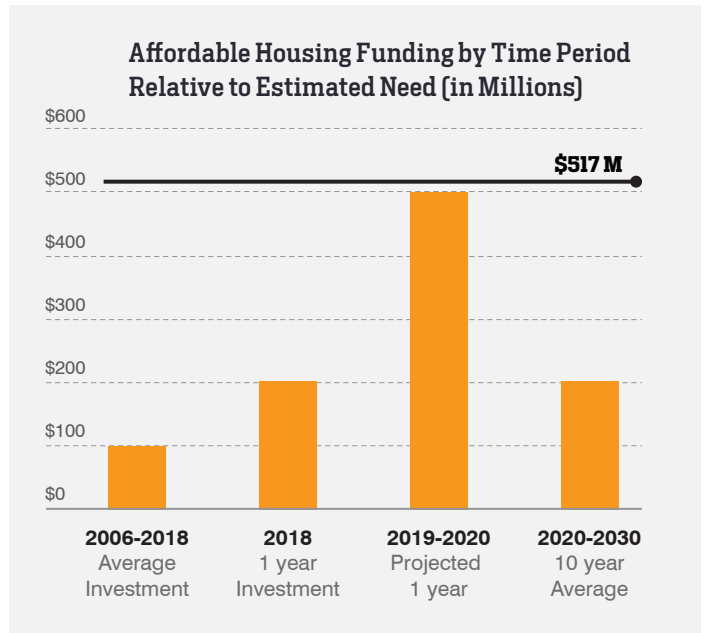
**3. Expand and sustain funding to produce and preserve affordable housing**

Annual production and preservation targets for market-rate and affordable housing are shown in the table below by estimated public and private investment.

Investment Type / Housing Type	Units
<b>Private investment</b>	
New market-rate units	3,330
New Inclusionary affordable units	640
<b>City investment (includes OCII/ Redevelopment funding)</b>	
New units in 100% Affordable buildings	1,030
Existing units become permanently affordable	400
Existing permanently affordable units rehabilitated	700

- The City would need an average of \$517 million (in 2020 dollars) per year to produce 1,000 city-funded affordable units and preserve 1,100 affordable units. The City is projected to nearly meet that funding need in FY19/20 but has fallen short in the past, and will need to expand funding in the future to meet the target.
- Potential future funding sources to bridge the gap between annual need of \$517 million and projected \$200 million could come from various sources: Future housing bonds; Gross Receipts tax (pending); Regional funding sources. Specific funding proposals will need to be developed by policy makers through a community process.

- Maximizing use of public and nonprofit-owned land for affordable housing could help lower costs.



**4. Protect vulnerable residents and stabilize and preserve existing affordable housing**

- Expand tenant services including legal services, counseling, and public education.
- Expand rental assistance programs.
- Expand housing services and outreach to the Black community and other historically discriminated groups to support repatriation and increased opportunity.
- Focus housing investments to implement Cultural Districts and preserve and rehabilitate housing serving vulnerable residents, for example SROs.

San Francisco can also help to address housing production, affordable funding, and tenant protection and stabilization through coordination with other cities and regional, state, and federal governments.

Policy issues related to the strategies above are further explored in four sections of this report: (1) Housing Development Feasibility and Costs, (2) Regulation of Housing Development, (3) Affordable Housing Funding, Production, and Preservation, and (4) Tenant Protection, Housing Stabilization, and Homelessness Services.



# Introduction

Photo: MOHCD



Photo : Bruce Damonte

**The Housing Affordability Strategies (HAS) analyze how San Francisco can improve housing affordability, particularly for low- and moderate-income households**

The Housing Affordability Strategies (HAS) analyze how San Francisco can improve housing affordability, particularly for low- and moderate-income households,<sup>1</sup> by looking at development feasibility, City policies, and public investments. The HAS is meant to help residents, City staff, and policy makers understand how different policies work together to meet housing targets to improve affordability. Analysis and public engagement for the HAS will inform the 2022 Housing Element.

The HAS is a San Francisco Planning Department (Planning) project in coordination with a consultant team with expertise in affordable housing policy, land use planning, housing market and financial feasibility analysis, econometric policy analysis, and community outreach and engagement. In addition, Planning and consultants worked with City agencies, particularly the Mayor's Office of Housing and Community Development (MOHCD), which provides most local funding for affordable housing development. The analysis was also informed by feedback from the community, advocates, researchers, and policy experts.

## Key Challenges

Perhaps no issue facing San Francisco today is more pressing than rising housing costs and lack of housing affordable at low- and moderate-incomes. Housing affordability challenges take many forms in the city and region including:

- **Housing prices and rents have soared** and are increasingly out of reach for many residents, except for higher-income households.
- **Populations of people with low- and moderate-incomes, people of color, and families with children** are declining as housing costs increase.
- **People experiencing homelessness are increasing** in both the city and region.
- **Housing preservation and tenant protection** policies are strong but not sufficient.
- **Demand for housing near jobs, services, and transit is increasing** while supply is lacking in those locations.
- **Housing construction has not kept up** with job and population growth in the region.
- **Lack of regional investment in affordable housing has aggravated** affordability in San Francisco.

These challenges are shaped by major national policies. Unlike other countries, housing is not recognized as a right in the United States. In addition, federal and state government funding is not sufficient to provide quality, affordable housing to all regardless of income.<sup>2</sup> Furthermore, federal funding has declined for decades, as housing needs have increased.<sup>3</sup>

## Key Questions

Working with fellow City agencies and the consultant team, and by listening to feedback from the public and a cross-section of housing policy advocates, Planning developed key questions to guide the analysis of the HAS report:

- What would it take to achieve 5,000 units with at least one third affordable per year and increased community stability over the next 30 years?
- How much does the City invest in affordable housing production and preservation for low- and moderate-income people and how can the City do more?
- Where have different types of housing been built in the past and what kind of housing could be added in the future?
- What are the policy and investment choices that can support new housing capacity?
- How can the City simplify the development approval process to support community goals and increase affordability?
- How can we better protect residents at risk of displacement and stabilize low- and moderate-income households in housing that they can afford?



## Report Structure

**Introduction.** This section covers the purpose, structure, and outreach process for the HAS. It also includes a historic context of housing and racial and social equity conditions as well as the key assumptions that ground the policy analysis.

**Housing affordability and development concepts.** This section describes three different ways the City can add new housing and preserve and produce affordable housing.

**Key policy issues.** This section provides an analysis of key policies and investments to support the housing affordability and development concepts.

1. Housing Development Feasibility and Costs
2. Regulation of Housing Development
3. Affordable Housing Funding, Production, and Preservation
4. Tenant Protections, Housing Stabilization, and Homeless Services

**Conclusion and community input.** This section provides a synthesis of the analysis and preliminary responses from housing policy leaders and community focus groups.

## Community and Stakeholder Engagement Process

Planning solicited feedback from the public, advocates, and housing policy experts to help inform the policy analysis that is the focus of the HAS (details on the input and participants can be found on the web page). Feedback was collected through the following venues:

- **Community Forums and Focus Groups.** December 2018 through February 2019, Planning partnered with the MOHCD and the Office of Economic and Workforce Development (OEWD) to hold 10 community forums in neighborhoods around the city to hear feedback on housing and community development needs. Planning facilitated two discussion groups on long-term housing planning as part of each forum, collected and organized the feedback in a summary document, and incorporated feedback into the HAS. In early 2020, a consultant team gathered input on key findings from diverse communities through focus groups. A summary is included in this report.
- **Technical Expert Group.** Planning recruited academics and researchers working on housing policy from UC Berkeley and other academic institutions and research organizations. Planning convened a meeting of this group and engaged with academics and researchers directly on housing policy ideas and methodologies to analyze housing policies.
- **Housing Policy Group.** Planning worked with other City agencies and community partners to reach out to organizations in San Francisco to participate in policy focus groups to provide feedback on housing affordability issues. Participating organizations include community-based nonprofit groups, tenants' organizations, property owners, regional nonprofits, lenders, foundations, contractors, and for-profit and nonprofit housing developers. In Winter 2019, consultants conducted a series of interviews with a cross-section of these organizations representing diverse perspectives. These interviews helped to inform initial policy considerations for the HAS. In Summer 2019, Planning and consultants organized focus group discussions with interested organizations to discuss major policy issues and potential policy approaches. In January 2020, Planning had three sessions to discuss preliminary findings.

# San Francisco Housing Context

San Francisco's housing landscape has been changing since the Ohlone people first settled the peninsula and has continued through the city's many eras: the Spanish-Mexican mission and presidio that began the colonization of the city, the Gold Rush that sparked massive population growth, the 1906 Earthquake and fire that destroyed much of the city and required rapid rebuilding, the introduction of the streetcar and automobile that extended urban growth, the era of suburbanization around the Bay and decline in the city's population in the middle of the 20th Century, 1950s and 1960s urban renewal that demolished thousands of homes in Black and working class neighborhoods, renewed population growth since the 1980s, and recent waves of professional and high-income job growth since the 1990s have all transformed the city.

**In 2018, San Francisco had 400,730 homes and 883,305<sup>4</sup> residents and in January 2019, 8,011 people were experiencing homelessness.<sup>5</sup>**

**The city is majority renter households (65%) and a majority of renters live in rent-controlled (60%), multifamily buildings while a majority of homeowners live in single family homes.<sup>6</sup>**

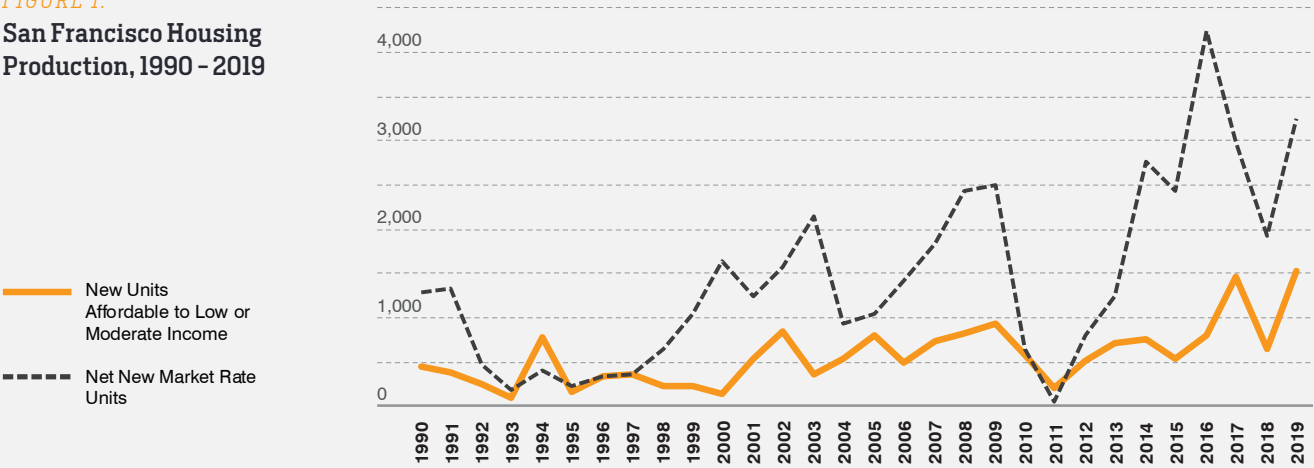
**Permanently affordable housing represents 8.5% of all homes (33,000 units), mostly located on the city's east side.<sup>7</sup>** For context as of 2015, there were about 105,000 low-income renter households

(earning less than 80% of Area Median Income or AMI) and about 34,000 moderate-income renter households (earning between 80 and 120% of AMI).<sup>8</sup>

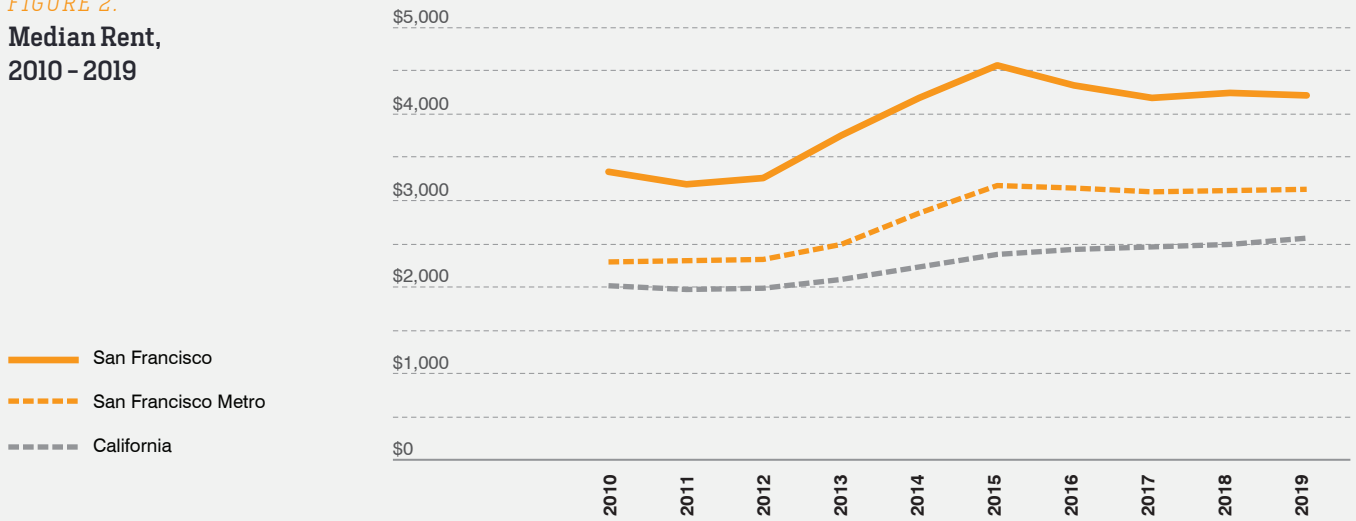
**The city's housing production was low for decades up until 2000; after 2000, production in the city increased, but declined in the region.**

- From 1960 to 1990 census data shows that San Francisco added fewer than 600 net new units per year while the Bay Area as a whole added nearly 37,000 units per year.
- From 1990 to 1999, San Francisco's housing production averaged 963 new homes per year, from 2000 to 2009 production averaged 2,302 homes per year, and from 2010 to 2019 it averaged 2,590 homes per year.<sup>9</sup>
- Regional housing production from 1990 to 2017 was less than 20,000 per year according to census data, a little more than half of what it had been in prior decades.
- From 1990 to 1999, affordable housing production in San Francisco averaged 334 homes (35% of the total) per year, from 2000 to 2009 average production doubled to 623 homes per year, and from 2010 to 2019 it averaged 692 homes per year.<sup>10</sup>
- Affordable and market rate production tend to rise and fall together, in part because market rate housing funds affordable and in part because both are tied to economic cycles- in the case of affordable because of higher city revenue/ funding.

**FIGURE 1.**  
**San Francisco Housing Production, 1990 - 2019**

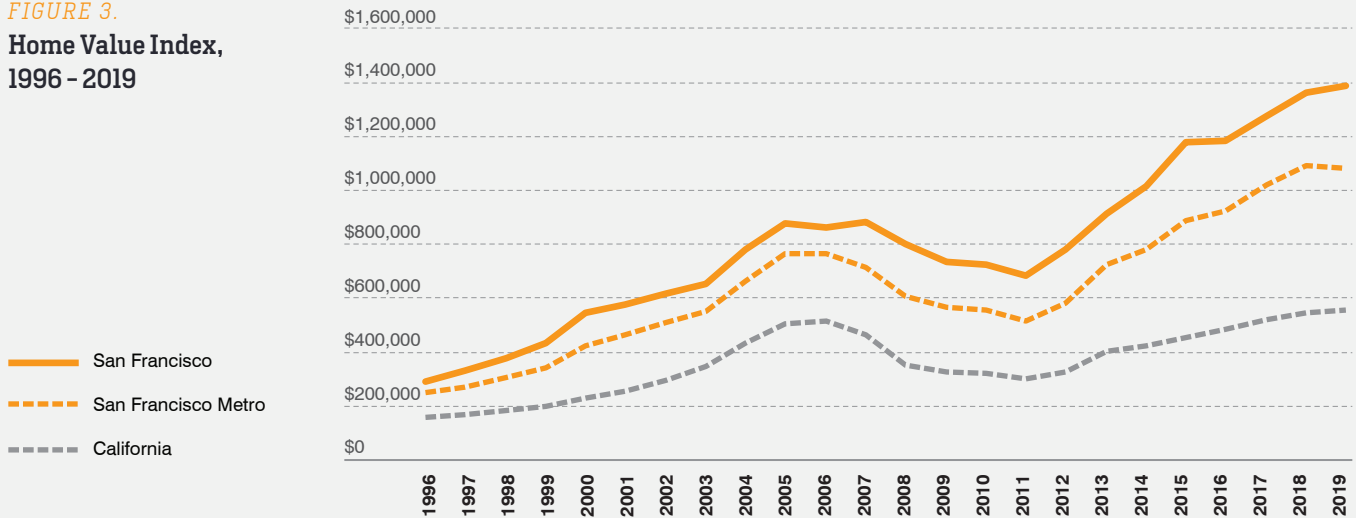


**FIGURE 2.**  
**Median Rent,**  
**2010 - 2019**



Source: Zillow

**FIGURE 3.**  
**Home Value Index,**  
**1996 - 2019**



Source: Zillow

**Median rents and home prices have soared since the economic recovery that began in 2011 and are affordable only to higher income people.**

Though median rents have stabilized and dropped since 2015, a household would need to earn about \$169,000 per year to afford the median rent in 2019. Home prices have nearly doubled since 2010 and more than quadrupled since the 1990s. A homebuyer would need to earn over \$307,000 per year to afford a home with a median price of \$1,387,278.



Photo: MOHCD

## Racial and Social Equity Context

Sustaining San Francisco's racial, social, and economic diversity depends on the affordability and stability of housing. Growth of high wage industries, such as technology and professional services, has increased the number of high-income people in San Francisco and the region. Meanwhile, low- and moderate-income people in the city have dropped in number. These economic trends combined with historic discrimination and inequity impact communities of color. In the time span of 25 years, the proportion of the Black population in San Francisco was reduced by half, a far more rapid decline than the rest of the Bay Area.<sup>11</sup> Low-income households experienced the highest percentage of out-migration (4%) of any other income category between 2006 and 2015.<sup>12</sup>

## Racial, Social, and Income Inequity and Housing

The following key findings illustrate the city's history of racial and social inequity as it relates to housing.

### Growth in higher income households in San Francisco far outpaced housing growth for decades, putting increasing pressure on housing prices and rents.

- From 1990 to 2015, San Francisco added over 80,000 households with incomes above 120% of AMI but added just 31,019 new market-rate homes.<sup>13</sup>
- Higher income households have occupied a growing share of the city's rental and ownership housing in all housing types including a growing portion of the city's rent-controlled housing.<sup>14</sup>

### The number of low- and moderate-income households in San Francisco has been dropping.

- From 1990 to 2015 the number of low-income and moderate-income households in the city dropped by 29,236.<sup>15</sup>
- Lower income renters face higher incidence of eviction and housing instability and fewer housing options than higher income households.<sup>16</sup>

### Lower income households face a range of housing challenges.

- Low-income renters make up the vast majority (82%) of the estimated 82,000 cost-burdened renters (paying more than 30% of income in rent).<sup>17</sup>
- About half of cost-burdened renters (over 39,000) are severely burdened (paying more than 50% of income for rent).<sup>18</sup>
- 96% of severely burdened renters are low-income with the majority extremely low-income (earning less than 30% of AMI).<sup>19</sup>
- There are more than 33,000 cost-burdened owners spread among all income groups.<sup>20</sup>
- Overcrowding mostly affects low-income households.<sup>21</sup>

### Black, Latino, and Asian/Pacific Islander communities face greater housing challenges linked to income inequality and discrimination.<sup>22</sup>

- Approximately 10% of the city's extremely low-income households are Black, while in 2015 Black people only comprised 5% of residents.<sup>23</sup>
- Residents of color are far more likely to be low- or moderate-income than white residents.<sup>24</sup> Segregated white neighborhoods have more than double the incomes of segregated Black and Latino neighborhoods.<sup>25</sup>
- Residents of color have higher cost burdens and more overcrowding.<sup>26</sup>
- Black and Latino communities have a higher rate of renting.<sup>27</sup>

- Residents of color face greater likelihood of eviction threats and housing instability.<sup>28</sup>

### Historic and Current Inequity in Housing Policy and Planning<sup>29</sup>

Housing policy and land use planning have historically worsened racial and social inequity by excluding people of color from owning or renting in high opportunity areas, lending discrimination, prioritizing federal housing subsidies for higher income homeowners, and targeting communities of color and low-income neighborhoods for urban renewal. These policies directly contributed to lower wealth, health, and educational outcomes for people of color today. City agencies share responsibility to address this history with state and federal governments and private organizations. Discriminatory housing policies include:

- **Racial covenants** in property deeds restricted sales to people of color and religious minorities. Court rulings made these covenants illegal beginning in the late 1960s but covenants limited housing ownership for much of the 20th Century, part of a pattern of residential discrimination.
- **Redlining** was a federally sponsored and locally enforced and implemented practice that denied government-backed loans in neighborhoods and developments that were racially mixed or primarily people of color. Red lines on maps issued by government agencies excluded communities of color from loan programs that enabled home ownership for millions of white Americans, limiting homeownership and home improvement for people of color until the late 20th Century.
- **Renter and homebuyer discrimination** against people of color has been a challenge for much of the history of the United States and has continued through the recent mortgage crisis to today. Discrimination includes refusing to rent, sell, or even show property<sup>30</sup>, directing people of color to certain neighborhoods, or targeting higher cost loans and financing to people of color.
- **Urban renewal** programs allowed cities to target "blighted" areas for redevelopment but in practice urban renewal usually targeted neighborhoods housing people of color and lower income renters for demolition, displacing thousands and damaging communities. Urban renewal's biggest

impact in San Francisco was in the Western Addition and South of Market.

- **Exclusionary zoning** uses land use rules to keep low- and moderate-income people, who are more likely to be people of color, out of higher income areas. Exclusionary zoning includes bans on multifamily housing or requirements for large lots or large yards for single-family homes. In San Francisco a majority of residential land is zoned for single-family or two-family homes, banning multifamily housing where low- and moderate-income people are more likely to live.
- **Federal housing programs mostly benefit higher income homeowners** including the mortgage interest and state and local tax deductions which yield the biggest benefits to owners of more expensive homes with higher mortgages and property taxes. These tax deductions cost the federal government far more than what is spent on housing programs for low-income people including housing choice vouchers and low-income housing tax credits.<sup>31</sup>

## Addressing Historical Inequities

The City of San Francisco established the Office of Racial Equity in July 2019 to address racial inequities across the city and advance equitable outcomes for all our communities. Planning, along with other City agencies, is developing the Department's Racial and Social Equity Plan to address historic inequities and advance equity in community planning, policy development, and resource allocation.

The HAS report is an effort to address historical inequities by outlining concepts and policies for the city as a whole to substantially increase housing affordability and stability for low- and moderate-income households. The HAS also looks at policies to ensure that citywide efforts benefit people who have been harmed by past housing policies and programs, particularly the Black population. A comprehensive citywide framework can offer opportunities to keep our disadvantaged populations in place, house our homeless population, preserve and expand our existing affordable homes and produce new affordable homes for low- and moderate-income people and people of color. Together, these strategies can be scaled to reach our targets and reverse current inequity challenges.

## Racial and Social Equity Indicators for Improvement

The City could measure its progress towards stability, increased opportunity, and access to affordable housing for vulnerable communities through key indicators. The indicators below have been adapted from Planning's **2019 Community Stabilization Report**:

San Francisco's vulnerable populations are gaining in stability when the following occurs:

- The Black population is increased.
- The populations of other racial groups that have been decreasing over time are increased (Native American/American Indian, Filipino, Samoan, and Vietnamese).
- Resources are maintained or increased to support housing needs of seniors, people living with disabilities, low-income households, people experiencing homelessness, youth, immigrants, LGBTQ+, refugees, linguistically isolated households, justice-involved individuals, and veterans.
- Income, health, and educational inequality is reduced between racial groups.
- Families with children, especially low- and moderate-income families, have housing choices throughout the city.

Past, present, and future San Francisco residents can find affordable housing opportunities when the following occurs:

- The proportion of low- and moderate-income households that are rent-burdened is decreased without loss of low- and moderate-income households.
- The number and types of evictions, including illegal evictions and buyouts is decreased.
- Income diversity within areas that are predominantly higher income is increased.
- The number of affordable housing units for low- and moderate-income residents is increased.

## Assumptions for Housing Targets

The HAS uses key housing targets established by the elected leaders and residents of San Francisco and analyzes how different policies can help us meet these targets. These targets may shift based on future forecasts of regional population and job growth, assessment of critical needs, as well as the priorities established by residents and elected officials. The analysis contained in the HAS is designed to determine the policies and potential resources needed to meet current and future targets. These key housing targets include:

**Produce an average of 5,000 new homes a year, adding 150,000 additional homes by 2050 .** Mayor London Breed, along with former Mayor Edwin Lee, set a target to produce at least 5,000 homes per year. The city produced 5,000 units in a year just once (in 2016) in the last 40 years, though it came close in 2019 when 4,800 units were built. Housing production is important because new homes help meet the needs of a growing workforce and population as well as the needs of current residents looking for a new home due to changing circumstances such as a growing family, desire to start their own household, or desire to downsize. The 5,000 homes target is 35% higher than actual annual average production from 2014 to 2018 and 87% above the average from 2009 to 2018.

**Produce an annual average of at least 1,667 homes affordable at very low-, low-, and moderate-incomes, or 50,000 affordable homes by 2050 (one third of new homes).** Setting a target of one third of new homes affordable at very low-, low-, and moderate-incomes aligns with the goal for areas where substantial new housing is added in Proposition K, passed by voters in 2014. This number would not meet the full 2,042 affordable units per year target set for San Francisco in the 2015-2022 Regional Housing Needs Allocation (RHNA). Furthermore, San Francisco's overall RHNA target is likely to increase in the next RHNA cycle as discussed in the upcoming capital plan. However, when additional targets for acquisition and preservation of existing homes as permanently affordable housing (described more below) and

addition of Accessory Dwelling Units (ADUs) are considered, as required by state law, the RHNA targets could be met. It is also important to note that the target of 1,667 new affordable homes per year is 98% more than the city produced on average annually from 2014 to 2018 and 132% more than the annual average from 2009 to 2018 and will require significantly more public investment, incentives, cost reductions, and/or other strategies to achieve. Producing affordable homes at this scale would grow our permanently affordable stock from about 33,000 homes to over 83,000, more than doubling the affordable percentage from 8.5% to 18%.

**Preserve 600-700 units of existing subsidized affordable housing per year.** The City's portfolio of publicly funded affordable housing includes many aging properties in need of rehabilitation. In addition, some older properties funded by federal programs such as loans from the U.S. Department of Housing and Urban Development (HUD) may be at-risk of converting to market-rate housing when affordability requirements expire. Without intervention, there is the potential for loss of affordable housing and the displacement of residents. In the case of remaining large public housing sites, Potrero and Sunnysdale, the City is rebuilding existing public housing without displacing current residents through the HOPE SF program.

**Preserve 400 apartments serving low- and moderate-income renters annually through acquisition of rent-controlled housing.** The City's Small Sites program has funded nonprofit acquisition of hundreds of rent-controlled apartments occupied by low- and moderate-income tenants. Each year about 400 rent-controlled apartments are removed from protected status through the Ellis Act and owner move-in evictions. After an eviction, these units will no longer be affordable to low- and moderate-income renters. Acquisition can help preserve more housing as permanently affordable and stabilizes residents.

# Concepts for Future Housing Development and Affordability

Photo: Bruce Damonte



The three concepts presented in this section offer different ways the City could meet the housing production and affordability targets outlined above. Each concept meets the goal of 150,000 new homes, including 50,000 affordable homes, by 2050, but differ in land use pattern and the scale of potential buildings, neighborhood feel and impacts, amount of public investment in affordable housing, and required infrastructure to serve current and future residents. Future policy could combine elements from each of these concepts. The three concepts are:

**CONCEPT 1 East Side Focus:** New homes would be added in taller, multifamily buildings near Downtown and in light industrial areas, intensifying recent growth patterns in the city’s eastern neighborhoods.

**CONCEPT 2 Transit Corridors Focus:** New homes would be added in mid-rise multifamily buildings along transit lines that will receive major transit improvements.

**CONCEPT 3 Residential District Focus:** New homes would be added throughout the city’s residential neighborhoods and neighborhood commercial corridors without major changes to heights.

Potential changes in land use controls were analyzed using an econometric model to estimate the amount of housing likely to be produced in each concept. The model uses data on past housing development and on current housing prices and construction costs (see Appendix for methodology) to predict the effects of potential land use changes and other policy changes on future housing production (New Multifamily Production – Model Estimate).

Each concept also includes nearly 40,000 units in large projects/development agreements that have been approved by the City. These projects make up the majority of San Francisco’s pipeline of future housing development and includes redevelopment areas and projects such as Candlestick, Treasure Island, Park Merced, Pier 70, and Mission Rock. In addition to the large projects, each concept includes an estimate of ADUs produced based on recent trends.

Estimates on funding needed for affordable homes were developed based on recent affordable housing production and preservation costs, current inclusionary housing policy, and the number of inclusionary units likely in new market-rate buildings.

Protections for existing multifamily rental housing and historic structures apply to all of the concepts, including restrictions on demolition or conversion and higher levels of scrutiny for any development affecting these sites. In addition, affordable housing preservation targets assume increased investment in acquisition and rehabilitation of existing rental housing serving low- and moderate- income renters.

The report’s policy analysis section contains more detailed information on policies including affordable housing production and preservation, protection and stabilization, land use and development rules, and housing finance and feasibility

**TABLE 1.**  
**HAS Baseline<sup>32</sup> Estimate and Concept Targets for Future Housing Development by 2050**

	Baseline	Target for 3 Concepts
<b>New Multifamily Production – Model Estimate</b>		
Market-rate	38,500	65,000
Inclusionary Affordable	8,300	13,000
<b>Large Projects/ Development Agreements</b>		
Market-rate	29,000	29,000
Inclusionary Affordable	6,200	6,200
OCII-funded units <sup>1</sup>	2,500	2,500
<b>City Funded – 100% Affordable</b>	<b>10,580</b>	<b>28,300</b>
Accessory Dwelling Units (ADUs)	6,000	6,000
<b>Total Units</b>	<b>101,080</b>	<b>150,000</b>
<b>Total Affordable</b>	<b>27,580</b>	<b>50,000</b>
<b>% Affordable<sup>2</sup></b>	<b>27%</b>	<b>33%</b>

<sup>1</sup> OCII will fund affordable units committed to as part of the enforceable obligations of the former Redevelopment Agency before dissolution of Redevelopment.

<sup>2</sup> The Baseline affordable percentage of 27% is based on the recent historical average.



Photo: Sergio Ruiz, SPUR

**CONCEPT 1**

## East Side Focus

### Geography of Development

In this concept the vast majority of new homes would be built in neighborhoods on the east side of the city close to Downtown, in light industrial areas, and neighborhoods near the eastern waterfront (light orange on map). This concept would expand the growth that has happened or is already planned in area plans and redevelopment areas such as Mission Bay, Transbay, Hunters Point/ Candlestick, Market and Octavia, and Eastern Neighborhoods (dark orange in map).

