



REPORT

CONSULTING STRUCTURAL ENGINEERS

# RICHARDSON & WOODS HALLS SEISMIC REVIEW

PREPARED FOR

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Date: June14, 2004

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## Executive Summary

Holmes Culley has completed a phase 1 seismic review of 4 buildings at the UC Extension Laguna Site, for the purposes of a possible lease to Mercy Housing and A.F. Evans for housing purposes. The buildings are:

- Woods Hall
- Woods Hall Annex
- Richardson Hall (in two parts – the main building and the annex)
- Middle Hall Gymnasium

The buildings are all of a similar age, having been designed and constructed during the 20's and 30's. They are generally of one or two stories in height, and most with partial basements. The construction of each is similar. Typically they have clay tile roofs, supported on wood sheathing and steel or wood trusses. The main structure below roof level is reinforced concrete, either load-bearing walls or frames. The foundations are typically either concrete pads or strip footings, for columns and walls respectively.

The buildings are generally in good condition, and well maintained, although there is some cracking in the north side of Woods Hall, and some water damage, in particular in the basement of the Middle Hall.

Seismically, the roof structures of all of the buildings are deficient, due to the lack of strength of the sheathing and its connection to the supporting structure. This may be mitigated generally either through steel cross-bracing or the installation of a plywood ceiling diaphragm.

Richardson Hall has severe deficiencies in the discontinuity of the concrete shear walls below the north floor, in both the north wing of the main building, and the entire annex building. There is also a horizontal offset of the north wall of the west wing, above the second floor. These are potential life safety and collapse hazards.

There are also some non-structural hazards comprising mainly the hollow clay tile partitions (which should be removed, encapsulated, or strengthened; and possibly the chimney of Richardson Hall, which requires further assessment.

Mitigation measures have been proposed for all of the conditions above, and broad cost estimates have been developed, based on an earlier report prepared for Richardson Hall, by Degenkolb. These cost estimates are presented below, excluding any allowance for architectural upgrades that may be triggered by this work. These cost estimates are for preliminary budgeting purposes only, and should not be construed as a final estimate of the overall cost of strengthening. They exclude any allowance



for soft costs. It should be noted also that this assumes that the main structures of each building are compatible with any envisaged uses.

If significant alterations are required to the structure to incorporate new uses, there may be significant cost penalty. In particular, it is apparent that both Woods Hall and Richardson hall have internal shear walls that are likely to conflict with future planning requirements. Partial or total removal of these walls will add significant cost penalty to the project.

These costs are generally in line for what might be expected for similar levels of seismic upgrade for buildings in the San Francisco area, with the exception of the Richardson Hall Annex, which is distorted by the amount of work required at both foundation and roof level, for a single story building.

It is recommended that further study is completed to develop a more comprehensive preliminary design for cost estimating purposes.

Table 1 : Preliminary Cost Estimates

Building	Overall cost \$,000	Unit Rate cost \$ per sq. ft.
Woods Hall	\$1,401	\$55
Woods Hall Annex	\$516	\$48
Richardson Hall	\$2,234	\$64
Richardson Hall Annex	\$790	\$235
Middle Hall Gymnasium	\$737	\$60
<b>Sub-Total</b>	<b>\$5,679</b>	
Overhead and Profit, 10%	\$568	
Contingency, 15%	852	
<b>Total</b>	<b>\$7,098</b>	



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## 1. Introduction

Holmes Culley has been engaged to perform a structural review of the existing Richardson and Woods Hall buildings (including the Woods Hall Annex and the Gymnasium) at the UC Berkeley Extension Campus site, bounded by Herman, Laguna, Haight and Buchanan Streets in San Francisco. Refer to Figure 1 below. The subject buildings are shaded.

This report is phase 1 of the overall study, a preliminary structural evaluation, based primarily on a study of the original construction drawings and qualitative assessment. Phase 2, if required, will follow, and will consist of a more detailed study of critical elements.

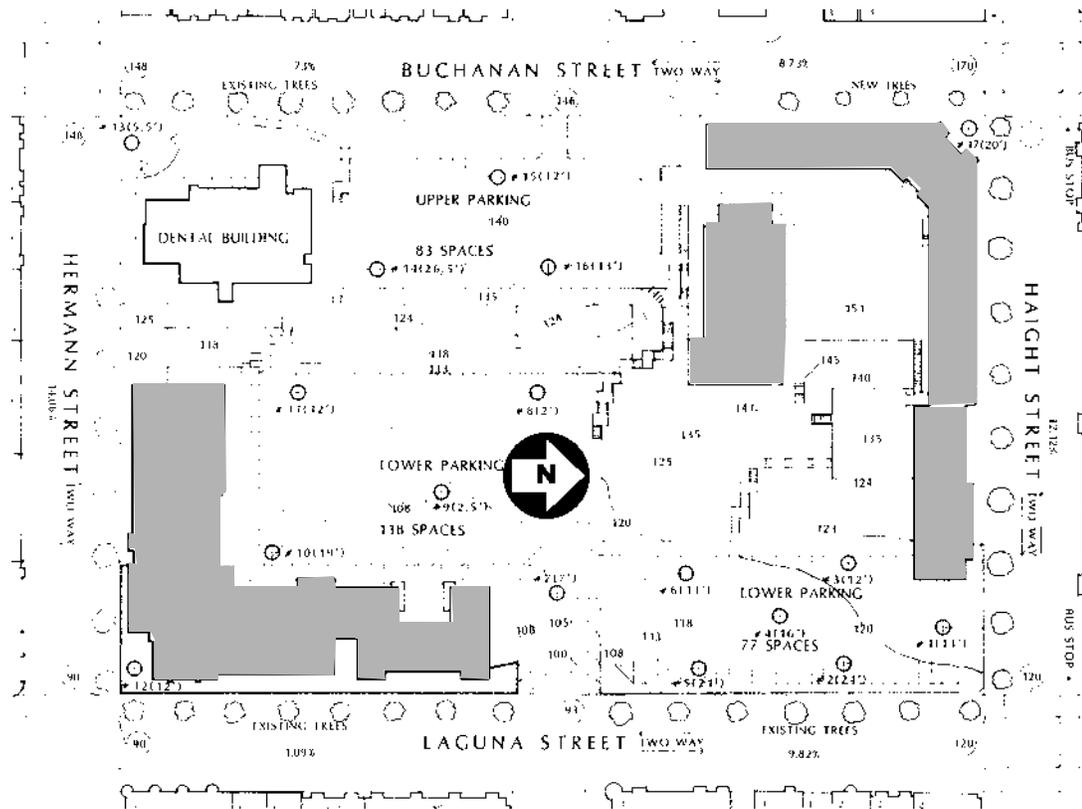


Figure 1 : Site Plan



## 2. Scope of Work

The scope of work for this project (in accordance with the Holmes Culley Work Authorization of March 2004) is generally as follows:

*At your direction we will limit our scope of work to the review of the Richardson Hall, Woods Hall (with annex) and the Middle Hall Gymnasium building. The Dental building is specifically excluded from the study. Our primary focus will be on the Richardson Hall and Woods Hall buildings.*

*We have limited our scope of work in this proposal to the evaluation of the existing buildings and providing recommendations for any renovations or seismic retrofit. Should the structural recommendations be required for any proposed new construction they will be the subject of a future proposal.*

*We propose to divide our scope of services into two phases as described below.*

### **Phase I – Preliminary Analysis**

*In this phase we propose to undertake building walk through and visual examinations of the existing structures and review all available documentation. We will undertake a code analysis of the seismic upgrade triggers and provide a preliminary evaluation of the structural load resisting capacity of the buildings for both gravity and lateral (seismic & wind) loading. The evaluation undertaken in this phase will be qualitative only and we do not propose to undertake any design calculations at this stage. The findings from this phase of work will be presented in the form of a letter report that outlines the feasibility of any potential structural remodel and retrofit of the existing structures.*

*Work undertaken in this phase includes,*

- *Building walk-through of Richardson Hall, Woods Hall and the Middle Hall Gymnasium.*
- *Review available structural & architectural drawings.*
- *Review previous structural evaluation reports available.*
- *Undertake qualitative analysis of existing structures.*
- *Undertake code analysis.*
- *Prepare a letter report with preliminary structural evaluation.*

## 3. Limitations

Findings presented as a part of this project are for the sole use of the *client* in its evaluation of the subject properties. The findings are not intended for use by other parties, and may not contain sufficient information for the purposes of other parties or other uses. Our professional services are performed using a degree of care and skill normally exercised, under similar circumstances, by reputable consultants practicing in this field at this time. No other warranty, expressed or implied, is made as to the professional advice presented in this report.



#### 4. Statutory Requirements

The buildings have been evaluated with respect to the relevant sections of the San Francisco Building Code, in anticipation of conversion for use as housing. Although the site remains the property of UC Berkeley, as it will no longer be in use for the University, it has been assumed for this study that the housing use will govern the required standards.

Assuming that the San Francisco Building Code is the prevailing standard, it is noted that the assumptions stated below assume an equivalent or lesser use, as it affects the building occupant load. This implies that although the requirement to assess and or upgrade to 75% of the current lateral load level is accepted, there is no requirement to upgrade to a higher level, and no requirement to upgrade the gravity load system.

Another consideration is the State Historical Building Code, which may be applicable in the case of buildings to be strengthened.

#### 5. Earthquake Loads

Subject to a determination of the prevailing applicable building standard, the buildings are to be assessed against a nominal seismic load of 75% of the current UBC load level. This is the minimum level accepted for University buildings, and also would be the required load level to satisfy Section 3403.6 of the SFBC and the State Historical Building Code.

#### 6. Documents Reviewed

The following documents were available for our review:

Department of Public Works of the State of California drawings:

- Science Building for the SF State Teachers College, dated 1926
- Addition to Science Building for the SF State Teachers College, dated 1935
- Three Training School Units for the SF State Teachers College, dated 1927.
- Kindergarten for the SF State Teachers College, dated 1926
- Gymnasium for the SF State Teachers College, dated 1923

Ward Thomas A.I.A. drawings for UC Extension Center, dated 1957.

Ripley Associates drawings for the French American International School, dated 1990

Bowles, Kendrick & Lemanski drawings for Middle Hall Alterations, dated 1998

Draft Seismic Evaluation for Richardson Hall, prepared by Degenkolb, December 8, 1997



## 7. Building Evaluations

The following are our observations of the buildings reviewed, and our conclusions as to their condition and seismic load resisting capacity, and recommendations as to future work required to bring the buildings to a suitable standard for reuse. In all cases, the recommendations made are subject to further assessment to confirm our preliminary findings.

It is important to note that all the assessments assume that the existing structural configuration is maintained in its current form. It is recognized however that planning related to future use may require removal or significant alteration to existing load-bearing structure. This could incur significant cost penalty. It is considered likely that this may occur, particularly in Woods Hall and Richardson Hall, where the internal structural walls carry a significant proportion of the seismic load demand, and are in configurations that may not suit future reuse for other than educational purposes.

### 7.1. General

#### 7.1.1. Site Geology and Soils

The site slopes generally form the north-west corner down to the east, with the Laguna Street frontage being the lowest side. Bore logs from the Gymnasium site indicate a variable thickness of topsoil underlain by weathered rock, typically serpentine. This corresponds with the San Francisco soils map, which classifies the site as 'Kjs – Intensely Sheared Franciscan Group Rocks'. These are relatively soft rocks, containing large amounts of clay minerals.

The site is also on the border of a region of potentially liquefiable material, which may extend under the site near the intersection of Waller Street, approximately half way along the Laguna Street frontage.

The site is approximately 7 miles east of the San Andreas Fault, and 12 miles west of the Hayward Fault. These are the major faults in the region, and are both capable of producing large ground motions. Given the founding conditions, it is assumed that the site would be regarded as a 'Soft Rock' site in accordance with the Building Code. Buildings on harder sites such as this tend to perform better than buildings on softer sites, due to the reduced amplification of seismic movements on the harder sites.

There is minimal likelihood of gross settlement or liquefaction at the site, although there may be some potential for this at the lower part of the site along Laguna Street.

Hazards which may be expected to exist at the site are large ground motion, and a degree of landslide, due to the steep slopes, particularly around the parking.



### 7.1.2. Building Types

All of the buildings were originally constructed in the late 20's and early 30's, and share similar design characteristics:

- All are reinforced concrete buildings, with concrete floors and wooden roof structures, clad in clay tiles.
- All share a similar architecture, loosely described as a Mission style, characterized by relatively substantial walls and frames, with relatively modest window openings.

In general, the buildings appear to have been well-maintained. They are in reasonable condition externally, with only minor cracking, and few obvious evidence of settlement or movement except where noted below. Most observations on site tally with the original details, and consequently it has been assumed that the buildings were constructed substantially as detailed for the purposes of this study, unless noted otherwise.

## 7.2. Woods Hall

### 7.2.1. Existing Structure

Designed in 1926 by the Department of Public Works of the State of California, Woods Hall was originally the Science Building of the San Francisco State Teachers College. It is an L-shaped building at the corner of Buchanan and Haight Streets, with each wing approximately 190' long (measured from the corner) by 34' wide. It is generally a 2 story building, with a small partial basement near the apex of the two wings. The area of the building is approximately 25,500 square feet, excluding the basement.

The main entrance from the exterior of the site is at the second floor level at the corner of Haight and Buchanan Streets. From there the site slopes steeply down Haight Street, so that the basement is approximately at ground level at the east end of the east wing. Along Buchanan, the slope is less pronounced, but the first floor is approximately at ground level at the south end of the south wing. The first floor is at the same level generally as the courtyard between Woods Hall and the Gymnasium.

The building has been reasonably well maintained, although there is some evidence of cracking at the north face of the building in several locations, typically most pronounced over the windows at second floor level. This may have been the result of some settlement or creep in the foundations, or shrinkage of the concrete. It does not appear to have been the result of seismic movement.



### **Gravity structure**

The building has a clay tile roof, laid on felt on 1" wood sheathing. The sheathing is supported on 2 x 6 wooden trussed rafters, which land on a 2 x 6 wooden plate that is bolted to the top of the supporting structure. Typically the supporting structure is the perimeter and corridor walls, with the exception of the lobby area at the apex of the wings and the end of the south wing. In both cases the trusses are also supported on steel beams that span between concrete columns and the concrete walls.

The second floor is reinforced concrete, 2½" thick in the classrooms (spanning between concrete joists at 2' 1" on center), and 4" thick in the corridors (spanning approximately 8' across the corridor, with concrete tie beams).

The first floor is of similar construction to the corridors at the second floor, with a grid of beams and girders at approximately 8' on center across the rooms.

Founding is on strip footings and pads for the walls and columns respectively.

### **Lateral Load Resisting Structure**

The floors and roof act as structural diaphragms to transfer seismic loads into the supporting walls at the perimeter of the structure, between the classrooms (in some cases) and along the corridors. These walls are typically 8" thick centrally reinforced concrete. The walls are generally well proportioned with few openings, with the exception of the courtyard facing walls, which have many large openings.

#### **7.2.2. Seismic Assessment**

Despite its age, the primary structure of Woods Hall is reasonably well detailed and proportioned for seismic loads. The concrete walls are moderately reinforced, but are typically well proportioned, and extensive. All walls appear to be continuous to the foundation level. There may be some minimal frame action required on the courtyard facing walls, but the concrete floor diaphragms are probably strong enough to transfer seismic forces away from the courtyard walls.

Consequently, the primary structural system may be expected to perform reasonably in a moderate earthquake.

The main concern with the building is the roof diaphragm. The diaphragm is constructed of 1" wood sheathing, assumed to be straight boards only. (Note that the Degenkolb report refers to plywood, but this is unlikely. The roof appears to be



substantially original apart from minor repairs and maintenance). This is inadequate to sustain the shear loads that would be imparted by a moderate to large earthquake.

Additionally, the connections of the roof diaphragm are probably inadequate to transfer the likely seismic load into the supporting structure. The top plate is reasonably well connected, with 5/8" bolts at 4' on center embedded into the eaves beam, but the sheathing itself relies on simple carpenter's nailed connections, which are unlikely to be sufficient compared to modern practice.

Finally, the interior walls (at the corridor and between the classrooms) do not appear to extend to the roof diaphragm level, so there is no positive connection at all for those walls.

Overall, we expect that the building's performance would be fair in a moderate earthquake, but that there could be significant damage at the roof level in the event of a large earthquake, due to failure of the roof diaphragm.

Although non-structural items were not specifically reviewed, there is a significant hazard in the partitions. Many of the original partitions appear to have been removed and replaced with wood-framed partitions, but some of the original hollow clay tile partitions remain in place, typically between the classrooms. Hollow clay tile partitions are a well-documented hazard, and are prone to collapse under out-of-plane loading, in the event of moderate to strong shaking.

### 7.2.3. Recommendations

The weakness of the diaphragm could be mitigated either by adding plywood to provide additional in-plane strength, or by providing supplemental steel cross-bracing to the roof trusses.

Given the nature of the existing roof, it is likely that the least intrusive and most efficient way to achieve this would be to replace the existing ceilings with a new plywood ceiling. This would have the additional benefit of being more easily connected to the corridor and transverse shear walls that do not currently extend to the roof level.

Connections for the new plywood diaphragm could be relatively simply made at the perimeter by epoxy dowelling a new wooden ledger to the existing concrete beams, to nail the new plywood to.

If the new plywood were to follow the existing roof profile, it would probably necessitate removal of the existing roof, which would be problematic, and it may be difficult to replace the roof tiles in kind.

The hollow clay tile partitions should either be encapsulated in wood framed supporting walls, or be removed and new wood partitions placed where necessary. A further



alternative may be to bond FRP strips to both sides of the wall to give it some out-of-plane strength.