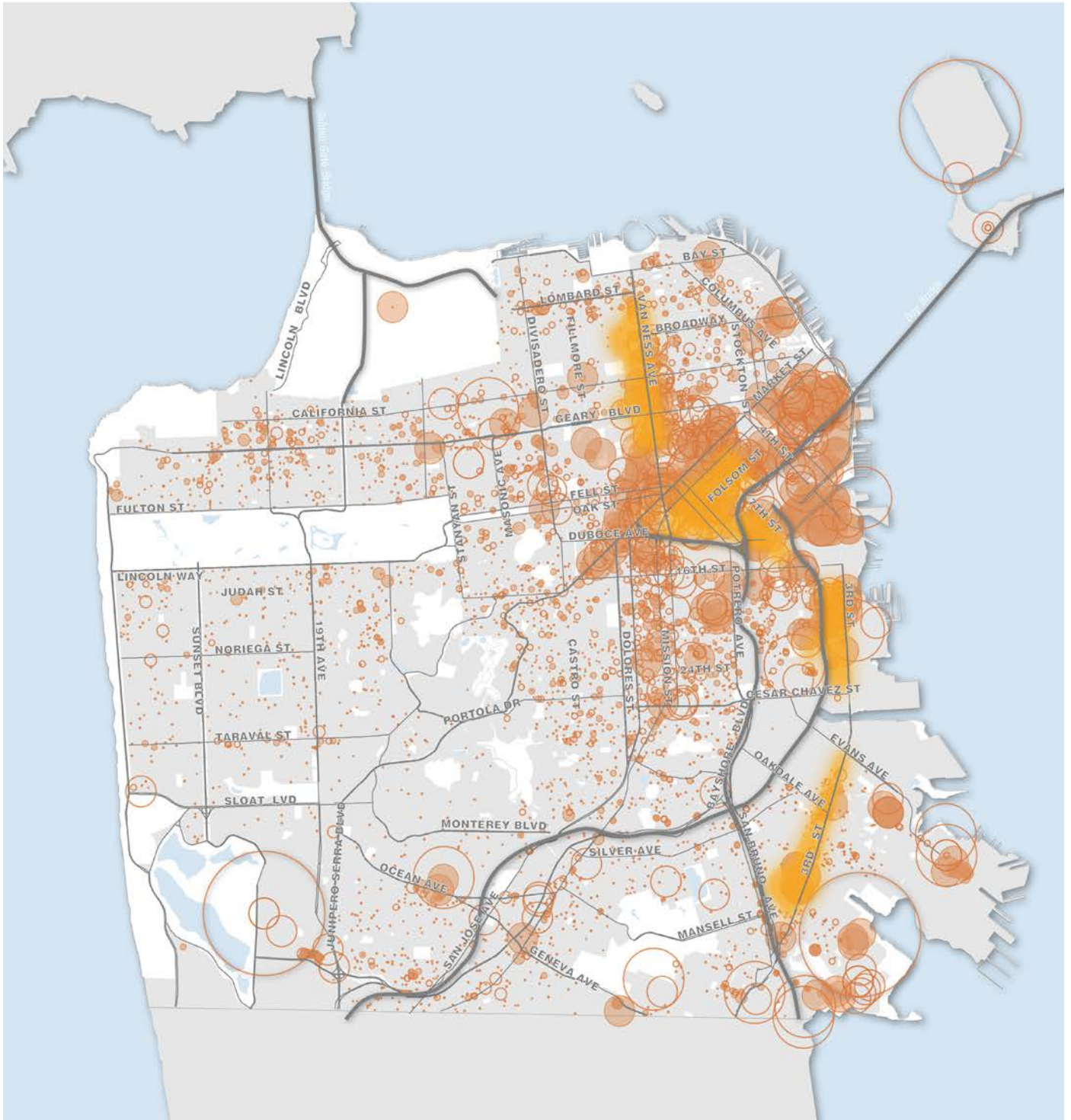
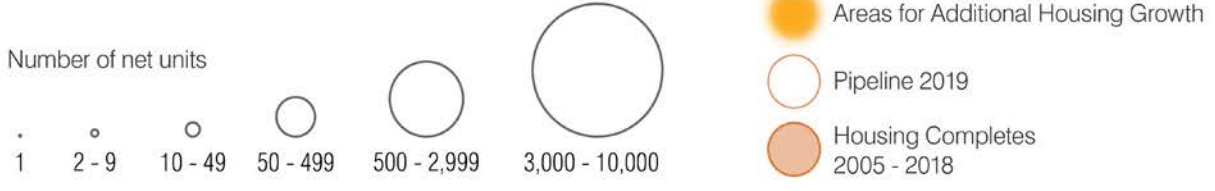
Growth on the western two-thirds of the city would be limited to a few large projects like Park Merced. Some homeowners would likely take advantage of the City’s ADU program to add apartments to existing residential buildings. There would also be some new residential buildings added on neighborhood commercial streets but change would be limited in most west side neighborhoods.

### Buildings and Neighborhoods

In this concept new homes would be added via taller buildings, including towers of 10 to 24 stories in locations closest to jobs and transit as well as mid-rise buildings of five to eight stories built in less central areas farther from the Downtown core. New housing and residents would add to busy, walkable neighborhoods filled with services, jobs, and activity. Allowing taller, denser buildings in more areas would create the opportunity to build far more homes overall and more inclusionary affordable homes by leveraging private investment. The east side already has numerous examples of this concept where areas near Downtown, light industrial areas, and former naval bases continue to be transformed into dense residential areas. While thousands of homes could be added in this concept, there would be significant change in some areas that currently have production, distribution, and repair (“PDR”) space. PDR uses in these areas would likely be displaced and these jobs could leave the city.

# Housing Affordability Strategy

## East Side Concept



## Impacts

**Affordable Housing:** This concept would likely generate more inclusionary housing than the other concepts by allowing more large buildings that are required to financially support more inclusionary units. Higher inclusionary production could lower the public funding needed to meet affordable housing targets by tens of millions of dollars annually.

**Equity Concerns:** This concept would continue recent trends that focus new development in or near low-income neighborhoods and communities of color on the east side of the city, potentially accelerating changes in these neighborhoods. All of San Francisco is under displacement pressure due to a limited amount of housing and strong local and regional economic growth that attracts many high-income people but people on the east side may suffer an undue share of the burdens associated with population growth and construction activity. While this concept would generate more affordable housing, the associated growth would also require increased investments, services, and programs to ensure the needs of existing lower income populations are being met and that these neighborhoods remain diverse and mixed-income, in addition to continuing citywide efforts to strengthen tenant protections and services.

**Local Business and Jobs:** Some of the areas where new housing would be added in this concept are currently zoned for PDR uses that provide space for blue collar jobs and diverse businesses that could be lost. Policies could strive to replace PDR space or prioritize key employment sites for PDR preservation. At the same time, intensified residential development could strengthen neighborhood businesses and bring new jobs in local services to neighborhoods where new development occurs.

**Transportation and Greenhouse Gas (“GHG”) Reduction:** This concept would put more residents in proximity to jobs and services encouraging use of existing transit as well as more walking and

biking, lower vehicle miles traveled, and lower GHG emissions.

**Infrastructure Improvement:** Concentrated development in a few areas of the east side of the city would require additional parks, playgrounds, and schools as well as transit and street improvements. New, large residential development in concentrated areas could generate significant funding for community benefits including new parks and playgrounds and improved streets and sidewalks to enhance the streetscape and public spaces in these neighborhoods. Because areas on the west side of the city would see far less new residential development, there could be less investment on the west side in transit and other public infrastructure.

**Uneven Access:** The west side of the city currently has many of the amenities such as large parks, Ocean Beach, and higher performing schools that are far from most renters and multifamily housing. Adding growth on the east side would exacerbate access concerns to west side amenities.



Photo: Bruce Damonte

## CONCEPT 2

# Transit Corridors

## Geography of Development

In this concept, more new homes would be built along major transit lines and these lines would receive significant investments to accommodate additional ridership. Growth would be spread in major transit corridors in the north, south, and western parts of the city (light orange on map). Examples of this kind of neighborhood can be seen along some of San Francisco's streets including along Market Street between Castro Street and Van Ness Avenue, along Van Ness Avenue and Polk Street, along Mission and Valencia streets, along Third Street in Dogpatch and Bayview, and along Ocean Avenue near City College.

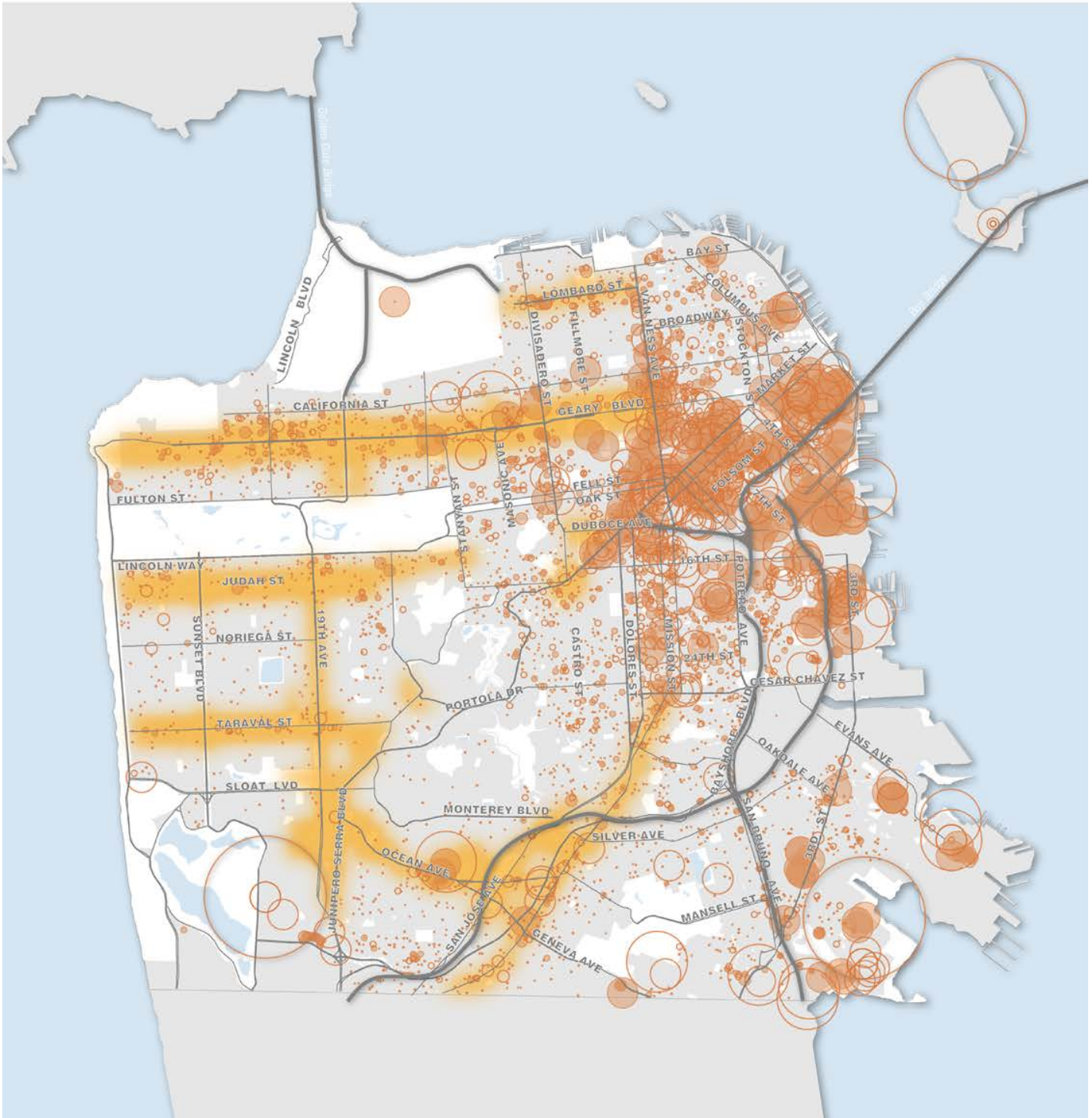
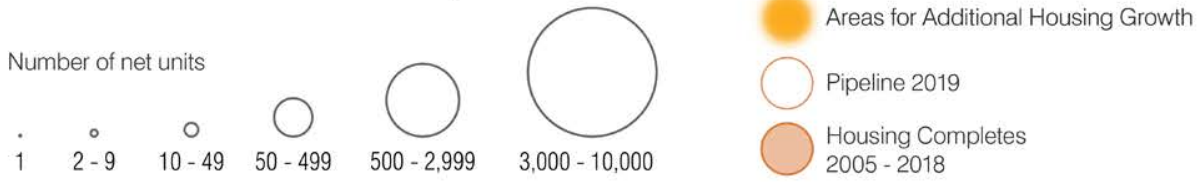
As with the other concepts, there would still be significant growth in area plans and redevelopment areas such as Mission Bay, Transbay, Hunters Point/ Candlestick, Market and Octavia, and Eastern Neighborhoods. There would also be large projects like Park Merced on the western side of the city. In

residential areas some property owners will also likely take advantage of the City's ADU program to add apartments to existing residential buildings.

## Buildings and Neighborhoods

More multifamily buildings would be allowed in the blocks along upgraded transit corridors, mostly in midrise buildings of five to eight stories as well as in smaller buildings. Some homes would be added in towers of more than ten stories in a few places near major transit intersections, on wide streets, or in close proximity to major commercial and job centers. The resulting neighborhoods would be an active mix of ground floor commercial spaces and homes in both older and newer buildings. The blocks along transit would take on a distinct character with more activity and more multifamily residential buildings while nearby residential areas would remain lower scale. Existing apartment buildings would be protected but low-rise commercial buildings or single-family homes close to transit could be replaced with larger residential buildings.

# Housing Affordability Strategy Transit Corridors Concept



## Impacts

**Affordable Housing:** While new buildings in this scenario would generally be shorter than the east side concept, the transit corridor concept would still likely generate significant inclusionary housing. Higher inclusionary production could lower the public funding needed to meet affordable housing targets by tens of millions of dollars annually.

**Equity Concerns:** This concept would distribute development over a larger area of the city than it has been in the recent past, which could reduce concentrated neighborhood change. Displacement pressures are already widespread in the city. Additional protection and stabilization policies for current renters and existing multifamily housing serving those renters could help ensure new transit corridor residential districts retain a diversity of old and new housing and preserve existing residents.

**Local Business and Jobs:** Increased housing development could strengthen businesses in commercial corridors and along transit by placing thousands of new residents nearby and could also bring new jobs and local services in the transit corridor neighborhoods.

**Transportation and GHG Reduction:** This concept would put more residents in proximity to the city's rapid transit lines and would also create neighborhoods with more concentrated local services within walking distance, reducing the need to drive and lowering vehicle miles traveled and GHG emissions.

**Infrastructure Improvement:** This concept would be centered around existing transit lines that will receive significant investment and improved service. Concentrated development near transit would also generate impact fees to improve streets, public spaces, parks, and transit itself. While there will be more residents overall, existing residents could enjoy improved services and infrastructure in this scenario.

**Expanded Access:** More of San Francisco's residents would have better access to the large parks, the beach, and higher performing schools found in the western part of the city.



Photo: Sergio Ruiz, SPUR

**CONCEPT 3****Residential District Growth****Geography of Development**

In this concept, San Francisco would allow more homes to be added in neighborhoods where the number of homes allowed is currently very limited. These changes would allow more homes on the majority of the city's residential land currently zoned to allow just one single-family home (RH-1) or two-family homes (RH-2) per lot. More homes would also be allowed in zoning districts such as residential mixed (RM) and neighborhood commercial (NC) that allow multifamily housing but limit the number of units based on the square footage of the lot (areas of potential change are shown in light orange on the map). The number of homes allowed on residential lots in this concept would be based on rules controlling the form of buildings including height, bulk, setbacks, design requirements, open space, and requirements for multi-bedroom units.

In this concept there would be no change to limits on building height, but density limits would be removed.

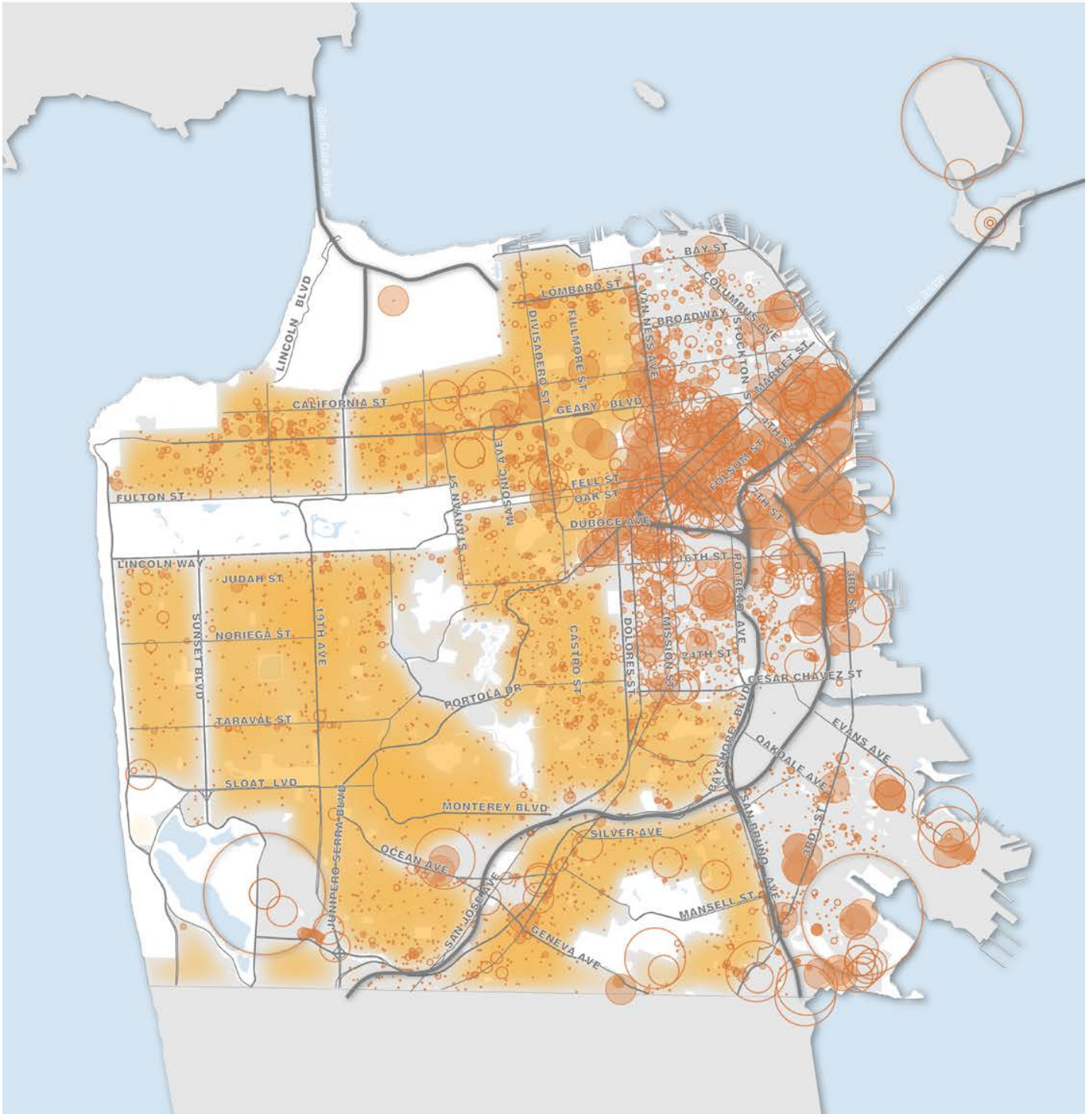
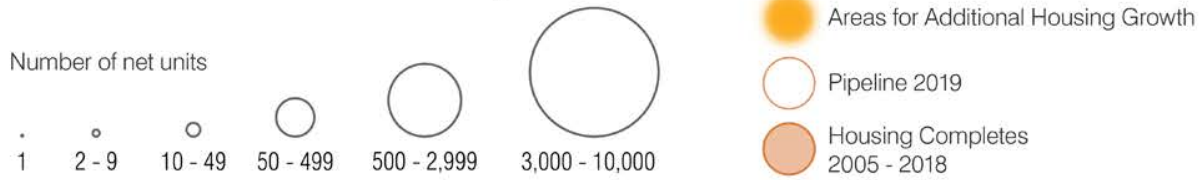
As with the transit corridor concept, there would still be significant development on major streets and commercial corridors because larger lots in these areas are attractive for development. In fact, housing development on these corridors is more likely than on the smaller residential lots nearby. As with the other concepts, there would still be significant growth in area plans and redevelopment areas such as Mission Bay, Transbay, Hunters Point/ Candlestick, Market and Octavia, and Eastern Neighborhoods (dark orange rings on map). There would also be large projects like Park Merced on the western side of the city. Property owners in residential areas could still take advantage of the ADU program but would have more flexibility to add a greater number of units.

**Buildings and Neighborhoods**

In this concept there would be no change in heights. Most new buildings on the west and south sides of the city would be the currently allowed four stories



# Housing Affordability Strategy Residential Growth Concept



or a few stories taller or shorter based on existing height limits. On commercial corridors, multifamily buildings would include ground floor commercial space with neighborhood-serving businesses. Some homeowners could also transform single-family homes into multifamily buildings according to rules on height, multibedroom units, and other form-based controls described above. However, the high value of single-family homes in San Francisco could make transformation of these homes unlikely. The resulting development pattern would be more dispersed than in other concepts.

## Impacts

**Financial Opportunities and Challenges:** The smaller residential buildings envisioned in this concept are similar to past eras of housing development but differ from current development patterns and therefore are harder to analyze and predict. As a result, this concept requires lower construction cost assumptions to get the same amount of housing as other concepts. The changes in this concept could allow families to transform single family homes by adding units to make space for multiple generations or add new rental units to increase family income. However, transformation of small lots and single-family homes could be costly due to high construction costs and home prices that result in high per-unit land costs for the new units. New financing types and a new generation of smaller scale homebuilders could be needed for this concept to fully succeed.

**Affordable Housing:** Because height limits are unchanged in this concept, new buildings are smaller in scale than new buildings in the other concept and less likely to provide inclusionary homes, requiring more public subsidy for affordable housing.

**Equity Concerns:** Of all the concepts, this approach would distribute development most broadly in the city, reducing concentrated neighborhood change. Displacement pressures are widespread in the city and additional protection and stabilization policies could still be needed to help stabilize existing renters and multifamily housing.

**Local Business and Jobs:** In this concept a large portion of residential development would still be in neighborhood commercial corridors so some corridors could see more residents and activity. However, the more dispersed nature of development in this concept would not result in the same concentration of local businesses, jobs, and services as the other concepts.

**Transportation and GHG Reduction:** This concept could more widely distribute new housing around the city and residents could be farther from transit or neighborhood services. As a result, residents might rely more on cars generating more traffic and GHG emissions.

**Infrastructure Improvement:** Because development would be more dispersed in this concept, improvements in major transit lines might benefit fewer people. In addition, infrastructure needs could grow in neighborhoods around the city, but dispersed and lower-scale development might not generate the same community benefits or investments to address those needs.

**Expanded Access:** This concept would allow more housing and residents throughout San Francisco's neighborhoods allowing more access to the city's largest parks, the beach, and a range of schools and residential neighborhoods, providing more equitable access.

## Summarizing Benefits & Challenges of Different Concepts

Each of the concepts for housing development could potentially accommodate significantly more housing than we have today, including substantially more affordable housing. However, the impacts on different neighborhoods, required public investment, and lifestyle implied by each concept could be very different. In the following table, we summarize similarities and differences among the concepts.

	Concept 1: East side Focus	Concept 2: Transit Corridors	Concept 3: Residential District Growth
Increase in Zoned Housing Capacity Over Baseline	19%	27%	41%
Share of Future Housing in Eastern 1/3 of City	75%	50%	50%
Share of 50,000 Affordable Units From Inclusionary	41%	39%	35%
Percentage Increase in Public Funds Needed for Affordable Housing	156%	167%	185%
150,000 Units Likely to Be Produced	Yes	Yes	<i>Depends partly on lower construction costs</i>
Over 40,000 Units in Large Projects	Yes	Yes	Yes
Need for New Transit Investments	Yes	Yes	Yes
Access to Existing Job Centers	Yes	Yes	
Access to Existing Community Facilities like parks		Yes	Yes
Change in Scale and Appearance of Buildings	Yes	Yes	<i>Possibly</i>

The three concepts illustrate that San Francisco could add similar amounts of housing in very different ways depending on the priorities of city residents. Each concept will likely need increased investment in public infrastructure including transit, streets, parks, and schools as well as increased and sustained affordable housing investment. Future housing policy could combine elements of each concept to create an approach that is stronger than any of the individual concepts alone.

Equity must be central to the future of housing planning and policy in San Francisco if the city is to reverse discriminatory policies and negative outcomes for communities of color and lower income San Franciscans. Segregated housing patterns can only be addressed by concerted efforts to create more diverse housing opportunities in more parts of the city. At the same time, special attention will need to be paid to the stabilization of existing communities of color and low-income communities along with the creation of additional housing in those neighborhoods. Specific investments will be needed to help communities that have been leaving the city, such as the Black community, to remain and return to San Francisco.

The following sections of the report look more in depth at key policy issues that will need to be addressed for any of the land use concepts to be successful and the city's housing targets to be met or exceeded. These policy issues include housing development feasibility and costs, regulation of housing development, affordable housing funding, and protection and stabilization policies and services for vulnerable residents.



# Policy Issues

Photo: MOHCD

This section addresses core policy issues that need to be considered to implement any combination of the land use concepts discussed in the prior section. In order to meet the targets of 5,000 units per year with at least one third affordable, while increasing community stability the city will need a comprehensive approach of production and preservation of housing and protection of residents, particularly tenants. The core policy issues explored in this section were defined based on community and housing experts' input as well as analysis by consultants and staff. The policy issues that follow summarize challenges and opportunities ahead. Each of these policy issues is further developed in individual white papers with additional analysis of historic and current trends and future potential to scale current efforts to achieve the City's housing targets.

The first two policy issues discuss the economic and regulatory context for housing development. The third policy issue analyzes affordable housing policy and funding. The fourth policy issue highlights key community stability strategies.

**1 Housing Development Feasibility and Costs**

explains the key factors affecting whether new housing is likely to be built, including financing and investment sources, major costs including land and construction, housing markets and prices, and the financial factors affecting the decision to build. This summary also looks at potential policies and technologies that could lower costs.

**2 Regulation of Housing Development** reviews how San Francisco has guided housing development over time with various rules, zoning regulations, and processes. The section also looks at how San Francisco could potentially encourage more multifamily housing, especially affordable housing, through changes to its housing planning, approvals, and permitting process.

**3 Affordable Housing Funding, Production, and Preservation** analysis presents information on affordable housing funding, both past and future, housing production and preservation trends, and policies to produce and preserve affordable housing. It includes the assessment of the City funding needed to achieve production and preservation targets.

**4 Tenant Protections, Housing Stabilization, and Homeless Services** complements the previous three policy issues with strategies to protect and care for the most vulnerable populations. It focuses on the community stability strategies that need to be implemented parallel to housing production and preservation. This section builds on extensive research and analysis included in the Community Stabilization Initiative (CSI) as well as the targets provided by the Strategic Framework developed by the City's Department of Homelessness and Supportive Housing (HSH).

## Housing Development Feasibility and Costs

Reaching the City's targets for housing production and preservation depends on sustained development of both privately financed, market-rate housing, inclusionary affordable units, and publicly funded, affordable housing. The likelihood of housing construction depends on the relationship between development costs and prices/rents, which ultimately determines the financial feasibility of development. Development costs in the Bay Area and San Francisco have been soaring, creating a barrier to the production of all types of housing. This summary provides background on the financial considerations that drive private housing development, and how potential policies could help to lower the cost of development, and increase the feasibility and likelihood of new housing production citywide.

### Financial Feasibility of Privately Financed Housing

Private real estate developers rely on a combination of equity and debt financing to obtain the capital necessary for development. Developers must demonstrate that a project is financially feasible to lenders, equity investors, and landowners. Each of these stakeholders has its own requirements and financial expectations:

- **Lenders.** Banks and other institutions that provide debt financing for development projects must be satisfied that the development project is at low enough risk of default. Lenders will only underwrite loans that meet certain financial performance benchmarks.
- **Equity investors.** Equity investors (e.g. pension funds, insurance companies, labor unions, sovereign funds) compare the expected risk and return to other opportunities, which could include other real estate projects or investments in businesses or stocks.
- **Landowners.** After factoring in project revenues and costs, a real estate project must still generate enough "residual land value" to purchase the land at a price that is attractive to the property owner.

A development project is feasible if it can achieve the required return and residual land value, after factoring in the development costs and revenues, which are described in more detail below. In San Francisco, lenders and equity investors typically require a 15 to 25% margin or return over their development costs. The expected return varies depending on the risks associated with securing entitlements, complexity, market conditions, and schedule.

### Development Costs

Development costs include the following four categories:

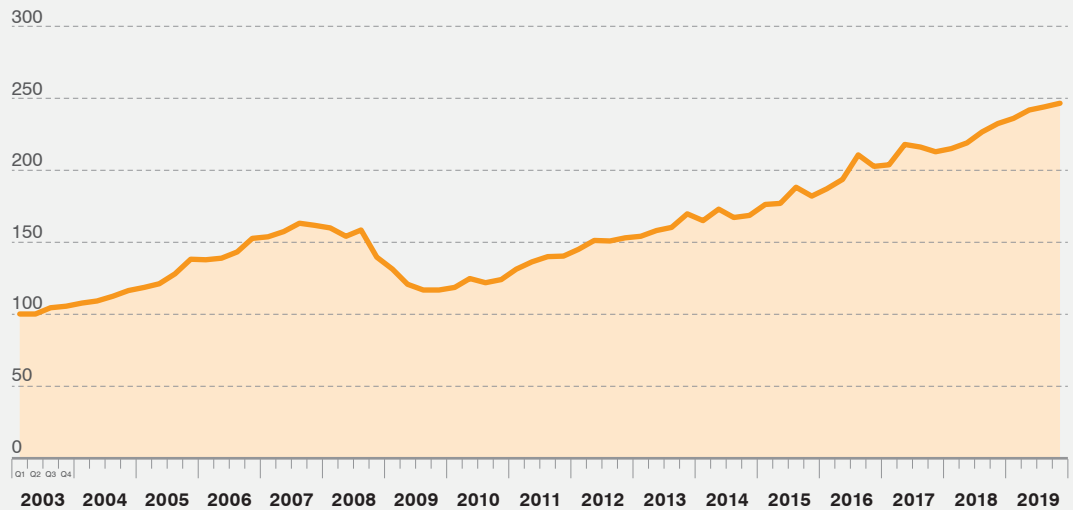
**1. Direct or "hard" costs.** Hard costs include the direct cost of constructing buildings and other improvements on site such as landscaping and infrastructure. Taller buildings with more development intensity are more expensive to build per unit because they require sturdier structural elements, higher standards of fire-proofing, and other amenities such as elevators. High-rise buildings are usually built with steel and/or reinforced concrete, a more expensive form of construction per square foot, whereas low-rise buildings can be made from less expensive wood frame construction.

Construction costs in San Francisco have been rising steadily over the last decade. In 2019, San Francisco had the highest construction costs in the world.<sup>33</sup> Construction bids have escalated rapidly since the Great Recession, at a compounded annual growth rate of 7.3% from 2011 to 2019.<sup>34</sup> Construction industry experts are projecting continued cost inflation of between 4.5 and 7.0 % in San Francisco in 2020.<sup>35</sup>

According to interviews with developers and contractors, and a review of recent reports on construction costs, some of the factors that are affecting construction costs include:

- A shortage of experienced construction workers, combined with a booming construction market, with many major projects in the pipeline.<sup>36</sup>
- Lack of competition from subcontractors, especially in specialized trades (electrical, plumbing, etc.), is driving up bids for new development projects.

**FIGURE 7.**  
**Construction Cost Index**



Source: TBD Consultants,  
Construction Bid Index

- The impact of tariffs on the price of building materials, and uncertainty regarding future trade policies.<sup>37</sup>

The use of innovative construction technologies has the potential to significantly reduce the cost of development, for both market-rate and affordable housing projects.<sup>38</sup> There are two types of technologies that have been explored for this strategy:

- **Modular construction**, which involves the production of residential units offsite. Individual units are prefabricated in a factory, and then assembled on-site. In recent years, several market-rate and affordable projects throughout the Bay Area have been using modular systems for new housing developments. Developers estimate that in some cases, modular construction can reduce overall construction costs and time by 15 to 30%.
- **Mass timber**, which involves the use of newly engineered materials like cross-laminated timber for residential buildings. Because these new technologies are untested in the U.S., they are presently more expensive than traditional wood construction. However, this dynamic is forecast to change in the next five to ten years, as building codes are updated, and the production of the material is scaled up. Mass timber provides a variety of efficiency and cost advantages

compared to conventional residential construction. Contractors estimate that mass timber could reduce overall construction costs by 15 to 25%.<sup>39</sup>

**2. Indirect or “soft” costs.** Soft costs include indirect costs associated with the project, including professional fees for design and engineering, and other costs such as taxes, insurance, planning and permitting fees charged by the City, and the cost of financing.

**3. Municipal impact fees and inclusionary housing requirements.** Municipal impact fees are fees charged to offset the impact of development on City services and the community at large. In San Francisco, impact fees vary by neighborhood, as many areas have imposed additional fees or special taxes for affordable housing, neighborhood infrastructure, or other community facilities. The City’s Inclusionary Affordable Housing policy requires private housing development to provide affordable units either onsite or offsite, or to pay in-lieu fees.<sup>40</sup>

**4. Land cost.** Generally speaking, land costs are determined by location and the types and intensity of uses allowed by zoning. Based on market research for different areas of the city, the value of land can range from \$200 to more than \$1,000 per square foot, depending on the location and the density permitted by zoning.<sup>41</sup>

## Revenues

Revenue sources for housing development consist of the rents collected (for rental apartments) or sales revenues (for-sale townhomes and condominiums). Some projects have other smaller sources of revenue, including parking leases, and commercial lease revenues in mixed use developments.

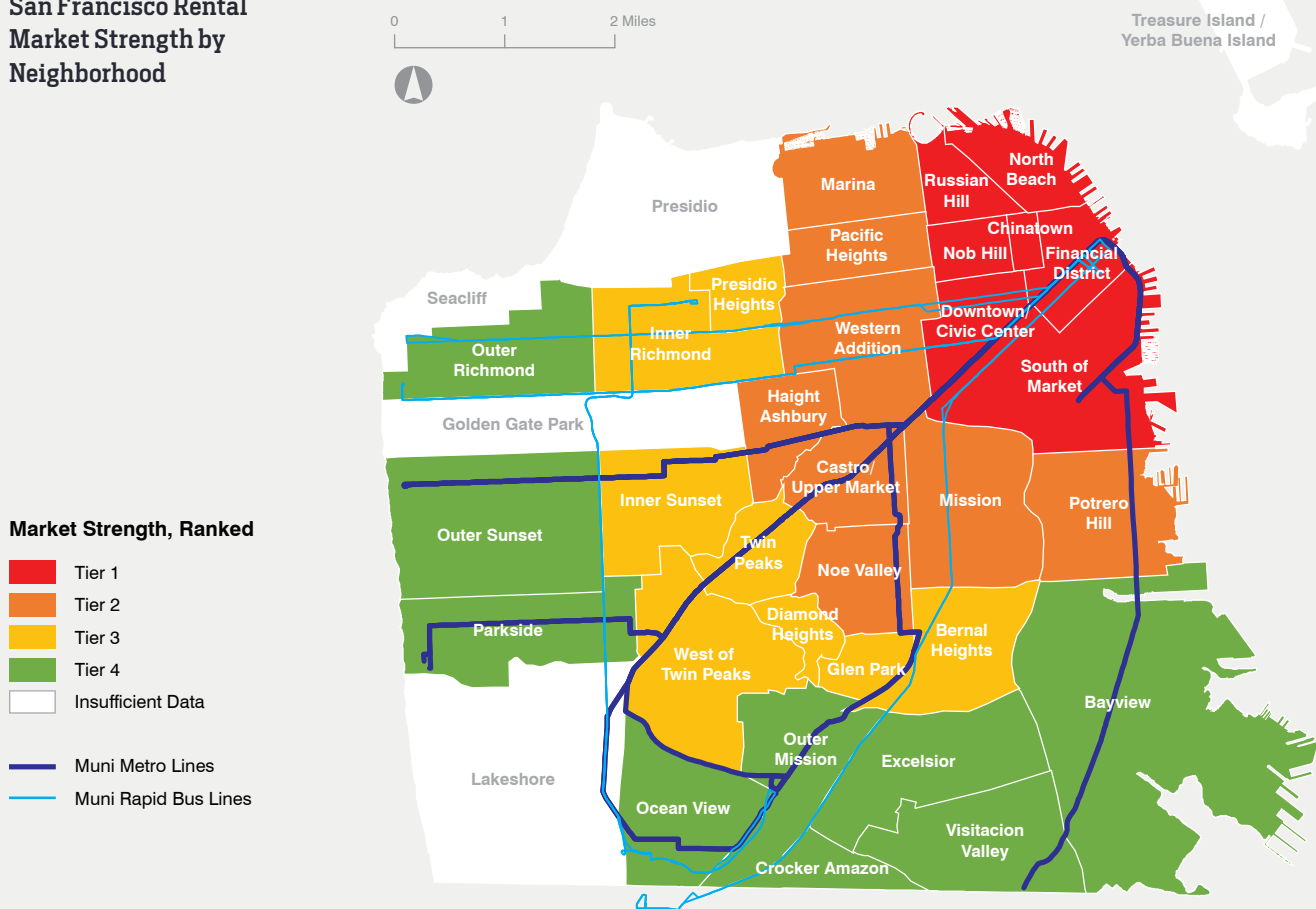
Location matters a great deal for revenues; different areas of the city command varying sales prices and rents, based on their proximity to jobs and transportation, neighborhood services and amenities, and safety and desirability. The map in Figure 8 illustrates four levels of market strength based on apartment rent data and recent development activity.

**Tier 1 Downtown Core** submarkets include the northeastern section of San Francisco where new development activity is strong, including high-rise housing projects. The rents are highest in these areas due to the proximity to amenities, major transit corridors, and Downtown jobs.

**Tier 2 Central Ring** submarkets represent areas where rents are not as high as Tier 1 but have attracted low-rise and mid-rise multifamily housing projects.

**Tier 3 Outer Ring** and **Tier 4 Western and Southern** submarkets: have sporadic multifamily housing development. Many of the neighborhoods in these areas are dominated by single-family homes, where larger scale housing development is not permitted.

**FIGURE 8.**  
**San Francisco Rental Market Strength by Neighborhood**

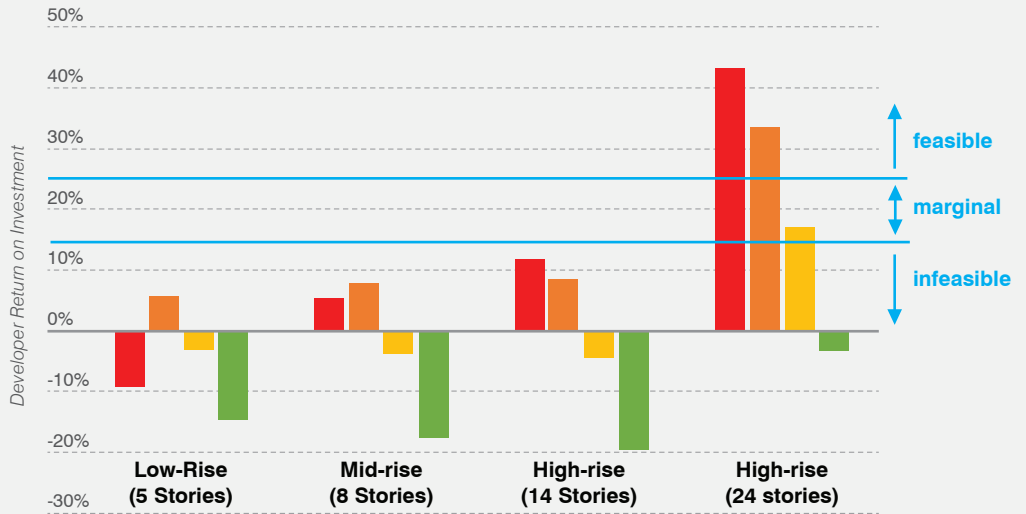


Source: City of San Francisco, 2019; Strategic Economics, 2020.



**FIGURE 9.**  
**Typical Pro Forma  
 Developer Return by  
 Building Type and  
 Submarket under Current  
 Development Cost and  
 Market Conditions**

- Tier 1
- Tier 2
- Tier 3
- Tier 4



\*Note: Tier 1 Downtown Core, Tier 2 Inner-Ring Neighborhoods, Tier 3 Outer-Ring Neighborhoods, and Tier 4 Western and Southern Neighborhoods  
 Source: Strategic Economics, 2019

### Feasibility of Residential Development in San Francisco Today

- Despite extremely strong demand for housing, development feasibility is a challenge for many parts of the Bay Area, including in many areas of San Francisco. In recent years, rising development costs region-wide have outpaced the rate of growth in rents, which has prevented production.
- Under current market conditions and development costs, taller high-rises (more than 20 stories) are generally more financially feasible than other building types in the strongest submarkets (Tier 1 and Tier 2). This is because new, high-rise developments can generate revenues that can offset the cost of development.
- Recently, some low- and mid-rise housing projects have been completed in San Francisco, especially in Tier 2 submarkets, but developers have reported that these building types are more challenging to finance now with the current development cost structure.<sup>42</sup>

### Strategies to Improve Feasibility

There are a variety of policy tools that could ease development costs and stimulate production across a wider range of building types and in more submarkets. These include strategies to reduce construction costs, reduce fees on development, public investments in infrastructure and amenities, and encouraging smaller scale infill projects in lower density neighborhoods.

**Update regulations to facilitate mass timber and modular construction.** As the construction innovations become more widespread, and more production facilities become active, the adoption of mass timber and modular construction could reduce hard costs by between 15 to 30%, according to estimates from developers and contractors. The cost reduction could significantly improve the financial feasibility of housing.

The City of San Francisco can put policies in place to facilitate the transition to new construction technologies by updating building codes and permitting processes. San Francisco's building code would need to adopt new standards for mass timber technologies to be implemented at a larger scale, especially for taller buildings.

**Workforce development.** The City of San Francisco can coordinate with community-based organizations, labor, and workforce training programs to ensure that there is a growing number of workers and sub-contractors. Workforce development programs in the construction industry are important both for conventional housing development and for preparing workers for off-site manufacturing and construction jobs using newer technologies.

**Impact fee and area fees.** Citywide impact fees are estimated to be, on average, approximately \$25 per gross square foot of building area. These fees are higher in plan areas that are upzoned, such as special use districts (SUDs). In submarkets where market-rate development is less financially feasible, reducing the City fee structure may enable more housing, especially in Tier 2 and Tier 3 submarkets.

**City investments in infrastructure and neighborhood amenities can help to support new housing development in inactive submarkets.** The City can play a lead role in strengthening development markets by supplying infrastructure and improving amenities in Tier 3 and Tier 4 neighborhoods that are not seeing much new housing development, in order to spur the addition of new market-rate and affordable housing in these areas.

**Encourage “small-scale infill” development in single-family neighborhoods.** Many of the lower density neighborhoods in San Francisco have very small parcels, making it difficult to assemble the land required for larger projects. Rezoning those neighborhoods where currently single-family homes predominate could create significant new opportunities for small scale development, ranging from duplexes to buildings with over 20 units.

**Adoption of Streamlined Environmental Review and Approvals Processes** can increase clarity, shorten development timelines, and lower risk for developments, thereby lowering costs and increasing likelihood that housing is built. Projects can receive streamlined environmental review and streamlined design review if the project is on a site already covered by an Environmental Impact Report (EIR) completed as part of an area plan, where changes to zoning, heights, design guidelines, and other development regulations are created for a whole

neighborhood or broad areas through extensive engagement with communities. Streamlined approvals can also be granted to specific kinds of projects, such as projects that provide higher than average amounts of affordable units or add housing to existing buildings, such as ADUs. For more on policies and regulations to support the development of housing see the following policy summary on Regulation of Housing Development.

## Regulation of Housing Development

Development regulations govern how land can be used in San Francisco and ultimately control both where and how much housing can be built. Implementation of any of the changes included in the land use concepts for future housing development described earlier would need to be implemented through changes to San Francisco's development regulations. The city has a notoriously complex system of development regulations, developed over time to serve the changing context of a growing, diverse, and unique city. After a brief history of development regulation in San Francisco, this section provides an overview of the main local tools that guide housing development and impact affordability. It also includes a perspective on potential future regulatory strategies to support housing affordability.

### Brief History of Development Regulation

#### Early Housing Development in San Francisco:

Up until 1920, San Francisco grew with little development regulation. An early ordinance from the 1850s regulated the location of slaughter houses, however, specific regulation of land uses and buildings was not the rule. The first residential areas were compact and restricted geographically by limited transportation routes. By the early 1900s, cable car and electric streetcar lines allowed residential neighborhoods to expand outward from the historic commercial center, west through Pacific Heights and the Western Addition to the Richmond, southwest to Upper Market, Castro and Noe Valley, and south through the Mission. These neighborhoods were characterized by diverse scales, styles and types of housing – a mix of hotels, boarding houses, apartments, flats, triplexes, duplexes, townhouses, and single-family homes – often in vibrant, walkable communities. Many of San Francisco's quintessential neighborhoods feature a range of residential buildings with a remarkable variety of housing units that may not be obvious based on the appearances of buildings.

**Introduction of Development Regulations:** As urbanization progressed, cities across the United

States faced growth challenges including public health and sanitation, waste disposal, water quality and distribution, and housing and infrastructure capacity. In response, cities began to enact formal development regulations. In 1921, San Francisco passed its first true Zoning Ordinance, focused on the avoidance of nuisance and other conflicts resulting from proximate incompatible uses.<sup>43</sup> The ordinance was limited in scope, and did not include height limits, setbacks, or open space requirements and other now-common controls. Over time, however, San Francisco's system of development regulation became increasingly complex and restrictive – first with new use zones, more specific use definitions and restrictions, form controls, and open space requirements.

#### Development Regulation and Equity:

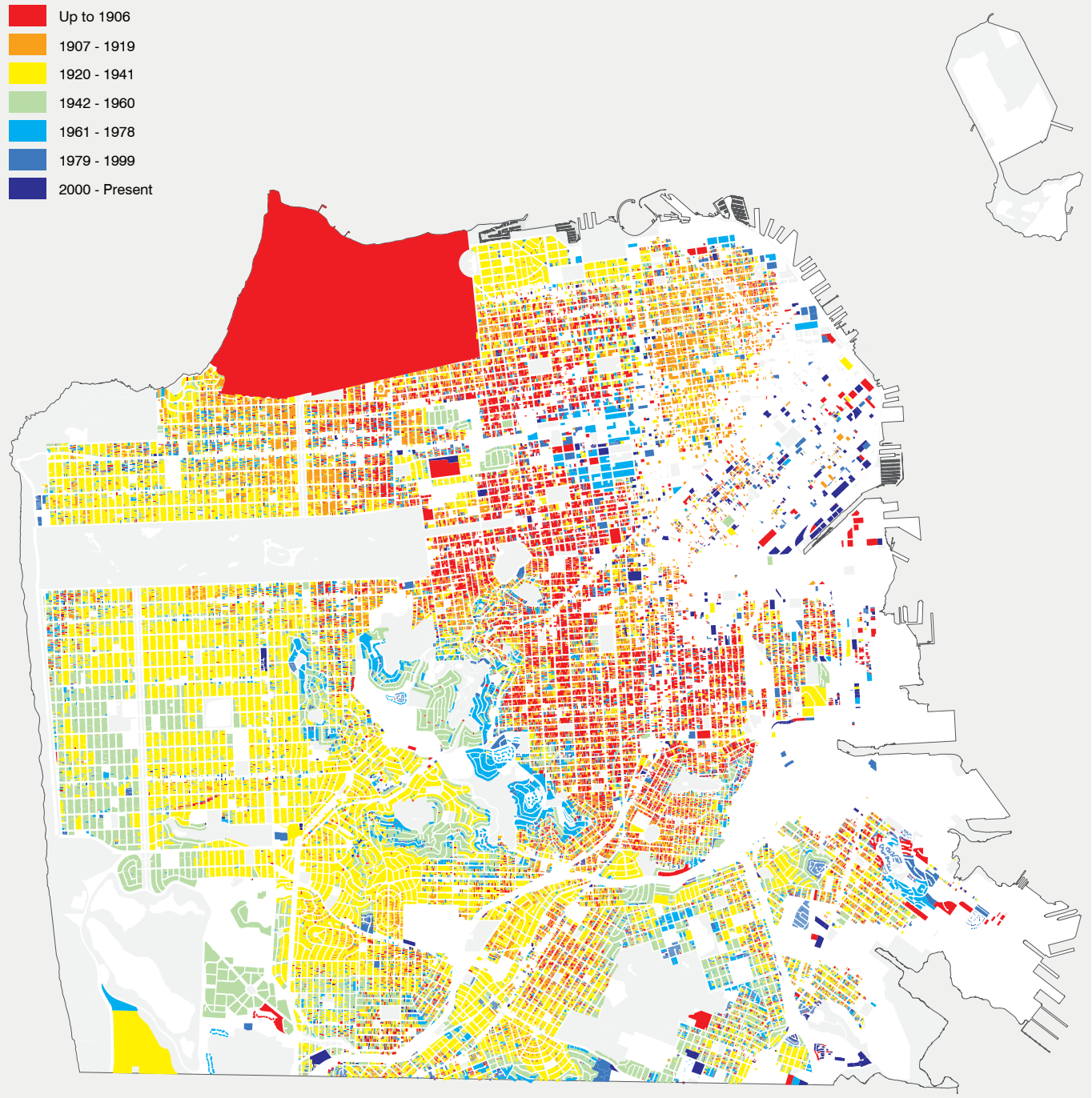
Discrimination in San Francisco building and housing policies began at least 50 years before the adoption of the Zoning Ordinance. The 1870 Cubic Air Ordinance imposed fines and jail time on landlords and renters who lived in rooming houses primarily found in Chinatown that did not meet requirements of 500 cubic feet of air per person.<sup>44</sup> Chinese immigrant laborers lived in these crowded rooming houses largely because they were not able to rent or own in other areas due to discriminatory housing practices.<sup>45</sup> In the 1880s San Francisco targeted Chinese-owned laundries by selectively enforcing a rule that laundries be located in brick buildings (most laundries at the time were in wooden buildings). Chinese laundry owners ultimately won their discrimination case in the U.S. Supreme Court.

Beginning after WWI, discriminatory federal housing policy, and banking, real estate, and development practices, divided the city spatially; pushing low-income communities and communities of color to older, more-central neighborhoods, and middle class and affluent populations into newer more remote suburban neighborhoods, often limited to single-family homes. Once discriminatory practices were legally prohibited, restrictive zoning continued to limit multifamily housing, restricting access to affluent neighborhoods for people of color and low-income people. Furthermore, the introduction over time of increasingly restrictive density limits<sup>46</sup> has resulted

FIGURE 10.  
All Housing by Year Built

Year Built

- Up to 1906
- 1907 - 1919
- 1920 - 1941
- 1942 - 1960
- 1961 - 1978
- 1979 - 1999
- 2000 - Present



in a high percentage of the city's population living in multifamily residential buildings in neighborhoods where these buildings could not be built today.<sup>47</sup>

**Concentration of Modern Housing Development:**

More recently, San Francisco has completed a number of areas plans and development agreements which increase housing capacity in select areas, mostly on the eastern side of the city. As a result, housing development today is overwhelmingly concentrated in a few neighborhoods where zoning or developments agreements allow multifamily buildings. About 70% of all new housing, including new affordable housing, has been built in just five neighborhoods on the east side of the city and nearly 90% of housing development is concentrated in 10 out of the city's 39 Planning Analysis neighborhoods.

The pipeline of future housing development, shown in Figure 11B, is similarly concentrated in a limited number of neighborhoods on the east side of San Francisco. The eastern side of the city also happens to be where a large portion of San Francisco's vulnerable populations live, meaning those groups are disproportionately impacted by change. There are many additional neighborhoods of relatively greater socio-economic stability and resources in other parts of the city that could offer housing possibilities in the future. In addition, much of the city's future housing development is concentrated in a few large projects with considerable infrastructure needs such as Candlestick, Hunters Point, and Treasure Island. Completion of this housing will come over many years or even decades as these complex projects are built out.

**Types of Development Regulation**

**The General Plan:** The General Plan is the foundation for local land use planning. It is the embodiment of San Francisco's vision for the future, serving to guide the City's evolution and growth over time. The General Plan provides a comprehensive set of objectives and policies that influence how we live, work, and move about, as well as the quality and character of the city. The General Plan reflects community values and priorities through its public adoption process, ensuring both private development and

public action conform to this vision. All land use ordinances and policies flow from the General Plan and development projects must be found to be consistent with the General Plan for approval. In addition to planning the physical city, the City Charter requires consideration of social, economic, and environmental factors.<sup>48</sup>

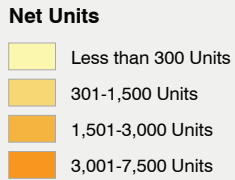
**The Planning Code:** While regulations affecting development are found in many parts of the Municipal Code, most of San Francisco's development controls reside in the Planning Code, created in part to: 1) guide growth in accordance with the City's General Plan; 2) protect the character and promote the use of areas of the city for the benefit of its residents; and 3) secure safety from hazards, provide property access, and maintain environmental quality (including adequate light, air, and privacy) indispensable for beneficial property use and the retention of value.<sup>49</sup> While San Francisco's system of development regulations has historically proven useful in advancing these and other City priorities, current Planning Code controls also create considerable obstacles to advancing greater housing affordability.

After 100 years of additions, San Francisco's Planning Code has become a labyrinth. The current Planning Code comprises nearly 840,000 words detailing the regulatory framework for 116 distinct Land Uses within 207 zoning and Special Use Districts (some limited to a single lot).<sup>50</sup> Moreover, the Code is frequently amended, creating additional administrative challenges for timely project review and approval.<sup>51</sup> Procedural requirements add time to the development process and, since time costs money, further drive up the cost of housing production, which impacts housing affordability.

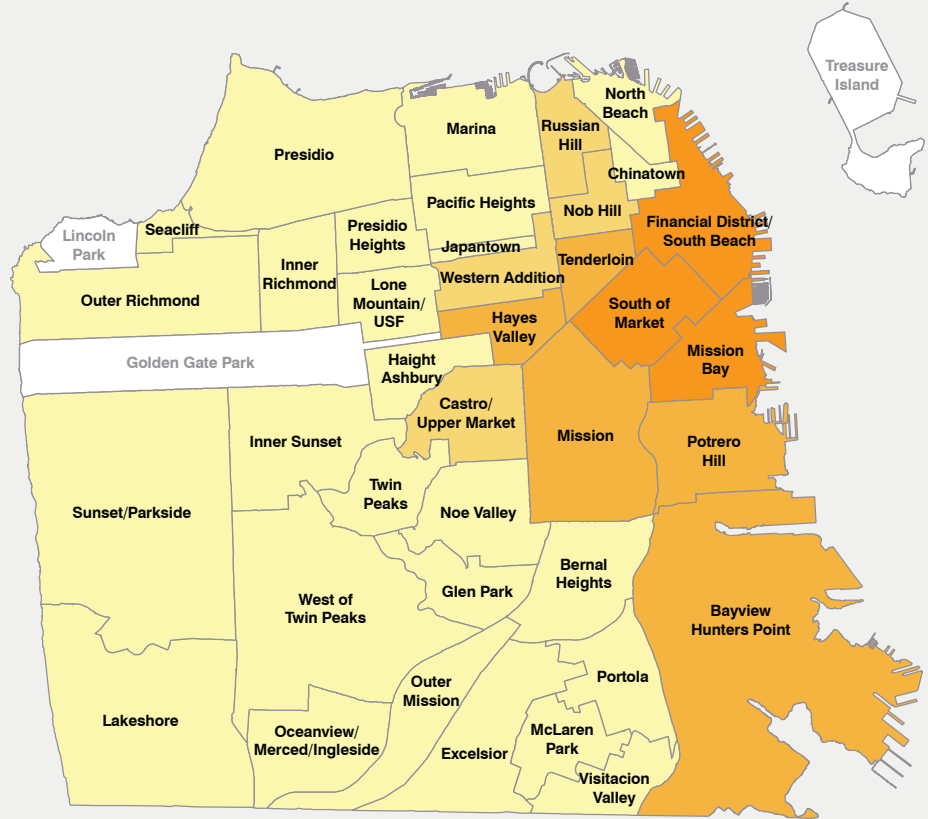
Key types of development regulation, established by the Planning Code, include zoning controls, design guidelines, process for project review and approval, and the application of required fees.

**Zoning Controls:** The most common and widely recognized category of development regulations are the prescriptive, codified controls known as zoning controls.<sup>52</sup> In San Francisco, zoning specifies how land can be utilized, the conditions for use allowed or required, and any limitations which apply. For example, zoning regulation controls:<sup>53</sup>

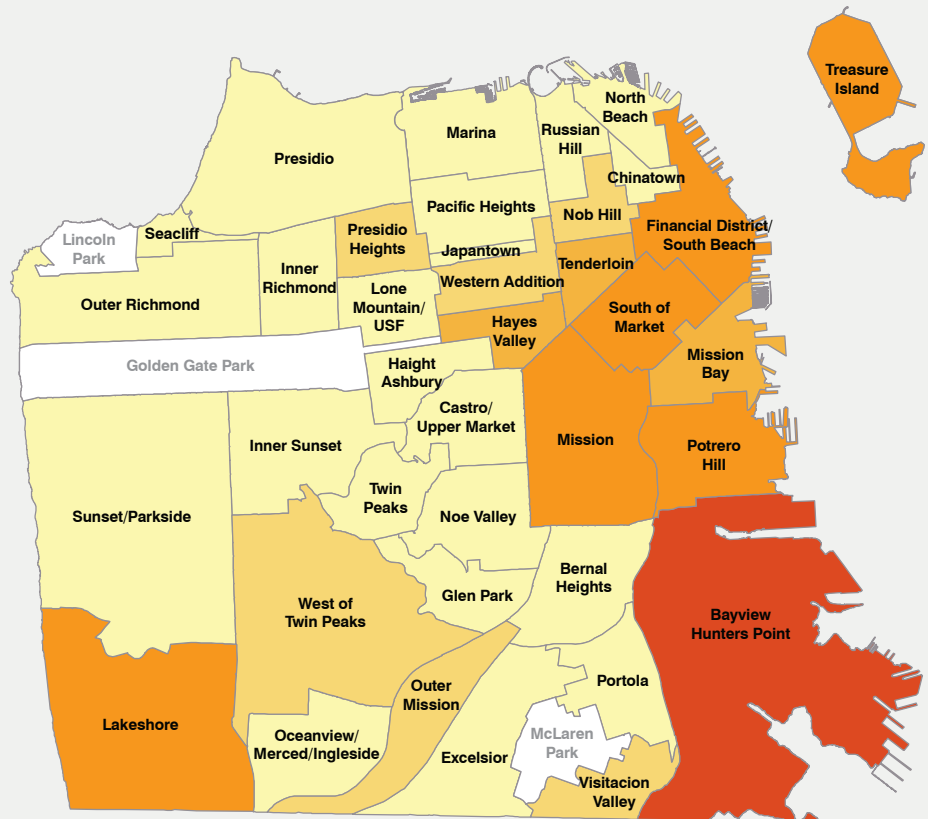
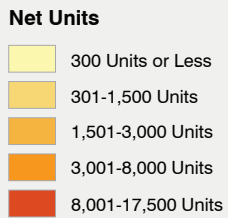
**FIGURE 11A.**  
**Housing Production by Neighborhoods**



Housing production and pipeline- both market-rate and affordable- are concentrated where area plans have been completed. Nearly all recent and planned housing, including affordable housing, is concentrated in a few neighborhoods on the city's eastern third.



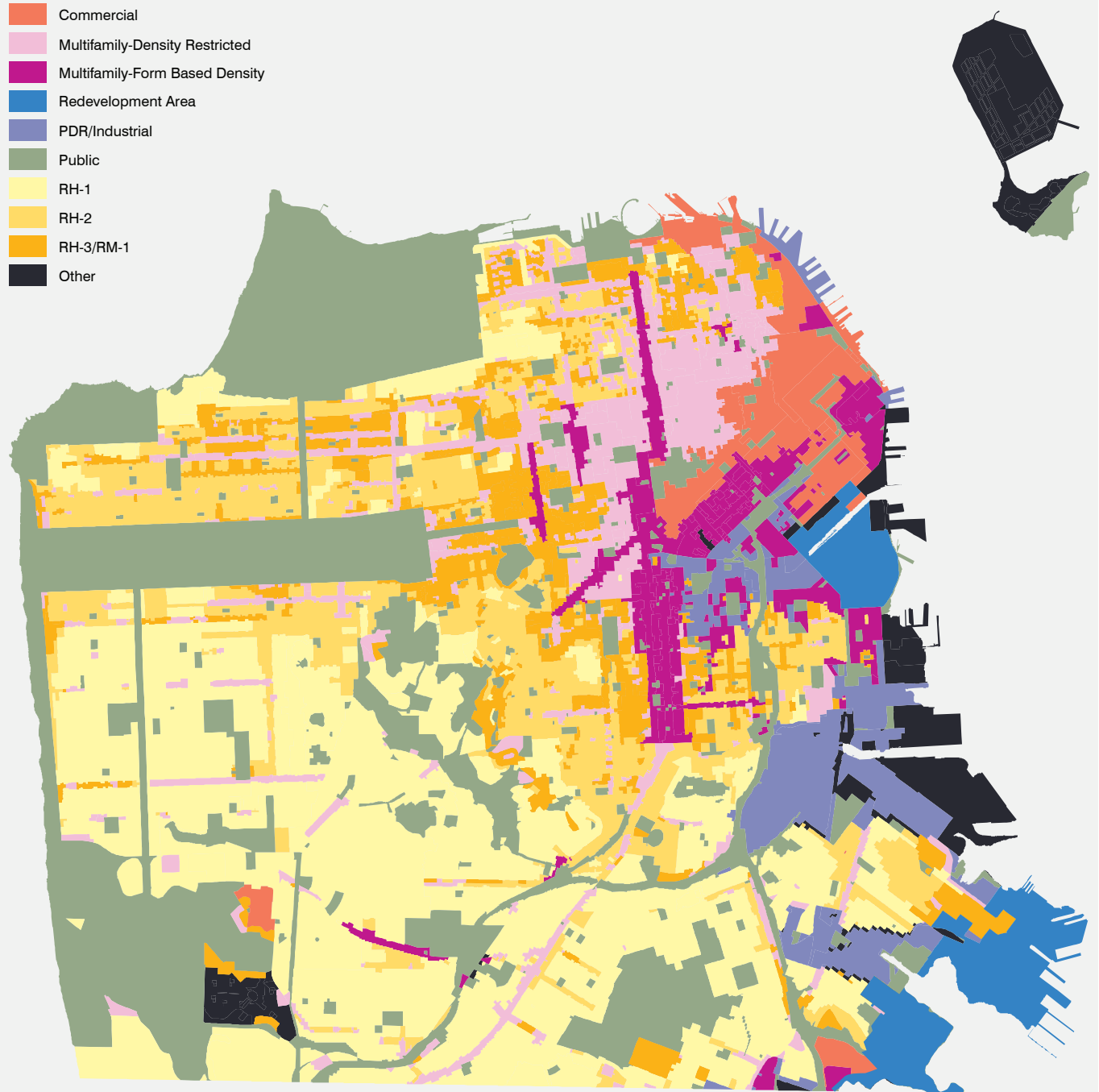
**FIGURE 11B.**  
**Housing Pipeline by Neighborhoods**



**FIGURE 13.**  
**Housing Affordability Strategy Zoning Categories**

**Zoning Categories**

- Commercial
- Multifamily-Density Restricted
- Multifamily-Form Based Density
- Redevelopment Area
- PDR/Industrial
- Public
- RH-1
- RH-2
- RH-3/RM-1
- Other



- determine how land is allotted in use zones and what types of uses are allowed within each zone;
- limit the intensity of a use on a site – the floor area of a commercial use, the number of dwelling units, etc.;
- govern sizes, heights, and shapes of buildings and, in some cases, required space between buildings;
- require accommodations for access and service such as bicycle parking spaces, or loading;
- designate certain structures or districts as historically or culturally relevant and invoke standards for retention of resources.

60% of land in San Francisco is zoned to allow residential uses. 33% of the total land area is reserved for public uses including open space (such as parks and playgrounds) and institutions (such as public schools and universities), and about 7% is zoned for industrial and PDR uses. Of land zoned to allow residential uses, the largest portion, 41%, is reserved for single-family homes (RH-1) while another 18% allows up to two homes (RH-2) per lot. Multifamily housing of more than three units is allowed on just 30% of residentially zoned land, in multi-family, mixed use, and commercial zoning districts.

As a result of the City's zoning controls, 90% of all new housing and 80% of affordable housing built since 2005 has been added in just a few zoning districts. The limited areas of the city where zoning allows multifamily housing explains why nearly all housing is built in just a few neighborhoods. These areas either have had zoning in place that allows multifamily housing or have had recent area plans, redevelopment areas, or specially negotiated development agreements that allow multifamily housing to be built. Figure 13 shows the limited extent of where multifamily housing is allowed in San Francisco, overwhelmingly located on the east side of the city.

**Design Guidelines:** In addition to Zoning, the City has adopted Design Guidelines to provide contextual controls that supplement the zoning standards. Guidelines implement the Urban Design policies of the City by reinforcing compatibility with local

character, placemaking, livability, and sustainability based on the conditions unique to a specific site. Design guidelines are interpreted by professional staff experienced in urban design and architecture and applied on the basis of precedent for consistency, clarity, and predictability over time.

**Process and Fees:** Together, the zoning controls and applicable guidelines establish what can and cannot be built on a site. After this is determined, a development project faces procedural requirements related to the review and approval (or disapproval) and various application and impact fees assessed by the City. Procedural requirements include staff review for compliance with applicable zoning and design guideline requirements, environmental review (as necessitated by the California Environmental Quality Act, CEQA), public notification and hearings, and discretionary review. Procedural requirements are intended to ensure appropriate administrative and public vetting of projects to determine consistency with the General Plan and to identify, avoid, and/or mitigate potential impacts.

Procedures take time to complete, which can indirectly add cost to a project. In most California jurisdictions, development projects are subject to either ministerial or discretionary processes. San Francisco's Charter establishes that every project is discretionary, unless exempted from local discretion by state law. State law further requires that all discretionary projects receive CEQA review. The reliance on discretion for all San Francisco planning review, results in the application of CEQA to a large body of projects that would be ministerial in the rest of the state. Various fees imposed on a project by the City, to cover the costs of reviewing and processing applications or to mitigate the impacts created by new development, directly add to the cost of a housing development project as well.<sup>54</sup>

## State and Local Reforms

In recent years, state and local authorities have begun to alter development regulations to address the acute housing shortage and affordability crisis. In a shift away from long-standing deference toward local control of development, California has taken action both to increase housing capacity and reduce project approval time with laws such as SB-35,



# Project Intake, Environmental Review & Approval Process

This flowchart provides an overview of Planning Department's project review and approval procedures for projects with two or more housing units.