Further study is required to develop the above recommendations to a preliminary design that can be priced by a builder or estimator.

### 7.3. Woods Hall Annex

#### 7.3.1. Existing Structure

Designed in 1935 by the Department of Public Works of the State of California, the Woods Hall Annex was originally the Science Hall Addition. It is a regular rectangular structure, approximately 134' x 45', facing onto Haight Street. It is a two story building with a partial basement at the east end to house equipment. Due to the slope down Haight Street, the second floor of the Annex is at the same level as the first floor of Woods Hall. At the east end of the block, the basement is approximately at ground level. The total area of the building is approximately 10,700 square feet, excluding the basement.

The building has been reasonably well maintained, and there is little evidence of settlement or other movement.

#### **Gravity structure**

The building has a clay tile roof, laid on felt on 2 x 6 T&G wood sheathing. The sheathing is supported on heavy wood purlins which span between steel trusses at approximately 11' on center. The steel trusses are supported on concrete columns, linked by a reinforced concrete eaves beam.

The first and second floor structures are essentially the same, with 3½" thick concrete slabs spanning between beams at 5' 6" on center. The beams are in turn supported at the exterior onto the perimeter columns, and towards the center of the building on reinforced concrete girders which span between reinforced concrete columns.

The foundations of the building are a combination of strip footings at the perimeter of the building with isolated pad footings under the columns.

The basement level is under the eastern half of the building only, and has a concrete slab on grade poured between 8" to 10" thick concrete retaining walls.

#### **Lateral Load Resisting Structure**

The floors and roof act as structural diaphragms to transfer seismic loads into the concrete frames and walls.



At the roof level, the primary lateral load resistance is provided by a combination of concrete shear walls and moment frames at the perimeter of the structure. On the north and south (long) faces, the columns provide much of the load resistance in conjunction with short concrete shear walls at either end of the building.

Below the second floor level, there is a central transverse concrete shear wall in addition to the perimeter structure, and the perimeter shear walls are more extensive. At the basement level, the perimeter walls are substantially solid and act as shear walls to transfer the lateral loads to the strip foundations.

### 7.3.2. Seismic Assessment

Despite its age, the Woods Hall Annex is reasonably well detailed and proportioned for seismic loads. The concrete walls are moderately reinforced, but are typically well proportioned. The concrete frames are likely to exhibit a column hinging mechanism due to the stiffness of the spandrel beams at the first floor level, but this is mitigated by the shear walls which will prevent a story collapse at the first floor. Above the first floor, hinging of the columns is not such a serious concern as the vertical loads are reduced.

The concrete columns are reasonably well detailed, with 8-#6 longitudinal bars, and 5/16" tie sets at 8" on center. Although the transverse steel is less than would be required under current code provisions, this is still a reasonable degree of confinement.

Consequently, the primary structural system may be expected to perform reasonably in a moderate earthquake.

The main concern with the building is the roof diaphragm. The diaphragm is constructed of 2" wood sheathing, assumed to be straight boards only. This is inadequate to sustain the shear loads that would be imparted by a moderate to large earthquake.

Additionally, the connections of the roof diaphragm are probably inadequate to transfer the likely seismic load into the supporting structure. The trusses appear reasonably well connected, with 2- 7/8" bolts at the end of each truss, embedded into the tops of the columns, but the diaphragm itself relies on simple carpenter's nailed connections, which are unlikely to be sufficient compared to modern practice.

Overall, we expect that the building's performance would be fair in a moderate earthquake, but that there could be significant damage at the roof level in the event of a large earthquake, due to failure of the roof diaphragm.



No hollow clay tile partitions were found in this building in our walk-through, although there may be some in existence. It appears that many or all of the original partitions may have been removed and replaced.

### 7.3.3. Recommendations

The weakness of the diaphragm could be mitigated either by adding plywood to provide additional in-plane strength, or by providing supplemental steel cross-bracing to the steel trusses.

The solution for the connections depends on which solution is adopted for the overall diaphragm strengthening. If the existing diaphragm is upgraded by the addition of plywood, the connections could be mitigated by the addition of further connections at the perimeter of the roof structure, probably in the form of metal brackets which would be epoxy dowelled to the eaves beams or concrete walls, and nailed or lag screwed to the existing wood structure. If steel cross-bracing is added, the truss connections would need to be upgraded to handle the increased shear and tension forces at the existing joints. This would require the addition of new steel plates to be welded to the trusses, and epoxy dowelled to the concrete columns.

It is also recommended to extend the central shear wall above the second floor to meet the roof diaphragm, thus approximately halving the diaphragm shears. The efficiency of this is dependent on the future floor planning, but with a residential use, it is likely that additional partitions will be required.

Further investigation should be undertaken to verify that no hollow clay tile walls exist. If there are any, they should be removed, encapsulated or strengthened, as noted above in section 7.2.3.

Further study is required to develop the above recommendations to a preliminary design that can be priced by a builder or estimator.

## 7.4. Richardson Hall

Note that this section includes the original Boiler House and the main two story section of Richardson Hall. The original Kindergarten structure that recently housed the UC Extension offices is reported separately in section 6.5 below, as the Richardson Hall Annex.

### 7.4.1. Existing Structure

Designed in 1929 by the Department of Public Works of the State of California, Richardson Hall was originally designated as Training School Units of the San Francisco State Teachers College. It is an L-shaped building at the corner of Laguna and Herman



Streets, and was built over (and partly straddling) the previously existing Boiler House on the site. The west wing is approximately 210' long (measured from the corner) by 74' wide, and the north wing is approximately 131' long by 62' wide. At the apex of the two wings there is a double height auditorium space, with plan dimensions of 66' by 47'. It is generally a 2 story building, with a partial basement under the auditorium space. The total area of the building is approximately 35,000 square feet, excluding the boiler room.

The ground slopes up Herman street to the west, so that Laguna Street is at the basement level, and the second floor is approximately at street level at the west end of the west wing. The main entrance to the building is part way up Laguna Street from the outside of the site, or directly onto the first floor level from the Lower Parking area.

The building has been reasonably well maintained, and there is little evidence of settlement or other movement, with the exception of the basement area. Some diagonal cracking was noted in the concrete walls in the north wall of the original Fan room. This wall has been heavily punctured (for reticulation of services) subsequent to construction, and is a major lateral load bearing wall. It has been patch repaired, but the diagonal cracking that has occurred may have been the result of seismic action.

### **Gravity structure**

The building has a clay tile roof, laid on felt on 1" wood sheathing. Typically the sheathing is supported on 2 x 6 or 2 x 8 wooden trussed rafters, which land on a 2 x 6 wooden plate that is bolted to the top of the supporting structure. Over the auditorium, the sheathing is supported on 2 x 4 rafters on 6 x 10 purlins, which are supported on wood and steel rod trusses spanning the full width of the auditorium. Typically the supporting structure for the trusses comprises the perimeter and corridor walls.

The first and second floors are reinforced concrete slabs. At the second floor, the classroom slabs are 3½" thick, supported by concrete joists spanning from the corridor walls to the exterior walls. The corridor slabs are 4 to 6" thick, spanning up to 14' between the concrete corridor walls. At the north side of the west wing, over a length of approximately 110', the exterior wall steps in by approximately 40" above the second floor. The new exterior wall line is supported by a combination of some heavier concrete floor joists, and transverse concrete walls under.

The first floor is typically 3 ½" thick, spanning between concrete beams which span between concrete girders and walls (where they occur). The girders are supported by concrete columns or the concrete perimeter walls.

Founding is generally on strip footings and pads for the walls and columns respectively, with the exception of the north wing, which is founded entirely on pads approximately 10' below the first floor, at the level of Laguna Street. The walls in this wing do not



extend significantly below the first floor level, but are terminated on girders, with short piers.

### **Lateral Load Resisting Structure**

The floors and roof act as structural diaphragms to seismic loads into the supporting walls at the perimeter of the structure, and along the corridors. These walls are typically 8" thick centrally reinforced concrete. The walls are generally well proportioned with few openings, with the exception of the courtyard facing walls, which have many large openings. Due to the lateral offset of the north wall of the west wing, the second floor must act as a transfer diaphragm to transfer shear between the two wall lines.

The walls of the entire north wing and parts of the auditorium area are discontinuous below the first floor level. Instead, lateral load resistance is supplied by a combination of reinforced concrete piers, and a limited number of diagonal braces that extend from the first floor to the pad footings.

Although not noted on the drawings, some additional concrete walls were noted in the north wing basement. It is assumed that these walls may have already existed as part of the retaining system on the site, but they were shown on neither the Richardson Hall drawings nor the Annex drawings. No specific structural connections were observed between these walls and the Richardson Hall structure, so these walls have been neglected for this study.

#### **7.4.2. Seismic Assessment**

Richardson Hall has severe deficiencies, firstly due to the discontinuous shear walls in the north wing, and parts of the auditorium area. Secondly, in the offset of the north wall of the west wing, above the second floor level.

The discontinuity of the shear walls requires a redistribution of the seismic load from the walls to the diagonal braces and the supporting piers. As the stiffest elements, the diagonal braces will initially attract most of the seismic load, leading to failure of the braces themselves, or the columns, or the diaphragms in the vicinity of the braces. Following that, the pedestal columns supporting the rest of the north wing are likely to fail, leading to a 'soft-story' collapse. At 3½" thick, the diaphragms are not able to distribute load to other possible supporting elements.

Above the first floor, the concrete walls are moderately reinforced, but are typically well proportioned and well distributed.

The horizontal offset of the north wall of the west wing is of concern, and once again, the floor diaphragm may not be strong enough to transfer the shear load. In addition, there is the possibility that flexural actions in the wall could lead to overstressing of the



ends of the supporting concrete joists, which are not detailed for ductility. Consequently, it is possible to get a localized collapse in this area.

As with the other buildings, the roof diaphragm is also of concern. The diaphragm is constructed of 1" wood sheathing, assumed to be straight boards only. This is inadequate to sustain the shear loads that would be imparted by a moderate to large earthquake.

Additionally, the connections of the roof diaphragm are probably inadequate to transfer the likely seismic load into the supporting structure. The top plate is reasonably well connected, with 5/8" bolts at 4' on center embedded into the eaves beam, but the sheathing itself relies on simple carpenter's nailed connections, which are unlikely to be sufficient compared to modern practice.

The roof diaphragm is inadequate to sustain the shear loads that would be imparted by a moderate to large earthquake. In addition, the connections of the roof diaphragm are probably inadequate to transfer the likely seismic load into the supporting structure. The trusses appear reasonably well connected, with 2-7/8" bolts at the end of each truss, embedded into the tops of the columns, but the diaphragm itself relies on simple carpenter's nailed connections, which are unlikely to be sufficient compared to modern practice.

Non-structural hazards exist in the form of hollow clay tile partitions, and the large chimney adjacent to the auditorium. Some of the original partitions appear to have been removed and replaced with wood-framed partitions, but many of the original hollow clay tile partitions remain in place, typically between the classrooms and in some cases adjacent to stairwells. Hollow clay tile partitions are a well-documented hazard, and are prone to collapse under out-of-plane loading, in the event of moderate to strong shaking.

The chimney may also be a hazard. Although it is made of reinforced concrete, it was a thin section, and lightly reinforced. Any deterioration of the reinforcing may have made the chimney vulnerable in the event of earthquake.

Overall, we expect that the building's performance would be poor in a moderate earthquake, and that there are possible life safety concerns in the event of a large earthquake, due to failure of the supporting structure below the north wing, and in the region of the offset wall at the north side of the west wing above level two.

#### 7.4.3. Recommendations

To address the major life safety concerns, the discontinuous shear wall deficiency must be corrected. This could be done by excavating and continuing the exterior and interior shear walls down to the foundation level. The diagonal braces should be removed to prevent them causing localized failure of the columns or diaphragms.



To offset of the wall at the north side of the west wing, it is recommended that the supporting beams are strengthened by concrete jacketing, to add strength and ductility. Additionally, the floor diaphragm needs to be strengthened to adequately transfer load between the wall lines.

The weakness of the roof diaphragm could be mitigated either by adding plywood to provide additional in-plane strength, or by providing supplemental steel cross-bracing to the steel trusses.

Given the nature of the existing roof, it is likely that the least intrusive and most efficient way to achieve this would be to replace the existing ceilings with a new plywood ceiling. This would have the additional benefit of being more easily connected to the corridor and transverse shear walls that do not currently extend to the roof level.

Connections for the new plywood diaphragm could be relatively simply made at the perimeter by epoxy dowelling a new wooden ledger to the existing concrete beams, to nail the new plywood to.

If the new plywood were to follow the existing roof profile, it would probably necessitate removal of the existing roof, which would be problematic, and it may be difficult to replace the roof tiles in kind.

The hollow clay tile partitions should either be encapsulated in wood framed supporting walls, or be removed and new wood partitions placed where necessary. A further alternative may be to bond FRP strips to both sides of the wall to give it some out-of-plane strength.

The chimney needs to be investigated further to confirm the condition of the concrete and reinforcing. Demolition would be the most practical option, but if it must be retained, it could be internally reinforced with steel pipe with concrete poured around it to bond the chimney to it.

Further study is required to develop the above recommendations to a preliminary design that can be priced by a builder or estimator

## 7.5. Richardson Hall Annex

### 7.5.1. Existing Structure

Designed in 1925 by the Department of Public Works of the State of California, the Richardson Hall annex was originally designated as the Kindergarten of the San Francisco State Teachers College. It is a rectangular building part way along Laguna Street, immediately to the north of the main body of Richardson Hall. The building is approximately 96' by 66' in overall plan dimensions, with a 35' by 17' courtyard bay on



the west side, and a 52' by 6' bay on the east side. It is generally a single story building, with no basement, although there appears to be a substantial crawl space/void under the east side of the building, due to the level of the first floor above Laguna Street. The total area of the building is approximately 3,350 square feet.

The entrance to the building is directly in at first floor level from the Lower Parking.

The building has been reasonably well maintained, and there is little evidence of settlement or other movement. There was minor moisture damage in the corridor leading to the plan room, suggesting there have been leaks in the roof.

### **Gravity structure**

The building has a clay tile roof, laid on felt on 1" wood sheathing. Typically the sheathing is supported on 2 x 6 wooden trussed rafters, which land on a 2 x 6 wooden plate that is bolted to the top of the supporting structure, typically load-bearing concrete walls.

The first floor is a 3½" reinforced concrete slab supported on concrete beams at approximately 6' 6" on center. The beams span between concrete girders, which also support the concrete bearing walls. The girders are supported on a grid of concrete pedestal columns of varying lengths, with pad foundations, up to 15' below the first floor.

There is a reinforced concrete terrace at the east side of the building, at first floor level, connecting the building to the concrete retaining wall along the property line at Laguna Street.

### **Lateral Load Resisting Structure**

The roof acts as a structural diaphragm to seismic loads into the supporting walls at the perimeter of the structure, and along the corridors. These walls are typically 8" thick centrally reinforced concrete. The walls are generally well proportioned with distributed openings. Although there are relatively speaking, more openings in these walls than in the rest of the buildings, as it is a single story building, it is expected that the walls have adequate strength for the seismic load.

At the first floor level, the concrete diaphragm will transfer loads to the stiff retaining wall system along the east side, and part of the north and south sides. Otherwise the concrete foundation pedestal columns must cantilever to support the building.

#### **7.5.2. Seismic Assessment**

The Richardson Hall annex has a severe deficiency, due to the discontinuous shear walls. None of the load-bearing walls above the first floor continue to the foundation level.



Because of the stiffness of the retaining walls on the east, north and south sides, the diaphragm will initially act to transfer load from the bearing walls into the retaining walls. However, as it is only 3½" thick, and lightly reinforced, it will not have sufficient strength to do so.

Consequently it is likely that the first floor diaphragm will fail, sending load back into the supporting pedestal columns, which have not been specifically designed or detailed for lateral loads. This is likely to lead to a soft-story mechanism, with possible full or partial collapse under strong seismic loading.

The drawings indicate hollow clay tile partitions were used in the original construction. While it was not determined whether the current partitions are hollow clay tile, any remaining hollow clay tile partitions are a collapse hazard, and should be mitigated as noted above.

Although the roof diaphragm for this building is also only 1" straight sheathing, due to the relatively small spans, it may be adequate, with the exception of the central area. However, all walls must be extended to connect to the diaphragms, and sufficient collectors must be introduced to connect the loads to the supporting walls.

### 7.5.3. Recommendations

To address the major life safety concerns, the discontinuous shear wall deficiency must be corrected. This could be done by excavating and continuing the exterior and interior shear walls down to the foundation level.

Although the existing roof sheathing may be sufficiently strong to resist the implied seismic loads, it may be more cost-effective to simply replace the existing ceilings with a new plywood ceiling. This would have the additional benefit of being more easily connected to the corridor and transverse shear walls that do not currently extend to the roof level.

Alternatively, the interior walls may be extended with plywood to the roof level, and collectors added to the underside of the roof to transfer loads into these shear walls. In addition, the perimeter connections may need to be improved by additional nailing and bolting to the tops of the walls.

The hollow clay tile partitions should either be encapsulated in wood framed supporting walls, or be removed and new wood partitions placed where necessary. A further alternative may be to bond FRP strips to both sides of the wall to give it some out-of-plane strength.

Further study is required to develop the above recommendations to a preliminary design that can be priced by a builder or estimator.