**LEGEND**

- PS** Process Milestone
- CP** Current Planning
- EP** Environmental Planning
- PS** Project Sponsor

EIR - environmental impact report  
 NIA - Notice of Intent Application  
 PD - project description  
 PPA - preliminary project assessment  
 SOW - scope of work  
 SDAT - streets design advisory team  
 UDAT - urban design advisory team

**60 DAYS**

**1 Preliminary Project Assessment**

- PS** Files PPA application, pays fees.
- CP** Conducts preliminary plan check. SDAT, UDAT; manages the overall PPA process, consolidates and issues PPA letter.
- EP** PPA/intake planner assigned, conducts environmental screening, completes EP PPA Checklist.
- CP Planner Tech issues PPA letter.

**30 DAYS**

**2 Project Application Acceptance**

- PS** Files Project Application, pays fees, submits additional materials, and hires environmental consultants, if needed.
- CP** Planner Tech saves Project Application and Plans in PRJ record, creates NIA in M-Files, reviews materials for completeness, consults with quadrant Planner IV, and creates SFP permit record with 'submitted' status.
- EP** PPA/intake planner reviews environmental materials for completeness.
- CP Planner Tech issues NIA letter, if additional materials are needed.
- PS** Sponsor submits additional materials.
- If CP Planner Tech deems application complete, status changed to 'accepted' in SFP permit and status emailed to sponsor.

**90 DAYS**

**3 Preliminary Application Review**

- PS** Provides additional information, as needed.
- CP** Current planner assigned. Conducts comprehensive plan check, including SDAT, UDAT, and RDAT Coordinates Plan Check Letter with EP.
- EP** Environmental coordinator and supervisor assigned. Environmental coordinator confirms need for technical studies, technical planners are assigned, SOWs for some technical topics are reviewed and approved.
- CP Planner issues Plan Check Letter based on preliminary review.

**30 DAYS**

**4 Proposed Project Refinement**

- PS** Refines project based on Plan Check Letter(s).
- CP** Confirms comments from Plan Check Letter(s) have been incorporated.
- EP** Confirms comments from Plan Check Letter(s) have been incorporated.
- EP and CP planners deem project description stable. EP planner inputs type of environmental document; CP planner consults with Commission Affairs for target hearing date and inputs target hearing date into SFP permit.

**7 Closesout Actions**

- CP** Finalizes updates to project description and data tables in SFP permit per final action. Emails sponsor with upcoming major milestones (required now, site permit, each addendum).
- EP** Prepares FEIR, if needed, closes out ENV record.

**6 Hearing Preparation Tasks**

- CP** Finalizes staff report, CEQA findings (if required), conducts required noticing, attends entitlement hearing.
- EP** Prepares for and attends EIR Certification hearing, if applicable.

**Possible Hearings**

- Rec Park Capital Committee/Full Commission
- Historic Preservation Commission
- Other Commissions (Port, MTA, etc.)
- BOS Land Use Committee/Full Board

**6 TO 22 MONTHS**

**5 Project Analysis**

- CP** Conducts detailed plan check, design review, starts drafting staff report.\*
- EP** Ensures public outreach has been conducted.
- Keeps interested parties abreast of project status.
- Reviews project description.\*
- Conducts scoping of environmental review document, technical studies.
- Conducts environmental noticing.
- Manages preparation and review cycles of technical studies and environmental documents.
- For EIRs, prepares and attends hearing on draft EIR and manages preparation and review cycles of response to comments document.
- Manages publication of draft environmental document and public comment process (if applicable).
- Confirms all environmental fees are paid
- Project is ready for EIR certification and/or approval hearings.

**CP and EP planners coordinate on the following:**

- project description changes, including updates to SFP permit data
- Section 148 (Wind)
- Schedule/confirm hearing date with Commission Affairs
- Project team changes (internal/external)
- Newly identified impacts
- Record requests
- Pre-approval hearings (i.e., Recreation and Park Department; Historic Preservation Commission; Architectural Review Committee)

**\*If the PD changes, hearing schedule may change.**

- Could it alter environmental impact conclusions?
- Does it require a new environmental technical study?
- Would it require a new entitlement?
- Does it result in significant redesign of massing?

Go to Project Coordination to confirm hearing date change.

The California State Density Bonus Law (passed in the 1970s but now seeing more frequent use), the Housing Accountability Act, and the Housing Crisis Act of 2019 (SB-330). These state laws offer the only true ministerial approval paths for development in San Francisco. Within local authority, San Francisco has updated its local Inclusionary Affordable Housing Program, introduced bonuses for increased affordability with HOME-SF, embraced ADUs, and implemented ministerial approval for 100% Affordable Housing projects. Following the issuance of Mayor Edwin Lee's Executive Directive 17-02, Planning undertook a comprehensive process improvement effort<sup>55</sup> to enhance regulatory and development review functions and streamline the approval of housing projects.<sup>56</sup>

### Potential Regulatory Reforms to Support Housing Development and Affordability

In addition to the actions already taken, there remain opportunities to evolve local development regulations to increase housing capacity, diversify supply, improve mobility, support production, and speed/ease project approval processes. Such changes would be necessary to implement all or part of the concepts for future housing development explored earlier in the report. Potential strategies include:

- Consider future changes to development regulations through an Equity Lens. Such a lens could include analyzing and seeking community feedback on what groups benefit, are placed at risk, or might be disproportionately impacted by potential changes to land use regulations. Examples of equitable land use policy approaches include:
  - » Prioritize desegregation and expansion of housing opportunities throughout the city.
  - » Emphasize community stabilization along with creation of new housing in land use planning and housing policy in neighborhoods with concentrations of people of color and people with lower incomes.
  - » Continue to expand input from communities of color and low- and moderate-income people in land use planning and housing policy making.

- Increase zoned housing capacity through changes to zoning controls, for example:
  - » Area plans with programmatic EIRs and/or expansion of existing bonus programs to increase housing capacity in low-density neighborhoods.
  - » Shift from unit-based to form-based density controls citywide.
  - » Condition future institutional growth on housing production as part of Institutional Master Plans (IMPs) for large institutions like universities.
- Streamline and simplify the project approval process, with an emphasis on additional streamlining for projects that provide affordable housing:
  - » Modernize the Planning Code;<sup>57</sup>
  - » Expand administrative/ministerial review and approval;
  - » Reform Discretionary Review.

By continuing to innovate San Francisco's system of development regulations, the City can more effectively address housing affordability while protecting health, welfare, environmental sustainability and resiliency, and other key city priorities.

## Affordable Housing Funding, Production, and Preservation

San Francisco currently has about 33,000 permanently affordable housing units. These units have been built over decades with a combination of federal, state, and local programs. The HAS looks at strategies to increase affordable housing by 1,667 units and preserve 1,100 units each year through various policies and investments. Key topics include:

- Public funding to produce and preserve housing.
- Production trends in affordable housing including both publicly subsidized affordable housing and inclusionary housing leveraged through market-rate development.
- Preservation of affordable housing and different types of preservation investments.
- Production of ADUs which are more likely to be affordable due to size and lower construction costs but are not required to be affordable at a particular income level.

The section closes with policies to produce more affordable housing- in particular the need for sustained, substantial funding.

### Affordable Housing Funding

Producing and preserving affordable housing is primarily accomplished by stitching together a complex array of subsidies and financing. Subsidies help cover the gap between the cost of building or acquiring housing and what lower income households can afford to pay. Nearly all available funding sources at the federal, state, and local levels serve households earning 80 percent of Area Median Income (AMI) or less. Very few sources are available for moderate- and middle-income households. In addition, providing affordability for the lowest income residents or those who need more services requires additional subsidy.

**Low Income Housing Tax Credits (LIHTC)** are the primary funding source for affordable housing

development and rehabilitation, offering a federal tax credit in exchange for private equity investment in affordable housing projects.

**Federal funding** for affordable housing (Section 8, HOME, CDBG, and Affordable Housing Program) has been flat or in decline over the last two decades. Federal Housing Choice Vouchers (known as Section 8) help 9,500 San Francisco households afford rent in the market. Vouchers are limited by lack of federal funding and are estimated to be available to about a quarter of income-qualifying renters nationally.<sup>58</sup>

**State funding** has increased with the 2017 and 2019 housing packages and voter approval of a state affordable housing bond that funds local affordable housing development.

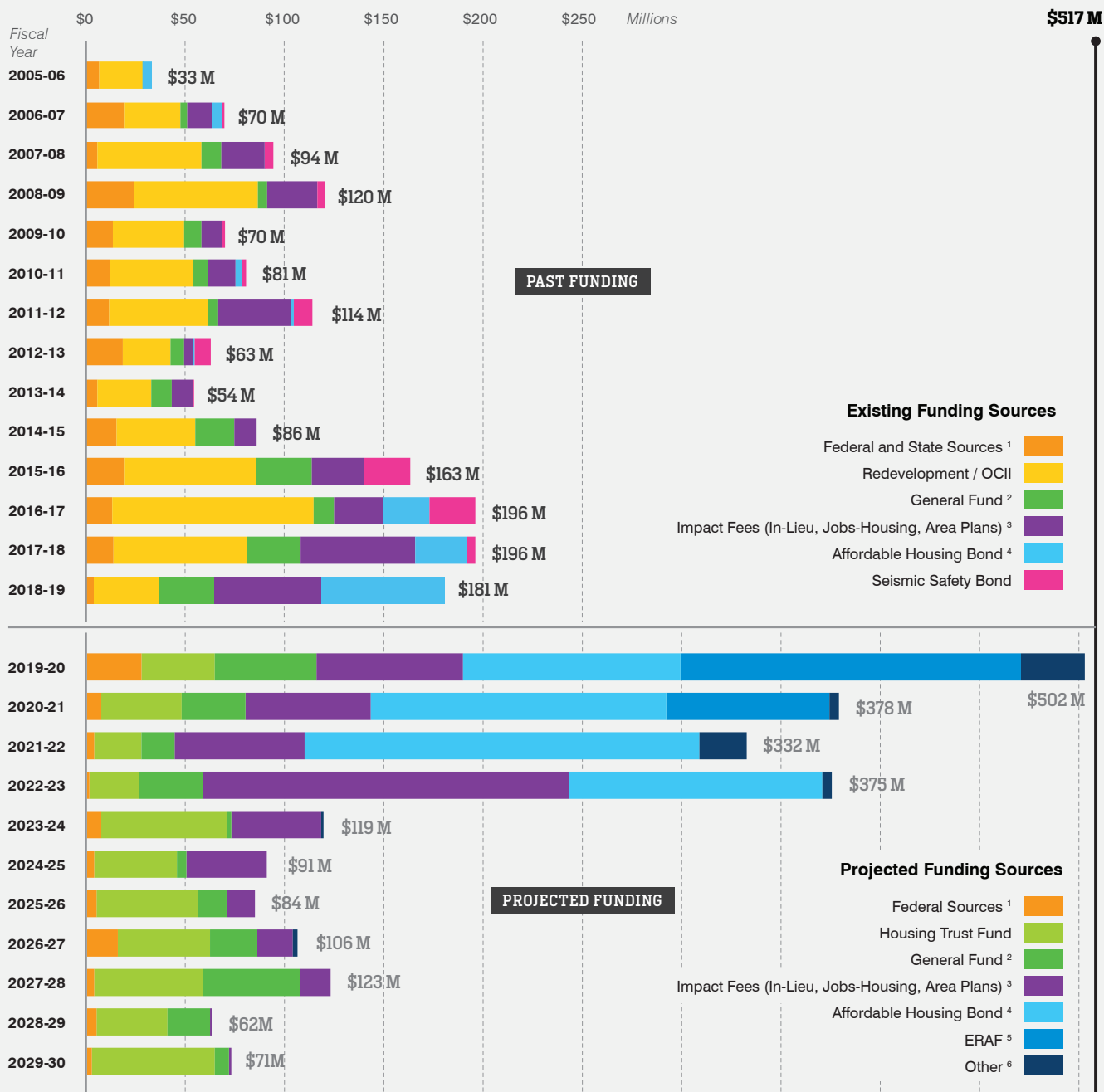
**Local funding** is crucial to leverage state and federal funding sources, which typically do not cover all development costs. San Francisco has various sources of local funding including:

- **Affordable housing bonds** approved by voters;
- **General Fund** revenue invested per voter mandates and allocations by elected officials;
- **Development impact fees**, including in-lieu fees paid by housing developers through the Inclusionary Housing Program, jobs-housing linkage fees paid by developers of commercial space, and area fees collected in special zoning districts;
- **Former Redevelopment funding** already committed in enforceable obligations for affordable housing before Redevelopment ended and now administered by the Office of Community Investment and Infrastructure (OCII).

Historically, San Francisco's annual affordable housing funding has fluctuated from a low of \$33 million to a high of nearly \$200 million recently, varying based on economic and political conditions.

**San Francisco will need approximately \$517 million in annual funding in today's dollars to produce 1,667 affordable units per year and preserve 1,100 more units.** See the Technical Appendix for more on affordable housing costs.

**FIGURE 14.**  
**Affordable Housing Expenditures by Source Past (2006-2019) and Projected (2020-2030)**



Note: OCII will fund about 2,500 new affordable units on specific sites to meet its enforceable obligations in coming years and these units are accounted for in the 50,000 unit, 30-year total. Redevelopment and OCII are included in past expenditures above because they were the main affordable housing funding source. Projected expenditures by funding source shown above and the \$517 million estimate of annual funding need are for MOHCD-funded affordable units and do not include OCII.

- (1) Includes HOME and CDBG
- (2) Includes land sales and Certificates of Participation (COPs)
- (3) Includes area-specific fees, inclusionary housing fees, and jobs-housing linkage fees
- (4) Includes 2015 Proposition A and 2019 Proposition A housing bonds In 2019
- (5) The Board of Supervisors passed an ordinance to establish the use of excess Education Revenue Augmentation Fund (ERAF) revenue for affordable housing production and preservation
- (6) Includes Citywide Development Agreements, Condominium Conversions fees, Low and Moderate Income Housing Asset Fund (LMIHAF), and other project-specific revenue)

Source: Mayor's Office of Housing and Community Development, San Francisco Planning Department, and Strategic Economics, 2020.

- While local funding is projected this year to nearly meet the estimated funding target, in future years funding declines- especially past 2023.

In 2019 to 2020 San Francisco will invest about \$500 million in affordable housing production and preservation, slightly below the \$517 million in public funding estimated to be necessary to meet affordable housing production and preservation targets. The 2019 to 2020 is a funding peak after a period of increasing investment in affordable housing. Over the last 15 years, however, San Francisco had averaged close to \$110 million per year in funding for affordable housing. Looking toward the future, San Francisco's funding for affordable housing looks strong through 2022 to 2023 thanks to various sources of funding. However, funding will drop far below the amount necessary to achieve housing targets after 2023 without the creation of additional funding sources.

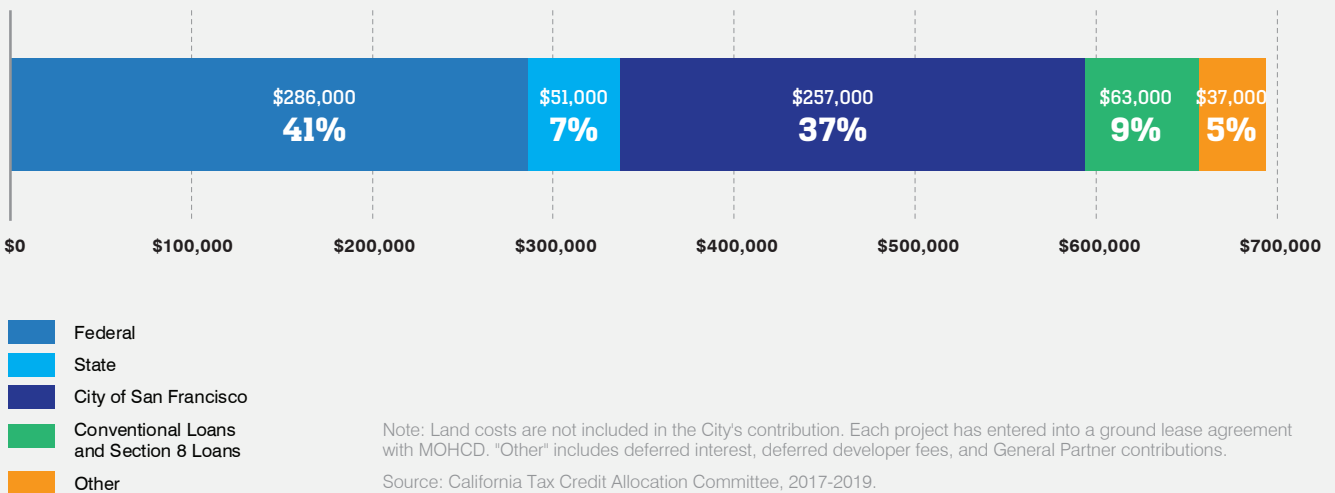
**How Funding Comes Together for Deed-Restricted, 100% Affordable Housing**

Based on a review of projects that received tax credit funding from 2017 to 2019, the total development cost for affordable housing in San Francisco is estimated at about **\$693,000 per unit.**<sup>59</sup> Major funding comes from various sources:

- **Federal sources**, especially LIHTC, are the largest funding source for affordable housing at 41%.

- **San Francisco's local funding was \$257,000** per affordable unit or 37% of total costs. Local funding as a share of total sources is higher in San Francisco than other Bay Area cities.
- **State sources** such as the Affordable Housing and Sustainable Communities program and Multifamily Housing Program have provided 7% of funding and will likely see some increase.
- **Conventional loans from private banks** provide permanent financing to affordable housing developments. Loans are backed by rents and at times supplemented by project-based vouchers.
- **Publicly-owned land and City purchases of land** have provided the main sources of housing development sites, helping to lower development costs and promote permanent affordability. Nearly all the sites where new affordable development occurred from 2017 to 2019 were owned by MOHCD or MOHCD provided an acquisition loan. Acquiring privately-owned sites for affordable housing development would add a cost of approximately \$100,000 per unit. Maximizing use of public land to support affordable housing, recognizing that there are competing public needs, could help lower affordable housing costs. In addition partnering with nonprofit institutions with available land could offer an additional path to acquire sites for affordable housing more cheaply.

**FIGURE 15.**  
**Funding Stack for a Sample of Recent Affordable Housing Projects in San Francisco**



## Affordable Housing Production Trends

New affordable housing is produced in two main ways:

- 1. 100% affordable housing projects**, funded by combining various public subsidies (as described above) and
- 2. Inclusionary affordable units** produced by private housing developments.

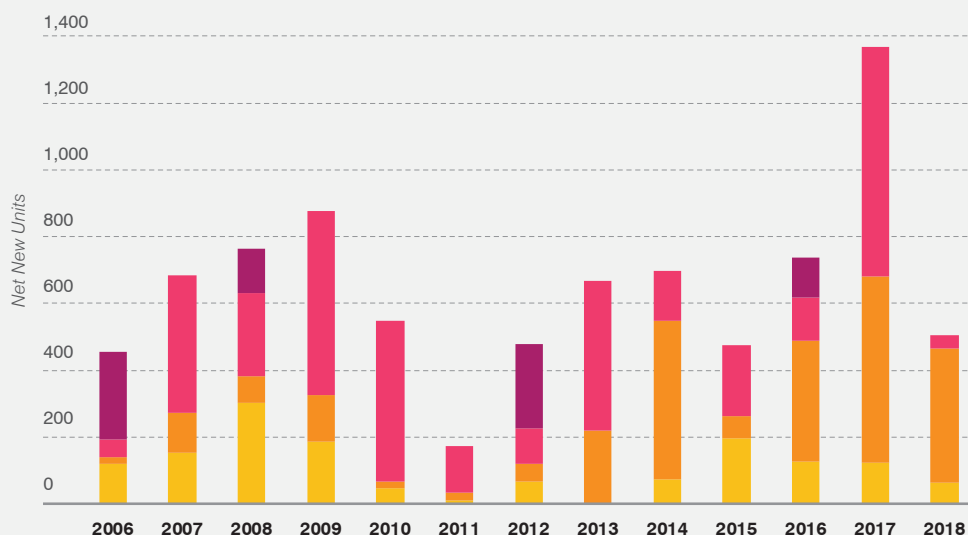
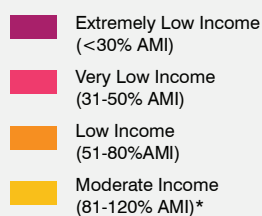
From 2006 to 2018, San Francisco produced 8,425 affordable housing units, which represented about 24% of all new housing production from 2006 to 2018.<sup>60</sup>

- On average 436 homes in 100% affordable buildings were built per year, about 2/3 of the total.
- Private development produced on average 210 Inclusionary affordable units per year though private development also produced 100% affordable units through in-lieu fees paid.
- Affordable housing production, both 100% affordable and inclusionary, increased as the economy recovered after 2011 and more funding was provided and private investment increased.

The majority of affordable housing has been built in San Francisco’s eastern neighborhoods, such as the Mission, the Tenderloin, South of Market, the Western Addition, and Bayview Hunters Point. Furthermore, because most new market-rate development has occurred in the eastern neighborhoods, the majority of new inclusionary units are also in these areas. Most of the affordable housing built from 2006 to 2018 target very low- and low-income households. 43% of new affordable homes are affordable at very low incomes, and 30% are affordable at low incomes. ELI and moderate-income units represented 9% and 17% of new homes, respectively.

**Permanent Supportive Housing (PSH)** serves people exiting homelessness who have both housing and service needs. For most PSH residents, there is a significant gap between what they can afford to pay and the cost of developing the unit and operating on-site social services. The City of San Francisco’s Local Operating Subsidy Program (LOSP) helps address the operating funding gap by providing additional operating subsidy for PSH units in 100% affordable housing. The City invested about \$9.2 million in 2018 to 2019 from the General Fund in LOSP, or \$7,900 per unit.<sup>61</sup> The City plans to nearly double the number of LOSP PSH units over the next four years and funding will increase to over \$25 million, not including services. Without a specific funding source, LOSP’s impact on the City’s General Fund will continue to grow over time.

**FIGURE 16.**  
San Francisco Annual Affordable Housing Production by Affordability Level, 2006–2018

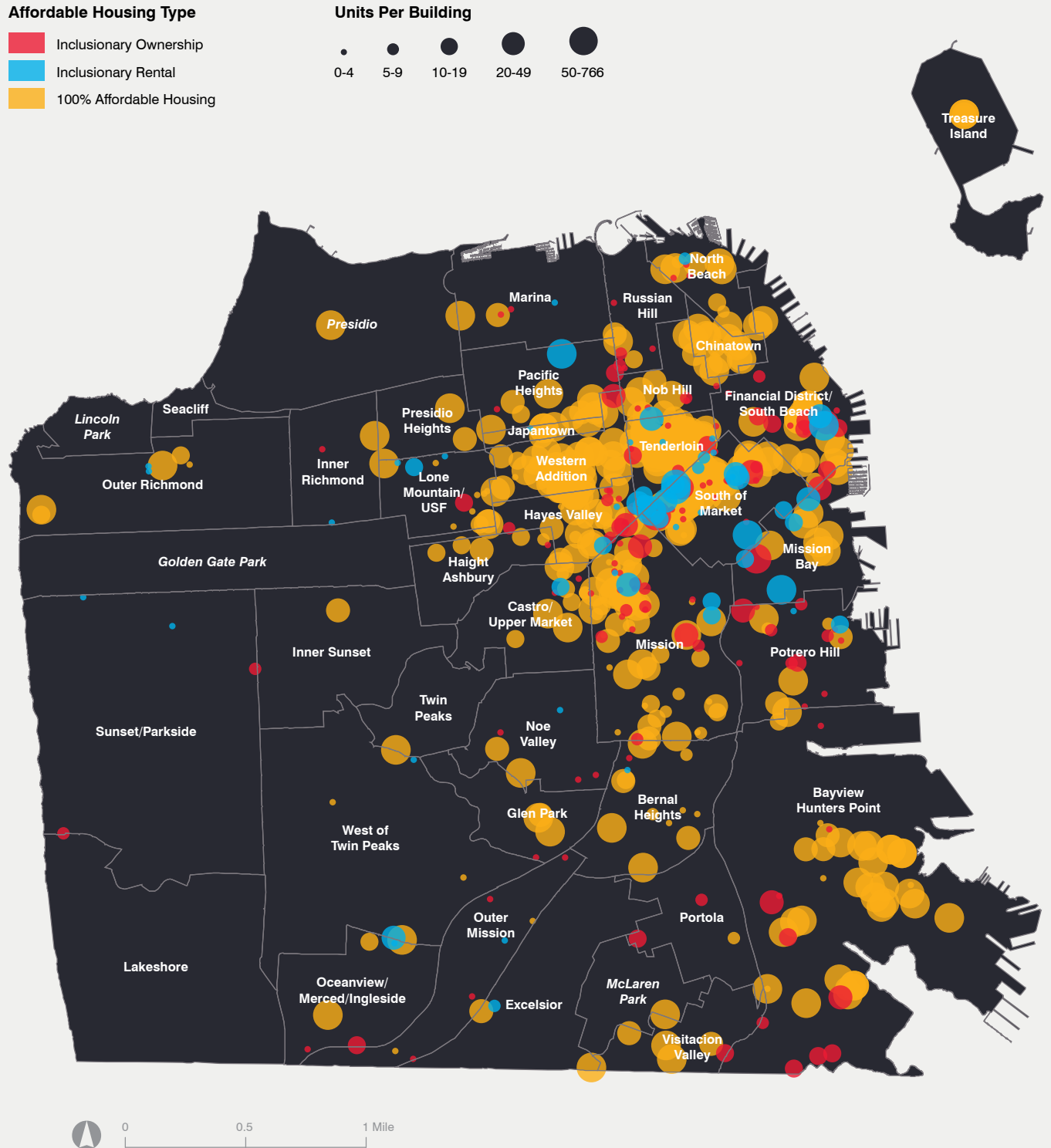


\*Does not include new or legalized ADUs.

Source: City of San Francisco Planning Department Housing Inventory Reports, 2006 to 2018; Strategic Economics, 2020.

FIGURE 17.

Location of Affordable Housing Units in San Francisco by Type and Number of Units Per Building, 2018



### San Francisco's Inclusionary Housing Program

has gone through multiple iterations in the last decade. Developers may choose from several options, including building affordable units on-site, building affordable units off-site, or paying an in-lieu fee. Specific requirements vary by building size, tenure, and neighborhood. Because requirements have changed over time, and because the production of inclusionary units depends on market-rate development activity, the total number of inclusionary units produced varies from year to year. When market-rate development dropped significantly during the Great Recession, very few inclusionary units were produced. More recently, San Francisco's Inclusionary Housing Program has produced hundreds of inclusionary units and contributed in-lieu fee revenues. However, as the requirements are escalating, and development costs continue to increase, the financial feasibility of market-rate development may be challenged (see Development Feasibility and Costs Section).

### Preservation of Affordable Housing

From 2006 to 2018, San Francisco preserved about 5,100 affordable units. There are two major types of housing preservation activity in San Francisco:

**Rehabilitation and preservation of existing 100% affordable projects** focuses on ensuring the long-term affordability and rehabilitation or, if necessary, rebuilding of existing subsidized affordable housing.

- **Public housing units** were built from the 1940s to the 1970s but over time federal operating funding was cut and building conditions worsened. Nearly 4,000 public housing units have been rehabilitated and rebuilt and transferred to nonprofit ownership in recent years through local and federal programs including the Rental Assistance Demonstration (RAD) program and HOPE SF. The remaining public housing sites, Potrero and Sunnyside, which include multiple buildings and hundreds of units spread over several acres, will be rebuilt in coming years through the locally funded HOPE SF program. Current residents will remain on-site as buildings are built, avoiding displacement caused by earlier public housing rebuilding. Because both sites require major infrastructure investment,

estimated per unit local funding will be higher at \$399,000.

- **US Department of Housing and Urban development (HUD) assisted housing** built from the 1960s to the 2000s includes thousands of units including some with expiring affordability restrictions and substantial rehabilitation needs. Federal funds are limited and HUD housing will require local public investment to maintain these units over the long term. Per unit costs for preservation of HUD and MOHCD portfolio units are estimated at an average of \$110,000 per unit.
- **MOHCD portfolio preservation** helps to maintain or rehabilitate existing affordable housing built in prior decades. MOHCD oversees an extensive portfolio of over 25,000 units including buildings it has funded as well as buildings formerly overseen by the San Francisco Housing Authority and former Redevelopment Agency.

### Acquisition of privately-owned, unsubsidized multifamily housing for conversion to permanently affordable housing.

Preservation of this type helps remove apartment buildings serving lower income renters from the speculative market, maintaining affordability and stabilizing tenants. San Francisco's **Small Sites Program (SSP)**, created in 2014, provides permanent financing to convert multifamily rental buildings serving low- and moderate-income renters with 5 to 25 units to permanently affordable housing. As of late 2019, a total of 308 units in 38 buildings have been acquired and preserved for very low- and low-income renters.<sup>62</sup> SSP units have been concentrated in the Tenderloin, Mission/Bernal Heights, and Excelsior. SSP activities could expand to more neighborhoods in the city's west side (Districts 1, 4, and 7).<sup>63</sup>

While total development costs for SSP are lower than for new 100% affordable housing units (approximately \$497,000 per unit), the City's local funding contribution is higher.<sup>64</sup> The local funding was about \$339,000 per unit, or 80 percent of total development costs.<sup>65</sup> There is no dedicated funding source for SSP, but the City has used existing funding sources (including in-lieu fees, affordable housing bonds, and the Housing Trust Fund) for the program.



## ADUs

New or legalized secondary units added to existing structures, also called ADUs, are another housing type that can contribute to housing affordability city-wide. The City of San Francisco plays an important role in supporting property owners but does not currently fund the production of ADUs. Although ADUs are not deed-restricted or subsidized, they may be affordable to moderate income households. However, rents are ultimately set at the discretion of property owners.<sup>66</sup>

From 2006 to 2018, nearly 800 ADUs were produced or legalized citywide, equivalent to about 60 ADUs produced or legalized annually. The last few years have seen an upward trend in ADU production or legalization, due to recent efforts at the state and local level to facilitate ADU production and legalization from a regulatory and financial perspective.

## Policies to Sustain and Expand Affordable Housing Production and Preservation

**Sustained funding for affordable housing** is key to achieving the City's production and preservation targets. Specific funding proposals will need to be developed by policy makers through a community process. For example, the City could meet funding needs with approaches such as:

- As available, dedicate general fund revenue to fund affordable housing and homeless services, for example by continuing to use local revenue increases and windfalls such as ERAF funds (Educational Revenue Augmentation Fund).
- Work to resolve the impasse over a gross receipts tax increase for affordable housing and homeless services from 2018's Proposition C through a legal agreement or an additional ballot measure.
- Continue to place affordable housing bonds on the ballot as part of a regular capital funding cycle to generate affordable housing funding (affordable housing has been added to the City's capital planning process along with other infrastructure, a prerequisite to be part of the regular bond cycle).

San Francisco could consider funding sources used in other cities to fund affordable housing.

- Washington D.C. dedicates a set portion of property transfer tax revenue to affordable housing (currently transfer taxes in San Francisco are dedicated to other budget priorities and transfer tax revenue is volatile, rising and falling with real estate market activity).
- Vancouver has implemented a levy on unoccupied homes, raising millions of dollars in revenue and potentially returning vacant homes to the housing market.
- A number of cities including New York offer tax abatements to incentivize inclusion of affordable housing in market rate developments. In addition, New York has a local income tax that helps to fund its general fund, including housing investments. Currently these approaches are preempted by California state law. San Francisco could work with other cities and state elected officials to make changes to state law to allow tax abatements or a local income tax to fund affordable housing.
- The city could also consider and study the option of creating a public bank to help finance affordable housing, among other public goods, as is being discussed and studied in other cities.<sup>67</sup>

San Francisco can also continue to support regional, state, and federal initiatives to fund affordable housing, rent assistance, and homeless services.

- Work with other cities and regional organizations to pass a regional housing funding bond.
- Continue to advocate for additional state and federal funds to provide affordable housing and address homelessness.

As with multifamily housing more generally, increased affordable housing production would be helped by policy changes that lower development costs and expand where multifamily housing can be built. These policies are discussed more in the preceding policy sections on Housing Development Feasibility and Costs and Regulation of Housing Development.

## Tenant Protection, Housing Stabilization and Homelessness Services

While new housing development and production and preservation of permanently affordable housing are essential long term approaches to improving affordability, San Francisco's policies and programs to protect tenants, stabilize residents in current housing, prevent homelessness, and provide shelter and supportive housing are immediate and direct approaches to address housing affordability and instability for our most vulnerable residents. These policies and programs can help people who have lost their housing and help residents with very low-, low- and moderate-incomes, especially those at-risk of displacement, remain in their communities.

This section builds on the Community Stabilization Initiative Report and Inventory of policies and programs. The Community Stabilization Initiative includes an assessment of the City's efforts and identifies key priorities for future consideration to enhance existing programs or to explore the implementation of new programs. The policy priorities presented here include services, subsidies, and data reporting and analysis. Given the wide range of policies analyzed and the limited scope and budget of both the HAS and Community Stabilization projects, it was not possible to identify specific targets for the programs discussed below. However, the underlying need, purpose, design, and, where possible, cost have been analyzed (more details are available in the accompanying white paper).

In addition to policies related to protection and stabilization, this policy summary presents key goals and policy priorities from the Department of Homelessness and Supportive Housing (HSH) 5-year Strategic Framework that guides the City's efforts to address homelessness.

### Existing Tenant Protection and Housing Stabilization Policies and Programs

The City has strong programs to protect existing residents. They have helped retain our income and racial diversity and protected our most disadvantaged communities.

**Rent Control and Just Cause Eviction:** Most rental housing in San Francisco is subject to rent control, providing relative affordability and stability to a large share of the city's low- and moderate-income households.<sup>68</sup> In general, the City's Rent Control Ordinance applies to buildings that have two or more units and were certified for occupancy prior to June 13th, 1979. The City also has Just Cause Eviction rules for all tenants that limit evictions to specified causes, broadly classified as at-fault (for example failure to pay rent or breach of the terms of a lease) and no-fault (for example owner move-in or Ellis Act evictions). Local rent control is limited by the state Costa-Hawkins law passed in 1995.

**Tenant Services:** There was an average of 1,585 eviction notices filed at the Rent Board over 2017 and 2018. Of these, 570 were no-fault (capital improvement, condo conversion, demolition, owner move-in, or Ellis Act) eviction notices in 2017.<sup>69</sup> To address these challenges, San Francisco manages numerous eviction-related legal services; tenants rights counseling, education and outreach; mediation services; and rental assistance to support and protect tenants.

**Housing Stabilization:** San Francisco has several policies in place to preserve rent-controlled housing and protect current residents including demolition controls, condominium conversion controls, Short-Term Rental regulation and enforcement, Single-Room Occupancy (SRO) protections, and the Small Sites Program.

### Potential Protection and Stabilization Policies and Programs

Despite strong tenant protection and housing stabilization policies in the city, additional efforts are needed to support our residents at risk of displacement. Based on input from community-based organizations and residents and in close coordination with City agencies and the Mayor's Office, the

following potential protection and stabilization policies and programs were identified in the Community Stabilization Initiative.

## **Tenant Protections and Services**

**A Housing Inventory or Registry** would provide information about each housing unit's rental status, owner, tenant(s), vacancy, property management, rent amount, unit and property characteristics, rental terms and conditions, and annual registration fee.<sup>70</sup> This Inventory could provide insights into decontrol of units over time or potential vacant unit tax. Planning and the Rent Board could collaborate to establish and maintain a registry.<sup>71</sup>

**Tenant Services Expansion** could help more tenants in need through the following: legal defense; counseling, education, and outreach; and tenant and landlord mediation services to support and protect tenants. To expand tenant services, the City could increase funding for local legal aid partners to do impact litigation and affirmative legal work. Mediation services could serve tenants who receive eviction notices for minor lease violations. The City could shift from a complaint-based system to a proactive and affirmative enforcement system.

**Rental Assistance** is offered to tenants who are either severely rent burdened, who are facing an unexpected crisis and cannot make rent, or who would not otherwise income-qualify for affordable housing. An expanded rent subsidy program for specific underserved populations and rent burdened households could reduce the number of displaced households at a lower cost than producing a new unit over the short term.

**Strengthening Local Authority to Protect Tenants** in collaboration with other cities, the state, and the public, building on Assembly Bill 1482, the City could support state legislation to reform Costa-Hawkins and the Ellis Act to allow local jurisdictions to adjust local rent and eviction controls to meet local challenges.

## **Stabilize and Grow Existing Housing Stock**

**Preservation of Unauthorized Units (UDUs)** would help to retain apartments added to existing homes or buildings without legal permits. UDUs are typically

created from storage rooms, garages, or basements (30,000 to 50,000 units estimated in 2008). UDUs are more likely to be affordable to low- and moderate-income renters. Broadening the City's policy to retain UDUs, adjusting existing codes and programs, exploring financing tools, and expanding data sources may stem the loss of illegal units. The City could support a loan program to assist low-income homeowners to bring illegal units up to code.

**ADU programs** could help to incentivize the addition of housing units to existing single family homes. ADUs provide more homes of smaller sizes and lower construction costs. While the number of ADUs is growing, lack of financing options can make it difficult for moderate and low-income property owners to utilize the program. An ADU incentives pilot program would identify qualified low- and moderate-income homeowner applicants, assess their properties for ADU potential and identify loan or financing programs.

**Preserve Single Resident Occupancy Hotels (SROs)** and other housing types serving lower income renters through preservation acquisitions, tenant and owner outreach, as well as enforcement.

**Expand housing development options** to support intergenerational and growing household needs, including multifamily housing and density adjustments. (See the residential growth concept and housing feasibility and development regulation sections for related information)

## **Stabilizing and Supporting Communities**

**Expand Outreach and Services to Reverse Impacts of Discrimination and Displacement** particularly for Black people and other groups that have suffered due to government actions and private discrimination. The City could expand outreach to communities that have been displaced to raise awareness of and facilitate applications to housing programs including affordable rental and ownership programs. The City could explore additional preferences for affordable housing to help address the long-term impacts of historic discrimination as well as expand culturally competent services to help people at-risk of displacement, for example renters in public and affordable housing and rent-controlled housing.

The Cultural Districts initiative aims to bring resources to stabilize communities facing displacement, and to preserve, strengthen and promote cultural assets and diverse communities. The recently formalized program of cultural districts created the opportunity for community-led cultural district processes to craft Cultural History, Housing and Economic Stabilization Strategies (CHHESS) for each district and move towards implementation. There is an opportunity to build program capacity to do more in existing districts and potentially expand to areas where the program might be needed in the future. Affordable housing investments can also be coordinated to strengthen cultural district communities.

### Homelessness Services and Supportive Housing Programs

In 2016, the City created the Department of Homelessness and Supportive Housing (HSH) to address the ongoing issue of homelessness in the city. With the creation of HSH, the City created a Five-Year Strategic Framework<sup>72</sup> which includes

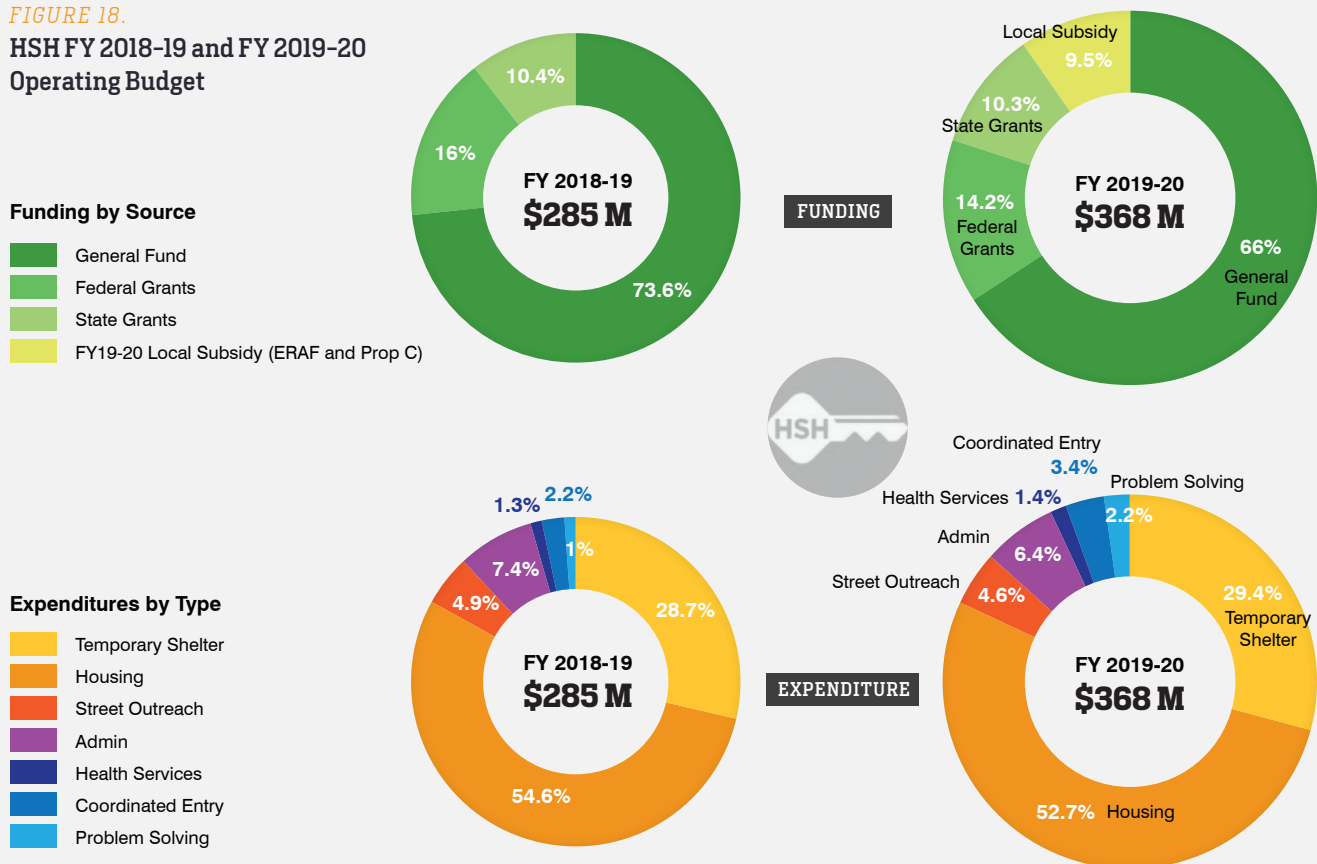
metric-driven goals:

- End family homelessness by December 2022
- Reduce chronic homelessness 50% by December 2022
- Reduce youth homelessness 50% by December 2022
- Add 1,000 Permanent Supportive Housing (PSH) units from 2019 to 2021
- Add 700 temporary shelter beds from 2019 to 2021

There has been significant expansion of temporary shelters, including avigation centers, in recent years. Since 2018, the City added 709 new shelter beds and 475 more beds are in the pipeline to open in 2020.

HSH’s budget has grown to expand housing and services, with \$285 million invested in fiscal year 2018 to 2019 and \$368 million in 2019 to 2020. Federal and state funding provide approximately a

FIGURE 18.  
HSH FY 2018-19 and FY 2019-20  
Operating Budget



quarter of HSH funding with local funding providing the remainder of the budget. Local funding from the City's General Fund was over \$240 million in 2019-2020. A majority of HSH funding is dedicated to ongoing housing subsidies and the operation of permanent supportive housing for formerly homeless households. Expansion of affordable housing development, as described in the HAS, would also help expand permanent supportive housing and help more people exit homelessness.

The City's core programs to prevent homelessness and provide supportive housing include:

- **Permanent supportive housing:** HSH provides permanent supportive housing (PSH), combining housing and support services, to formerly homeless people with complex medical, mental health, and/or substance use diagnoses. HSH secures PSH units in part through master leases in buildings throughout the city. HSH also funds PSH units in MOHCD-funded affordable developments through the LOSP program, subsidizing operations and services for formerly homeless people.
- **Rapid Rehousing program (RRH)** is designed for a wide variety of individuals and families. It provides time-limited rental assistance and services for people leaving homelessness. The goals are to help people obtain housing quickly, increase self-sufficiency, and remain housed. Rapid Rehousing includes housing identification, temporary rent assistance, and case management.
- **Temporary shelter:** Navigation Centers and existing shelters provide temporary shelter for homeless individuals and families on the street. HSH has opened eight Navigation Centers since 2015, and six are currently in operation.
- **Street outreach:** The SF Homeless Outreach Team (HOT) is funded by HSH through nonprofit Heluna Health. HOT services are offered from morning until 10 pm on weekdays with services also available on weekends. HOT includes dispatch and outreach of skilled teams, working neighborhood beats to address different needs of homeless individuals in the city. Clients can also access a walk-in Behavior Health Access Center and Treatment Access Program. The Healthy Streets Operation Center (HSOC) collaborates with other City departments to address conditions of living on the streets and includes the outreach-focused Encampment Resolution Team (ERT).
- **Healthcare and support services:** The City offers a range of services to meet health and support service needs of homeless people. The City's Sobering Center provides a safe place for rest and assessment for people who are intoxicated on the street. Whole Person Care is a partnership between HSH, the Department of Public Health (DPH), and the Human Services Agency (HSA) to provide care for people identified as high users of multiple systems (such as hospitals or shelters). Project Homeless Connect activates volunteer to connect with anyone experiencing homelessness in San Francisco.
- **Coordinated entry** organizes the Homelessness Response System with a common population specific assessment that directs people to appropriate services based on three categories 1) length of time homeless, 2) vulnerability, and 3) barriers to housing.
- **Problem solving** addresses and prevents homelessness by helping people to: return immediately to housing without having to enter temporary shelter or a housing program and utilizes safe and available permanent and temporary housing options. It may offer a range of one-time assistance, including eviction prevention, legal services, relocation programs (Homeward Bound), family reunification, mediation, move in assistance, and flexible grants to address issues related to housing and employment.
- **The Housing ladder** offers opportunities for residents of PSH or RRH to move outside of the Homelessness Response System (e.g. the Moving On Initiative).

In addition to the above programs, HSH also works with other City agencies, such as DPH and the Fire Department, to offer programs for homeless persons and/or families. For more information on affordable housing and LOSP, see the Affordable Housing Funding, Production, and Preservation section.

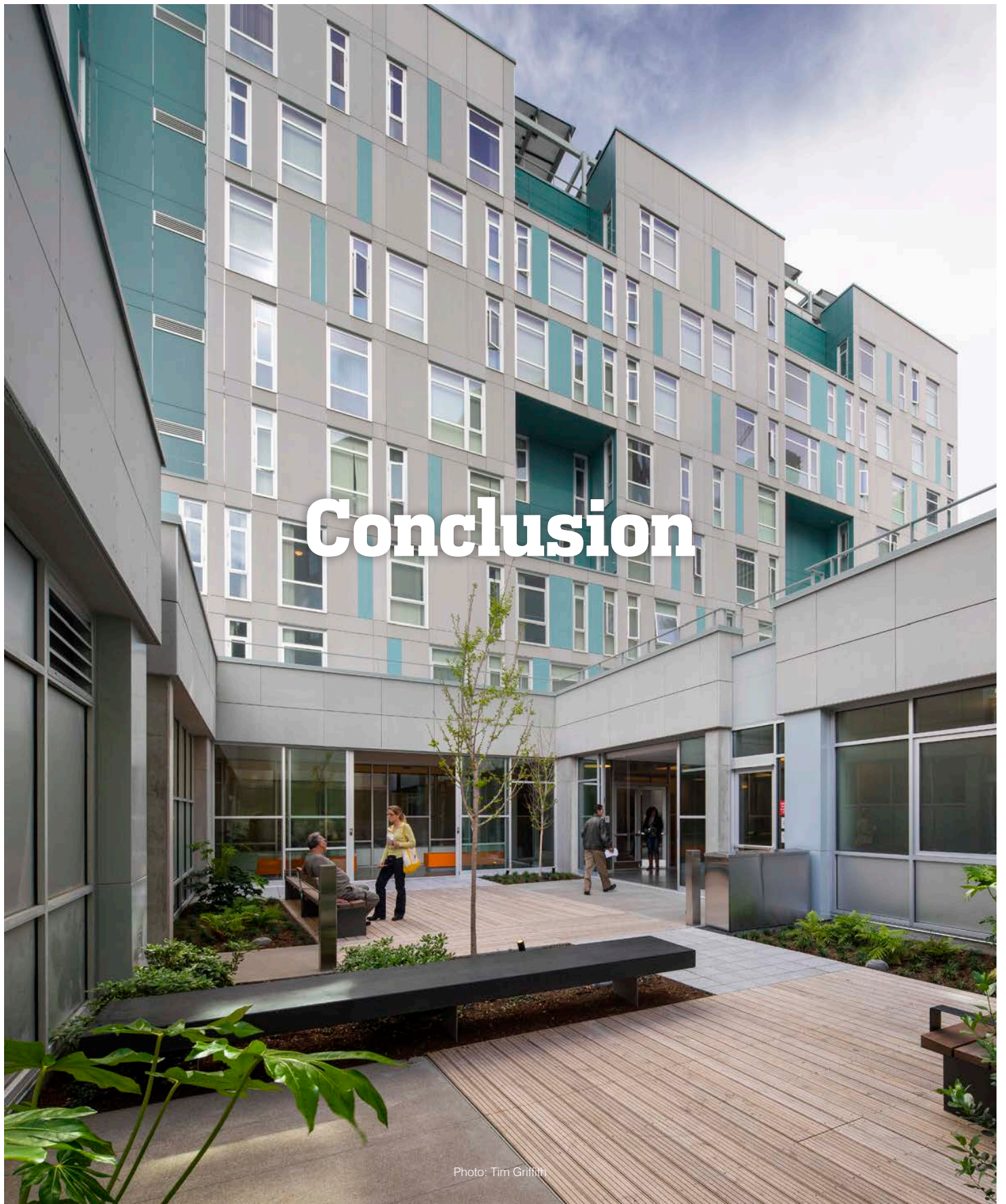


Photo: Tim Griffith

The HAS project offers a comprehensive approach to improve affordability in San Francisco through a range of strategies to achieve the city's housing targets of producing 5,000 new units with one third affordable and preserving 1,100 existing units as permanently affordable housing annually for the next 30 years. Increased housing production and sustained investment in affordable housing production and preservation are essential ways to improve housing affordability over the long term. At the same time, protection and stabilization programs and homeless services are essential to assist our most vulnerable residents with the pressing housing challenges of today.

Building on the HAS, the analysis and outreach completed will inform the update of the Housing Element for 2022. The HAS will also support the development and implementation of citywide housing policy and neighborhood-level housing planning initiatives.

The three concepts for future housing development presented in the HAS illustrate that the city can accommodate 150,000 housing units by focusing on the east side, the transit corridors, the residential districts, or a combination of these three concepts that could be stronger than just one approach. Residents and policy makers can consider the opportunities and challenges of each concept to select land use policies that achieve the city's overall housing targets while addressing community needs. Each land use concept would require both public and private housing investments.

In 2020 the City's expected affordable housing funding is very close to the needed average of \$517 million per year. While this year is much higher than past or expected future trends, it illustrates the potential for the city to address the production and preservation of affordable housing. Public funding is complemented by the funding coming from new private investment to deliver the targeted housing units.

Housing development also requires public investments in infrastructure, including schools, public spaces, and transit and other transportation infrastructure in particular. The City is working to improve transportation infrastructure and policies to meet the needs of a growing city, improve mobility for residents, workers, and visitors, and lower GHG emissions. The City is also identifying long term transportation investments and strategies to address current and future transportation needs.

Given ongoing displacement pressures in San Francisco, the city will need continuing investment in tenant services, rental assistance, and housing preservation, particularly in communities of color. In addition, the City's housing investments must be coordinated with efforts to create supportive housing and provide shelter and services to formerly homeless people as well as those currently unhoused.

Reaching housing targets will require increasing housing opportunities across neighborhoods along with efforts to lower development costs including simplification of the entitlement process and reduction of construction costs. Increasing certainty and lowering risk through the entitlement process improvements can support private investment, particularly for small multifamily buildings. Local and regional economic strategies to expand the construction workforce and introduce new construction technology can reduce construction costs to make more housing construction and rehabilitation projects viable.

The implementation of any combination of land use concepts and housing strategies depends on the ability of our various communities, housing leaders, and policy makers to support an extra effort to bring the policy changes and public and private resources that can allow San Francisco to address housing affordability at a comprehensive scale and over the long term.



Photo: MOHCD





## APPENDIX

# Housing Affordability Strategy Focus Groups — Summary Report

## Key Take-Aways and Emerging Themes

As part of the Housing Affordability Strategies process, the San Francisco Planning Department (SF Planning) secured the services of InterEthnica (IE), a multicultural marketing and research firm, to conduct a series of 5 non-traditional focus groups with participants representative of the City's diverse residents. Our discussions gauged to understand participants' reactions, opinions, and perspectives of the three Housing Affordability Strategy Concepts developed by SF Planning to meet the Mayoral and Voter-approved goals to build 5,000 housing units per year for the next 30 years reaching the ultimate goal of 150,000 units with one third, or 50,000, permanently affordable at low and moderate incomes.

IE recruited residents from all demographics, including persons with limited English Proficiency (LEP), and low, moderate, and middle-income levels. Every group included representation from a variety of housing circumstances ranging from unhoused, couch surfing, SROs, housing projects, subsidized housing, senior housing, co-ops, apartments, condos, to single-family homes. Robust outreach was conducted, ensuring the focus group participants represented a diversity of age, length of residency, ethnicity, gender, sexual orientation, household sizes, and family structures.

# 167

INTERVIEWEES

# 48

PARTICIPANTS

# 3

LANGUAGES

A total of 167 interested participants were interviewed, and 60 people were selected for the 50 available seats. We moderated a total of five focus groups, including one in Chinese, one in Spanish, and three in English. A total of 48 people participated in the groups, and each received a stipend. The focus groups took place during the early evenings and on Saturdays to accommodate participants' schedules.

This summary highlights the key observations that emerged during this qualitative phase of the research. It includes quotes and commentaries and describes the observed emotions of individuals and the group as a whole as they participated in this hot topic discussion and shared their feelings and comments about the Housing Affordability Strategy Concepts. The feedback and perspectives gathered during these focus groups may be used to inform SF Planning's Housing Affordability Strategy Concepts.

The focus groups were emotionally charged. Discussions revealed that while most participants expressed a deep sense of pride in being a San Franciscan and intend to stay in the City, almost all communicated concern about the lack of affordable housing and the changing character of their neighborhood and the City itself. A few participants shared that they have already decided to leave. Stated reasons for leaving are not only related to cost, but specifically the loss of people of color, sense of community, and cultural flavor.

*“With our growing population it makes sense to me to build taller buildings. That way more people will have homes using less space.”*

*Oceanview Resident*



Some participants expressed fear, sadness, and frustration about changes they see and experience in the City, such as increasing numbers of homeless people and decreasing numbers of communities of color, human feces on the sidewalks, and the closure of neighborhood restaurants and shops. Still, other participants maintain hope for what the future of San Francisco holds in store for them, their friends, families, and members of their communities. United by the topic, these groups of people unknown to one another, laughed, cried, comforted, and encouraged each other as they discussed their housing experiences. Some participants shared stories that conveyed a longing for what the City use to be, while others shared ideas on how affordable housing could positively impact the City.

*“I was raised in a six-bedroom Victorian owned by my parents. The Fillmore was beautiful back then, and I was proud to live there. The neighbors all knew one another, and we worked together as a community.”*

*75 Year Resident of Rosa Park’s Senior Housing A.K.A. the Pink Palace*

Group #1	<p>When: Wednesday, January 29, 2020, 4:00 pm–6:00 pm</p> <p>Location: 60 Rausch Street</p> <p>Participants: 11 (6 male and 5 female)</p> <p>Language: Chinese</p> <p>Age range: 23–67</p> <p>Neighborhoods: Tenderloin, Sunset, Richmond, Chinatown, Visitation Valley, Oceanview, SoMa, Outer Mission, Mission, Sunnyside</p> <p>Length of Residency: 2–21 years</p> <p>Families with Children under 18: 4</p> <p>Housing Status: 5 own, 4 rent (one in an SRO), 2 living with relatives</p> <p>Income levels: 4: &lt;25K, 3: 25K–50K, 1: 50k–75k, 3:75K–100K</p> <p>All born in: China</p> <p><i>One person living with a disability</i></p>
Group #2	<p>When: Wednesday, January 30, 2020, 6:30 pm–8:30 pm</p> <p>Location: 60 Rausch Street</p> <p>Participants: 10 (6 male and 4 female)</p> <p>Language: Spanish</p> <p>Age range: 23–67</p> <p>Neighborhoods: Lower Haight, Cole Valley, Alamo Square, Mission, Excelsior District, Sunnyvale, Richmond District, Noe Valley, North Beach, Outer Excelsior</p> <p>Length of Residency: 2–29 years</p> <p>Families with Children under 18: 2</p> <p>Housing Status: 2 own, 7 rent, 1 living with relatives</p> <p>Income levels: 4: &lt;25K, 3:25K–50 K, 2: 50k–75k, 1: 75K–100K</p> <p>Born in: Mexico, Spain, Peru, and the Dominican Republic</p>



Group #3	<p>When: Saturday, February 1, 2020, 3:00 am–5:00 pm</p> <p>Location: 60 Rausch Street</p> <p>Participants: 7 (5 female and 2 male)</p> <p>Language: English</p> <p>Age range: 20–75</p> <p>Neighborhoods: Bayview and Western Addition</p> <p>Length of Residency: 20–69 years</p> <p>Families with Children under 18: 1</p> <p>Housing Status: 1 owns, one couch surfs or stays in shelters, 2 live in co-ops, rent, 1 lives in Rosa Parks Senior Housing, relatives 2 live in Low income subsidized housing (Price Hall)</p> <p>Income levels: 3: &lt;25K, 1: 25K–50K, 1: 50k–75k, 1: 75K–100K, 1: 100K–150K</p> <p><i>One person with a walker</i></p>
Group #4	<p>When: Saturday, February 8, 2020, 11:00 am–2:00 pm</p> <p>Location: 60 Rausch Street</p> <p>Participants: 10 (6 female and 4 male)</p> <p>Language: English</p> <p>Age range: 23–67</p> <p>Neighborhoods: SoMa, Parkside, Mission, Ingleside, Bayview, Richmond District, Pacific Heights</p> <p>Length of Residency: 6–33 years</p> <p>Families with Children under 18: 3</p> <p>Housing Status: 2 own, 7 rent, 1 living with relatives</p> <p>Income levels: 1: &lt;25k, 3: 25k– 0k, 1: 50k–75k, 1: 75k–100k, 1: 100k –125k 2: 125k–150k, 1: &gt;150k</p> <p>Born in: US, Turkey, South Korea, and Germany</p>
Group #5	<p>When: Saturday, February 8, 2020, 4:30 pm–6:30 pm</p> <p>Location: 60 Rausch Street</p> <p>Participants: 10 (4 male and 6 female)</p> <p>Language: English</p> <p>Age range: 23–67</p> <p>Neighborhoods: Castro, Cathedral Hill, SoMa, Outer Sunset, Hayes Valley, Russian Hill, Twin Peaks, Tenderloin, Portola, Bernal Heights</p> <p>Length of Residency: 6–50 years</p> <p>Families with Children under 18: 2</p> <p>Housing Status: 1 own, 8 rent, 1 living with relatives</p> <p>Income levels: 4: &lt;25K, 2: 25K–50K, 2: 50k–75k, 2: 75K–100K</p> <p>Born in: US, UK, China, Peru, Argentina, and France</p>

*To preserve anonymity, participants' names have been removed, and gender-neutral pronouns are used whenever possible. Some demographic information is shared, allowing readers the opportunity to find that they share similarities with participants.*



Separated by topic are Summary findings gathered across all of the focus groups.

## Setting the Stage

After an interactive Ice Breaker designed to help people feel relaxed and give the moderator insights about the participants, we provided the groups with an overview of the Housing



Affordability Strategy: the background, purpose, and goals. We then presented the three concepts to the focus groups and had participants provide their opinions, consider trade-offs, and identify the obstacles and opportunities of each concept. Participants engaged in small group visioning activities designed to reveal which social and physical priorities they felt would be necessary to create vibrant, diverse, and livable neighborhoods of the future. Finally, we asked participants to think about their preferred concept for the future and share what is getting in the way of the City achieving this future?

## East Side Focus Discussion

This concept features many new tall buildings added on the East Side of the City with busy, walkable neighborhoods filled with services, jobs, and activities.

Trade-off discussed: Some areas of the East Side currently do not allow residential development or restrict height to four or five stories. Allowing taller buildings in more areas will create opportunities to build far more affordable homes.

Initially, people in most groups reacted positively to the East Side focus concept, with many stating that they were willing to support height increase policy changes so the community could benefit from more housing units.

- Some said that since buildings are already going up in that area, it makes sense to continue building
- Build on the East Side because there is space
- They seem to know how to develop and run these types of buildings well on the East Side, so they should do more of it
- If it is faster and less expensive to build on the East Side

But after further discussion the reaction to the East Side Concept included:

- Public transportation is already overcrowded, slow, and unsafe in that area
- Landfilled area susceptible to earthquakes
- Issues related to toxins in the environment
- Unsafe area
- Sea-level rise may affect the East Side
- More buildings will make it feel like New York not San Francisco
- Tall buildings will ruin the Skyline



When the groups were asked about building heights, there was a marked difference between long-time residents and newer arrivals. Particularly because foreign-born residents often come from places where towers are commonplace they did not oppose higher building heights as long as the buildings are constructed to withstand earthquakes. Alternatively, people who identified as African American or Black, or had lived for a long time in the City were mostly against towers.

One participant stated, “They (the City) tried that before and failed. (Referring to the Towers in Visitacion Valley)

- It does not seem like an equitable solution, putting all of the low-income people in the same area with toxins and lousy transportation.
- If developers do not maintain elevators, towers will become unsafe.

When asked what might make taller buildings appealing, participants said:

- Buildings should be constructed in the sunshine and not cast shadows on nearby housing.
- Boards or commissions overseeing building maintenance and safety need to be inclusive and reflect the diversity of the area and select residents fairly.

The development of an affordable housing waiting list that prioritizes people in this order in addition to income:

1. Length of residence in the neighborhood
2. People of color, specifically African Americans
3. Native-born San Franciscans

When asked to choose the number one social priority to create a vibrant, diverse, and livable neighborhood on the East Side participants shared these results:  
*(see tables on next page)*



## Social Priority Choices

	Families	Economic Diversity	Racial/Ethnic Diversity	Family-Owned Businesses	Age diversity (seniors, youth, middle-aged residents)	Other: Accessibility	Other: LGBTQ Diversity
Chinese Language Group	5	6	0	0	0	0	0
Spanish Language Group	3	3	0	2	2	0	0
English Group Western Addition Focus	2	2	2	0	1	0	0
English Group Morning	1	3	4	0	1	1 (easy access to transportation and accessibility for persons with disabilities)	0
English Group Afternoon	2	5	2	0	1	1	1

## Physical Priority Choices

	Transit (Public, Sidewalks & Bike lanes)	Outdoor Space (Parks, Trees & Parklets)	Community Service Centers (Senior services, Clinics, Community Centers)	Private Open Space (Patios, Courtyards & Rooftops)	Retail Corridor Access to Local Jobs, Local Shops, Local Restaurants (Ethnic), Grocery Stores, Farmer's Markets
Chinese language Group	3	1	1	1	4
Spanish Language Group	3	2	2	0	3
English Group Western Addition Focus	1	2	2	1	1
English Group Morning	3	2	3	0	2
English Group Afternoon	3	1	3	0	3



## Concept 2: Next Stop Home (20 minutes)

Visual support for Concept 2: Includes a generalized map of transit line from SF Planning alongside an activated small neighborhood street, with mid-height buildings, restaurants with outdoor seating, and a variety of people including those with strollers, a dog on a leash, and laptop computers.

### Potential Benefits

This concept was well-received by most participants; it made sense to them to build along transit corridors. Most participants do not own cars and depend only on the bikes, public transit, walking, and rideshare. However, many participants shared their concern about public transportation still needing a tremendous amount of improvements to meet the demands of the ridership. Comparisons were made to other cities around the world where public transit is considerably faster, cleaner, safer, and on-time. Many participants responded well to disbursement of the new buildings to areas beyond the East Side. People liked the idea of the use of mid-rise buildings to provide affordable housing options.

*“I really want to move out of my parents’ home, but I don’t want to leave the City. Affordable housing could be just the ticket for me.”*

Resident living on the West Side in his parents’ house

Most participants saw many benefits to building along major transit corridors including:

- More income for small local restaurants and shops that are already located along the transit corridors
- An opportunity for families to rent affordable units and stay in the City
- The ability to live near parents
- More job opportunities outside of the downtown areas
- Access to a variety of housing stock
- Possibility of increasing the value of current housing stock
- More diversity
- With 40% of affordable units being 2–3 bedrooms, many expressed hope that felt this affordable housing concept would give them the opportunity to stay in the City
- Less people would need to drive cars

*“It would be so nice to go to the beach and have something to do, places to eat, shop, and hang out with your friends and families.”*

Resident living in the Sunset

### Potential Barriers

Some homeowners and people that live on the West Side or along major transit corridors expressed serious concern about how this concept might affect the current racial demographic and change characteristics of the West Side communities.

- Transit system will need to improve
- Racial diversity scares some of the older community members who want to keep the local shops and restaurants
- Family-owned businesses get priced out of their spaces



### Concept 3: Residential Neighborhood Growth

Visual representation: varied low-height buildings, and a family-style neighborhood showing some ground-level floor space. Maintains neighborhood characteristics with a bit more density than for which the current situation allows. Participants were asked if they would support allocating more public funds to reach the City's affordable housing goals, considering that the residential Neighborhood Growth Concept is less likely to generate as much affordable housing from private investment as the other concepts.