## 7.6. Middle Hall Gymnasium

### 7.6.1. Existing Structure

Designed in 1923 by the Department of Public Works of the State of California, the Gymnasium is a single story building with a partial basement at the east end. It is 131' x 73' in overall plan dimensions, and including a clear span of 60' x 80' in the main space. It was added on to in 1990 by Ripley Architects with the addition of a roof over the existing terrace area to form additional classrooms. The basement is under the east and south sides of the site, and formerly housed the locker rooms and changing sheds etc, although more recently it has been used as classrooms. The total area of the building is approximately 12,250 square feet.

The first floor of the gymnasium is approximately at the same level as that of Woods Hall, as they share a common courtyard. To the south-west, the site slopes away via ramps and steps to the Upper Parking. To the south-east and east, the site slopes even more steeply to the Lower Parking.

The building has been reasonably well maintained, and there is little evidence of settlement or other movement. There has however been significant water intrusion in the basement level, particularly at the east end of the basement. There is some evidence of corrosion at the undersides of the slab, where the wire slab reinforcing had insufficient cover. There is evidence of recent repair of the concrete slab at the parapet above this area, and the concrete topping slab over the water-proofing is new, indicating repairs to the water-proofing also.

#### **Gravity structure**

The building has a clay tile roof, laid on felt on 1" wood sheathing. The sheathing is supported over the main gymnasium on 3 x 4 wood rafters on 7" steel purlins at approximately 7' on center. The purlins span between steel trusses at 16' on center, spanning to riveted steel built up columns, comprising a 10" deep steel plate with four angles.

The steel columns extend from the first floor level, and are cast into 10" reinforced concrete walls. The floor of the main gym area is 4" thick concrete slab on grade. The remainder of the first floor (over the lockers and bathroom areas) is a 4" concrete slab supported on concrete beams at 7' 6" on center. The beams are supported on 10" thick reinforced concrete walls.

The 1998 extension is apparently all of wood framed construction, although no structural drawings have been sighted. It is assumed that it complies with current codes.



The foundations of the building are strip footings under all of the walls, with pad footings under the columns at the center of the basement.

### **Lateral Load Resisting Structure**

The roof acts as a structural diaphragm to transfer seismic loads into the concrete walls. At the roof level, there is steel cross-bracing to supplement the diaphragm action of the sheathing, although the cross-bracing is not completed over the whole (lateral) span of the diaphragm, and is only effective in the east-west direction.

The 1990 extension structure to the east of the main gymnasium hall has been assumed to be compliant with the current Code, due to its relatively recent construction. It is in any case a lightweight wood-framed structure, with a substantial wall area in both directions, so not of a form that is highly likely to be damaged in a moderate to strong earthquake.

#### **7.6.2. Seismic Assessment**

The concrete walls are well-proportioned to resist in-plane loading, although there is some concern over their out-of-plane performance, due to their height, resulting in greater than desirable height-to-thickness ratios. This is mitigated to a degree by the embedded structural steel columns that support the roof structure.

There is also a minor discontinuity at the east wall of the gymnasium, the central portion of which is supported on concrete girders over the basement space. However, each end of the wall is supported on the main stair walls, each of which is a minimum of 14' long, by 10" thick, so should provide sufficient capacity.

The roof diaphragm appears better than the other buildings in the study, due to the presence of the steel rod cross-bracing. However, there are still some concerns particularly in the transverse (north-south) direction, in which the steel cross-bracing is not operative. The steel roof trusses and columns may be able to provide some lateral resistance via portal frame action, but they are relatively flexible (compared to the main concrete shear walls, and may be prone to buckling in some of the members. Consequently, although no collapse is likely, there may be sever damage to the roof, particularly in the end bays adjacent to the main walls.

Consequently, the primary structural system may be expected to perform reasonably in a moderate earthquake.

Additionally, the connections of the roof diaphragm are probably inadequate to transfer the likely seismic load into the supporting structure. The trusses appear reasonably well connected, due to the continuity of the steel columns into the wall, but the diaphragm



generally relies on simple carpenter's nailed connections to the wall top plate for shear transfer. These connections are unlikely to be sufficient compared to modern practice.

Overall, we expect that the building's performance would be fair to good in a moderate earthquake, but that there could be significant damage at the roof level in the event of a large earthquake, due to failure of the roof diaphragm.

### 7.6.3. Recommendations

The weakness of the diaphragm could be mitigated either by adding plywood to provide additional in-plane strength, or by providing supplemental steel cross-bracing to the steel trusses, to complete the diaphragm bracing. This may be relatively easily accomplished by the installation of a complete steel diaphragm truss at the bottom chord level on each side of the building, which could be fixed directly to the walls at each end, and supported by the existing roof trusses.

The solution for the connections depends on which solution is adopted for the overall diaphragm strengthening. If the existing diaphragm is upgraded by the addition of plywood, the connections could be mitigated by the addition of further connections at the perimeter of the roof structure, probably in the form of metal brackets which would be epoxy dowelled to the eaves beams or concrete walls, and nailed or lag screwed to the existing wood structure. If steel cross-bracing is added, the truss connections would need to be upgraded to handle the increased shear and tension forces at the existing joints. This would require the addition of new steel plates to be welded to the trusses, and epoxy dowelled to the concrete columns.

Further study is required to develop the above recommendations to a preliminary design that can be priced by a builder or estimator.

## 8. Conclusions

All of the buildings are in good condition and appear to have been well maintained.

With the exception of Richardson Hall and Annex, the buildings are generally reasonably well proportioned and detailed to resist lateral loading, although they were not specifically designed for earthquake, relative to modern codes.

All exhibit degrees of weakness in the roof diaphragms, which typically comprise straight wooden sheathing, with regular carpenter's connections to the perimeter supporting structure. This may be mitigated by a number of means, depending on the eventual layout of the residential units. This may consist of supplemental steel cross-bracing, added plywood, or reducing the diaphragm spans by the insertion of new walls into the structure.

Richardson Hall and the Richardson Hall Annex both have potential life safety deficiencies in the discontinuity of the shear walls at the first floor. This may be addressed by excavating below the



existing first floor and extending the existing shear walls down to the foundation level. In addition, Richardson Hall has a horizontal offset of the shear walls at the north side of the east wing at the second floor, which must be addressed.

In tabular form, our findings are summarized below:

**Table 8-1 : Summary of Findings**

DEFICIENCY	CONCERN	SOLUTION
<b>Woods Hall</b>		
Roof Diaphragm	Damage Control/Life Safety (global)	Install plywood ceiling diaphragm, and upgrade connections to supporting structure
Hollow clay tile partitions	Life Safety (non-structural)	Remove, encapsulate or strengthen with FRP
<b>Woods Hall Annex</b>		
Roof Diaphragm	Damage Control/Life Safety (global)	Add steel cross-bracing or plywood ceiling diaphragm. Upgrade connections to supporting structure
<b>Richardson Hall</b>		
Discontinuous Shear walls in north wing, and under auditorium	Collapse prevention/ life safety(global)	Excavate and continue main shear walls down to foundation level.
Horizontal offset of shear wall at second floor, north side of west wing.	Life Safety (localized)	Jacket existing concrete supporting beams, and strengthen transfer (floor) diaphragm.
Roof Diaphragm	Damage Control/Life Safety (global)	Install plywood ceiling diaphragm, and upgrade connections to supporting structure
Hollow clay tile partitions	Life Safety (non-structural)	Remove, encapsulate or strengthen with FRP
Chimney (possible collapse)	Life Safety (non-structural)	Assess chimney condition, and review – remove or strengthen.
<b>Richardson Hall Annex</b>		
Discontinuous Shear walls in north wing, and	Collapse prevention/ life safety(global)	Excavate and continue main shear walls down to foundation level.



DEFICIENCY	CONCERN	SOLUTION
under auditorium		
Roof Diaphragm	Damage Control/Life Safety (global)	Extend shear walls to roof level and install collectors, or install plywood ceiling diaphragm; and upgrade connections to supporting structure
Hollow clay tile partitions	Life Safety (non-structural)	Remove, encapsulate or strengthen with FRP
<b>Middle Hall Gymnasium</b>		
Roof Diaphragm	Damage Control/Life Safety (global)	Install steel cross-bracing at roof truss bottom chord level, and upgrade connections to supporting structure

## 9. Cost Estimates

Although not strictly required as part of the brief, broad cost estimates have been calculated based on the estimate prepared by Degenkolb in 1997. As the Degenkolb report proposed a similar scope of work to the findings of this report, that estimate can be used to derive 'order-of-magnitude' costs for this study. An allowance has been made for escalations since that time, and rates have been extracted for the various items proposed above, or where appropriate, re-estimated. Cost estimates are tabulated below.

Note that the following costs include an allowance for strengthening or removal and replacement of the clay tile walls as and where they currently exist.

These costs include only the work necessary to 'make good' the buildings to their current condition, and no allowance for other work (such as ADA requirements) that may be desirable or even triggered by the seismic work. In addition, the costs exclude any exterior works, although it was noted in the Degenkolb report that up to \$225,000 would be required to upgrade or replace the existing retaining walls on the site.

An allowance for general conditions and phasing has been included in the base building costs. Builder's overhead and profit, and a contingency have been separately identified. No allowance has been made for soft costs.

It is also important to note that there is no allowance for alterations to the existing structure necessary to accommodate different planning requirements, such as removal or significant alterations to existing interior walls. Until plans have been prepared that address specific use and reconfiguration, this cannot be addressed in detail.



Notwithstanding, it should be noted that both Woods Hall and Richardson Hall have a significant proportion of their lateral load resistance carried by interior walls, which may be poorly configured for future reuse. This could have significant additional cost impact, although if a favorable new configuration could be achieved, this may also enable some efficiencies to be achieved with respect to the changes recommended, i.e. it may be possible to use the new structure to mitigate to an extent some of the existing deficiencies in the buildings.

**Figure 9-1 : Preliminary Cost Estimates**

Building	Overall cost \$,000	Unit Rate cost \$ per sq. ft.
Woods Hall	\$1,401	\$55
Woods Hall Annex	\$516	\$48
Richardson Hall	\$2,234	\$64
Richardson Hall Annex	\$790	\$236
Middle Hall Gymnasium	\$737	\$60
<b>Sub-Total</b>	<b>\$5,679</b>	
Overhead and Profit, 10%	\$568	
Contingency, 15%	\$852	
<b>Total</b>	<b>\$7,098</b>	

These costs may be compared to expected costs for similar work that has been performed elsewhere in the city. Typically, it is our experience that costs in the region of \$80-\$100 per sq. ft. are expected for similar upgrades, including related core and shell work, which is usually one third to half of the cost. This suggests a reasonable allowance for seismic work is in the region of \$50 - \$70 per sq. ft. On this basis, the estimates above for the majority of the buildings appear reasonable, but the unit rate for the Richardson Hall annex is badly distorted, mainly because of the foundation issues, and the fact that it is only a single story building.



## Appendix A – Detailed Cost Estimates

## Richardson and Woods Halls Seismic Review

Want to provide rough cost estimates for the proposed work to the buildings for inclusion into the report.  
Use earlier cost estimates to provide unit cost rates, and increase to allow for time-related cost escalations,  
plus contingency etc where different solutions may be appropriate.

<b>1. Historical cost indices</b>	Based on RS Means, have cost indices to Jan 1, 2002, from July, 1997	
	(for Jan 2002 = 100%)	89.5%
	Estimate subsequent cost index to, say, July 2004	
	(for Jan 2002 = 100%)	125% (reflects 100% increase in steel costs)
	Total	140%

## 2. Building Areas (sq. ft.)

	Second sq. ft.	First sq. ft.	Basement* sq. ft.	Total sq. ft.
Woods Hall	12677	12677		25354
Woods Hall Annex	5360	5360		10720
Richardson Hall	14092	18340	2516	34948
Richardson Hall Annex		3356		3356
Middle Hall Gymnasium		7647	4605	12252

\* includes useable space only ie excludes mechanical rooms etc.

## 3. Cost Estimates from Adamson Associates, prepared for Degenkolb, December 1997

A. Roof		\$	302,000
B. First Floor		\$	92,000
C. Second Floor		\$	470,000
D. Foundation and Basement		\$	230,000
E. Site Retaining walls		\$	150,000
F. Replace ceilings		\$	110,000
subtotal		\$	<b>1,354,000</b>
G.C./cut and patch	15%	\$	203,100
Phasing	5%	\$	67,700
Construction cost		\$	<b>1,624,800</b>
O/h & P	10%	\$	162,480
Design contingency	15%	\$	243,720
		\$	<b>2,031,000</b>

## 4. Rates for new work:

A. Roof level work: new ply celings or structural steel bracing. Assume all from below. Requires all work as in Degenkolb report, for item A, and part of item C.

A. Roof level		\$	302,000
C. Second floor			
1. Ply ceiling dipahragm		\$	86,000
2. Ply ceiling dipahragm		\$	19,000
3. Celing framing		\$	4,000
4. Collectors		\$	19,000
5. etc Anchors		\$	33,000
		\$	104,000
		\$	122,000
		\$	4,000
		\$	7,000
F. Replace ceilings with g'bd		\$	110,000
Total		\$	810,000

Therefore, rate for work on roof diaphragms in 1997 \$ 57.48

To perform June 2005 \$ **80.28** per sq.ft.

B. Foundation work. Estimate of \$230k was for north part of basement only (A = 5850 sq.ft.)

Rate		\$	39.32
To perform June 2005		\$	54.91

Note - Annex is more difficult as the access is limited to that space, by comparison.

Therefore add for Annex 50% \$ 82.37

**Seems too low.** Check Total length of wall - east-west 225  
north-south 330  
average height 16  
Assume half infilled A = 4440  
cf earlier estimate used 2870 sq ft t = 12  
Volume = 164.4 cu yd  
From RS Means 2002 Concrete 240-4250 \$ 395.00 per cu yd  
Take area factor 124%  
And cost adjustment 125% \$ 612.25  
And 'difficulty' factor fc 200% \$ 1,224.50 \$ 201,362

Add footings l = 277.5 ft  
Assume 24 x 36 Volume 61.7 cu yd  
240-3900 \$ 170.00 per cu yd  
Area/ cost factors as above - total cost \$ 527.00 per cu yd \$ 32,498

Epoxy rods on three sides - assume #4 - 12" avge  
Have 54 bays missing therefore use hal 27 bays  
l = 1141.5 ft  
no bars 1142.5  
Rate \$ 125.00 per rod  
\$ 142,813

Jacket columns 20 x 20, 16 ft high Area 44.4 sq ft.  
Rate \$ 20.00 per sq.ft.  
no off 20  
\$ 17,778

Clay tile walls - use figure given \$ 25,000 now, \$ 34,916.20

Total \$ 429,367

Rate \$ 73.40 per sq.ft.

Add 50% for Annex \$ 110.09 per sq.ft.

C. Beam strengthening etc at first floor Richardson Hall

B. First Floor

4. New steel bracing \$ 4,000  
Remove wall \$ 2,000  
7. New slab \$ 22,000  
8. New tar & Gravel \$ 3,000  
9. Shoring \$ 12,000

C. Second Remove upper slab and replace \$ 10,000  
\$ 53,000

Therefore, current rate \$ 74,022

D. Chimney Degenkolb had lump sum of \$15k - seems reasonable, with escalations \$ 20,950

E. Partitions Need allowance for partitions, but do not have scope. Use allowance as per Degenkolb report

From Degenkolb report:

Total at First Floor

B. First Floor

1. out of plane \$ 44,000  
2. Angle restraint \$ 1,000  
\$ 45,000

Rate \$ 3.19

Second floor

C. Second Floor	
5a. Steel angle brackets	\$ 34,000
11. Remove clay tile stair walls and replace	\$ 16,000
12. Remove CMU infill and replace	\$ 12,000
	\$ 62,000
Rate	\$ 3.38
Take higher	\$ 3.38
To perform June 2005	\$ 4.72

These rates do not seem high enough. Assume complete removal and replace with wood frame.

Rates	demo 6" clay tile is	\$ 3.31	psf
	therefore take 8-10"	\$ 4.00	
	New 5/8 gyp ea side, studs at	\$ 3.00	psf
		\$ 7.00	
Add San Francisco Area factor	25%	\$ 8.75	

Therefore with height = 12 \$ 105.00 plf

Take escalation since Jan 2002 \$ 131.25 plf

Now average area. Have in west wing of Richardson Hall, approx 12 walls, x 25' long

Area of wing is 9570 Rate \$ 4.11

Therefore, old rates still higher, allow extra 25% for denser layout in other buildings (tbc).

Final rate \$ 5.90 per sq.ft.

## 5. Building Costs

Using areas and rates above

Building	Diaphragm costs	Fdn costs	Beam strengthening	Chimney	Partitions	Total \$
Woods Hall	\$ 1,017,691				\$ 149,636	\$ 1,167,327
Woods Hall Annex	\$ 430,293					\$ 430,293
Richardson Hall	\$ 1,131,285	\$ 429,367	\$ 74,022	\$ 20,950	\$ 206,258	\$ 1,861,882
Richardson Hall Annex	\$ 269,415	\$ 369,476			\$ 19,807	\$ 658,697
Middle Hall Gymnasium	\$ 613,890					\$ 613,890
	\$ 3,462,573	\$ 798,843	\$ 74,022	\$ 20,950	\$ 375,701	

Sub-total \$ 4,732,089

To these, add General conditions, Additional for phasing of work, Overhead and Profit, and Contingency.