Approximately 60% said they were not interested in paying more taxes and hoped the City would be able to find funds to support this approach. However, a surprisingly high number of participants said they believe in taxes but have a distrust in government and would want a high level of transparency.

#### Benefits

SF Natives expressed the most interest in this concept, especially those who have children under the age of 18 and dream of living in a single-family dwelling with a little yard. Most participants like the idea of the housing being spread throughout the City because it gives people the most choice in where they might choose to live.

*“Thank you so much for this opportunity to speak. I was ready to move out of San Francisco before this discussion. I’m now re-thinking my position knowing that SF does care about people and community. I’m very grateful for today!”*

*Resident living in the Sunset*

#### Barriers

Three main barriers were discussed:

- Quantity; Whether this concept could really meet the affordable housing goals
- Cost; Would the City and citizens support the allocation of the necessary funds
- Time; Would this concept take much longer to get approval because there would be so many individual units.

#### Conclusion

Nearly all of the participants expressed deep desperation for affordable housing regardless of their level of education, income level, or current housing situation. Some participants said they were sad and have already given up on the living in the City. Others felt that the concepts are just a drop in the bucket, but nearly all felt the Housing Affordability Strategy was a positive step in the right direction. While reactions to the concepts varied, most participants stated some combination of the concepts would be a good thing for their communities and the City.

Participants offered ideas about what fair and equitable placement in the low and moderate-income units would mean to them while maintaining the character and diversity of their neighborhoods and the City at large. One person described a SF Natives First program wherein people from low-income households would get bumped up the low-income waitlist. “The city has records of who attended

*“I don’t know how you found me, but I have never received an invitation to participate in anything like this before. The public meetings in the Fillmore are always happening when I am at work, and that makes me think they don’t really want to hear from me. Anytime you need my input or help to spread the news to members in my community, you just let me know.”*

*Resident living in the Fillmore*





public school from kindergarten through high school and college too; use those records and don't give low-income housing units away to newcomers to our city." This same participant broke down and cried when asked why do I have to be number 1,500 on a waitlist for low-income housing, why can't I get a job and help my family without them losing their place or getting their rent raised, why?

Participants expressed gratitude for being invited to participate in the group, and some asked how they could stay involved with the Housing Affordability Strategies in the future.

## Summary of Housing Policy Group Feedback

As part of the HAS process, the Planning Department convened a Housing Policy Group consisting of key leaders within organizations that regularly comment on housing policies and programs in the city. The department solicited applications for this group and received expressions of interest from people representing 45 organizations and ultimately decided to invite all applicants to participate. The organizations represented included tenant advocacy, real estate industry organizations, both non-profit and for-profit real estate developers, and social service organizations among others.

To focus the group's discussions, Street Level Advisors conducted confidential individual interviews with a sample of participants in Winter 2019. In July and August of 2019, we held 6 small group discussions with Housing Policy Group Members – each session focused on a specific aspect of the City's housing affordability challenge. These discussions helped Planning to orient the research conducted in this project to address questions that were seen as most critical by stakeholders. Then, in early February of 2020, following the completion of the majority of the research, we convened an additional three focus group sessions to review preliminary results and reflect on the emerging analysis.

This summary is intended to highlight some of the discussion points, comments or concerns with the greatest relevance to the development of the Housing Strategies report and the ongoing research.

### Initial Policy Framing Discussions (July/Aug 2019)

**Where Should Housing Go?** Participants were somewhat mixed in their opinions about the likelihood of adding significant housing through upzoning single family neighborhoods but there was near consensus about the desirability of increasing densities along transit corridors.

A number of participants were enthusiastic about the idea of setting citywide growth targets, allocating

that growth to specific neighborhoods and allowing communities to develop local plans to accommodate that growth.

There was surprising agreement among participants in the 'where should housing go' discussion that the city would need to invest more energy into neighborhood level planning processes (of one form or another) if we wanted to see more housing built in every neighborhood. Even people who were highly skeptical of planning agreed that some kind of hybrid approach was necessary: not top down, not bottom up but community level plans with citywide accountability.

**Housing Balance/Income Targeting:** Participants in the two Housing Balance discussions generally agreed that San Francisco should set a goal of 1/3 of all housing being income restricted and permanently affordable. The suggestion was not to require 1/3 in new buildings but to require the maximum that is feasible through inclusionary zoning and then provide public subsidy for new construction and preservation with the goal of achieving an overall target of 33%.

There was a suggestion that the project pay particular attention to the assumptions about demolition. There are some approaches to new development which would require relatively greater levels of demolition. There also seemed to be a difference between demolition of single-family homes (Which often don't displace tenants) and demolition of multi-family rental stock.

There was general agreement that the city should focus on market and regulatory tools to encourage middle income housing while reserving scarce subsidy funds for households with the greatest needs.

There was consensus that the city should identify additional tax revenue sources to support development of lower income housing.

There was agreement that the sizes (number of bedrooms) of new units are shrinking and that this contributes to the loss of middle-income families. There was a suggestion that policy changes could lead to more 'family sized' units being built.

**Preservation:** Participants in the two Preservation discussions agreed that purchasing and preserving existing buildings as permanently affordable housing offered important benefits that were distinct from the benefits of new construction. In particular, preservation strategies are the only tools that offer immediate benefit to tenants at risk of displacement.

There was broad agreement that the Small Sites program offered a promising first step which could be scaled up to a more significant program.

Scaling up a preservation program will require new and different capacity than the current affordable housing delivery system.

Participants were uncertain about whether preservation projects were more costly or more cost efficient than new construction but most agreed that rising costs for new construction have made preservation more competitive.

**Housing Innovation:** Participants discussed the potential and limits of a number of cost saving innovations including Cross Laminated Timber, Modular Construction and Co-living.

The general conclusion was that, with the possible exception of modular construction, these innovations (and others like them which have not been identified yet) are coming to San Francisco regardless of the City's policy choices. The main question for the city is how quickly they will be implemented.

As we project future growth, it seems reasonable to assume that development will benefit from cost saving innovations including the ideas discussed and others that have not been identified yet.

## Feedback Sessions (January 2020)

**Housing Needs and Challenges.** We presented a selection of the context data from the HAS report and answered stakeholder questions. Most questions focused on the historical production data. Several people found the summary of current programs and production discouraging because, the city is clearly doing a lot but the problem seems to be growing faster. One participant noted that the historical data

about income levels served shows that the city is able to adjust who benefits from affordable housing through changes in policy. Another noted that it would be more effective to build affordable housing during down markets, if there were a way to do that. There was general agreement that the history showed that the city can't rely on any one approach to producing affordable housing. One participant said 'we need more tricks up our sleeve.'

**Concepts for Future Housing Development.** We presented the three concepts to these stakeholder groups and asked for feedback. In particular we asked participants to identify the advantages and challenges for each approach, to discuss who would benefit and who would bear any negative burdens from each approach and to identify specific resources required for each strategy to succeed.

### East Side Focus

#### Advantages

- Some participants saw this as the most 'natural' or most familiar approach to growth. Both developers and neighbors know how to manage building on the east side
- More housing would be built close to jobs
- These areas are already transit rich
- More high rise development offers environmental benefits

#### Disadvantages

- Others saw this as the approach that has been failing us for the past several decades
- This approach struck many as less equitable because it concentrates building in lower income areas
- Many expressed concern about further gentrification
- There was a concern about seismic issues because much of SOMA is on landfill
- One participant saw this approach as harming people on the west side who would receive less investment in their neighborhoods

## Transit Corridors

### Advantages

- There was much enthusiasm for this approach because it was seen as spreading the benefits and burdens of growth more equitably
- Some felt that the housing built on these corridors might be more likely to be family serving
- Building on the west side offers improved access to existing parks and schools
- State Cap and Trade funds might be easier to access if projects are not concentrated
- Reduces sprawl
- Adds housing in areas where there are existing small businesses
- Supports a greater diversity of housing types
- “Really opens up the city in a positive way”

### Disadvantages

- This approach was seen as having high political risks because of potential community opposition to increased density/height.
- This approach would require new relationships and capacity for community engagement
- Might drive speculation and drive up costs in some neighborhoods
- There is a risk that infrastructure investments might not happen in time to support this strategy

## Residential District Growth

### Advantages

- Most participants saw this concept as the least threatening/most politically appealing in terms of public reaction to density
- Would create a niche for small local homebuilders – create an economic development opportunity
- Because lower density projects have lower per foot costs, these homes could sell/rent for less

– though they might not

- It might be easier to sustain this kind of growth in a down market
- Eliminating density limits but continuing to limit height would encourage smaller units

### Disadvantages

- There were some concerns about whether this approach would really produce the projected number of new units
- This approach would produce fewer inclusionary units
- These projects might be less likely to use union labor
- This requires some kind of ongoing organizing strategy to ensure public acceptance
- There would likely be neighborhood concerns about parking

## Other Observations:

Nearly all of the focus group participants felt that the city should draw on all of the concepts in order to maximize opportunities for housing. Among the concepts the Transit Corridors generated the most enthusiasm.

**Infrastructure:** Most people agreed that the proposed level of growth in both transit corridor and residential growth concepts would require expanded transit and other infrastructure (including commercial resources like grocery stores). Some people saw that as a barrier to implementation of this strategy while others saw that as a benefit because more building would make that transit investment more likely to happen (both financially and politically). There was some worry that the city would adopt a housing strategy without making the required infrastructure investment and fall short of the growth targets as a result.

**Displacement:** There was disagreement about which of the concepts would pose the greatest

displacement risk. Most agreed that the residential growth scenario might have the least negative impact on existing tenants in part because more growth would occur in areas dominated by homeowners who are less likely to be displaced. Some felt that building on transit corridors on the west side would similarly result in less displacement than building primarily on the east side. Others saw the proposed areas for growth on the east side as mainly commercial while the west side corridors include many existing apartment buildings which could be at greater risk of demolition. One participant observed that we would need a rental registry to really understand where the displacement risk was greatest. Everyone agreed that we need stronger tenant protections to reduce the displacement risks from any of these concepts.

**Income levels:** Several participants stressed the importance of addressing the question of which members of the community new housing will serve. Simply counting 'affordable' units does not tell us much about what income group. And similarly, for market rate buildings, public acceptance of additional density may be related to people's sense of who the units will serve. Will they be rented to 'people like me?' Some participants felt that the Residential Growth concept might be somewhat more likely to produce slightly lower cost market rate units.

### Filling the Gap

We presented projections for the likely market rate and affordable development associated with the alternatives and estimates for the future need for additional affordable housing subsidy.

There was some concern that the goal of 1/3 of units being permanently affordable was not based on an analysis of need. It is likely that the need for affordable units significantly exceeds this level. Some participants suggested the RHNA might provide an additional or even better target. One participant suggested being careful to identify these goals as minimums not maximums – we need to build at least this much.

Other participants expressed concern that the proposed financial needs seemed very high and could lead some portions of the public to resist

increasing funding because we were not likely to provide 'enough' money.

There was a widespread concern about voter 'fatigue' limiting the amount of future affordable housing bond funds. We are investing a lot today but it may be difficult to sustain this level of public support over decades. This concern led many to conclude that success in achieving the proposed targets would require identification of additional sustainable sources of funding which did not require 2/3 majority votes.

Participants suggested a few other potential sources for affordable housing funding:

- Public bank could reduce costs by replacing expensive private capital
- Tax abatements (currently prohibited in CA)
- Reform of the state's Proposition 13 through a "Split roll" property tax system for commercial and residential property could provide some increase in tax revenue which could support affordable housing
- Vacancy tax
- Tax on corporations
- Tax on generators of additional workforce demand

# Technical Appendix



Vera Haile Senior Housing. Photo by David Wakely

This technical appendix describes the approach, assumptions, and data sources used by Blue Sky Consulting Group and Strategic Economics for the regression analysis, the financial feasibility analysis, and the affordable housing analysis.

## **Regression Analysis**

In order to estimate the impact of different housing policies on the extent and location of new housing development in San Francisco, the Blue Sky Consulting Group conducted an analysis of the San Francisco housing market during the period 2001-2018, examining the relationship between the extent of multifamily residential housing development and economic and parcel-specific factors that may influence the likelihood of development. The results of this analysis comprised the basis for a simulation model which uses information about the characteristics of each of the approximately 150,000 parcels in the city together with data on previous housing development and market conditions to estimate the likelihood of multifamily housing development. Specifically, the model estimates the likelihood of development based on several key explanatory variables, including prices, construction costs, land use and zoning, and the “development potential” of individual sites measured as the ratio of potential building size to current size.

Using these variables, the model allows for development of estimates of the number of units that are likely to be built based on current zoning and economic conditions as well as in response to policy changes that, for example, decrease costs (such as a fee reduction) or increase development potential (for example by allowing for additional building height).

### **Methodology**

The housing market analysis was conducted using a logistic regression in which the likelihood of market-rate multifamily housing development (the dependent or outcome variable) was estimated based on a series of independent (explanatory variables), including construction costs, housing prices, and parcel-specific characteristics including contemporaneous zoning category, current residential use or historical designation, current permissible building size (envelope), and development potential (ratio of permissible to existing building size). Results of the regression analysis are presented in Figure 1, which shows that each of the key explanatory variables was highly statistically significant. Most importantly, these results show that changes in construction cost or

development potential have a statistically significant association with the likelihood of development, allowing for use of these variables in developing a simulation model to estimate likely development under a series of concepts developed by Planning.

In order to develop the simulation model results, a baseline scenario was developed in which the number of likely units to be developed over the next 30 years was estimated based on specified baseline economic conditions and current zoning. Next, three individual concepts were developed by Planning specifying changes in zoning and density, and the resulting change in likely residential development was modeled for each scenario. Large project areas, such as Treasure Island or Mission Bay, were modeled separately by Planning, and the resulting units were added to the simulation model totals. The number of (non-inclusionary) affordable units and accessory dwelling units were also estimated by Planning separately from the simulation model and added to model results to produce total unit estimates for each scenario.

### Data Sources

In order to conduct this analysis, data for each of the more than 150,000 parcels in the City was collected from Planning. In addition, data was collected on each of the multifamily residential projects completed anywhere in the city during the study period. For each parcel, information was collected regarding the existing land use, zoning, and the potential for future development (i.e. the ratio of allowable building size to current building size). Where factors have changed over time (for example with respect to zoning) data was collected for each year, 2001 - 2018. In order to create the development potential variable, a potential building envelop measure was constructed for each parcel in each of the model years. This variable used information about parcel area, setbacks, density limits, and maximum allowable building height to construct the measure used in the regression model. In addition, information about housing prices and construction costs were included in the model data set for each of the study years.

**TABLE A1.**  
**Regression Analysis Results**

Explanatory Variables - Descriptions	Values for Selected Model	
	coeff	Prob>Chi Sq
Intercept	(10.2835)	0.0000
Parcel has Historic Status (Dummy Variable)	(0.5213)	0.0000
Parcel has Existing Residential Use (Dummy Variable)	(1.1345)	0.0000
SF Housing Price Index (Zillow), Real	0.0511	0.0000
Federal Reserve Multifamily Housing Index, Real	(0.0391)	0.0000
Potential Building Envelope in 1000 sq ft	0.0007	0.0199
Potential Building Envelope / Existing sq ft	0.0763	0.0000
<b>Zoning Dummy Variables:</b>		
Zoning = Office/Commercial	3.2714	0.0000
Zoning = Density Restricted Multifamily	2.7671	0.0000
Zoning = Form Based Multifamily	3.6281	0.0000
Zoning = Industrial / Production, Distribution & Repair	2.2291	0.0000
Zoning = Public/Open Space	(1.4265)	0.1561
Zoning = Redevelopment Area	3.6509	0.0000
Zoning = Residential 2-Family (2 Units per Lot)	1.3510	0.0000
Zoning = Residential 3-Family or Residential Mixed-1 (1/800 sqft)	1.4429	0.0000

Note: Omitted zoning variable is RH1 (Residential Single Family); coefficients shaded in yellow are statistically significant at the 95 percent level.



## Financial Feasibility Analysis

Strategic Economics analyzed the financial feasibility of new multi-family housing development (25 units or larger) in different neighborhoods of San Francisco. The analysis was designed to provide an understanding of the factors that determine whether new development projects are likely to move forward under current (2020) market conditions and development costs.

### Methodology

Strategic Economics developed a static pro forma model, a commonly used tool to assess the financial feasibility of a new development project. This method tallies all development costs and revenues, and calculates the return/profit to determine whether a project is likely to attract investment. Strategic Economics analyzed four types of large-scale residential development “prototypes” that represent potential buildings at different scales that could be constructed in San Francisco:

- A low-rise building prototype with five stories of residential area
- A mid-rise building prototype with eight stories of residential area
- A high-rise building prototype with 14 stories of residential area
- A high-rise building prototype with 24 stories of residential area

For the purposes of this analysis, all the building prototypes were analyzed as rental apartment developments.

Financial feasibility was tested for each building prototypes using assumptions about revenues and costs, described below.

### Cost Assumptions and Data Sources

To arrive at assumptions about development costs, Strategic Economics reviewed feasibility studies completed for the City of San Francisco in the last 2-3 years:

- “Mission-San Jose PDA Housing Feasibility Study,” Keyser Marston and Associates, 2019
- “Inclusionary Housing Feasibility Update,” Republic Urban, 2019
- “Inclusionary Housing Analysis of Divisadero and Fillmore Street Rezoning,” Office of the Controller, City and County of San Francisco, 2018
- “Financial Analysis of Use of State Density Bonus Provisions in Non-Density Controlled Sites: Florida Street and Bryant Street Prototypes,” Keyser Marston Associates, 2018
- “30 Otis Street Historic Alternatives Economic Analysis,” ALH Urban & Regional Economics, 2018
- “450 O’Farrell Street Development Feasibility Review and Evaluation,” Environmental and Planning Systems, 2017
- “Financial Analysis: Eastern Neighborhoods Community Benefits Study,” Keyser Marston Associates, 2017
- Multiple feasibility studies for The Hub in Market-Octavia, Strategic Economics, 2016-2019
- Additional feasibility studies and construction cost estimates for other high-cost Bay Area cities

These studies included a mixture of low-rise, mid-rise, and high-rise building types. Representative cost assumptions for each building type were drawn from these examples and organized into four categories:

- **Hard costs** include the direct cost of constructing buildings and other onsite improvements such as landscaping and infrastructure. Per unit hard costs vary by building type, reflecting the different types of construction (e.g., concrete, steel, and/or wood-frame) and different types of parking. Based on the review of previous feasibility studies, typical hard costs were assumed to range from \$360,000 per unit for low-rise construction to \$450,000 per unit for high-rise construction. Hard costs, which can represent between 50 to 75 percent of total development costs, do not vary by location within San Francisco.
- **Soft costs** include indirect costs associated with the project, including professional fees for design and engineering, and other costs such as taxes, insurance, planning and permitting fees charged by the City, and the cost of financing. Based on the review of previous feasibility studies, typical

soft costs range from \$94,000 per unit for low-rise construction to \$109,000 per unit for high-rise construction, or 15 to 18 percent of total development costs, excluding impact fees.

- **Municipal impact fees** are soft costs that have been itemized separately in this analysis: these are fees charged to offset the impact of development on City services and the community at large. Based on the review of previous feasibility studies, citywide impact fees were estimated to range between \$21,000 per unit for low-rises to \$23,000 per unit for high-rises (three to four percent of development costs). These amounts exclude any special district fees or the City's Inclusionary Affordable Housing requirement. Special district fees raise costs and can represent an additional burden on development in areas where they apply. The Inclusionary Affordable Housing requirement was modeled as a reduction in revenues from satisfying the requirement with affordable units on site (see next section).
- **Land costs** assumptions were determined by reviewing the above feasibility studies and comparable land sales in San Francisco. Strategic Economics analyzed recent land sales from the Costar, a real estate database. In San Francisco, land costs vary by location and zoning capacity, ranging from \$200 to \$1,000 per square foot.

## Revenue Assumptions

The revenues generated by the development of rental apartments are closely tied to the market rent levels, which vary across the city. Using rent data from Costar and from comparable, recently completed projects, Strategic Economics estimated average rents for four different submarket tiers with the city. For the high rise building prototypes, the rent assumptions included a rent premium for the views and amenities offered in luxury towers. Average monthly rent for each prototype ranged from \$2,719 to \$5,538 per unit depending on location and building type.

The pro forma analysis assumed that all projects would comply with San Francisco's Inclusionary Affordable Housing requirement for 2020, which requires that private development projects citywide

include at least 20 percent of units at below-market rate, affordable to lower income households. For the purposes of this analysis, it is assumed that the below market rate (BMR) units would be provided on-site at an average rent of \$1,800 per month. The rental revenues from market-rate and BMR units were converted to an overall building capitalized value using the income capitalization approach. The income capitalization approach used standard assumptions for vacancy and operating expenses, and the current market capitalization rate for multi-family rental development in San Francisco.

## Return/Profit Assumptions

Based on the capitalized value and development costs determined in the pro forma, Strategic Economics calculated the return on investment for each building type and submarket tier. The threshold return on investment of apartment projects to be financially feasible in San Francisco generally ranges from 15 to 25 percent above total development costs.

## Policy Concepts

Strategic Economics used the pro forma model described above to test the impact of policy concepts on feasibility of development. Two major policy concepts with the potential to reduce development costs were analyzed:

- **Reduction of construction costs** through the use of emerging technologies. Nascent technologies such as cross-laminated timber (CLT) and modular construction have the potential to reduce hard costs once they become more widely adopted. To evaluate the impact of these efficiency gains, Strategic Economics tested a concept with construction costs reduced by 15 percent from current 2020 levels.
- **Reduce impact fees.** Citywide impact fees are estimated to be, on average, approximately \$25 per gross square foot of building area, excluding the inclusionary affordable housing requirement. Strategic Economics tested the impact of reducing fees on feasibility.

## Affordable Housing Analysis

Strategic Economics reviewed available reports and data to estimate the cost of meeting the HAS production and preservation goals.

### New MOHCD Units

For new production, Strategic Economics reviewed reports from the California Tax Credit Allocation Committee (TCAC) for 11 affordable housing projects that received tax credits from 2017 to 2018. The project-based data was verified through qualitative

information provided by MOHCD. Based on a review of these projects, Strategic Economics estimated that the City of San Francisco has contributed an average of \$257,000 per unit for new affordable housing development projects, excluding land costs.

### Land Costs

In addition to the funding gap shown above, there is also a cost associated with acquiring new sites for affordable housing development. Based on a review of recent land transactions from Costar Group, a real estate database, the average cost of land zoned for low and mid-rise development is \$450 per square foot in San Francisco.

**TABLE A2.**  
**Sample of Recent Affordable Housing Projects in San Francisco**

Project Name	Total Units	Project Type *
1950 Mission Street	157	Non-Targeted
2060 Folsom Family Housing (Casa Adelante)	127	Large Family
88 Broadway	125	Non-Targeted
735 Davis	53	Seniors
Mission Bay South Block 6 West	152	Non-Targeted
490 South Van Ness Ave	81	Non-Targeted
1990 Folsom	143	Non-Targeted
Eddy & Taylor Family Housing	113	Non-Targeted
455 Fell	108	Large Family
1150 Third Street (Mission Bay South Block 3 East)	119	Special Needs
1296 Shotwell Senior Housing	94	Seniors

Note that all projects in the sample use 4 percent Low Income Housing Tax Credits.

\*Non-targeted affordable housing developments serve many types of low income households including a significant percentage of supportive housing units for people who are formerly homeless in nearly all 100% affordable housing developments.

Source: California Tax Credit Allocation Committee, 2017-2018.

**TABLE A4.**  
**Land Cost**  
**Assumptions**

Assumptions		
Number of affordable MOHCD funded units	472	units per year
Gross area per unit 1	1,000	square feet
Number of residential stories 2	6	stories
Lot coverage	0.75	% of lot
Floor-area-ratio	4.50	
Land area required	104,889	square feet of land per year
Average cost of land 3	\$450	per square foot
Land costs 3	\$100,000	per unit
Annual land acquisition costs 3	\$47,200,000	per year

1 Includes non-leasable space in building.

2 Assumes new affordable housing developments would be in seven-story buildings with six stories of residential units and non-residential space on the ground floor.

Sources: SF Planning, Costar Group; Strategic Economics

Assuming that most affordable housing projects built by MOHCD would be in mid-rise buildings with six stories of residential units, and a floor-area-ratio of 4.50, this translates to land costs of approximately \$100,000 per unit. The HAS establishes a target of 943 MOHCD-funded affordable units each year. MOHCD has used public sites or land dedication to accommodate about half of recent 100% affordable development. This pattern implies the need to acquire sites that could accommodate half the MOHCD funded affordable units or 472 units per year. This assumption translates into land acquisition costs of \$47.2 million per year.

### Preservation of Existing Affordable Units

Strategic Economics also calculated the cost of preserving an existing MOHCD-monitored units that may be at risk of being converted to market-rate. The estimated cost of \$110,000 per unit is based on preliminary estimates from MOHCD for the Capital Plan.

### Preservation Acquisitions/ Small Sites

Based on data from 2014 to 2019 collected by Planning and MOHCD, the City of San Francisco's total funding contribution to Small Sites averaged around \$339,000 per unit. This represents 80 percent of total development costs, estimated at \$497,000 per unit.

### Large Projects (HOPE SF, Treasure Island)

The cost of preserving and replacing affordable units (including housing and infrastructure) at HOPE SF sites, Treasure Island, and other large projects was estimated based on data from Planning. The average cost to the City is estimated at approximately \$399,000 per unit.

After multiplying the per unit cost estimates with the HAS targets for production and preservation, the total local funding gap is estimated at \$517 million per year.

TABLE A5.





**Estimated Annual Local Funding Gap for Production and Preservation Goals**

New Production Units	
30 Year Total MOHCD Funded Affordable Units (includes 2,400 new units in large projects)	28,300
Annual Average MOHCD Funded Units	943
Typical Local Gap Unit	\$ 257,000
Average Annual Funding Gap for MOHCD Funded New Production	\$ 242,436,667
Land for New Production	
Annual Average MOHCD Funded Units	943
Number of MOHCD Units Requiring Land Acquisition	472
Estimated Land Cost per Unit	\$ 100,000
Average Annual Funding Gap for MOHCD Funded New Production	\$ 47,166,667
Preservation	
Rebuilt Units in Large Projects (Hope SF, Treasure Island)	1,829
Preservation of Existing Affordable Units	18,431
Preservation Acquisitions/Small Sites	12,000
<b>Preservation Local Funding Gap (Per Unit)</b>	
Rebuilt Units in Large Projects (Hope SF, Treasure Island)	\$ 399,235
Preservation of Existing Affordable Units	\$ 110,000
Preservation Acquisitions/Small Sites	\$ 339,000
<b>Preservation Local Funding Gap (Annual)</b>	
Large Projects (Hope SF, Treasure Island)	\$ 24,340,033
Preservation of Existing Affordable Units	\$ 67,580,333
Preservation Acquisitions/Small Sites	\$ 135,600,000
Average Annual Funding Gap for Preservation	\$ 227,520,367
<b>Annual Local Funding Gap - Production + Preservation</b>	<b>\$ 517,123,700</b>

















Sources: SF Planning, MOHCD, Street Level Advisors, Strategic Economics.

# Who lives in affordable housing?

## Annual Median Income, by Household Size

	 1 Person	 2 People	 3 People	 4 People
<b>Very Low-Income Households</b> <i>Earn up to 55% of Area Median Income</i>	\$47,400	\$54,200	\$60,950	\$67,750
<b>Low-Income Households</b> <i>Earn up to 80% of Area Median Income</i>	\$68,950	\$78,800	\$88,700	\$98,500
<b>Moderate-Income Households</b> <i>Earn up to 110% of Area Median Income</i>	\$94,800	\$108,350	\$121,950	\$135,450
<b>Middle-Income Households</b> <i>Earn up to 130% of Area Median Income</i>	\$112,050	\$128,050	\$144,100	\$160,100

## Annual Median Household Income Examples

<p><b>1 person household at 25% AMI</b></p>   <p>A retiree receiving social security</p> <p><b>\$18,000</b></p>	<p><b>1 person household at 35% AMI</b></p>   <p>A cashier living alone</p> <p><b>\$31,150</b></p>	<p><b>2 person household at 55% AMI</b></p>   <p>A nursing assistant with a child</p> <p><b>\$53,670</b></p>	<p><b>4 person household at 60% AMI</b></p>   <p>A housekeeper <sup>A</sup> and a janitor <sup>B</sup> with two children</p> <p><b>\$71,340</b></p>
<p><b>3 person household at 85% AMI</b></p>   <p>An entry level police officer with a stay at home partner and child</p> <p><b>\$89,860</b></p>	<p><b>4 person household at 100% AMI</b></p>   <p>An entry level fire fighter <sup>C</sup> and a childcare worker <sup>D</sup> with two children</p> <p><b>\$117,300</b></p>	<p><b>3 person household at 120% AMI</b></p>   <p>A carpenter <sup>E</sup> and a first year school social worker <sup>F</sup> with a child</p> <p><b>\$130,037</b></p>	<p><b>2 person household at 130% AMI</b></p>   <p>Two first year SFUSD teachers <sup>G</sup></p> <p><b>\$126,916</b></p>

A. Housekeeper \$39,800 B. Janitor \$31,540 C. Entry level firefighter \$81,040 D. Childcare worker \$36,260 E. Carpenter \$63,570 F. First year social worker \$66,467 G. First year SFUSD teacher \$63,458  
 Source: California Employment Development Department Occupational Employment Statistics 2019 San Francisco and San Mateo Counties Metropolitan Area, San Francisco Department of Human Resources, San Francisco Police Department, San Francisco Unified School District

# Endnotes

- 1 MOHCD provides the following 2019 income categories for a family of three: very low-income: 0-50% Area Median Income (AMI) or \$55,450; low-income: 50-80% AMI or \$88,700; moderate-income: 80-120% AMI or \$133,000; above moderate-income: 120-150% AMI or \$166,300; upper income: 150% AMI+ or \$166,300
- 2 According to analysis by the Center on Budget and Policy Priorities (CBPP) only a quarter of very low income households that income qualify receive federal housing assistance and federal housing funding has stagnated or declined in recent years. [http://apps.cbpp.org/shareables\\_housing\\_unmet/chart.html](http://apps.cbpp.org/shareables_housing_unmet/chart.html)
- 3 Rice, D., (2016). "Chart Book: Cuts in Federal Assistance Have Exacerbated Families' Struggles to Afford Housing By Center on Budget and Policy Priorities." Center on Budget and Policy Priorities. Online: <https://www.cbpp.org/sites/default/files/atoms/files/4-12-16hous-chartbook.pdf>
- 4 ACS 2018 1 Year estimates of Units in Structure and Total Population
- 5 City and County of San Francisco Planning Department, February 2020. Online: San Francisco Point in Time Count, January 2019. Online: <http://hsh.sfgov.org/research-reports/san-francisco-homeless-point-in-time-count-reports/>
- 6 Housing Needs and Trends Report (2018). San Francisco Planning Department Online: [https://default.sfplanning.org/publications\\_reports/Housing-Needs-and-Trends-Report-2018.pdf](https://default.sfplanning.org/publications_reports/Housing-Needs-and-Trends-Report-2018.pdf)
- 7 Ibid
- 8 San Francisco Planning Department analysis of IPUMS-USA data
- 9 San Francisco housing production data 1990-2019 from annual Housing Inventory Reports published by the San Francisco Planning Department
- 10 Affordable housing production data 1990-2019 from annual Housing Inventory Reports published by the San Francisco Planning Department
- 11 Housing Needs and Trends Report (2018). San Francisco Planning Department. Note: In comparison, the Bay Area's overall Black population had been 8 percent in 1990 and had decreased to 6 percent over the next 15 years
- 12 Ibid. Note: Migration rate is defined as the number of individuals who moved in or out of San Francisco in a given year, as a percentage of the number of people in that income group in that year. The rate is calculated as an annual average over the 10-year period 2006 to 2015
- 13 Ibid. Note: Census data shows additional housing units were added over this period apparently not captured in official data but still fall tens of thousands of units short of increase in higher income households. Analysis of the 2010-2017 period by the Board of Supervisors Legislative Analyst shows similar trend in increase in higher income households. Policy Analysis Report: Jobs-Housing Fit. (2019). Budget and Legislative Analyst's Office. Online: <https://sfbos.org/sites/default/files/BLA.Jobs%20Housing.101619.pdf> <https://sfbos.org/sites/default/files/BLA.Jobs%20Housing.101619.pdf>
- 14 Housing Needs and Trends Report. (2018). San Francisco Planning Department
- 15 Ibid
- 16 Ibid
- 17 Planning Department analysis of IPUMS USA and Census ACS data
- 18 Planning Department analysis of ACS Data
- 19 Planning Department analysis of IPUMS USA data
- 20 Ibid
- 21 Housing Needs and Trends Report. (2018). San Francisco Planning Department
- 22 Ibid
- 23 Ibid
- 24 Ibid
- 25 In the Bay Area, segregated white neighborhoods have more than double the household incomes (\$123,701 v. \$48,843) and home values (\$899,765 v. \$440,620) of highly segregated Black and/or Latino neighborhoods.
- 26 Ibid
- 27 Housing Needs and Trends Report. (2018). San Francisco Planning Department
- 28 Ibid
- 29 For additional reading about the history of San Francisco's inequity in housing policy, refer to: African American Citywide Historic Context Statement, January 2016. Online: [https://default.sfplanning.org/Preservation/african\\_american\\_HCS/AfricanAmericanHistoricContextStatement\\_Draft\\_Jan2016.pdf](https://default.sfplanning.org/Preservation/african_american_HCS/AfricanAmericanHistoricContextStatement_Draft_Jan2016.pdf) and Report of the San Francisco Mayor's Task Force on African-American Out-Migration, 2009. Online: <http://bayviewmagic.org/wp-content/uploads/sites/4/2010/02/AA-OutMigration-TF-1.pdf>
- 30 The experience of famed SF Giants centerfielder Willie Mays and his wife Marguerite offers an example of housing discrimination from 1950s San Francisco. LaBounty, Woody., (2000). "Willie Mays on Miraloma Drive." Online: <http://www.outsidelands.org/sw5.php>
- 31 Center on Budget and Policy Priorities. Chart Book: Federal Housing Spending is Poorly Matched to Need. <https://www.cbpp.org/research/housing/chart-book-federal-housing-spending-is-poorly-matched-to-need>
- 32 The baseline of likely future housing development is estimated using the regression-based model created for the HAS and is lower than and distinct from estimates of housing development capacity recently developed by the Planning Department.
- 33 International Construction Market Survey..., (2019). Turner and Townsend
- 34 TBD Index, 2019
- 35 "2020 Annual Infrastructure Construction Cost Inflation Estimate." (2019). Office of Resilience and Capital Planning. Online: <https://onesanfrancisco.org/sites/default/files/2019-10/Agenda%20Item%207%20-%202020%20Annual%20Infrastructure%20Construction%20Cost%20Inflation%20Estimate.pdf>
- 36 Barry E. Stern, Ph.D. "Addressing the Workforce Skills Gap in Construction and CRE-related Trades." July 2019 Reid, C & Raetz,