	Basic costs From above	GC's 15%	Phasing 5%	Total	\$ per sq. ft.
Woods Hall	\$ 1,167,327	\$ 175,099	\$ 58,366	\$ 1,400,792	\$ 55.25
Woods Hall Annex	\$ 430,293	\$ 64,544	\$ 21,515	\$ 516,351	\$ 48.17
Richardson Hall	\$ 1,861,882	\$ 279,282	\$ 93,094	\$ 2,234,259	\$ 63.93
Richardson Hall Annex	\$ 658,697	\$ 98,805	\$ 32,935	\$ 790,437	\$ 235.53
Middle Hall Gymnasium	\$ 613,890	\$ 92,083	\$ 30,694	\$ 736,668	\$ 60.13
	\$ 4,732,089	\$ 709,813	\$ 236,604	\$ 5,678,507	

Construction Cost \$ 5,678,507

Overhead and Profit 10% \$ 567,851

Contingency 15% \$ 851,776

Total Cost, excl soft costs \$ 7,098,134



26 January 2012

04033.10

Ramie Dare  
1360 Mission Street, #300  
San Francisco, CA 94103

RICARDSON & WOODS HALLS SEISMIC REVIEW – REPORT FOLLOW UP

San Francisco

Dear Ramie,

Telephone

This letter confirms that the report prepared by Holmes Culley dated June 14, 2004 which lists the conditions of existing structures and provides recommendations for structural deficiencies at the previous UC Extension Laguna site is still a relevant report.

415 693 1600

Facsimile

On January 25, 2012 Holmes Culley walked through the following structures on the site: Richardson Hall & Annex, Middle Gymnasium, and Woods Hall & Annex. During the walk-through of each building, it was confirmed that the initial observations and conclusions determined in the report are still applicable to the buildings today. It is our understanding that the structures have remained vacant over the past 7 years. No strengthening and no further deterioration was observed at all of the structures listed.

415 693 1760

Internet Address

Regarding the Preliminary Cost Estimates listed in Table 1 of the report for the work recommended, please add a 5-10% increase to those values for inflation. Overall, the cost estimates are still relevant.

www.holmesculley.com

Please let us know if you need any other assistance regarding this report.

130 Sutter Street

Sincerely,

Suite 400

Prepared By:

Reviewed By:

San Francisco

CA 94104

USA

Mollye Mikula, P.E.  
PROJECT ENGINEER

Denny Kwan, S.E.  
PRINCIPAL

Offices in

New Zealand

Australia

**KEYSER MARSTON ASSOCIATES, INC.**

**SUMMARY REPORT  
INCLUSIONARY HOUSING PROGRAM  
SAN FRANCISCO  
SENSITIVITY ANALYSIS**

**Introduction**

Keyser Marston Associates, Inc. was retained by the City and County of San Francisco to undertake analyses to test the impact of the proposed amendments to the current Inclusionary Housing Program on the economics of residential projects in San Francisco.

The current Inclusionary Housing Program in San Francisco, which was adopted in 2002, requires either designating 10% of On-Site units to be sold to households earning less than 100% Area Median Income, or paying an In-Lieu fee based on a 15% Off-Site requirement. Projects that require a conditional use permit have stepped up requirements at 12% On-Site and 17% Off-Site. All projects may elect to pay an In-Lieu fee. Proposed amendments to the current program would change both the income affordability levels of the inclusionary units and the percentage of units required under all conditions. This analysis tests the impacts of the stepped up requirements on market rate residential projects in the city.

This document is a summary report to accompany the analysis tables and documentation. It summarizes the methodology, key assumptions, technical results of the impact testing, and more generalized findings. Findings are indicated by italics throughout the narrative and restated at the end. In addition, a power point presentation has been prepared that is an executive summary. The major analysis tables that are referenced are presented following the text.

The basic Keyser Marston (KMA) methodology is to assemble current information on prototypical development projects that cover the range of most projects in San Francisco subject to the Inclusionary Program, and prepare pro forma financial analysis summaries. Once the economics of feasible prototypes are understood, then the impacts of proposed changes to the Inclusionary Program are tested in a sensitivity analysis, leading to findings about the level of impact and sustainability of continued residential construction should the amendments be adopted.

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## Identification and Selection of Prototypes

Four prototype projects ranging from wood frame construction to High-Rise towers were identified by the Technical Advisory Committee (TAC) for analysis. The objective was to cover a representative cross section of building types to understand how the economics of development varied from one type to another and to determine if impacts of inclusionary requirements varied by building type.

The four Prototypes analyzed are:

- Prototype 1 – wood frame construction of residential units over a concrete podium garage.
- Prototype 2 – Mid-Rise construction in either concrete or steel, in the range of 85 feet high.
- Prototype 3 – High-Rise construction up to 240 feet or about 25 floors.
- Prototype 4 – High-Rise construction over 240 feet, generally up to 400 feet, or about 40 floors.

Because a cost profile cannot realistically cover a broad range of conditions, specific height, number of floors, number of levels of parking above and/or below grade, unit sizes and unit mix configuration were assigned to each Prototype for cost estimating purposes. For project description and all cost estimates, the objective has been to use the midpoint of the range of experience.

The TAC also requested that information be assembled for a rental project. KMA did assemble cost and revenue data at the same level of detail as with the condominiums, for a similar wood frame apartment project over a parking podium. Since the conclusion was that this prototype is generally not feasible at this time, the fifth prototype was discontinued for further analysis.

The four Prototypes cover the vast majority of residential projects subject to the inclusionary program. The Planning Department's analysis of the "Pipeline," or projects in various stages of the approval and permitting process, confirms the coverage. The only building type not covered is wood frame structures without podiums, which are usually very small and therefore not covered under the current program. Very high towers in excess of 400 feet are also not specifically analyzed, although they can be viewed as an extension of Prototype 4. Clearly there are buildings that fall between the four Prototypes as well, but these can generally be understood in terms of how the Inclusionary Program amendments would impact the four under analysis.

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## **TAC Directives for the Base Case Prototypes**

The Prototypes analyzed with the current inclusionary program, before testing of impacts, are referred to as the Base Case Prototypes.

In addition to identifying the four Prototypes, the Technical Advisory Committee provided the following directives for the Base Case analyses:

- The current Inclusionary Program requirement at 12% for On-Site compliance and 17% for Off-Site or In-Lieu compliance is to be assumed for the Base Case. So few projects are subject to the lesser requirements of 10% and 15% that these program levels were not deemed suitable for the Base Case.
- The current Inclusionary Program requirement should be analyzed for On-Site compliance and In-Lieu fee compliance. For Off-Site compliance, a separate analysis was prepared to address the equivalency of Off-Site affordable projects and the In-Lieu Fee both in the Current Program and with the proposed changes.

## **Information Sources for Pro Forma Assumptions**

With the assistance of the TAC and through Keyser Marston Associates' (KMA) own resources and contacts in the industry, many sources were used to prepare the pro forma financial analyses of the Base Case projects. The following lists the primary information sources used:

- Pro forma financial analyses of specific projects in development in San Francisco at this time. Information was made available to KMA for at least two, and often three or four, projects of each of the four Prototypes. The pro forma information included a detailing of all costs, sales prices, and return on investment. In addition, project profile information was obtained covering average unit size (in square feet), unit mix (percent of units by number of bedrooms), number of stories, parking ratio per unit, levels of parking above and below grade, etc. Information on these projects was provided on a confidential basis to KMA.
- Interviews with major construction companies that are building projects in San Francisco. Webcor and Nibbi construction companies were particularly helpful in providing their experience with costs and trends.
- Pro forma financial analyses of other Bay Area projects in the same level of detail, recognizing adjustments for cost factors where appropriate.

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- Land costs from Comps Inc. land sale transactions data, interviews with appraisers active in San Francisco, interviews with developers, and the pro forma information from San Francisco projects.
  - Fees from the pro forma information, generally confirmed by the San Francisco Department of Buildings and Inspections.
  - Sales prices of condominium units, per square foot and per unit, from sales data from Hanley Wood and The Mark Company, as well as the pro forma sales prices from San Francisco projects.
  - Rates of return based on input from developers and KMA's ongoing monitoring of various measures of return, current levels required by developers and underwriters, and how they apply to various project types. (A core service of KMA is assisting redevelopment agencies and cities by evaluating developer submittals and negotiating terms.)
  - Development program assumptions from analyzing projects being developed in San Francisco at this time. All projects have one parking space per unit, with levels above grade and below, depending on the Prototype.

The above primary sources, in addition to KMA's 35 years of experience working with development projects, were used to prepare the pro forma financial analyses of the Prototype projects.

### **Base Case Tables – Organization**

The Prototype project costs and revenues are summarized in the two Base Case Tables, one for On-Site compliance and one for the In-Lieu payment option. The Base Case Tables (Tables 1 and 2) are organized as follows:

- The specific Development Program assumptions for each Prototype are described at the top of each table. Since all of the specifics, including height, average unit size, unit mix and parking, influence costs, the program had to be identified for a meaningful cost summary.
- Development Costs are summarized in the mid portion of the table, on both a per unit and per square foot basis. Five major cost categories are itemized:
  1. Land Cost – indicated per unit and per square foot building area (see later tables for per square foot site area).

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2. Hard Construction – building, parking and site work.
  3. Governmental Fees – permits and processing charges by the City and County of San Francisco, and school fees charged by the school district. The table also has a line for the Housing Inclusionary In-Lieu Fee per the Mayor’s Office of Housing (MOH) (for which there is none in the case of On-Site inclusionary compliance).
  4. Other Soft Costs – include an array of line items covering architecture and engineering, legal fees, title, taxes, development management, marketing and related costs (such as payment of Homeowners Association Dues (HOA) on units until sold). A major soft cost at the current time, construction liability “wrap” insurance, was the subject of particular scrutiny.
  5. Construction Financing – interest payments on financing from the major lender. The loan amount is estimated at 75% of project costs. Construction Financing as used here does not include any other types of loans (such as mezzanine financing) or equity “interest.”
- Revenues are the sales prices for the average unit of the Prototype, again per square foot and per unit. Inclusionary units have affordable sales prices, determined by annual median income with assumptions as to share of income to be spent on housing, mortgage rates, HOA dues and property tax, as calculated and posted by the Mayor’s Office Housing (MOH).

Sales Net of Sales Expenses are Revenues less commissions and closing costs (but not marketing costs which are included in soft costs). Sales expenses are deducted at 3.5% of sales prices.

- Project return refers to the return generated by the Net Sales Revenue less Total Development Cost, or Net Revenue, indicated in bold on the tables. Two measures of return are used throughout the analyses: Return on Cost and Annualized Return on Equity (or Internal Rate of Return or IRR). These two measures are used in combination to determine feasibility; projects must meet the minimum levels using both measures.

Return on Cost is a simple expression of the Net Revenue as a percent of Total Development Cost. The Return on Cost required for project feasibility is different for each of the Prototypes due primarily to the lengthier time period of construction and sales in higher and larger buildings that are, of necessity, built in a single phase. The longer time period also incorporates a higher risk factor.

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The Required Percent of Total Costs is indicated in a narrow range for each Prototype. Required return is what must be achieved for developers to receive acceptable compensation for their efforts and risk and for equity financing to be attracted to a project. Below the range, the project will not proceed. Some projects are shown to be closer to the bottom end of the range than others. This is a function of the rounded numbers selected for each Prototype and does not represent any finding that some projects 'have more room' for added costs than others.

The other measure used throughout the analyses, Annualized Return on Equity, is time sensitive. It is a measure of return on equity dollars, over the timeframe that the equity funds are in place until they are repaid at the close of escrow on the last units sold. The timeline assumption is therefore indicated on the tables for the period starting at the point when all project approvals are in place and the equity is funded. The preconstruction period refers to completion of the land purchase, preparation of construction drawings and other activities; the construction period is when the "Hard Construction" or site work, garage and building construction take place; and the sales period is the sell out time of the units. This timeline does not include the entitlement period, which today often takes at least two years and entails additional cost and risk to the developer.

Equity is assumed at 25% of the total development cost. As described above, the Construction Financing line item in the cost summary refers to interest on the other 75% that is borrowed. Equity as used here refers to all equity sources, mezzanine debt, and all other funding sources.

All measures of return are used in the development industry by developers, lenders, and equity investors. In KMA's broad experience, the non-time sensitive return measures, which are Return on Cost (Net Revenue divided by Total Cost) and Margin on Net Sales (Net Revenue divided by Net Sales) are used for all types of projects, but are particularly relied upon by developers in application to lower rise structures. These required return measures set firm thresholds for "go or no go," irrespective of any Annualized Return measure which may look favorable. For application to High-Rise projects, the Annualized Return on Equity tests must be met because of the long time period involved and the fact that the rate of return percentage is so highly time-sensitive.

The other return measure provided on the Base Case tables is Margin on Net Sales. This is another simple measure, not time sensitive, that expresses the Net Revenue as a percent of Net Sales. Like Return on Cost, it is widely used in the industry as a test of feasibility, and also has different minimum thresholds required for different type buildings.

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The Net Revenue includes all project returns including profit. Profit is sometimes separated out in project analyses. If profit is deducted from the Annualized Return at a typical level of 10% of Total Costs, the resulting level of return is reduced to a common level for all four prototypes.

## **The Prototypes and the Returns**

The Base Case projects per the methodology described at the outset are established as feasible, for at least one compliance option of the current Inclusionary Program. As shown in Tables 1 and 2, the feasible prototypes and returns are:

- Prototype 1, wood frame over podium, is feasible in both major options (On-Site, In-Lieu fee payment) because in both cases the 18% minimum Return on Cost threshold is met. Prototype 1 also meets a minimum 15% Margin on Net Sales test. The estimated timeline is 3.1 years and the Annualized Return on Equity computes to 27.6% for In-Lieu and 27.8% for On-Site.
- Prototype 2, Mid-Rise, is feasible with the In-Lieu payment option. This project computes to a 22.7% Return on Cost, meeting the minimum threshold of 22%. This project has a 3.7-year timeline and results in a 24.1% Annualized Return on Equity.
- Prototype 3, High-Rise of about 25 stories, has a 28.6% Return on Cost with the In-Lieu option, with a little more margin over the minimum 26%. The timeline for High-Rise construction is considerably longer, 4.7 years in this case, resulting in an Annualized Return on Equity of 21.0%, over the 20% minimum threshold. The returns in this prototype appear to be a little more over the minimum than in other prototypes. This is due to the particular rounded inputs selected but does not imply that this type of project is more feasible in general than the others.
- Prototype 4, High-Rise of 40 stories, requires an even higher Return on Cost of 28% due to the longer timeframe involved in constructing the building and longer sell out period for the units. It meets the minimum return under the In-Lieu option, with a return of 28.8%. The timeline here is estimated at 5.5 years. The Annualized Return on Equity computes to 20.2%, or barely over the 20.0% minimum required for equity funding.

The returns for the four prototypes must be used in combination. The Return on Cost Thresholds are particularly important to developers of low and mid rise projects. Even though the Annualized Return on Equity appears higher for low and mid rise projects than for the high rises, developers must meet the Return on Cost threshold to allow adequate recognition for their time, money and risk during the entitlement period as well as the construction and sales

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periods. Annualized Return on Equity is an essential measure for high-rise developers, and the KMA experience is that the minimum level of return is 20% at this time, recognizing that many investors require higher levels.

All Base Case projects are feasible with at least the In-Lieu Fee payment option, incorporating the current fee (as of July 2006), and no one of the four Prototypes should be viewed as more feasible than another Prototype for the purposes of the sensitivity analysis.

### **Base Case Tables – Key Findings**

Following are the findings of note for the two Base Case Tables showing the four Prototypes with On-Site Compliance of the Inclusionary Program and with In-Lieu Payment Compliance.

- *All four Prototypes are feasible and produce acceptable returns with the In-Lieu payment, incorporating the fees effective July 2006.*
- *Only Prototype 1 (wood frame construction over podium) is also feasible with On-Site Compliance. The Return on Costs and Annualized Return on Equity for the On-Site and In-Lieu options are very similar for this Prototype.*
- *The costs of construction and other development costs for the three other Prototypes (Mid-Rise and High Rise) require sales prices so much higher than the affordable prices mandated by the On-Site option that On-Site compliance is not feasible. This was less the case a few years ago before construction and other development costs (particularly land) pushed total costs higher. Over the past four years affordable sales prices have not increased because median income has been flat.*
- *The higher the building, the higher the development cost, and the more infeasible the On-Site option becomes; or conversely, the more favorable the In-Lieu option.*

### **Base Case Off-Site Compliance**

Off-Site provision of affordable units is another option in the current San Francisco program, as it is with most programs. In fact, the In-Lieu Fee can be viewed as a surrogate for another party building Off-Site units as it provides subsidy funds to bridge the gap between the costs supported by affordable prices and the actual costs of development.

Per directive of the TAC, the Off-Site option is analyzed at the 17% requirement level. To test the equivalency of Off-Site and In-Lieu, a Base Case Project of 100 units subject to the In-Lieu Fee is compared to a 100-unit project of the same description selling All Market Rate units, and

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a separate Off-Site affordable project of 17 units, per the current program. Table 3 illustrates the analysis for Prototype 1.

The Base Case Project paying the fee is identical to the Base Case in Table 2. The 100-unit All Market Rate project is also the same except that there is no fee payment.

The 17-unit All Affordable project is the same wood frame over podium configuration as the Base Case Project with the same cost assumptions except for two items, as follows:

- “Other Soft Costs” covers a number of items such as insurance, architecture and engineering and developer fee. Because projects that are All Affordable have no profit, a higher developer fee is appropriate to cover development management and office overhead for the developer entity. Consistent with San Francisco public agency policy, a developer fee of \$15,000 per unit is assumed, which is approximately \$5,000 higher than in the Base Case assumption. As a result the “Other Soft Costs” line item is \$5,000 higher.
- Land cost per unit in the Base Case is estimated at \$120,000 for a site consistent with a project that can achieve \$725 per square foot sales prices. The affordable project would likely be built on a less desirable, less expensive site. For analysis purposes, we have reduced the cost to \$80,000 per unit, reflecting the developer’s ability to use a site anywhere in San Francisco.

As shown on Table 3, the amount of the In-Lieu Fee shown on the left side of the vertical line is a little more than the negative return incurred by the All Affordable Project. The two numbers, indicated by a box in the table, are \$3,350,000 for the fee versus a \$2,857,190 shortfall on the All Affordable project. The difference carries down to the total Net Returns on the table, also boxed to aid in finding the figures. The Return on Costs on the In-Lieu compliance project is 18.3%, and the return on the blended projects is very close, at 18.0%. Annualized Returns on Equity for the In-Lieu and blended Off-Site options are also similar.

Although the two choices are roughly equivalent based on returns, the two-project Off-Site solution does imply significantly more difficulty, hassle and process because two projects must secure entitlements, financing, construction contracts, and so forth as compared to a single project paying the In-Lieu Fee.

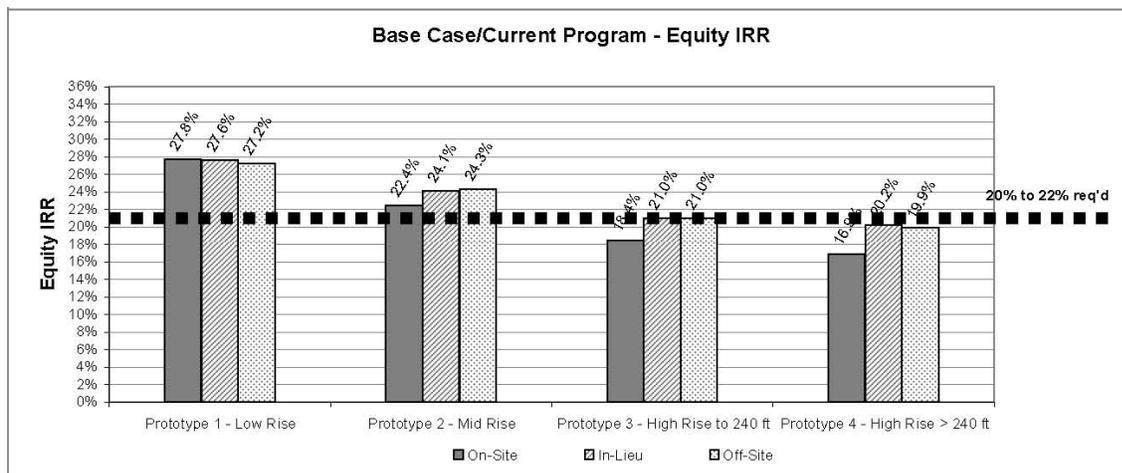
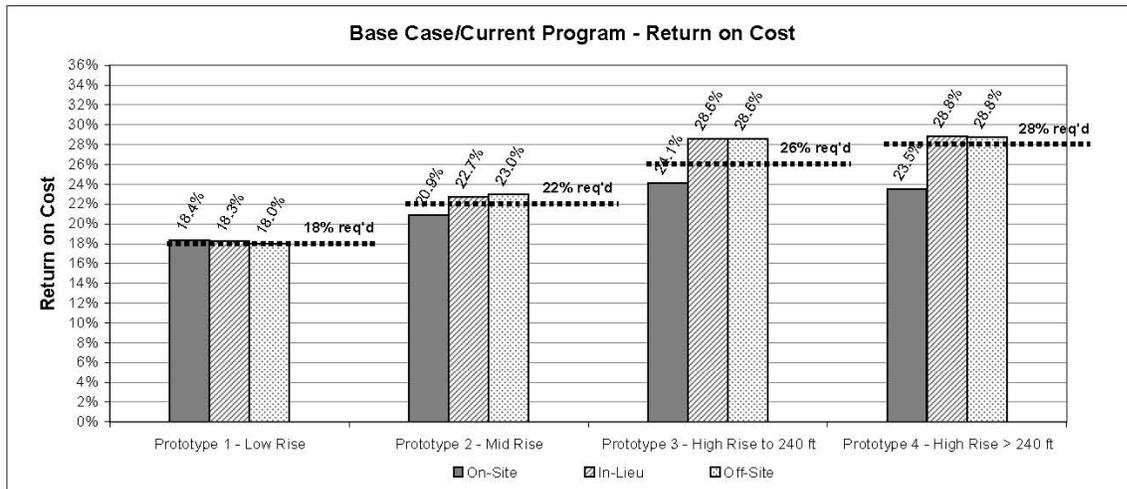
Finally, it must be noted that the two solutions are so close that some changes in the costs used in the analysis could tip the balance on the choice. Land costs for both the 100-unit project and the 17-unit project could vary from the figures in the analysis, for example, thus affecting the choice in one direction or another.

A similar analysis was conducted for Prototypes 2, 3 and 4, showing Base Case In-Lieu Fee Payment versus Off-Site compliance within an All Market Rate and All Affordable project.

The principal finding of the Off-Site compliance for Base Case Projects is:

- *The Off-Site option is roughly equivalent to the In-Lieu Fee payment option for all Prototype projects, assuming the Off-Site affordable project is built in wood frame over podium as in Prototype 1, with the two cost adjustments. As a result, the Off-Site option represents a real choice (except for the consideration that two projects instead of one are required with the Off-Site option.)*

Table 4 presents the returns for the four Prototypes with all three options – In-Lieu Fee payment, On-Site compliance, and Off-Site compliance, for the Base Case, before any of the proposed changes to the program. The following graphs illustrate returns using both return measures.



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## Proposed Changes to the On-Site and In-Lieu Components

The proposed amendments to the Inclusionary Program have two components that would change the On-Site and In-Lieu Fee requirements. The proposed changes are:

- The income level for calculating affordable unit prices would be lowered to a citywide average instead of the multi-county average currently used. Using a 2004 Census survey, MOH has calculated that the income levels would be reduced by 8% from HUD income levels. The result is to lower affordable sales prices per the MOH formula by about 5.5%.

The sales prices of affordable units for the program published by MOH and the adjusted sales prices, per the proposed amendment are as follows (see Planning Case report for more information):

	<u>Current Affordable Prices</u>	<u>Proposed Affordable Prices</u>
Studio	\$197,186	\$186,266
One Bedroom	\$233,668	\$221,187
Two Bedroom	\$270,149	\$256,109
Three Bedroom	\$306,631	\$291,010

- The percent of units required to be affordable is increased. For On-Site compliance the 10% requirement goes to 15%, and in the case of conditional use from 12% to 20%. The In-Lieu and Off-Site requirements go from 15% to 20%, or in the case of conditional use permitted projects from 17% to 25%. Per the direction of the TAC, the higher conditional use percentages are used in the analysis since most projects affected by the program would require the higher percentages.

The two proposed components of the adjustments are analyzed separately for their impact on both On-Site and In-Lieu compliance. The combined adjustments are also analyzed.

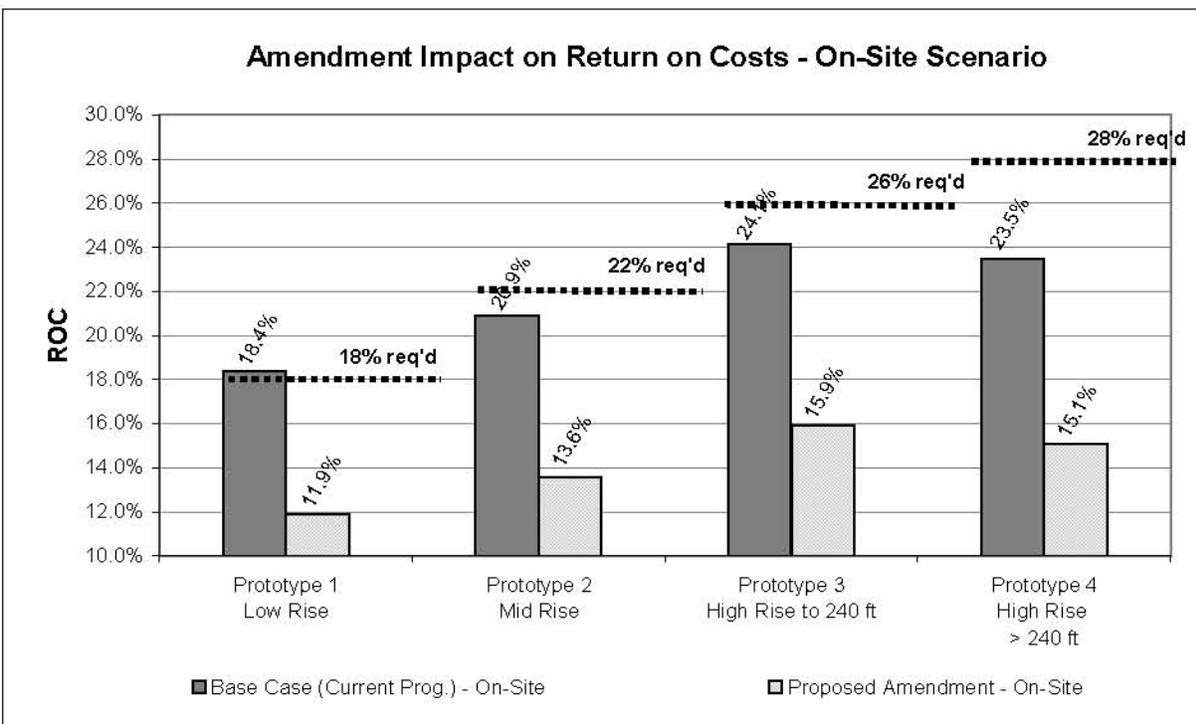
## Proposed Amendment On-Site Compliance Impact on Rate of Return Results

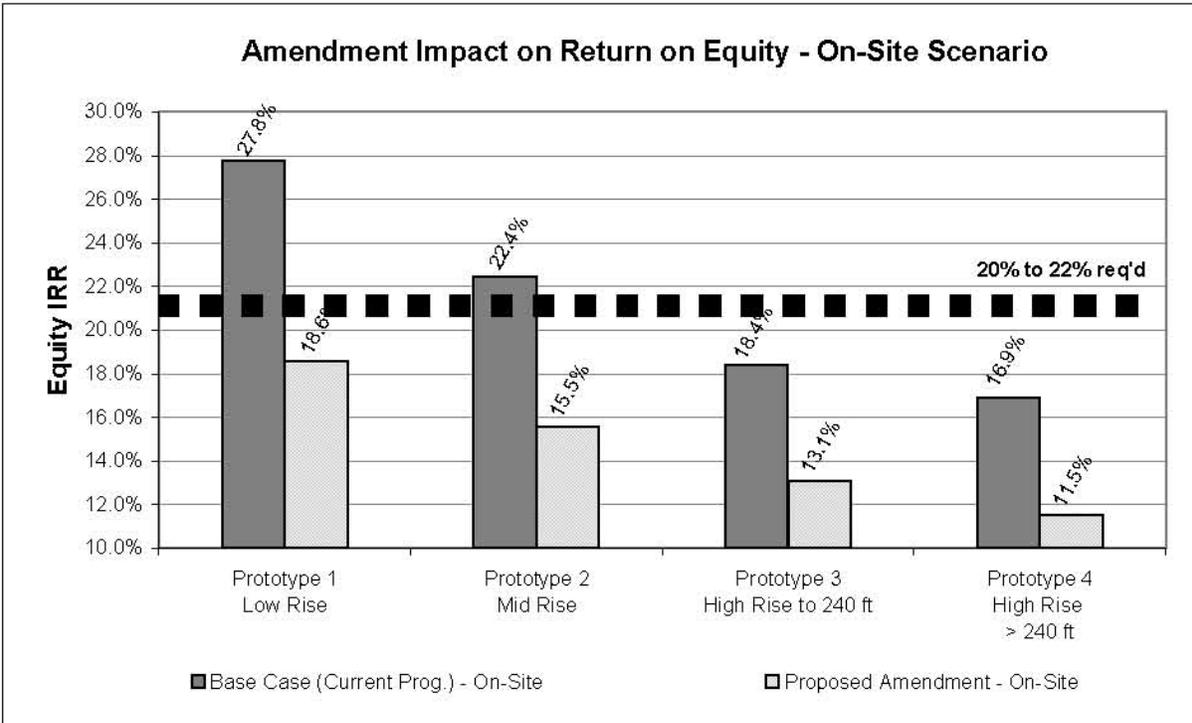
On-Site compliance with the proposed amendments would require that the affordable units be sold at lower sales prices than in the Base Case, as described above, and that a higher percent of units would be required. Per TAC directive, the analysis tested the 20%-level On-Site requirement.

Table 5 summarizes the Return on Cost for the four Prototypes under the proposed adjustments to the program, and Table 6 the Annualized Return on Equity. Graphs illustrating these returns are shown below.

The technical results of the impact analysis for all Prototype projects are:

- The income level adjustment alone has a minor decrease on project returns, using any return measure.
- The percentage change has a substantial negative impact on project returns.
- The combined adjustments have the greatest negative return, for a total reduction in the return by approximately a third, using either Return on Cost or Annualized Return on Equity.





### Proposed Amendment In-Lieu Fee Compliance Impacts on Rate of Return

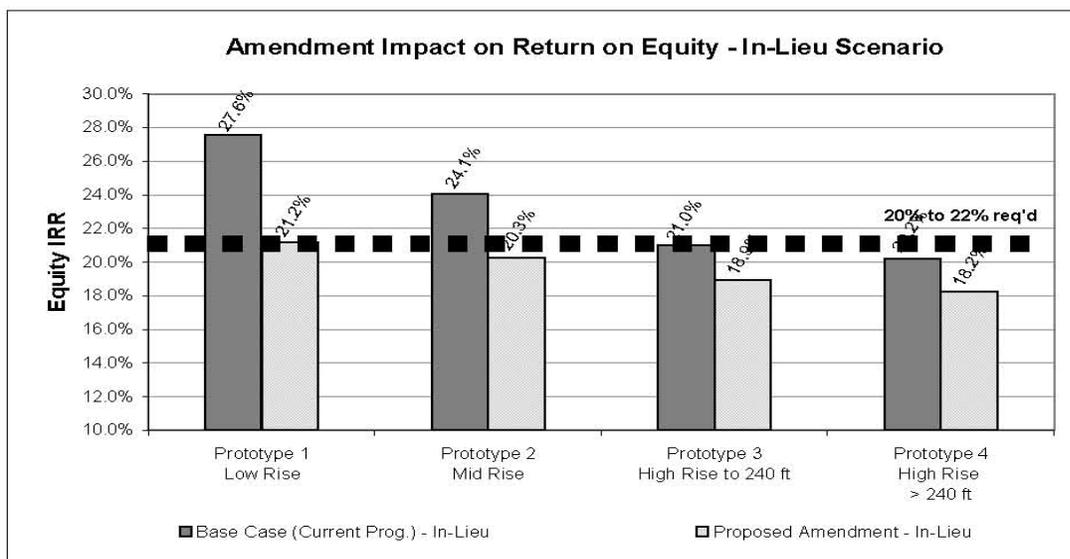
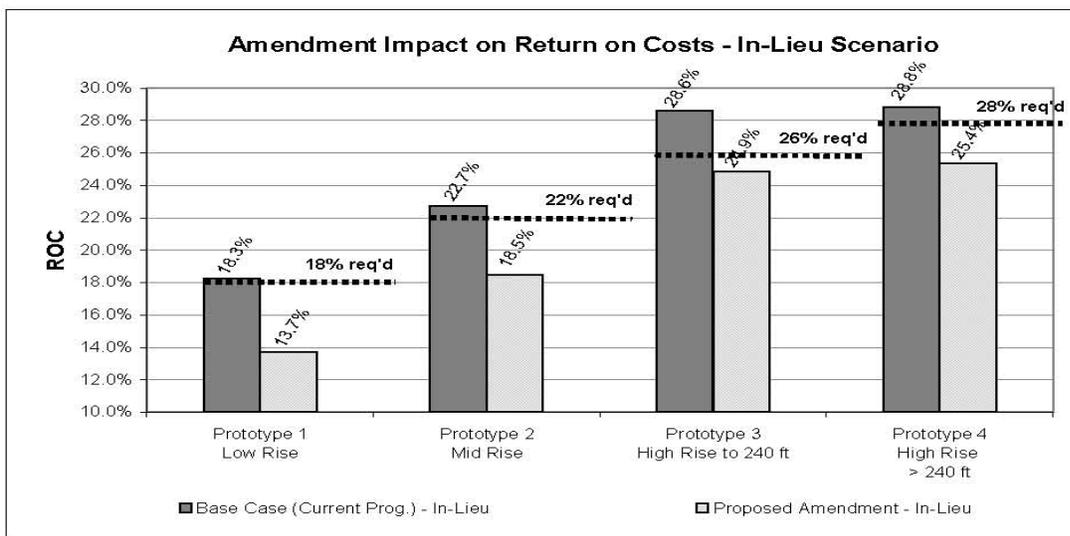
The change in income/affordability level would have the impact of increasing the In-Lieu Fee, or fee per affordable unit owed to the City, under the current program. To adjust the In-Lieu Fee, working from the same base as the current fee, revised fee levels per affordable unit owed are identified as follows:

	<u>Current Fee (7/06)</u>	<u>Amendment Fee</u>
Studio Unit	\$116,031	\$126,952
One Bedroom Unit	\$173,633	\$186,113
Two Bedroom Unit	\$250,913	\$264,954
Three Bedroom Unit	\$356,939	\$372,560

The second component of the amendment is to raise the percentage or number of units for which the fee is owed. For example, a project of 100 units owes the fee for 17 units in current program and 25 units per the proposed changes. Per directive of the TAC, this percentage is the conditional use 25%, consistent with the Base Case pro forma at 17%. Again, refer to Tables 5 and 6 and the graphs below for a summary of project returns under the amendment for the four Prototypes.