- H., (2018). and "Perspectives: Practitioners Weigh in on Drivers of Rising Housing Construction Costs in San Francisco." Turner Center for Housing Innovation. Online: [http://turnercenter.berkeley.edu/uploads/San\\_Francisco\\_Construction\\_Cost\\_Brief\\_-\\_Turner\\_Center\\_January\\_2018.pdf](http://turnercenter.berkeley.edu/uploads/San_Francisco_Construction_Cost_Brief_-_Turner_Center_January_2018.pdf)
- 37** National Multifamily Housing Council, Quarterly Survey of Apartment Market Conditions, 1st Quarter 2019; Turner and Townsend, International Construction Market Survey, 2019
- 38** Galante, C., Draper-Zivetz, S., & Stein, A., (2017). "Building Affordability by Building Affordably: Exploring the Benefits, Barriers, and Breakthroughs Needed to Scale Off-Site Multifamily Construction." Turner Center for Housing Innovation. Online: [http://turnercenter.berkeley.edu/uploads/offsite\\_construction.pdf](http://turnercenter.berkeley.edu/uploads/offsite_construction.pdf)
- 39** Macht, W., (2018). "A Mass Timber tower Rises in Portland." Urban Land Magazine. Online: <https://urbanland.uli.org/sustainability/a-mass-timber-tower-rises-in-portland>
- 40** San Francisco Planning Code Section 415
- 41** Costar Group, 2019
- 42** Dineen., J.K., (2018). "SF's boom in home building to slow in 2019." San Francisco Chronicle. Online: <https://www.sfchronicle.com/bayarea/article/SF-s-boom-in-home-building-to-slow-in-2019-13497817.php>.
- 43** San Francisco Planning Commission: Centennial Celebration. (2017). San Francisco Planning Department. Online: [https://default.sfplanning.org/publications\\_reports/SF\\_Planning\\_Centennial\\_Brochure.pdf](https://default.sfplanning.org/publications_reports/SF_Planning_Centennial_Brochure.pdf)
- 44** Yang, J. S., (2009). "The Anti-Chinese Cubic Air Ordinance, American Journal of Public Health." American Journal of Public Health. Online: <https://www.ncbi.nlm.nih.gov/pmc/articles/PMC2661442/>
- 45** "The Strange Case of the Chinese Laundry" webisode. THIRTEEN. Online: ([https://www.thirteen.org/wnet/historyofus/web08/segment6\\_p.html](https://www.thirteen.org/wnet/historyofus/web08/segment6_p.html))
- 46** Notable downzoning legislation in 1960, 1964, and 1978 reduced housing capacity of the City's Outer Neighborhoods
- 47** San Francisco Planning Department Analysis of existing residential buildings relative to current zoning shows that San Francisco has approximately 12,600 buildings in which the number of units exceeds the allowed residential density of the underlying zoning. Such buildings are present throughout the city and contain an estimated 125,000 units (nearly 1/3 of all units in SF).
- 48** San Francisco City & County Charter Section 4.105. [http://library.amlegal.com/nxt/gateway.dll/California/charter\\_sf/articleivexecutivebranch-boardscommissio?f=templates\\$fn=default.htm\\$3.0\\$vid=amlegal:sanfrancisco\\_ca\\$anc=JD\\_4.105](http://library.amlegal.com/nxt/gateway.dll/California/charter_sf/articleivexecutivebranch-boardscommissio?f=templates$fn=default.htm$3.0$vid=amlegal:sanfrancisco_ca$anc=JD_4.105)
- 49** City and County of San Francisco, Planning Code § 101. Purposes.
- 50** Planning code word count does not include the Code Interpretations and 33 Guidelines Documents that supplement the Planning Code.
- 51** San Francisco's Planning Code has been amended 24 times per year in each in 2019 and 2018.
- 52** Other classes of empirical controls related to construction, such as Building and Fire Codes are beyond the scope of this summary.
- 53** Zoning regulations are generally covered in Planning Code § 1, 2, and 6-12
- 54** Procedural requirements and development fees are generally covered in Planning Code § 3-4.
- 55** Executive Directive 17-02. (2017). Office of the Mayor. Online: <http://sfmayor.org/article/executive-directive-17-02>
- 56** San Francisco Planning Department Process Improvements Plan. (2017). San Francisco Planning Department. Online: [https://sfplanning.org/sites/default/files/documents/admin/ExecutiveDirective17-02\\_ProcessImprovementsPlan.pdf](https://sfplanning.org/sites/default/files/documents/admin/ExecutiveDirective17-02_ProcessImprovementsPlan.pdf).
- 57** Other cities have undertaken modernization of their Planning Code. For example re:code LA is a comprehensive revision of the City of Los Angeles' Zoning Code
- 58** Fishcer, Will. "Rental Assistance Cuts Homelessness and Poverty, But Doesn't Reach Most Who Need it." 2019. Center on Budget and Policy Priorities. Online: <https://www.cbpp.org/blog/rental-assistance-cuts-homelessness-and-poverty-but-doesnt-reach-most-who-need-it>
- 59** California Tax Credit Allocation Committee, 2017-2019.
- 60** Affordable housing production data 2006-2018 from annual Housing Inventory Reports published by the San Francisco Planning Department
- 61** Mayor's Office of Housing and Community Development, 2019
- 62** San Francisco Planning Department, June 2019. Draft San Francisco Community Stabilization Strategy, October 2019. Online: [https://commissions.sfplanning.org/ccpckpackets/2017-000565CWP\\_101719.pdf](https://commissions.sfplanning.org/ccpckpackets/2017-000565CWP_101719.pdf)
- 63** Small Sites Program Notice of Funding Availability, September 2019, available at: <https://sfmohcd.org/2019-small-sites-program-nofa>
- 64** Based on data as of January 2019, provided by the San Francisco Planning Department and the Mayor's Office of Housing and Community Development.
- 65** Based on data as of January 2019, provided by the San Francisco Planning Department and the Mayor's Office of Housing and Community Development.
- 66** San Francisco Planning Department data
- 67** The City of Los Angeles is considering the creation of a public bank. See City of Los Angeles Legislative Analyst Report from February of 2018. [https://clkrep.lacity.org/onlinedocs/2017/17-0831\\_rpt\\_CLA\\_02-26-2018.pdf](https://clkrep.lacity.org/onlinedocs/2017/17-0831_rpt_CLA_02-26-2018.pdf)
- 68** Housing Needs and Trends Report. 2018. San Francisco Planning Department
- 69** Eviction notices do not provide an in-depth analysis on evictions, since not all eviction notices result in evictions, not all eviction notices are filed with the Rent Board, and not all evictions are done lawfully
- 70** The Rent Board Fee." 2019. San Francisco Rent Board. Online: <https://sfrb.org/topic-no-013-rent-board-fee>. Online: <https://sfrb.org/topic-no-013-rent-board-fee>
- 71** "Creating a Rental Registry in San Francisco." (2019). Budget and Legislative Analyst. Online: <https://sfbos.org/sites/default/files/BLA.RentalRegistry.041619.pdf>
- 72** Five-Year Strategic Framework. 2017. Department of Homelessness and Supportive Housing. Online: <http://hsh.sfgov.org/wp-content/uploads/2017/10/HSH-Executive-Summary-Strategic-Framework.pdf>





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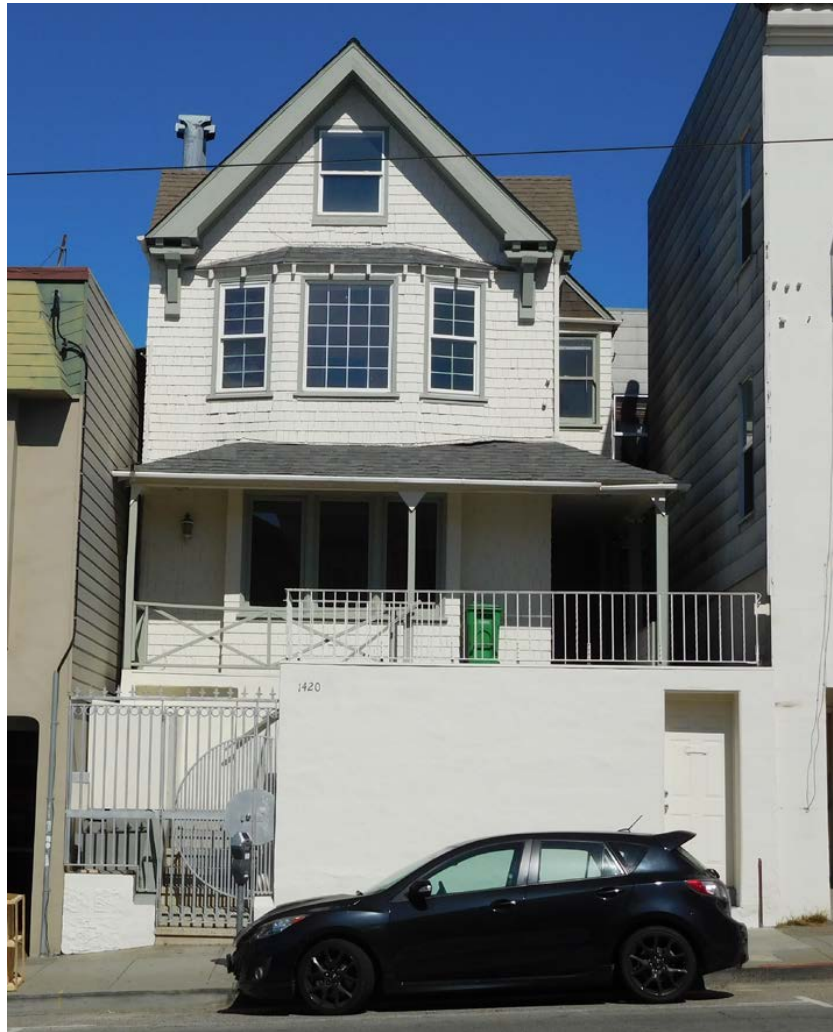
    /sfplanning

# **EXHIBIT D**

# HISTORICAL RESOURCE EVALUATION PART 1

1420 TARAVAL STREET

SAN FRANCISCO, CALIFORNIA



TIM KELLEY CONSULTING, LLC

HISTORICAL RESOURCES

2912 DIAMOND STREET #330

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## TABLE OF CONTENTS

I. Introduction.....	2
II. Summary.....	2
III. Current Historic Status.....	2
IV. Description.....	3
A. Site.....	3
B. Exterior.....	4
V. Historic Context.....	7
A. Neighborhood.....	7
B. Project Site History.....	11
C. Construction Chronology.....	15
E. Architectural Style.....	18
F. Owners and Occupants.....	18
VI. Evaluation of Historic Status.....	19
A. Individual Eligibility.....	20
• Criterion 1 (Events).....	20
• Criterion 2 (Persons).....	21
• Criterion 3 (Architecture).....	21
• Criterion 4 (Information Potential).....	21
B. District.....	21
VII. Integrity.....	23
VIII. Conclusion.....	25
IX. Bibliography.....	26
Published.....	26
Public Records.....	26
X. Appendix.....	27

## I. INTRODUCTION

Tim Kelley Consulting (TKC) was engaged to conduct a Historical Resource Evaluation (HRE) for 1420 Taraval Street, a three story over basement single-family residence constructed in 1909 in the Parkside neighborhood. A scoping discussion with Stephanie Cisneros of the Planning Department on October 10, 2017 identified an area to be visually examined in the vicinity of the subject property, specifically Taraval Street between 24<sup>th</sup> and 25<sup>th</sup> Avenues. TKC also used draft survey findings from the San Francisco Planning Department's Commercial Corridors Survey to evaluate whether this building is part of a commercial corridor historic district. This report investigates whether the subject building is eligible for individual listing in the California Register of Historical Resources and whether it is located in a potential historic district.

## II. SUMMARY

TKC has determined that 1420 Taraval Street is not eligible for individual listing in the California Register and is not located within a potential historic district.

## III. CURRENT HISTORIC STATUS

On November 3, 2017 TKC consulted the San Francisco Planning Department Property Information Map (PIM) to determine whether the property was identified in any recognized register of historical resources. The PIM listed the following Preservation information for the subject property.

### HISTORIC EVALUATION:

Parcel:	2353010
Building Name:	
Address:	1420 TARAVAL ST
Planning Dept. Historic Resource Status:	<a href="#">B - Unknown / Age Eligible</a>

---

Neighborhood Commercial Corridors Historic Resources Survey in Progress.  
Check historic resource status with Preservation Planning Staff.

### ARTICLE 10 DESIGNATED HISTORIC DISTRICTS AND LANDMARKS:

None

ARTICLE 11 PRESERVATION DESIGNATION:

None

NATIONAL REGISTER HISTORIC DISTRICTS:

None

CALIFORNIA REGISTER HISTORIC DISTRICTS:

None

HISTORIC RESOURCE EVALUATION RESPONSES:

None

HISTORIC SURVEYS:

None

HISTORIC CONTEXT STATEMENTS:

None

LEGACY BUSINESS REGISTRY:

None

ARCHITECTURE:

Unknown

#### IV. DESCRIPTION

##### *A. Site*

1420 Taraval Street sits on the north side of the Taraval between 24<sup>th</sup> and 25<sup>th</sup> Avenues. The street and the parcel both slope down very slightly to the west. The subject building is set back slightly from the front lot line, with a basement level projecting volume sitting at the right side lot line and extending to the sidewalk. There is a metal security gate to the left of the projecting volume. The building abuts its neighbor to the left and is separated by a few feet from its neighbor to the right. The surrounding buildings all sit at their front lot lines.



Figure 1: 1240 Taraval Street

### *B. Exterior*

1420 Taraval Street is a three story over basement single family residence clad in stucco at the basement level and wood shingles at all other levels and capped with a compound gable roof. The building is roughly rectangular in plan, with a cut out on the front right side, the projecting addition at the front right side basement level, and another projecting volume in the rear. There is a recessed above grade pedestrian door on the right side of the projecting basement volume (**Figure 2**). To the left of this, enclosed by the metal security gate, a concrete and terrazzo quarter turn stair leads to the first story (**Figure 3**). At the first story, a metal railing

encloses the flat roof of the projecting volume. A shed roof supported by square posts projects from the primary building, creating a covered porch across the front of the façade. At the center of this façade, there is a square bay window with three wood sash windows. At the right, the primary entrance is in the cutout, which is shaded by the projecting shed overhang (**Figure 4**). The second story features at center a shallow canted bay with a large vinyl sash fixed window flanked by smaller vinyl sash double hung windows, all with false muntins. The canted bay is topped with a shed roof with exposed false rafter tails. In the gable peak is a vinyl sash double hung window. The gable terminates with a projecting box cornice, with false rafter tails and brackets at the outer lower corners. At the right, there is a wood sash double hung window on the second story of the cutout (**Figure 5**). The roof shape, visible from the street and from aerial views, features two large gabled dormers near the front, a shed roof dormer behind on the left, and a hip roof section at the rear.



**Figure 2:** Basement level





Figure 3: Entry steps



Figure 4: First story



Figure 5: Upper stories

## V. HISTORIC CONTEXT

### A. Neighborhood

The Parkside neighborhood, a sub-section of the larger Sunset district, is bounded by Rivera and Quintara streets to the north, 14<sup>th</sup> Avenue to the east, Wawona Street and Sloat Boulevard to the south, and the Pacific Ocean to the west.

In 1905, the Parkside Realty Company began purchasing lots in the area now known as Parkside in order to develop the large tract of land into a residential neighborhood, including providing the necessary sewer lines, street and block grading, and establishing gas, electric, water, and transportation services. To sell lots and homes, the company also had to overcome public perception that the area was a distant wilderness. The lack of streetcar access was the major hurdle to the Parkside subdivision's success. The Parkside Transit Company was incorporated in late 1905, with the intent of bringing a streetcar line to the neighborhood. Before the line could be built, however, the whole city of San Francisco was met with disaster.

The Parkside District wasn't materially affected by the 1906 earthquake and fire, but building plans had to be delayed while all resources, planning decisions, utility installation and repair, and construction materials went to the task of rebuilding San Francisco's core. The reconstruction period seemed an ideal time to market the Parkside Realty Company's plan of selling starter homes to former renters. Indeed, districts such as the Richmond, Sunnyside and Outer Mission, located outside the fire line that catered to these buyers and had reliable mass transportation, experienced a boom in population in the decade after the disaster. For the Parkside Realty Company, it was a matter of getting the resources to build the cottages before prospective buyers moved to Oakland, Berkeley, or other San Francisco neighborhoods.

Additionally, property owners who had purchased lots in the Parkside prior to the earthquake still waited for their new streetcar line. A single line track was laid in June 1908. It ran south on 20th Avenue from H Street to T Street, then turned west, reaching 33rd Avenue before turning south again and continuing a few more blocks to Sloat Boulevard. The line was a fraction of the Parkside Transit Company's initial vision, but it provided a means of commuting downtown.

In early 1908, the Parkside Realty Company finally began construction. It used two marketing strategies, selling speculative land to investors, while simultaneously constructing homes for residents. The company started erecting 62 cottages that snaked from the corner of 26th Avenue and Ulloa Street southwest around a ridgeline of sand dunes to 32nd Avenue and Vicente Street. Each block between Ulloa and Vicente had groups of three to seven houses facing each other across graded but unpaved streets. This sprinkling of construction on seven blocks may have been a way to "seed" the district, getting the first residents to spread across the neighborhood.

These Parkside cottages came in six varieties of façade styles with essentially identical floor plans. The cottages were approximately 800 square feet (20 x 40 feet) on one story with two bedrooms and one bath. The existence of the cottages, combined with advertising and the housing shortage caused by the 1906 earthquake and fire, worked in the Parkside Realty Company's favor. Privately constructed homes joined the cottages and by the summer of 1908

some 100 residences in the new development were occupied. However, growth did taper off after the initial offering. By the mid-1920s, the Parkside Realty Company appears to have stopped construction of their own buildings, instead allowing other home-building operations and small-scale construction companies to buy and build on its lots. The Lang Realty Company emerged as the major builder in the Parkside at this time, erecting over 200 homes in 1926 and 1927. Many smaller building companies, such as F.M. Biggam, Jas. Arnott and Sons, and others became active in the Parkside at this time, usually focusing on no more than four to eight homes at a time. Stucco facades with one-story-over-garage floor plans emerged as the dominant architectural style in this era.

During the home-building boom of the late 1920s, the Sunset and Parkside districts were the focus of renewed interest from real estate firms and construction companies, particularly after the opening of the Sunset Tunnel in April 1925. Prominent developers of the Parkside and Sunset from the 1920s to 1950s were the Gellerts (Sunstream Homes and Standard Building Company), Henry Doelger, Ray Galli, Lang Realty Company, Chris McKeon (Happy Homes Building Company), and the Meyer brothers. These merchant builders were often family-run businesses concerned with building affordable homes quickly on the standard city grid in a range of facades to suit current tastes. None of these builders employed architects, although they did use building designers. The builders borrowed ideas from one another and kept track of which floor plans and façade styles were selling best.

Before World War II, styles were a mixture of Spanish (red tile roofs), Second Empire, English Tudor, and Colonial. After the war, period revival detailing was less common, both to control costs and to offer a “modern” look. The results are homes that are so similar it is difficult to identify the builder.

Shops and services grew along Taraval Street, and boomed with housing construction in the 1920s. The primary shopping area for the Parkside extended from 17th Avenue to 24th Avenue. Stores and businesses sprang up more or less spontaneously along the L streetcar line during the 1920s to serve the growing population, a typical pattern in the Bay Area. A subsidiary shopping area also grew along Vicente Street between 22<sup>nd</sup> and 24th Avenues.

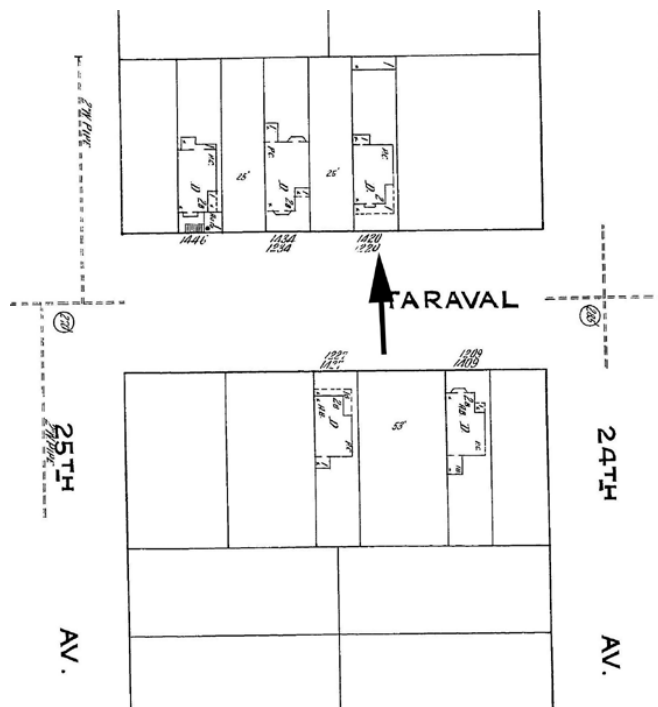
Development in the Parkside and Sunset was fueled by a desire to own a home. The Parkside grew into a heterogeneous area of single family homes inhabited by Irish and other western Europeans during the 1920s through the 1940s. The creation of the Federal Housing Administration in 1934 helped encouraged home ownership with low down payments and long term mortgages, during the economic down turn of the Depression era. This greatly spurred the construction and sales of single-family homes in the Sunset/Parkside, , with the construction and establishment of businesses, flats, and apartment structures lagging behind.

Single-family homes make up the vast majority of the housing in the Parkside District. Most were originally built in the 1920s and 1930s as one-story over garage with floor plans of five to six rooms, designed for small families. The smaller cottages built by the Parkside Realty Company in 1908 have almost all been raised to accompany basement garages. Larger family homes of Craftsmen and Edwardian styles built in the 1910s and early 1920s have front setbacks from 8-15 feet, and a few feature a garage as a side or back-of-lot structure. Flats and small apartment buildings/complexes, most dating from the 1940s and 1950s, are usually found at corner intersections along the streetcar line on Taraval Street. Flats, with one residence per floor, generally are two-story over garage.

The Parkside District's commercial structures are limited to Taraval Street, 19th Avenue, and small sections of Vicente Street. Single story retail buildings are intermixed with two- to four-story structures that feature housing or office space over ground floor retail. Some larger commercial buildings run half or the full length of a block, with space for four to seven individual businesses on the street. Styles range from Mission revival to Art Deco to Streamline Moderne. Larger commercial buildings originally created as automotive garages and food markets, have in many cases been repurposed as offices or housing. The former Parkside Theater on Taraval near 19th Avenue, for instance, is now used as condominiums and a childcare center.

*B. Project Site History*

The first Sanborn map for this area was published in 1915 (**Figure 6**). The subject block is vacant apart from the subject building and four other buildings with identical or very similar footprints. The subject building is illustrated as a two story single family residence. The building is roughly rectangular in plan, with a cutout on the front right corner and a small one story projection at the rear. A porch spans the front of the building, including the cutout. There is a small one story structure at the rear of the parcel.



**Figure 6:** 1915 Sanborn Map 1420 Taraval Street noted with arrow.

The 1928 Sanborn Map shows the same level of development on the subject block, with continued modifications to the existing buildings (**Figure 7**). The subject building retains the same footprint, except for the rear volume, which now spans the entire back of the building.

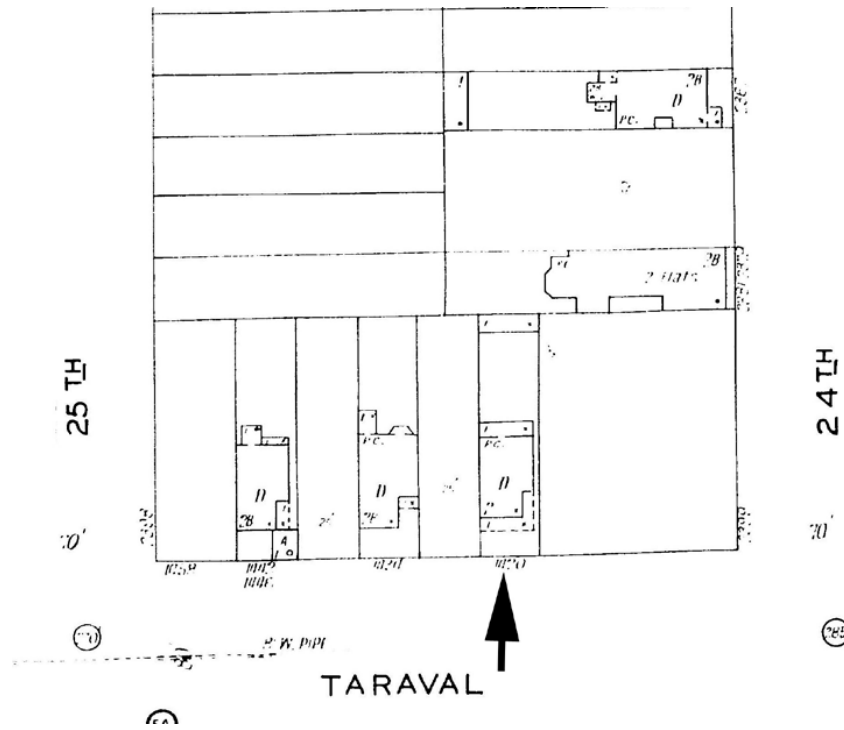


Figure 7: 1928 Sanborn Map 1420 Taraval Street noted with arrow.

The 1938 Harrison Ryker aerial photograph shows an increase in development on the subject block, with larger scale buildings being constructed around the subject building and the other original buildings on the block (Figure 8). The subject building appears the same as on the 1928 Sanborn Map.



**Figure 8:** 1938 aerial photograph 1420 Taraval Street noted with arrow.

The 1950 Sanborn Map reveals the nature of the new development seen on the 1938 photograph, specifically apartment buildings and apartments over commercial (**Figure 9**). The subject building retains the same footprint as seen on previous maps.



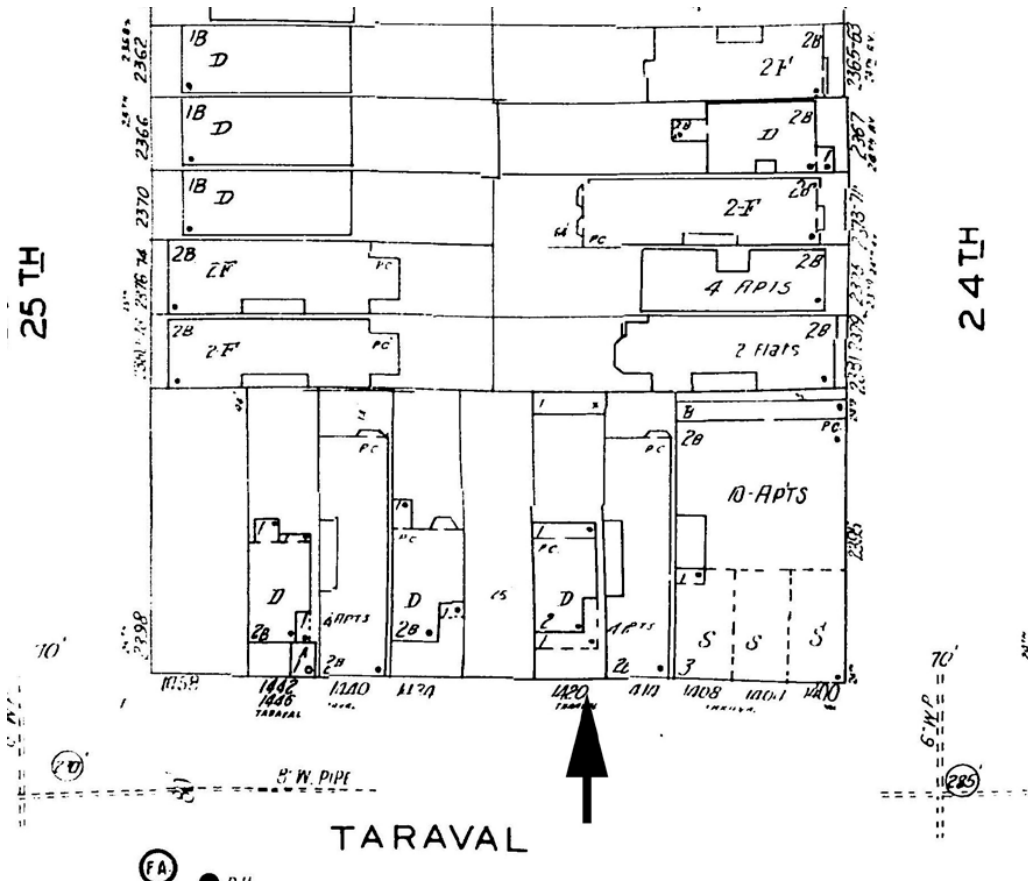


Figure 9: 1950 Sanborn Map with 1420 Taraval Street noted with arrow.

The 1990s Sanborn Map shows the area completely infilled (Figure 10). The subject building now has the front addition. Otherwise it retains the same footprint as seen on the 1928 Sanborn map, although the front one story porch is incorrectly illustrated as enclosed. The rear addition, which spanned the entire rear façade, is illustrated as only spanning part of the façade, as seen in the earlier maps. The new front projecting addition is illustrated as a one story volume labeled “A” for automobile, though it is unclear if it was ever used as a garage. The other two historic buildings, seen with the subject building in the previous maps, have been replaced with multi-family housing.



proprietor construction company. Keenan died in 1934.<sup>2</sup> No historic resources were located constructed by Keenan after his partnership with Cranston.

Based upon the historic photos seen below (**Figures 11 and 12**), it appears that Keenan most likely constructed six homes similar to the subject building on this block. The subject building and 1409 Taraval are the only two remaining.



**Figure 11:** Taraval St looking West circa 1914. Subject building noted with arrow  
Source: San Francisco Municipal Transportation Agency Historic Photos Collection

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<sup>2</sup> California Death Index 1905-1939



Figure 12: Taraval St looking east circa 1923. Subject property noted with arrow.

Source: OpenSFHistory.org, wnp36.03101

#### D. Permit Record

The following permits were found in Department of Building Inspection files for the subject property:

- Permit #24242, June 25, 1909 – To build a two-story single family building
- Permit #83161, May 23, 1946 – Store under the existing building 18' x 20'. (Note: This probably refers to construction of the front addition, but there are no listings for a commercial use at the address. A Certificate of Completion dated October 1, 1946 for a different permit number mentions only reconstruction of the front porch and stairs.)
- Permit #355770, April 12, 1968 – Underpin west foundation wall
- Permit #481398, May 11, 1982 – Replacement of gutters (east/west) and leaders

Copies of the permits are in the Appendix to this report.

### *E. Architectural Style*

The subject property can be best described as vernacular with Shingle elements. Unlike formal styles of architecture, vernacular architecture is not characterized by stylistic design elements.