The technical results of the impact analysis for all Prototype projects are:

- The higher fee level alone has only a minor impact on project returns, not enough to affect project feasibility in most cases.
- The higher percentage requirement has a moderate impact on project returns. Combined with the higher fee level, the impact is a little greater. These combined impacts take all Prototypes out of the feasible range.
- The percent change in rate of return, using either measure, is considerably greater on lower development cost projects than higher development cost projects. The Return on Cost for Prototype 1 is reduced by over 20% while the Prototype 4 return is reduced by about 10% to 12%.



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## **Proposed Amendment Impact on On-Site v. In-Lieu Compliance: Comparison and Findings**

Tables 5 and 6 (same as referenced above) are organized to facilitate a comparison between the On-Site and In-Lieu options. Overall, the following findings are made:

- *The income adjustment in the proposed amendment has a minor impact; the percentage requirement adjustments have a major impact. From this point forward, all references to the proposed adjustments will refer to the combined income adjustment and percentage requirement.*
- *The negative impacts of the proposed amendments are substantially greater on the On-Site compliance than on the In-Lieu Fee compliance across the board for all Prototypes.*
- *For all Prototypes, the In-Lieu Fee option is considerably more favorable than the On-Site option. As proposed, virtually all projects would select the In-Lieu Fee option over the On-Site option (whereas in the current program for Prototype 1, wood frame buildings on podiums, the two are roughly equivalent).*
- *The proposed changes drive returns with the In-Lieu Fee below the feasibility level. This statement holds for all Prototype projects.*

### **Impact of Proposed Amendments on Land Value**

An understanding of the impact of the proposed changes on land value is important because theoretically land value is the dependent variable in the pro forma that adjusts when other items are relatively fixed or driven by outside forces. Local public policy can set fees and other regulations, but has little to no influence on interest rates, construction costs, and sales prices which are market driven. When local public actions increase costs, as with fees or inclusionary requirements, land values are decreased if all else in the equation remains constant.

This statement and discussion of land value does not refer to changes in zoning, which can have a tremendous influence on land value, but is not the subject of this analysis.

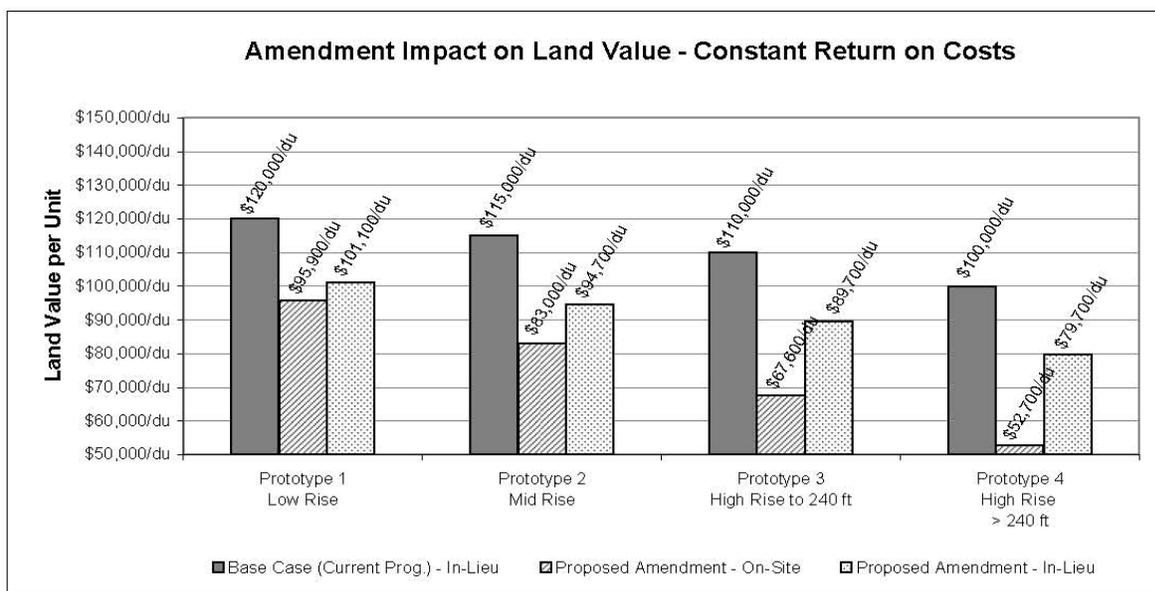
In practice, land values are usually very slow to adjust downward. Sellers of land tend to wait until they can get the price they could have achieved before a governmental action or other event that lowers the value. The result is usually inaction, at least in the near term. Depending on the level of adjustment in land value, the period of inaction (no projects being put together and/or proceeding) could be a matter of months or could be years. Eventually, either markets change and the old price is achievable again, or sellers become convinced that the lower price will remain for a long time and they might as well sell at the lower price.

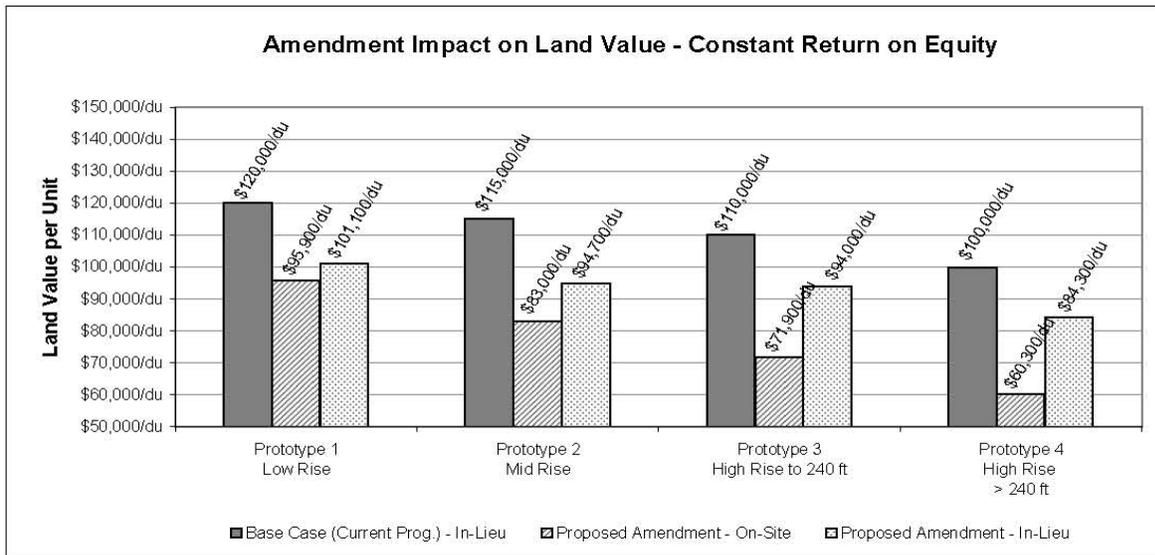
To test the impact of the proposed changes on land value, the pro forma analysis was used with the proposed inclusionary requirements both On-Site and In-Lieu, and rates of return and all other variables unchanged from the Base Case. The resulting land value, or 'residual land value,' is summarized for all Prototypes and components of the proposed amendment in Tables 7 and 8.

On the top portion of the tables the land value for the Base Case (Current Program) is indicated first, followed by the residual land value assuming all the proposed adjustments to the program. The results of the analysis are:

- Land values are decreased by the proposed changes in a manner similar to the rates of return. The income adjustment has a minor impact, while the percentage changes have far larger impacts.
- Land value to maintain a constant Return on Costs is decreased by approximately \$20,000 per unit as a result of the changes to the In-Lieu component but by substantially more than \$20,000 per unit as a result of the On-Site program. In some cases the land value reduction with On-Site compliance is as much as \$47,000 per unit. A similar pattern can be seen for Annualized Return on Equity, though land value reductions are smaller overall.
- The percentage decreases in land value for On-Site compliance are substantially greater in the High-Rise Prototypes than in the Low and Mid-Rise Prototypes. This is because land represents a smaller share of total cost (construction itself is a greater share) yet must still absorb all the change.

These results are shown on the following graphs.





### Impact of Proposed Amendment On-Site Area Land Values

A second analysis was prepared to examine the impact on land value as relates to the site, or per square foot site area. This is discussed here for Return on Costs. The analysis and results are similar for Annualized Return on Equity. The density, or dwelling units per acre measure (du/ac), is the link between land value expressed per unit and land value expressed per square foot site area. Table 9 provides a density range for each of the four Prototype projects.

The density ranges indicated in the table were drawn from an examination of comparable land sales transactions over the past three or four years in San Francisco. Each transaction has a site area and the number of dwelling units that the purchaser plans to develop on the property (in some cases sites are entitled, in others not, but the presumption is that the purchaser has a reasonable estimate of what can be built and has paid for the property accordingly). A considerable range in density, expressed in dwelling units per acre, was found for each of the four Prototypes.

Using the range of densities for each Prototype, the resulting range of land value per square foot of site area is calculated (land value per unit times units per acre divided by 43,560 square feet per acre). A mid point is then selected for the next step in the analysis which is a comparison of the impacts of the proposed amendment on the land value per square foot of site area. Table 10 presents the analysis.

The results of the analysis demonstrate that the same percentage impacts in decreased value that were identified per unit apply to land value per square foot of site area. To select an example, the Prototype 2 Mid-Rise project paying the In-Lieu Fee in the Base Case has a land

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value of \$528 per square foot site area. If the proposed amendments are adopted and all else remains constant, the land value of the site theoretically drops to \$435 per square foot with the In-Lieu fee option, or a decrease of 18%.

### **Land Value Impact Findings**

The analysis of the impact of the proposed amendment on land value, both per unit and per square foot of site area, leads to the following findings:

- *The proposed amendment would reduce land values on all projects, with the In-Lieu option in the range of 16% to 20% and the On-Site option substantially more, by as much as 40%-47% in the case of High-Rises.*
- *The higher the building, the greater the percentage negative impact on land value for On-Site compliance. This is the opposite of the impact pattern found for In-Lieu compliance when examining impacts on returns.*

### **Proposed Changes to the Off-Site Program**

The proposed changes to the inclusionary program's Off-Site component have two features of relevance to this analysis:

- A reduction in the income or affordability level of the Off-Site units from the current level of 100% of Area Median Income (AMI) to 80% of AMI. This reduction means lower sales prices of affordable units. The sales prices of the affordable units actually drop about 30% per MOH's calculation. See footnotes on Tables 3 and 11 for a detailed calculation of sales prices based on unit mix.
- A limitation of a one-mile radius from the All Market Rate project on locating Off-Site affordable projects. While all areas of the city are covered by the amendment, this limitation will have a particular impact on projects in the C3 zone/downtown area where most larger projects with a greater tendency to use Off-Site compliance are likely to be built. For this area, the Off-Site choices will be constrained overall and will be confined to the more expensive northeastern portion of the city. To reflect this limitation, the land value of the Off-Site project was increased from \$80,000 per unit used in the Base Case Off-Site analysis to \$95,000 per unit with this proposed change.

Both of these proposed changes affect the economics of doing Off-Site affordable projects for compliance. In addition, as with the In-Lieu fee option, 25% of market rate units, or 25 units for a 100-unit project, would be required instead of 17% as in the current program. To test the impact

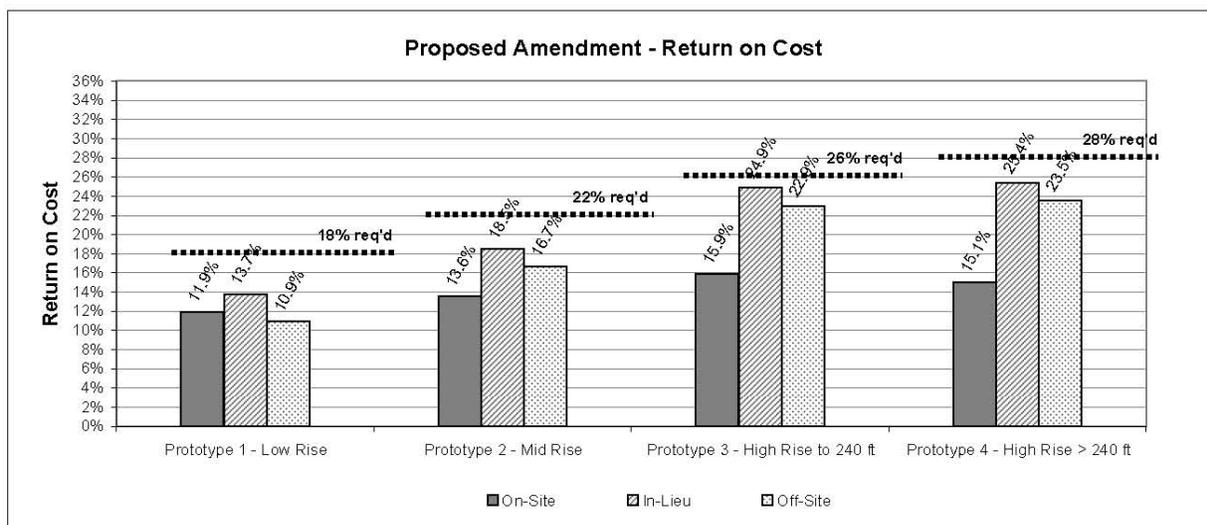
of these proposed changes, the Off-Site Analysis described above for the Base Case was repeated with the changes built into the analysis.

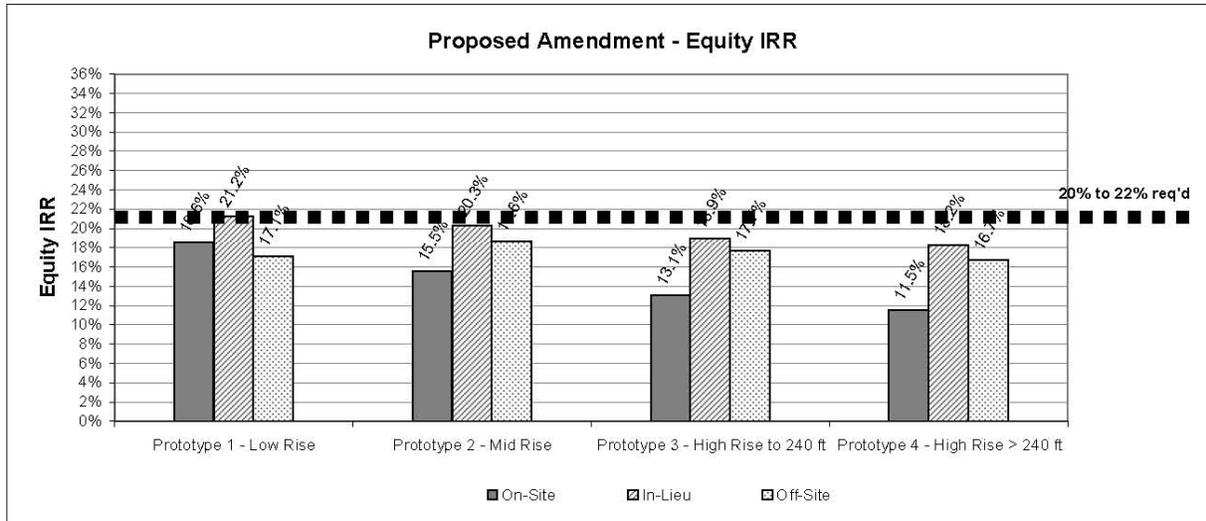
The analysis for Prototype 1 incorporating the changes attributable to the proposed amendment is shown in Table 11. Again the same line items to be compared are indicated with a box – the fee amount in the project on the left, and the negative from the 25-unit All Affordable project on the right. In this analysis, we find that the shortfall or negative of the 25-unit project is greater than the In-Lieu Fee. Furthermore, the blended All Market Rate and All Affordable projects' Return on Cost is only 10.9% versus 13.7% in the amended In-Lieu scenario.

The findings from this analysis regarding the proposed changes to the Off-Site component of the Inclusionary Program are:

- *The Off-Site option with the proposed changes is substantially less favorable than the option of paying the In-Lieu fee. [The higher cost to the developer and reduced return is primarily driven by the lower sales prices of the affordable units. Land costs have less of an impact on results, and if the land price is unchanged due to the one-mile radius provision and left at \$80,000 per unit, the extent of the difference versus In-Lieu Base Case is reduced only slightly.]*
- *The Off-Site option with the proposed amendment adjustments is more favorable than the On-Site option for Mid- and High-Rise projects. This is due to the fact that the percentage of required units has a greater impact than the decrease in sales price.*

Table 12 and the following graphs compare returns for the On-Site, In-Lieu Fee and Off-Site methods with the proposed program amendments.





## Recent Trends and Ability to Sustain Impacts of Proposed Amendments

The last portion of this analysis looks at the two major components of the pro forma analysis that most influence feasibility – construction costs and sales prices of market rate units. For background, recent trends are examined. For a view going forward into the future, grid matrices have been prepared to provide insight as to how future increases (or decreases) would impact residential condominium project feasibility with the proposed amendment to the Inclusionary Program.

Past trend information was assembled from published indices for construction costs and sales prices of new units in San Francisco. Other components affecting costs are also provided. The information is summarized as follows:

- Construction cost indices published by the McGraw Hill Engineering News Record (ENR) and Saylor Publications, Inc. from 2001 through the first quarter of 2006 are contained in Table 13. The ENR Building Cost Index is for the San Francisco Bay Area as are the two Saylor indices, one for subcontractors and one for material and labor. All three sets of figures show an increase of at least 120% over 2001 costs; the Saylor Subcontractor Index being the highest at 137%. All indices agree that major jumps occurred in 2004 and 2005, but show a moderation in the first quarter of 2006. Some in the industry believe these indices have a built-in lag and that changes show up three to six months after the fact. Since construction costs are impacted by higher energy costs, continued increases are expected.
- Residential sales price data is for the City of San Francisco only. Three indices are summarized in Table 14 – one from RealQuest, a commercial data provider that compiles assessor’s sales data, and two from the Real Estate Research Council of

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Northern California (RERCNC). RERCNC data is provided for new units (attached and detached) as well as for all units including resales. The three indices are shown on the graph. For purposes of this review, the RERCNC series on new units was deemed most suitable. All sources agree that sales price per unit has increased by at least 133% since 2001; the two RERCNC indices indicate 149% and 144%. All show that the biggest increases occurred in the 2004 and 2005 years with increases continuing into 2006. All also agree that the volume of sales activity has declined in 2006 over 2004 levels.

Residential sales prices are driven by supply and demand market forces. Two factors on the San Francisco horizon are of concern regarding continued increases in sales prices or even the sustainability of the current prices. One is supply conditions and the other is interest rates. On the subject of supply conditions, with 25,000 units in the pipeline concern has been expressed about a glut, or flooded market. However, a closer look at the number of new units entering the market each year for the next two or three years suggests 2,000 to 3,000 units per year, or no marked increase over recent years. Other than possible very short term oversupply of particular products, there is no major oversupply on the horizon as there is in other metropolitan area markets. In general, San Francisco has had, and continues to have, constrained supply conditions relative to demand.

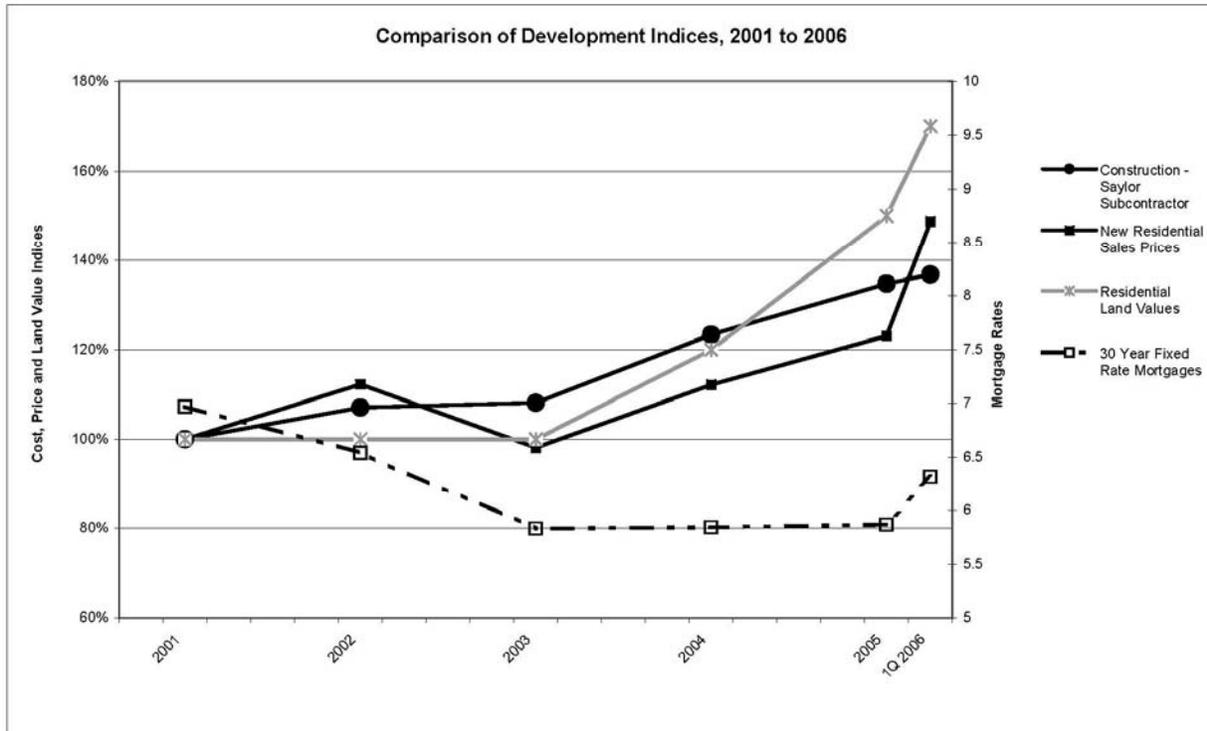
Interest and mortgage rate changes primarily impact residential condominium projects because they impact sales prices achievable and thus the demand side of the equation. The low mortgage rates of recent years have enabled buyers to stretch their incomes and buy higher priced units; with mortgage rates creeping up, sales price increases will be curtailed or possibly even pushed downward.

In summary, most industry analysts believe further significant escalations in sales prices are over and looking ahead prices will level off. Lenders reportedly will underwrite minor increases in the 2%-3% per year range at a maximum.

- Mortgage rate information is a direct copy of a PowerPoint slide from a speech given by a Freddie Mac economist, shown in Table 15. The exhibit shows fixed and variable rate mortgage interest rates since 1997. Freddie Mac surveys 125 major lenders across the nation every week and publishes the average rates. Freddie Mac's forecast and title of the exhibit indicate that mortgage rates are trending up.
- Land values in San Francisco are not tracked, indexed and published in the same way the other cost factors are. KMA assembled information on land sales transactions, interviewed appraisers and drew from the other sources indicated in the beginning of this report. KMA concludes that land prices have increased substantially over the past two years and are now at least 170% over the levels during 2001 and 2002. This increase was made possible by the increases in sales prices of units and the small increases in

construction and other costs in the 2001 through 2003 period. As discussed previously, land values respond to what the other cost factors and sales prices permit, and will not increase further as an independent variable.

All four of the above indices are combined in the graph below and show a similar pattern except for the mortgage rates, which is not indexed but superimposed for illustrating the relationships.



### Construction Cost and Sales Price Sensitivity Grid

The last exhibits in the package, Tables 16 and 17, contain a grid presentation of rates of return with the proposed Inclusionary Program amendments, assuming increases or decreases in costs and sales prices. The shaded area indicates conditions within feasibility range; outside of the shaded area conditions are not feasible. Feasibility by Prototype refers to the In-Lieu option, or option most favorable for all prototypes.

The grid design has construction costs vertically on the far left showing 0% for existing conditions and percentage increases or decreases. Actual construction cost per square foot figures are in the column beside the percentages. The figures at 0% are the same costs as in the Base Case analysis of the prototypes. The third vertical column is total development cost. Since construction cost is roughly half of total development cost (46% in Prototype 1 to 59% in Prototype 4), a 10% increase in construction is about a 5% to 6% increase in total costs.

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Sales prices per square foot are on the horizontal axis of the grid. Again, 0% represents existing conditions or Base Case. Percent increases or decreases are indicated with the resulting sales price.

The field of percentages in the middle of the grid is the rate of return (Return on Cost or Annualized Return on Equity, both are provided). When the return is within feasibility range for Return on Cost, and within the range of Base Case returns for Return on Equity, it has been shaded.

Findings that may be drawn from the grids are:

- *Feasibility of residential projects with the proposed amendment would be restored if there is no increase in construction, land and all other costs, and a 4% to 5% increase in sales prices.*
- *If construction costs increase by 10% and all other costs stay the same, it would take an 8% to 9% increase in sales prices to make projects feasible with the proposed amendments. (At increases of 2% per year in sales prices, this could mean a four to five year period.)*

Obviously, a host of other cost changes and sales price change combinations may be understood from the table. If sales price increases level out, as most people believe is inevitable, and construction and other costs continue to increase, it is the rate (and direction) of change of the various factors that becomes critical. Without the proverbial crystal ball, we cannot know for certain whether the Proposed Amendments can be absorbed by the market and allow projects to go forward without interruption or whether the added inclusionary requirements will cause a slowdown or even cessation of development. The best we can say is that adding the full set of requirements without a period of time to allow the market to adjust does significantly increase the risk that the new requirements will seriously impede the production of new housing in San Francisco.

## **Summary of Findings**

Following is a restatement of all the generalized findings.

### *Base Case Tables – Current Program*

- *All four Prototypes are feasible and produce acceptable returns with the In-Lieu payment, incorporating the fees effective July 2006.*

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- *Only Prototype 1 (wood frame construction over podium) is also feasible with On-Site Compliance.*
  - *On-Site compliance for all other Prototypes is far less favorable than In-Lieu Fee Payment.*
  - *The higher the building, the higher the development cost, and the less favorable the On-Site option becomes; or conversely, the more favorable the In-Lieu option.*

#### *Base Case Off-Site Compliance*

- *The Off-Site option is roughly equivalent to the In-Lieu Fee payment option for all Prototype projects, assuming the Off-Site affordable project is built in wood frame over podium as in Prototype 1, with two cost adjustments. As a result, the Off-Site option represents a real choice (except for the consideration that two projects instead of one are required with the Off-Site option.)*

#### *Proposed Amendment Impact on On-Site v. In-Lieu Compliance*

- *The income adjustment in the proposed amendment has a minor impact; the percentage requirement adjustments have a major impact.*
- *The negative impacts of the proposed amendments are substantially greater on the On-Site compliance than on the In-Lieu Fee compliance across the board for all Prototypes.*
- *For all Prototypes, the In-Lieu Fee option is considerably more favorable than the On-Site option. As proposed, virtually all projects would select the In-Lieu Fee option over the On-Site option (whereas in the current program for Prototype 1, wood frame buildings on podiums, the two are roughly equivalent).*
- *The proposed changes drive returns with the In-Lieu Fee below the feasibility level for all Prototype projects.*

#### *Proposed Amendment Impact on Land Value*

- *The proposed amendments would reduce land values on all projects, the In-Lieu option in the range of 16% to 20% and the On-Site option substantially more, by as much as 40%-47% in the case of High-Rises.*

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- *The higher the building, the greater the percentage negative impact on land value for On-Site compliance. This is the opposite of the impact pattern found for In-Lieu compliance when examining impacts on returns.*

#### *Proposed Amendment Impacts on Off-Site Compliance*

- *The Off-Site option with the proposed changes is substantially less favorable than the option of paying the In-Lieu fee.*
- *The Off-Site option with the proposed amendment adjustments is more favorable than the On-Site option for Mid- and High-Rise projects. This is due to the fact that the percentage of required units has a greater impact than the decrease in sales price resulting from the income adjustments.*

#### *Future Construction Costs and Sales Price Sensitivity Grids*

- *Feasibility of residential projects with the proposed amendments would be restored if there is zero increase in construction, land, and all other costs, and a 4% to 5% increase in sales prices.*
- *If construction costs increase by 10% and all other costs stay the same, it would take an 8% to 9% increase in sales prices to make projects feasible with the proposed amendments. If sales prices are only increasing at 2% per year (which is all investors are willing to assume), the 8% to 9% increase could mean four to five years.*

**Table 1**  
**Base Case - On-Site at 12% of Units**  
**Condominium Prototype Returns**  
**Residential Development Sensitivity Analysis**  
**City of San Francisco**

	<b>Prototype 1</b> <b>Low Rise Condos on Podium</b> <b>50 feet</b>		<b>Prototype 2</b> <b>Mid Rise Condos</b> <b>-85 feet range</b>		<b>Prototype 3</b> <b>High Rise Condos</b> <b>85 to 240 feet</b>		<b>Prototype 4</b> <b>High Rise Condos</b> <b>over 240 feet</b>	
<b>Development Program</b>								
Height	4 floors above podium		85 feet		22 to 25 floors		42 floors	
Average Unit Size	800 sf		900 sf		1,000 sf		1,000 sf	
Unit Mix	20% studios; 35% 1BRs; 45% 2BRs		50% 1BRs; 50% 2BRs		50% 1BR, 50% 2BR		50% 1BR, 50% 2BR	
Parking Ratio	1 sp/du		1 sp/du		1 sp/du		1 sp/du	
Parking Location	1 above, 1 below		1 above, 1 below		2 above, 2 below		2 above, 3 below	
<b>Development Costs</b>	<b>Per SF</b>	<b>Per Unit</b>	<b>Per SF</b>	<b>Per Unit</b>	<b>Per SF</b>	<b>Per Unit</b>	<b>Per SF</b>	<b>Per Unit</b>
Land	\$150	\$120,000	\$128	\$115,000	\$110	\$110,000	\$100	\$100,000
Hard Construction (incl. parking)	\$275	\$220,000	\$330	\$297,000	\$385	\$385,000	\$430	\$430,000
Governmental Fees	\$10	\$7,800	\$9	\$8,000	\$9	\$9,200	\$9	\$9,200
<i>Permits and Processing Charges</i>	\$8	\$6,000	\$7	\$6,000	\$7	\$7,000	\$7	\$7,000
<i>School Impact</i>	\$2	\$1,800	\$2	\$2,000	\$2	\$2,200	\$2	\$2,200
<i>Housing/Inclusionary</i>	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Other Soft Costs	\$90	\$72,000	\$89	\$80,000	\$90	\$90,000	\$100	\$100,000
Construction Financing	\$25	\$20,000	\$33	\$30,000	\$45	\$45,000	\$55	\$55,000
<b>Total Development Costs</b>	<b>\$550</b>	<b>\$439,800</b>	<b>\$589</b>	<b>\$530,000</b>	<b>\$639</b>	<b>\$639,200</b>	<b>\$694</b>	<b>\$694,200</b>
<b>Revenue</b>								
Market Rate Residential Sales	\$725	\$580,000	\$800	\$720,000	\$900	\$900,000	\$975	\$975,000
Inclusionary Units - Average Price	\$304	\$242,800	\$280	\$251,900	\$252	\$251,900	\$252	\$251,900
<b>Gross Sales Revenue (weighted avg.)</b>	<b>\$674</b>	<b>\$539,500</b>	<b>\$738</b>	<b>\$663,800</b>	<b>\$822</b>	<b>\$822,200</b>	<b>\$888</b>	<b>\$888,200</b>
<Less> Sales Expenses	(\$24)	(\$18,900)	(\$26)	(\$23,200)	(\$29)	(\$28,800)	(\$31)	(\$31,100)
<b>Sales Net of Sales Expenses</b>	<b>\$651</b>	<b>\$520,600</b>	<b>\$712</b>	<b>\$640,600</b>	<b>\$793</b>	<b>\$793,400</b>	<b>\$857</b>	<b>\$857,100</b>
<Less> Total Development Costs	(\$550)	(\$439,800)	(\$589)	(\$530,000)	(\$639)	(\$639,200)	(\$694)	(\$694,200)
<b>Net Revenues</b>	<b>\$101</b>	<b>\$80,800</b>	<b>\$123</b>	<b>\$110,600</b>	<b>\$154</b>	<b>\$154,200</b>	<b>\$163</b>	<b>\$162,900</b>
As % of Total Costs		18.4%		20.9%		24.1%		23.5%
Required % of Total Costs		18-20%		22-24%		26-29%		28-30%
<b>Other Return Measures:</b>								
As % of Net Sales		15.5%		17.3%		19.4%		19.0%
Timeline (Preconstr., Constr., Sales)		3.1 years		3.7 years		4.7 years		5.5 years
Annualized Return on Equity <sup>1</sup>		27.8%		22.4%		18.4%		16.9%

<sup>1</sup> Annualized return on equity, or equity Internal Rate of Return (IRR), is the average annualized return on all equity sources, mezzanine debt, and all other funding sources other than construction financing. Equity assumed at 25% of total costs.