In San Francisco, the Shingle style is often referred to as the First Bay Tradition, adapted for construction on narrow city lots. Popular from 1880-1915, the Shingle style dispensed with the complex building surfaces of the Queen Anne style and used simple shingles for all surfaces. These buildings are characterized by symmetry with bulges, incisions and cavities enshrouded by a “skin” of patterned shingles. Usually featuring restrained, small-scale ornamentation, Shingle buildings often feature decorative details such as Palladian windows.<sup>3</sup>

### *F. Owners and Occupants*

The first owners, Thomas Morris and C. Henry Forsland, did not reside at the property. Emmanuel, Alexander, Gustave, and George Stavrou were brothers. They initially used the subject property as a rental investment (from 1924-1937), then George and Alex Stavrou resided there until their deaths in 1959 and 1981.

**Table 1:** Owners of 1420 Taraval Street

<b>Name</b>	<b>Date</b>	<b>Occupation</b>
Hugh Keenan Construction Co	1909 – 2/27/1913	Contractor
Thomas Carroll Morris	2/27/1913 – 7/8/1914	Purchasing Agent
Vivian Morris	7/8/1914 – 5/15/1915	Wife of Thomas
C. Henry Forsland	5/18/1915 – 5/16/1916	Secretary
Nann M. Forsland	5/16/1916 – 3/20/1918	Wife of C. Henry
Hugh Keenan	3/20/1918 – 8/5/1918	Contractor

<sup>3</sup> San Francisco Preservation Bulletin No. 18: Residential and Commercial Architectural Periods and Styles in San Francisco

John J. and Gertrude Enright	8/5/1918 – 8/16/1924	Boiler maker
Emmanuel, Alexander, and George Stavrou	8/16/1924 – 6/19/1932	Emmanuel – cook; Alexander – cook; confectioner; George - waiter
Emmanuel Stavrou	8/16/1932 – 5/13/1939	Cook
Gustav, Alexander, and George Stavrou, Elaine Riga	5/13/1939 – 9/11/1939	Gustav – Restaurant worker; Alexander – cook; confectioner; George - waiter
Alexander Stavrou	9/13/1939 – 5/6/1958	Alexander – cook, confectioner
Alexander and George Stavrou	5/6/1958 – 9/15/1976	Alexander – cook, confectioner; George - waiter
George Stavrou and Helmut Mandel	9/15/1976 – 1/3/1977	George- waiter Helmut- Insurance Agent
Helmut Mandel	1/3/1977 – 1/13/2005	Insurance Agent
Peter and Paula Mandel	1/13/2005 - current	

**Table 2:** Occupants of 1420 Taraval Street

Date	Name	Occupation
1916 - 1919	Robert N. Powers	Pastor Parkside Pres.Church
1920 – 1924	John Enright	Boilermaker
1930	Alice Ledonas	Teacher
1938 – 1959	Alexander Stavrou	Cook
1938 - 1981	George Stavrou	Waiter, cook
1982	Octavia Mandel	Nurse

## VI. EVALUATION OF HISTORIC STATUS

The subject property was evaluated to determine if it is eligible for listing in the California Register of Historical Resources, either individually or as a contributor to a historic district. The California Register is an authoritative guide to significant architectural, archaeological and

historical resources in the State of California. Resources can be listed in the California Register through a number of methods. State Historical Landmarks and National Register-eligible properties (both listed and formal determinations of eligibility) are automatically listed. Properties can also be nominated to the California Register by local governments, private organizations or citizens. This includes properties identified in historical resource surveys with Status Codes of 1 to 5 and resources designated as local landmarks or listed by city or county ordinance. The evaluative criteria used by the California Register for determining eligibility are closely based on those developed for use by the National Park Service for the National Register. In order to be eligible for listing in the California Register a property must be demonstrated to be significant under one or more of the following criteria:

*Criterion 1 (Event):* Resources that are associated with events that have made a significant contribution to the broad patterns of local or regional history, or the cultural heritage of California or the United States.

*Criterion 2 (Person):* Resources that are associated with the lives of persons important to local, California, or national history.

*Criterion 3 (Architecture):* Resources that embody the distinctive characteristics of a type, period, region, or method of construction, or represent the work of a master, or possess high artistic values.

*Criterion 4 (Information Potential):* Resources or sites that have yielded or have the potential to yield information important to the prehistory or history of the local area, California or the nation.

The following section examines the subject property's eligibility for listing in the California Register under those criteria.

#### *A. Individual Eligibility*

- Criterion 1 (Events)

1420 Taraval Street is not eligible for individual listing in the California Register under Criterion 1. It was constructed in 1909 during the early residential development of the area. The area was later predominantly developed for commercial use, and many of the earlier residential buildings were replaced. This building did not make an individually significant contribution to the development of the neighborhood. Nor did it make a significant contribution to the broad patterns of local or regional history, or the cultural heritage of California. Thus the property is not eligible for listing in the California Register under Criterion 1.

- Criterion 2 (Persons)

This building is not eligible for individual listing in the California Register under Criterion 2. It is not associated with any significant persons in the history of San Francisco or the State of California, as none of the owners or occupants was listed in the San Francisco Biography Collection or newspaper indexes or otherwise indicated to be important to the history of San Francisco or the State of California. Thus the property is not eligible for listing in the California Register under Criterion 2.

- Criterion 3 (Architecture)

This building is not eligible for individual listing in the California Register under Criterion 3. 1420 Taraval was constructed by contractor Hugh Keenan. He is not considered a master builder. This building does not embody distinctive characteristics of a type, period, region, or method of construction, represent the work of a master, or possess high artistic values. Thus the property is not eligible for listing in the California Register under any aspect of Criterion 3.

- Criterion 4 (Information Potential)

This criterion ordinarily refers to potential archeological value. A full analysis of archeological value is beyond the scope of this report. The property does not appear eligible for individual listing on the California Register under Criterion 4.

### *B. District*

A property may also become eligible for listing on the California Register as a contributor to a historic district. Guidelines define a district as an area that “possesses a significant concentration, linkage, or continuity of sites, buildings, structures, or objects united historically



or aesthetically by plan or physical development.”<sup>4</sup> To be listed on the California Register, the district itself must be eligible under the criteria already discussed. The documentation of the district must enumerate all properties within it, identifying each as a contributor or non-contributor. The district itself, as well as each of its contributors, then become historical resources.

The subject block is not formally identified at present as a historic district. To investigate whether a historic district potentially exists in the area, TKC conducted a search of nearby HRERs and visually examined the surrounding buildings. Per the scoping agreement of October 10, 20, the examined area includes Taraval Street between 24<sup>th</sup> and 25<sup>th</sup> Avenues. Additionally, TKC reviewed the draft survey findings from the Neighborhood Corridor Survey provided by the Planning Department to evaluate this area as a potential district.

The area contains 16 properties constructed between 1909 and 1992 and ranging in height from one to three stories (contextual photographs are available in the Appendix). Currently, there are no HRERs in the vicinity. The following table lists the property address, parcel number, construction date (per the Assessor’s Office) and use. The subject property is in italics.

**Table 3:** Buildings located on Taraval between 24<sup>th</sup> and 25<sup>th</sup> Avenues

Address	Parcel Number	Construction Date	Building Use
1400-08 Taraval	2353/008	1928	Multiple-family/commercial
1414 Taraval	2353/009	1936	Apartment
<i>1420 Taraval</i>	<i>2353/010</i>	<i>1909</i>	<i>Single-family</i>
1430-34 Taraval	2353/011	1968	Commercial
1440 Taraval	2353/012	1937	Apartment
1442 Taraval	2353/013	1992	Single-family
1444 Taraval	2353/014	1951	Commercial
2401 24 <sup>th</sup> Ave	2401/001	1923	Apartment
1409 Taraval	2401/043	1912	Commercial

<sup>4</sup> Office of Historic Preservation, 1995.

1415-19 Taraval	2401/042	1948	Multiple-family/commercial
1421-25 Taraval	2401/041	1924	Multiple-family
1427-29 Taraval	2401/040	1933	Multiple-family
1433-35 Taraval	2401/039	1925	Commercial
1439 Taraval	2401/038	1925	Commercial
1445-47 Taraval	2401/037	1900	Multiple-family/commercial
1455 Taraval	2401/036	1954	Commercial

No HRERs were found in the area.

#### Findings:

The adjacent neighborhood contains a mix of commercial and residential buildings. The earliest development in this block and block face consisted of six residential building similar to the subject building. In the 1920s, most of these buildings were replaced with commercial and multiple-family buildings. The subject building and 1409 Taraval are the only two similar buildings that remain (the history of 1445-47 Taraval is unknown). Taraval Street from 12<sup>th</sup> through 46<sup>th</sup> Avenues contains mostly commercial and/or mixed-use buildings. A reconnaissance survey of this area was conducted during the research of the “Neighborhood Commercial Buildings, 1865-1965, Historic Context Statement.” A small section of the area was found to contain a potential commercial historic district (2109-2201 Taraval) and a few buildings were determined to be eligible as individual resources.<sup>5</sup> The block examined for this report was not found to be a potential historic district, and this report concurs with those findings.

## VII. INTEGRITY

In addition to being determined eligible under at least one of the four California Register criteria, a property deemed to be significant must also retain sufficient historical integrity. The concept of integrity is essential to identifying the important physical characteristics of historical resources and hence, evaluating adverse change. For the purposes of the California Register,

<sup>5</sup> “Taraval Street Neighborhood Commercial District (NC-2) 12<sup>th</sup> Avenue – 46<sup>th</sup> Avenue,” San Francisco Planning Department, Undated.

integrity is defined as the authenticity of an historical resource's physical identity evidenced by the survival of characteristics that existed during the resource's period of significance.

Historical resources eligible for listing in the California Register must meet one of the criteria of significance described in section 4852(b) of this chapter and retain enough of their historic character or appearance to be recognizable as historical resources and to convey the reasons for their significance. “<sup>6</sup> Integrity is evaluated with regard to the retention of location, design, setting, materials, workmanship, feeling, and association.<sup>7</sup> . These aspects, which are based closely on the National Register, are location, design, setting, materials, workmanship, feeling and association. *National Register Bulletin 15, How to Apply the National Register Criteria for Evaluation* defines these seven characteristics:

- *Location* is the place where the historic property was constructed.
- *Design* is the combination of elements that create the form, plans, space, structure and style of the property.
- *Setting* addresses the physical environment of the historic property inclusive of the landscape and spatial relationships of the building/s.
- *Materials* refer to the physical elements that were combined or deposited during a particular period of time and in a particular pattern of configuration to form the historic property.
- *Workmanship* is the physical evidence of the crafts of a particular culture or people during any given period in history.
- *Feeling* is the property's expression of the aesthetic or historic sense of a particular period of time.
- *Association* is the direct link between an important historic event or person and a historic property.

This building is not a historical resource, therefore no period of significance can be determined. For information purposes, the building has been extensively altered over the years as detailed above.

---

<sup>6</sup> California Code of Regulations Title 14, Chapter 11.5

<sup>7</sup> *ibid*

## VIII. CONCLUSION

1420 Taraval Street is not individually eligible for listing in the California Register of Historical Resources. The property is not located in a potential historic district. .

## IX. BIBLIOGRAPHY

### *Published*

California Office of Historic Preservation. "Instructions for Recording Historical Resources." Sacramento, 1995.

Olmsted, Roger and T. H. Watkins. *Here Today: San Francisco's Architectural Heritage*. San Francisco: Junior League of San Francisco Inc., 1968.

### *San Francisco City Directories.*

San Francisco Department of City Planning. "CEQA Review Procedures for Historical Resources." (San Francisco: 2005).

U.S. Department of the Interior, National Park Service. *National Register Bulletin 15: How to Apply the National Register Criteria for Evaluation*. Washington, D.C.: National Park Service, rev. ed. 1998.

### *Public Records*

San Francisco Office of the Assessor-Recorder. Deeds, maps, and *Sales Ledgers*.

San Francisco Bureau of Building Inspection, Records Management.

Sanborn Maps, San Francisco California, 1915, 1928, 1950, 1990s,

X. APPENDIX

NORTH SIDE OF TARAVAL BETWEEN 24<sup>TH</sup> AND 25<sup>TH</sup> AVENUES





SOUTH SIDE OF TARAVAL BETWEEN 24<sup>TH</sup> AND 25<sup>TH</sup> AVENUES







Permits for 1240 Taraval Street

2353  
No. 999999

APPLICATION  
OR  
For Permit to Erect

1420 Taraval  
frame MRG

Location: 977th Ave of Taraval  
P.O. address of site owner

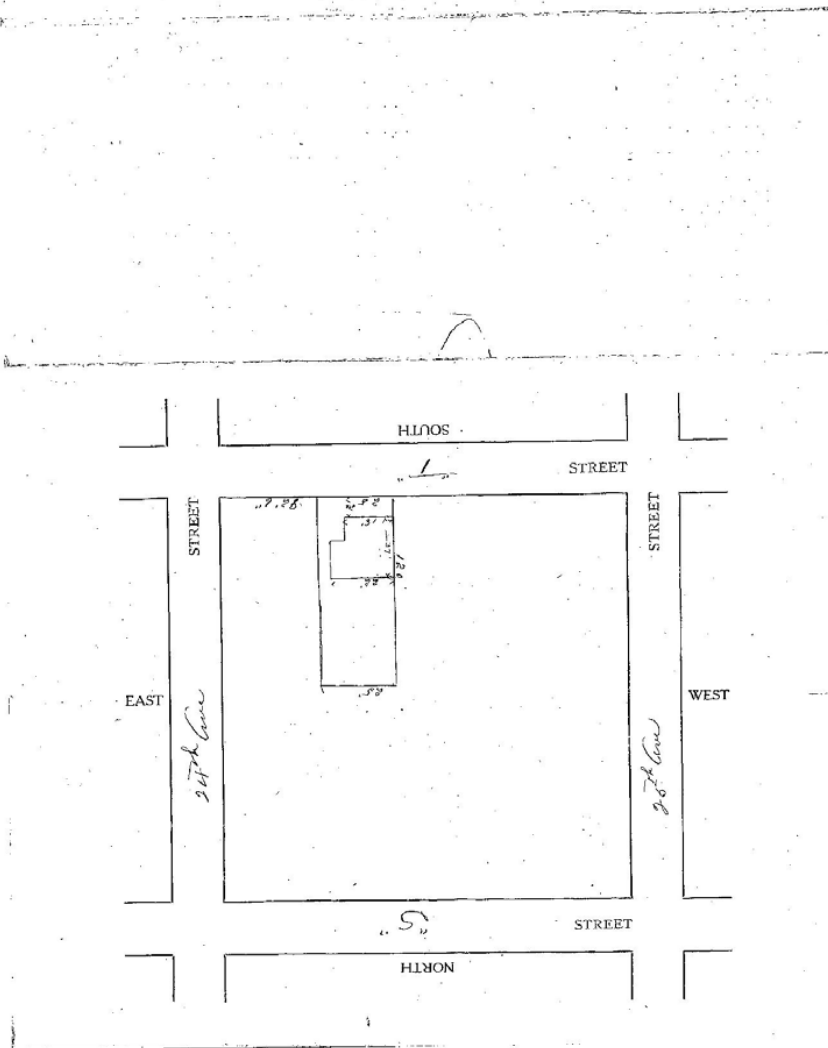
Filed: JAN 22 2017 10:19 AM

Price 381 to be demolished w/ 3  
381 to be demolished with  
a good price offer  
S. S. Stevenson

Approved: [Signature]  
Chief Building Inspector  
Date: June 30, 2017

RECEIVED  
JUN 30 2017

OFFICIAL COPY



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Dept. of Public Works, Bureau of Bldg. Inspection P. No. 2

Applicant must indicate in ink correctly and distinctly on the back of this sheet, a diagram of the lot with street, alleys, location of existing buildings on the lot, if any, and location and dimensions of proposed buildings. Plans and Specifications must be fastened together.

APPLICATION FOR BUILDING PERMIT
FRAME BUILDING

Application is hereby made to the Board of Public Works of the City and County of San Francisco for permission to build frame building on the lot situated at the north side of T Street...

All provisions of the building law shall be complied with in the erection of said building, whether specified herein or not. Estimated cost of building \$3,500.00 Building to be occupied as a dwelling by No. 1 families

Size of Lot 25 feet front 25 feet rear 120 feet deep.

Size of proposed building 22 ft by 37 ft. Extreme height of building 35 ft.

Height in clear of cellar 3 ft Height in clear of first story 8 ft

Height in clear of second story 9 ft Height in clear of third story

Height in clear of fourth story Height in clear of fifth story

Foundation to be of, material concrete thickness, 8 inches.

Size footings 12 inches. Greatest height 2 ft

Size of studs in basement 2 by 6 inches 16 inches on centers.

Size of studs in first story 2 by 4 inches 16 inches on centers.

Size of studs in second story 2 by 4 inches 16 inches on centers.

Size of studs in third story by inches inches on centers.

Size of studs in fourth story by inches inches on centers.

Size of studs in fifth story by inches inches on centers.

Wall covering to be of material and shingles

First floor joists 2 by 10 inches 16 inches on centers. Longest span between supports 12 ft.

Second floor joists 2 by 10 inches 16 inches on centers. Longest span between supports 12 ft.

Third floor joists by inches inches on centers. Longest span between supports ft.

Fourth floor joists by inches inches on centers. Longest span between supports ft.

Fifth floor joists by inches inches on centers. Longest span between supports ft.

Rafters 2 by 4 inches 22 inches on centers. Longest span between supports 11 ft.

Roof covered with shingles Steep or flat?

Studs in bearing partitions 4 by 4 inches 16 inches on centers. Bearing partitions must be same as outside ones.

Chimneys of terra cotta lined with plastered

Any gas grates? 1 Any patent flues? 3 Is the building to be heated, and how?

Any opening to basement in sidewalk? Any elevator, freight-passage or dumb?

There are to be 2 stairways 42 ft wide located front rear

I hereby agree to save, indemnify and keep harmless the City and County of San Francisco against all liabilities, judgments, costs and expenses which may in anywise accrue against said city and county in consequence of the granting of this permit...

Name of Architect

Address

Name of Builder Hugh Kearney Const. Co. Address 300 Webster St.

Address 300 Webster St. By H. C. Kearney

(Note—The owner's name must be signed by himself or by his Architect or authorized Agent.)

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**SAN FRANCISCO**  
**DEPARTMENT OF**  
**BUILDING INSPECTION**

BLDG. FORM No. 3 APPLICATION FOR PERMIT TO MAKE ADDITIONS, ALTERATIONS or REPAIRS TO BUILDING

Owner Alex Spaccan  
 Location 1420 Taraval St  
 Cost \$ 7500  
 Filed MAY 28 1946  
 Approved: MAY 2 1946  
 Superintendent Bureau of Building Inspection M  
 Permit No. 83161  
 Issued: JUN 12 1946

*Report favorable*  
H.F. King  
5/28/46

Workmen's Compensation Insurance Policy or Certificate filed with Central Permit Bureau   
 No Workmen's Compensation Insurance Policy or Certificate on file for reason of exclusion checked:   
 (a) No one to be employed   
 (b) Casual labor only to be employed   
 (c) Services or labor to be performed in return for aid or sustenance only, received from any religious, charitable or relief organization

Approved: C Superintendent Bureau of Building Inspection  
 Zoning: C  
 Approved: Spaccan City Planning Commission  
 Approved: \_\_\_\_\_ Director of Public Health  
 Approved: \_\_\_\_\_ Department of Electricity  
 Approved: \_\_\_\_\_ Bureau of Engineering  
 Approved: \_\_\_\_\_ Art Commission

**Bureau of Fire Prevention and Investigation**  
 Construct and install on building to satisfaction of Bureau of Fire Prevention, the following fire protection equipment and appliances:

F. D. (Dry) Standpipes.....  
 Wet Standpipes.....  
 Hose Reels.....  
 Tanks.....  
 Down Pipes.....  
 Automatic Fire Pumps.....  
 Automatic Sprinkler System.....  
 Water Service Connection.....  
 Ground Floor Pipe Casings.....  
 Refrigeration.....  
 Incinerators.....

APPROVED: FRANK P. KELIX, Chief  
 Division of Fire Prevention and Investigation  
 By: P. J. M. = K

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SAN FRANCISCO PERMIT BUREAU F. NO. 455  
DEPARTMENT OF PUBLIC WORKS  
BLDG. FORM  
DEPARTMENT OF BUILDING INSPECTION

Write in Ink—File Two Copies

CITY AND COUNTY OF SAN FRANCISCO

CENTRAL PERMIT BUREAU

APPLICATION FOR BUILDING PERMIT  
ALTERATION

RECEIVED  
MAY 28 1946

Application is hereby made to the Department of Public Works of the City and County of San Francisco for permission to build in accordance with the plans and specifications submitted herewith and according to the description and for the purpose hereinafter set forth:

- (1) Location 1420 Taraval st
- (2) Present use of building Family Dwelling No. of families one
- (3) Use of building hereafter Residence No. of families one
- (4) Total Cost \$ 750.00
- (5) Description of work to be done. None under the existing building 18' x 20'

(6) APPLICANT MUST FILL OUT COMPENSATION INSURANCE DATA ON REVERSE SIDE.

- (1) Supervision of construction by Peter E. Vidicovich  
Address 1442 Taraval st

I hereby certify and agree, if a permit is issued, that all the provisions of the BUILDING LAW, THE BUILDING ZONE ORDINANCES, SET-BACK LINE REQUIREMENTS AND THE FIRE ORDINANCES OF THE CITY AND COUNTY OF SAN FRANCISCO and the STATE HOUSING ACT OF CALIFORNIA will be complied with, whether herein specified or not; and I hereby agree to save, indemnify and keep harmless the City and County of San Francisco against all liabilities, judgments, costs and expenses which may in anywise accrue against said city and county in consequence of the granting of this permit, or from the use or occupancy of any sidewalk, street or sub-sidewalk placed by virtue thereof, and will in all things strictly comply with the conditions of this permit.

- (8) Architect  
Certificate No. \_\_\_\_\_ License No. \_\_\_\_\_  
State of California City and County of San Francisco  
Address \_\_\_\_\_

- (9) Engineer  
Certificate No. \_\_\_\_\_ License No. \_\_\_\_\_  
State of California City and County of San Francisco  
Address \_\_\_\_\_

- (10) Plans and specifications prepared by  
Other than Architect or Engineer  
Address \_\_\_\_\_

- (11) Contractor Peter E. Vidicovich  
License No. 15031 License No. 1287  
State of California City and County of San Francisco  
Address 1442 Taraval st

- (12) Owner Alex Stavros  
Address 1420 Taraval st

By Peter E. Vidicovich Owner's Authorized Agent

THE DEPARTMENT WILL CALL UP TELEPHONE NO. Montana 2368  
IF ANY ALTERATIONS OR CHANGES ARE NECESSARY ON THE PLANS SUBMITTED.



C. P. B. Copy \$750.00  
Est. Cost

CITY AND COUNTY OF SAN FRANCISCO  
DEPARTMENT OF PUBLIC WORKS  
BUREAU OF BUILDING INSPECTION

## CERTIFICATE OF FINAL COMPLETION

For work described in building permit application number 39133

1420 Taraval St. Street  
Home No. Alter one story & basement frame

Class title dwelling. (Occupancy)

Nature of construction Rebuild front porch and stairs

Work under building permit issued pursuant to above stated application has been completed in accordance with the laws pertaining thereto.

H. J. Kay Building Inspector John G. Little

10-1-46 Date JOHN G. LITTLE, SUPERINTENDENT  
BUREAU OF BUILDING INSPECTION / 13

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SAN FRANCISCO  
DEPARTMENT OF  
BUILDING INSPECTION

BLDG. FORM No. 355-10  
3 APPLICATION OF

FOR PERMIT TO MAKE  
ADDITIONS, ALTERATION or REPAIRS  
TO BUILDING

Location: 1420 Taraval St

Total Cost \$ 2,500.00  
Filed April 12, 1968

APPROVED  
APR 23 1968  
Capt. Public Works

APR 23 1968  
SUPERVISOR  
BUILDING INSPECTION

Superintendent, Bureau of Building Inspection  
Permit No. 319312  
APR 23 1968

Issued 19

EF

REFER TO:  
Bureau of Engineering  
BBI Struct. Engineer  
Boiler Inspector  
Art Commission  
Dept. of Public Health  
Dept. of Electricity  
Redevelopment Agency  
Parking Authority  
Approved 4/18 1968  
Provided the following conditions are complied with:

I agree to comply with all conditions or stipulations of this permit as set forth in the various Bureaus or Departments noted herein.  
D. W. Maguire  
Director or Owner's Authorized Agent

Approved:

Department of Public Health

Approved:

Department of Electricity

Approved:

Art Commission

Approved:

Boiler Inspector

Approved:

Redevelopment Agency

Approved:

Parking Authority

No portion of building or structure or scaffolding used during construction to be closer than 6'0" to any wire containing more than 750 volts. See Sec. 385 California Penal Code.

Approved:  
Zone  
CPC Standards  
Department of City Planning  
Approved:

Department of City Planning

Approved:

Bureau of Fire Prevention & Public Safety

Approved:

Approved:  
D. W. Maguire  
Civil Engineer, Bureau of Building Inspection

Approved:

Bureau of Engineering

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SAN FRANCISCO  
DEPARTMENT OF PUBLIC WORKS  
BUILDING INSPECTION

CENTRAL PERMIT BUREAU F435

Write in Ink—File Two Copies

CITY AND COUNTY OF SAN FRANCISCO

DEPARTMENT OF PUBLIC WORKS

BDDG. FORM

3

APPLICATION FOR BUILDING PERMIT  
ADDITIONS, ALTERATIONS OR REPAIRS

CENTRAL PERMIT BUREAU

APR 12 1968

Application is hereby made to the Department of Public Works of San Francisco for permission to build in accordance with the plans and specifications submitted herewith and according to the description and for the purpose hereinafter set forth:

- (1) Location 1420 TARAVAL ST.
- (2) Total Cost (\$) 2000. (3) No. of Stories 2 (4) Basement or Cellar No
- (5) Present Use of building Dwelling (6) No. of families 1 (7) Proposed Use of building 1 (8) No. of families 1
- (9) Type of construction 5 (10) Residential RP
- (11) Any other building on lot No (must be shown on plot plan if answer is yes, yes or no)
- (12) Does this alteration create an additional story to the building? No (yes or no)
- (13) Does this alteration create a horizontal extension to the building? No (yes or no)
- (14) Does this alteration constitute a change of occupancy No (yes or no)
- (15) Electrical work to be performed No (16) Plumbing work to be performed No (yes or no)
- (17) Automobile runway to be altered or installed No (yes or no)
- (18) Sidewalk over sub-sidewalk space to be repaired or altered No (yes or no)
- (19) Will street space be used during construction? No (yes or no)
- (20) Write in description of all work to be performed under this application: (Reference to plans is not sufficient)

Underpin West Foundation Wall

- (21) Supervision of construction by \_\_\_\_\_ Address \_\_\_\_\_
- (22) General Contractor T. Sullivan Co. California License No. 144895  
Address 1375 Van Dyke St.
- (23) Architect or Engineer J.F. Mitchell California Certificate No. \_\_\_\_\_  
(for design) Address 2201 Filbert St.
- (24) Architect or Engineer \_\_\_\_\_ California Certificate No. \_\_\_\_\_  
(for construction) Address \_\_\_\_\_

(25) I hereby certify and agree that if a permit is issued for the construction described in this application, all the provisions of the permit and all laws and ordinances applicable thereto will be complied with. I further agree to save San Francisco and its officials and employees harmless from all costs and damages which may accrue from use or occupancy of the sidewalk, street or sub-sidewalk space or from anything else in connection with the work included in the permit. The foregoing covenant shall be binding upon the owner of said property, the applicant, their heirs, successors and assignees.

- (26) Owner M. Stavros (Phone 622-4660)  
Address 1420 Taraval St.

By T. H. Sullivan Address 1375 Van Dyke St.  
Owner's Authorized Agent to be Owner's Authorized Architect, Engineer or General Contractor.  
CERTIFICATE OF FINAL COMPLETION AND/OR PERMIT OF OCCUPANCY MUST BE OBTAINED ON COMPLETION OF WORK OR ALTERATION INVOLVING AN ENLARGEMENT OF THE BUILDING OR A CHANGE OF OCCUPANCY PURSUANT TO SEC. 808 AND 809, SAN FRANCISCO BUILDING CODE, BEFORE BUILDING IS OCCUPIED.  
Pursuant to Sec. 804, San Francisco Building Code, the building permit shall be posted on job. Owner is responsible for approved plans and application being kept at building site.

APPROVAL OF THIS APPLICATION DOES NOT CONSTITUTE AN APPROVAL FOR THE ELECTRICAL WIRING OR PLUMBING INSTALLATIONS. A SEPARATE PERMIT FOR THE WIRING AND PLUMBING MUST BE OBTAINED.

THIS IS NOT A BUILDING PERMIT. NO WORK SHALL BE STARTED UNTIL A BUILDING PERMIT IS ISSUED.



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DEPARTMENT OF BUILDING INSPECTION

APPROVED FOR PERMIT MAY 03 1982

APPROVED Dept. Public Works

MAY 11 1982

APPROVED BY: [Signature]

FILED

DATE FILED: 4/29/82, 481348, MAY 11 1982

CITY AND COUNTY OF SAN FRANCISCO DEPARTMENT OF PUBLIC WORKS

APPLICATION FOR BUILDING PERMIT ADDITIONS, ALTERATIONS OR REPAIRS

APPLICATION TO PERFORM WORK TO THE EXISTING OR NEW WORKS OF SAN FRANCISCO SUBJECT TO THE BALANCE WITH THE PLANS AND SPECIFICATIONS SUBMITTED HEREWITH AND ACCORDING TO THE DESCRIPTION AND FOR THE PURPOSE HEREINAFTER SET FORTH:

1) STREET ADDRESS OF JOB: 1420 TARAVAL STREET APR 30 1982

2) ESTIMATED COST OF JOB: ABOUT \$80-100

NO. 3

8-13-82 00203987

Table with columns for TYPE OF CONSTRUCTION, NUMBER OF STORIES, DESCRIPTION OF EXISTING BUILDING, and DESCRIPTION OF BUILDING AFTER PROPOSED ALTERATION. Includes sections for GENERAL CONTRACTOR, ARCHITECT OR ENGINEER, and CONSTRUCTION UNDER PERMIT.

IMPORTANT NOTICES: No change shall be made in the character of the occupancy or use without first obtaining a Building Permit...

CONTRACT APPROVED BY: [Checkboxes for Owner, Architect, Engineer, etc.]

APPLICANT'S CERTIFICATION: I HEREBY CERTIFY AND AGREE THAT IF A PERMIT IS ISSUED FOR THE CONSTRUCTION DESCRIBED IN THIS APPLICATION...

NOTICE TO APPLICANT: HOLD HARMLESS CLAUSE: The Permittee, by acceptance of this permit, agrees to indemnify and hold harmless the City and County of San Francisco...

Checkboxes for work types: 1) Alterations, 2) New Construction, 3) Electrical, 4) Mechanical, 5) Plumbing, 6) Fire Protection, 7) Other.

APPROVED BY: [Signature] DATE: 4/29/82

OFFICIAL COPY

DEPARTMENT OF BUILDING INSPECTION

CONDITIONS AND STIPULATIONS

APPROVED:	DATE: _____
<i>Stacy Jensen</i> BUILDING INSPECTOR, BUREAU OF BLDG. INSP.	REASON: _____
APPROVED:	DATE: _____
<input type="checkbox"/> No approval by the Department of City Planning is required for the requested permit to use of this property if it does not conform to the City Planning Code. <i>Stacy Jensen</i> DEPARTMENT OF CITY PLANNING	REASON: _____
APPROVED:	DATE: _____
<input type="checkbox"/> BUREAU OF FIRE PREVENTION & PUBLIC SAFETY	REASON: _____
APPROVED:	DATE: _____
<input type="checkbox"/> CIVIL ENGINEER, BUREAU OF BLDG. INSPECTION	REASON: _____
APPROVED:	DATE: _____
<input type="checkbox"/> BUREAU OF ENGINEERING	REASON: _____
APPROVED:	DATE: _____
<input type="checkbox"/> DEPARTMENT OF PUBLIC HEALTH	REASON: _____
APPROVED:	DATE: _____
<input type="checkbox"/> REDEVELOPMENT AGENCY	REASON: _____
APPROVED:	DATE: _____
<input type="checkbox"/> RESIDENTIAL ENV. INSPECTOR, DIV. OF APPL. & HOTEL INSP. S.B.I.	REASON: _____
APPROVED:	DATE: _____
<input type="checkbox"/>	REASON: _____

HOLD SECTION - NOTE DATES AND NAMES OF ALL PERSONS NOTIFIED DURING PROCESSING

I AGREE TO COMPLY WITH ALL CONDITIONS OR STIPULATIONS OF THE VARIOUS BUREAUS OR DEPARTMENTS NOTED ON THIS APPLICATION, AND ATTACHED STATEMENTS OF CONDITIONS OR STIPULATIONS, WHICH ARE HEREBY MADE A PART OF THIS APPLICATION.  
 NUMBER OF ATTACHMENTS   
*Mr. J. Dolan*  
 SIGNATURE OF OWNER, LESSEE OR AUTHORIZED AGENT FOR OWNER OR LESSEE.