**Table 2**  
**Base Case - In-Lieu Fee on 17% of Units**  
**Condominium Prototype Returns**  
**Residential Development Sensitivity Analysis**  
**City of San Francisco**

	<b>Prototype 1</b> <b>Low Rise Condos on Podium</b> <b>50 feet</b>		<b>Prototype 2</b> <b>Mid Rise Condos</b> <b>~85 feet range</b>		<b>Prototype 3</b> <b>High Rise Condos</b> <b>85 to 240 feet</b>		<b>Prototype 4</b> <b>High Rise Condos</b> <b>over 240 feet</b>	
<b>Development Program</b>								
Height	4 floors above podium		85 feet		22 to 25 floors		42 floors	
Average Unit Size	800 sf		900 sf		1,000 sf		1,000 sf	
Unit Mix	20% studios; 35% 1BRs; 45% 2BRs		50% 1BRs; 50% 2BRs		50% 1BR, 50% 2BR		50% 1BR, 50% 2BR	
Parking Ratio	1 sp/du		1 sp/du		1 sp/du		1 sp/du	
Parking Location	1 above, 1 below		1 above, 1 below		2 above, 2 below		2 above, 3 below	
<b>Development Costs</b>	<b>Per SF</b>	<b>Per Unit</b>	<b>Per SF</b>	<b>Per Unit</b>	<b>Per SF</b>	<b>Per Unit</b>	<b>Per SF</b>	<b>Per Unit</b>
Land	\$150	\$120,000	\$128	\$115,000	\$110	\$110,000	\$100	\$100,000
Hard Construction (incl. parking)	\$275	\$220,000	\$330	\$297,000	\$385	\$385,000	\$430	\$430,000
Governmental Fees	\$52	\$41,300	\$49	\$44,100	\$45	\$45,300	\$45	\$45,300
<i>Permits and Processing Charges</i>	\$8	\$6,000	\$7	\$6,000	\$7	\$7,000	\$7	\$7,000
<i>School Impact</i>	\$2	\$1,800	\$2	\$2,000	\$2	\$2,200	\$2	\$2,200
<i>Housing/Inclusionary</i> <sup>1</sup>	\$42	\$33,500	\$40	\$36,100	\$36	\$36,100	\$36	\$36,100
Other Soft Costs	\$90	\$72,000	\$89	\$80,000	\$90	\$90,000	\$100	\$100,000
Construction Financing	\$25	\$20,000	\$33	\$30,000	\$45	\$45,000	\$55	\$55,000
<b>Total Development Costs</b>	<b>\$592</b>	<b>\$473,300</b>	<b>\$629</b>	<b>\$566,100</b>	<b>\$675</b>	<b>\$675,300</b>	<b>\$730</b>	<b>\$730,300</b>
<b>Revenue</b>								
Market Rate Residential Sales	\$725	\$580,000	\$800	\$720,000	\$900	\$900,000	\$975	\$975,000
Inclusionary Units - Average Price	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
<b>Gross Sales Revenue (weighted avg.)</b>	<b>\$725</b>	<b>\$580,000</b>	<b>\$800</b>	<b>\$720,000</b>	<b>\$900</b>	<b>\$900,000</b>	<b>\$975</b>	<b>\$975,000</b>
<Less> Sales Expenses	(\$25)	(\$20,300)	(\$28)	(\$25,200)	(\$32)	(\$31,500)	(\$34)	(\$34,100)
<b>Sales Net of Sales Expenses</b>	<b>\$700</b>	<b>\$559,700</b>	<b>\$772</b>	<b>\$694,800</b>	<b>\$869</b>	<b>\$868,500</b>	<b>\$941</b>	<b>\$940,900</b>
<Less> Total Development Costs	(\$592)	(\$473,300)	(\$629)	(\$566,100)	(\$675)	(\$675,300)	(\$730)	(\$730,300)
<b>Net Revenues</b>	<b>\$108</b>	<b>\$86,400</b>	<b>\$143</b>	<b>\$128,700</b>	<b>\$193</b>	<b>\$193,200</b>	<b>\$211</b>	<b>\$210,600</b>
As % of Total Costs		18.3%		22.7%		28.6%		28.8%
Required % of Total Costs		18-20%		22-24%		26-29%		28-30%
<b>Other Return Measures:</b>								
As % of Net Sales		15.4%		18.5%		22.2%		22.4%
Timeline (Preconstr., Constr., Sales)		3.1 years		3.7 years		4.7 years		5.5 years
Annualized Return on Equity <sup>2</sup>		27.6%		24.1%		21.0%		20.2%

<sup>1</sup> Based on inclusionary in-lieu fees effective July 2006.

<sup>2</sup> Annualized return on equity, or equity Internal Rate of Return (IRR), is the average annualized return on all equity sources, mezzanine debt, and all other funding sources other than construction financing. Equity assumed at 25% of total costs.

**Table 3**  
**Base Case Off-Site Project - Modified Prototype 1**  
**In-Lieu vs Off-Site Proforma Comparison**  
**Residential Development Sensitivity Analysis**  
**City of San Francisco**

	In-Lieu Fee Compliance			Off-Site Compliance											
				All Market Rate			All Affordable <sup>1</sup>			Blended					
<b>Development Program</b>															
Height			4 floors above podium			4 floors above podium			4 floors above podium			4 floors above podium			
Unit Size			800 sf			800 sf			800 sf			800 sf			
Unit Mix			20% studios; 35% 1BRs; 45% 2BRs			20% studios; 35% 1BRs; 45% 2BRs			20% studios; 35% 1BRs; 45% 2BRs			20% studios; 35% 1BRs; 45% 2BRs			
No. of Market Rate Units			100 units			100 units			0 units			100 units			
No. of Affordable Units			0 units			0 units			17 units			17 units			
Parking Ratio			1 sp/du			1 sp/du			1 sp/du			1 sp/du			
Parking Location			1 above, 1 below			1 above, 1 below			1 above, 1 below			1 above, 1 below			
<b>Development Costs</b>				<b>Per SF</b>	<b>Per Unit</b>	<b>Total</b>	<b>Per SF</b>	<b>Per Unit</b>	<b>Total</b>	<b>Per SF</b>	<b>Per Unit</b>	<b>Total</b>	<b>Per SF</b>	<b>Per Unit</b>	<b>Total</b>
Land			\$150	\$150	\$120,000	\$12,000,000	\$100	\$80,000	\$1,360,000	\$143	\$114,188	\$13,360,000			
Hard Construction (incl. parking)			\$275	\$275	\$220,000	\$22,000,000	\$275	\$220,000	\$3,740,000	\$275	\$220,000	\$25,740,000			
Governmental Fees			\$52	\$52	\$41,300	\$4,130,000	\$10	\$7,800	\$132,600	\$10	\$7,800	\$912,600			
<i>Permits and Processing Charges</i>			\$8	\$8	\$6,000	\$600,000	\$8	\$6,000	\$102,000	\$8	\$6,000	\$702,000			
<i>School Impact</i>	\$2.24/res nsf		\$2	\$2	\$1,800	\$180,000	\$2	\$1,800	\$30,600	\$2	\$1,800	\$210,600			
<i>Housing/Inclusionary (17%)</i>			\$42	\$42	\$33,500	\$3,350,000	\$0	\$0	\$0	\$0	\$0	\$0			
Other Soft Costs			\$90	\$90	\$72,000	\$7,200,000	\$96	\$77,000	\$1,309,000	\$91	\$72,726	\$8,509,000			
Construction Financing			\$25	\$25	\$20,000	\$2,000,000	\$25	\$20,000	\$340,000	\$25	\$20,000	\$2,340,000			
<b>Total Development Costs</b>			<b>\$592</b>	<b>\$592</b>	<b>\$473,300</b>	<b>\$47,330,000</b>	<b>\$550</b>	<b>\$439,800</b>	<b>\$43,980,000</b>	<b>\$506</b>	<b>\$404,800</b>	<b>\$6,881,600</b>	<b>\$543</b>	<b>\$434,715</b>	<b>\$50,861,600</b>
<b>Revenue</b>															
Market Rate Residential Sales			\$725	\$725	\$580,000	\$58,000,000	\$725	\$580,000	\$0	\$725	\$580,000	\$58,000,000			
Inclusionary Units <sup>3</sup>			\$0	\$0	\$0	\$0	\$304	\$242,800	\$4,127,600	\$304	\$242,800	\$4,127,600			
Gross Sales Revenue (weighted avg.)			\$725	\$725	\$580,000	\$58,000,000	\$304	\$242,800	\$4,127,600	\$664	\$531,005	\$62,127,600			
<Less> Sales Expenses	3.5% mkt	2.5% incl	(\$25)	(\$25)	(\$20,300)	(\$2,030,000)	(\$8)	(\$6,070)	(\$103,190)	(\$23)	(\$18,232)	(\$2,133,190)			
<Less> Total Development Costs			(\$592)	(\$592)	(\$473,300)	(\$47,330,000)	(\$506)	(\$404,800)	(\$6,881,600)	(\$543)	(\$434,715)	(\$50,861,600)			
<b>Returns to Investors+Developer</b>			<b>\$108</b>	<b>\$108</b>	<b>\$86,400</b>	<b>\$8,640,000</b>	<b>\$150</b>	<b>\$119,900</b>	<b>\$11,990,000</b>	<b>-\$210</b>	<b>-\$168,070</b>	<b>-\$2,857,190</b>	<b>\$98</b>	<b>\$78,058</b>	<b>\$9,132,810</b>
As % of Total Costs						18.3%			27.3%			-41.5%			18.0%
Annual Return on Equity						27.6%									27.2%

<sup>1</sup> All affordable project based on Prototype 1 costs modified as follows: 1) Land cost lower than base case to reflect a less desirable location; 2) Other soft costs increased \$5,000 per unit to account for higher developer fees.

<sup>2</sup> Inclusionary in-lieu fee calculated based on the unit mix and 2006 in-lieu fees, Mayor's Office of Housing.

	% of Units	In-lieu Fee	Total
Studios	20%	\$116,031	\$23,206
One BRs	35%	\$173,633	\$60,772
Two BRs	45%	\$250,913	\$112,911
Average			\$196,889

<sup>3</sup> Average inclusionary sales price calculated assuming a mix of affordable units comparable to the unit mix and 2006 sales prices, Mayor's Office of Housing.

	% of Units	Price	Total
Studios	20%	\$197,186	\$39,437
One BRs	35%	\$233,668	\$81,784
Two BRs	45%	\$270,149	\$121,567
Average			\$242,788

**Table 4**  
**Base Case/Current Inclusionary Program Returns <sup>1</sup>**  
**On-Site, In-Lieu Fee, and Off-Site Comparison**  
**Residential Development Sensitivity Analysis**  
**City of San Francisco**

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**Return on Costs (ROC)**

	On-Site	In-Lieu	Off-Site
Prototype 1 - Low Rise	18.4%	18.3%	18.0%
Prototype 2 - Mid Rise	20.9%	22.7%	23.0%
Prototype 3 - High Rise to 240 ft	24.1%	28.6%	28.6%
Prototype 4 - High Rise > 240 ft	23.5%	28.8%	28.8%

**Return on Equity (Equity IRR)**

	On-Site	In-Lieu	Off-Site
Prototype 1 - Low Rise	27.8%	27.6%	27.2%
Prototype 2 - Mid Rise	22.4%	24.1%	24.3%
Prototype 3 - High Rise to 240 ft	18.4%	21.0%	21.0%
Prototype 4 - High Rise > 240 ft	16.9%	20.2%	19.9%

<sup>1</sup> Base Case Inclusionary Program is:  
12% on-site inclusionary units, current AMI  
17% in-lieu fee, current AMI  
17% off-site units, current AMI

**Table 5**  
**On-Site versus In-Lieu Fees - Return on Costs**  
**Summary of Proposed Amendment Impacts on Condominium Prototype Returns**  
**Residential Development Sensitivity Analysis**  
**City of San Francisco**

Return on Costs (ROC)	Prototype 1 Low Rise		Prototype 2 Mid Rise		Prototype 3 High Rise to 240 ft		Prototype 4 High Rise over 240 ft	
	On-Site	In-Lieu Fee	On-Site	In-Lieu Fee	On-Site	In-Lieu Fee	On-Site	In-Lieu Fee
<i>Base Case (Current Program)</i> <sup>1</sup>	18.4%	18.3%	20.9%	22.7%	24.1%	28.6%	23.5%	28.8%
Proposed SF AMI Adj.	18.1%	17.7%	20.6%	22.3%	23.9%	28.2%	23.2%	28.5%
Proposed % Increases	12.5%	14.5%	14.1%	19.2%	16.3%	25.5%	15.4%	25.9%
Proposed % Increases + AMI Adj.	11.9%	13.7%	13.6%	18.5%	15.9%	24.9%	15.1%	25.4%
Proposed Off-Site Req. (no effect)	18.4%	18.3%	20.9%	22.7%	24.1%	28.6%	23.5%	28.8%
<i>Required Return</i>	18-20%	18-20%	22-24%	22-24%	26-29%	26-29%	28-30%	28-30%

**COMPARISON TO BASE CASE**

<b>Actual Decrease in ROC</b>								
Proposed SF AMI Adj.	(0.3%)	(0.5%)	(0.3%)	(0.5%)	(0.2%)	(0.4%)	(0.2%)	(0.4%)
Proposed % Increases	(5.9%)	(3.8%)	(6.8%)	(3.6%)	(7.8%)	(3.2%)	(8.0%)	(2.9%)
Proposed % Increases + AMI Adj.	(6.5%)	(4.5%)	(7.3%)	(4.2%)	(8.2%)	(3.8%)	(8.4%)	(3.5%)
Proposed Off-Site Req. (no effect)	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
<b>Percent Decrease in ROC</b>								
Proposed SF AMI Adj.	(1.7%)	(3.0%)	(1.4%)	(2.1%)	(1.0%)	(1.5%)	(0.9%)	(1.3%)
Proposed % Increases	(32.1%)	(20.8%)	(32.6%)	(15.7%)	(32.4%)	(11.0%)	(34.3%)	(10.2%)
Proposed % Increases + AMI Adj.	(35.3%)	(24.9%)	(35.0%)	(18.7%)	(34.1%)	(13.1%)	(35.9%)	(12.1%)
Proposed Off-Site Req. (no effect)	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%

<sup>1</sup> Base Case is 12% on-site inclusionary units; in-lieu fee on 17% of total units.

Table 6

**On-Site versus In-Lieu Fees - Return on Equity<sup>1</sup>**  
**Summary of Proposed Amendment Impacts on Condominium Prototype Returns**  
**Residential Development Sensitivity Analysis**  
**City of San Francisco**

Return on Equity (ROE)	Prototype 1 Low Rise		Prototype 2 Mid Rise		Prototype 3 High Rise to 240 ft		Prototype 4 High Rise over 240 ft	
	On-Site	In-Lieu Fee	On-Site	In-Lieu Fee	On-Site	In-Lieu Fee	On-Site	In-Lieu Fee
<i>Base Case (Current Program)</i> <sup>2</sup>	27.8%	27.6%	22.4%	24.1%	18.4%	21.0%	16.9%	20.2%
Proposed SF AMI Adj.	27.3%	26.8%	22.2%	23.6%	18.3%	20.8%	16.8%	20.0%
Proposed % Increases	19.4%	22.3%	16.0%	20.9%	13.4%	19.2%	11.8%	18.5%
Proposed % Increases + AMI Adj.	18.6%	21.2%	15.5%	20.3%	13.1%	18.9%	11.5%	18.2%
Proposed Off-Site Req. (no effect)	27.8%	27.6%	22.4%	24.1%	18.4%	21.0%	16.9%	20.2%

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**COMPARISON TO BASE CASE**
**Actual Decrease in ROE**

Proposed SF AMI Adj.	(0.4%)	(0.8%)	(0.3%)	(0.4%)	(0.1%)	(0.2%)	(0.1%)	(0.2%)
Proposed % Increases	(8.3%)	(5.3%)	(6.4%)	(3.2%)	(5.0%)	(1.8%)	(5.1%)	(1.6%)
Proposed % Increases + AMI Adj.	(9.2%)	(6.4%)	(6.9%)	(3.8%)	(5.3%)	(2.1%)	(5.4%)	(2.0%)
Proposed Off-Site Req. (no effect)	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%

**Percent Decrease in ROE**

Proposed SF AMI Adj.	(1.6%)	(2.7%)	(1.2%)	(1.7%)	(0.8%)	(1.1%)	(0.8%)	(1.1%)
Proposed % Increases	(30.0%)	(19.3%)	(28.5%)	(13.2%)	(27.3%)	(8.4%)	(30.3%)	(8.1%)
Proposed % Increases + AMI Adj.	(33.1%)	(23.2%)	(30.7%)	(15.8%)	(28.8%)	(10.0%)	(31.8%)	(9.7%)
Proposed Off-Site Req. (no effect)	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%

<sup>1</sup> Annualized return on equity, or equity Internal Rate of Return (IRR), is the average annualized return on all equity sources, mezzanine debt, and all other funding sources other than construction financing. Equity assumed at 25% of total costs.

<sup>2</sup> Base Case is 12% on-site inclusionary units; in-lieu fee on 17% of total units.

**Table 7**  
**Proposed Inclusionary Amendments - Impact Analysis per Unit**  
**Condominium Prototypes Reduction in Land Value (to Maintain Constant Return on Cost)**  
**Residential Development Sensitivity Analysis**  
**City of San Francisco**

Residual Land Value per Unit	Prototype 1 Low Rise		Prototype 2 Mid Rise		Prototype 3 High Rise to 240 ft		Prototype 4 High Rise over 240 ft	
	On-Site	In-Lieu Fee	On-Site	In-Lieu Fee	On-Site	In-Lieu Fee	On-Site	In-Lieu Fee
Base Case (Current Program) <sup>1</sup>	\$120,000/du	\$120,000/du	\$115,000/du	\$115,000/du	\$110,000/du	\$110,000/du	\$100,000/du	\$100,000/du
Proposed SF AMI Adj.	\$118,800/du	\$117,800/du	\$113,700/du	\$112,800/du	\$108,800/du	\$107,800/du	\$98,800/du	\$97,800/du
Proposed % Increases	\$98,100/du	\$104,300/du	\$85,100/du	\$98,000/du	\$69,700/du	\$93,000/du	\$54,800/du	\$83,000/du
Proposed % Increases + AMI Adj.	\$95,900/du	\$101,100/du	\$83,000/du	\$94,700/du	\$67,600/du	\$89,700/du	\$52,700/du	\$79,700/du
Proposed Off-Site Req. (no effect)	\$120,000/du	\$120,000/du	\$115,000/du	\$115,000/du	\$110,000/du	\$110,000/du	\$100,000/du	\$100,000/du

**COMPARISON TO BASE CASE**

**Actual Decrease in Residual Land Value**

Proposed SF AMI Adj.	(\$1,200/du)	(\$2,200/du)	(\$1,300/du)	(\$2,200/du)	(\$1,200/du)	(\$2,200/du)	(\$1,200/du)	(\$2,200/du)
Proposed % Increases	(\$21,900/du)	(\$15,700/du)	(\$29,900/du)	(\$17,000/du)	(\$40,300/du)	(\$17,000/du)	(\$45,200/du)	(\$17,000/du)
Proposed % Increases + AMI Adj.	(\$24,100/du)	(\$18,900/du)	(\$32,000/du)	(\$20,300/du)	(\$42,400/du)	(\$20,300/du)	(\$47,300/du)	(\$20,300/du)
Proposed Off-Site Req. (no effect)	\$0/du	\$0	\$0/du	\$0	\$0/du	\$0	\$0/du	\$0

**Percent Decrease in Residual Land Value**

Proposed SF AMI Adj.	(1%)	(2%)	(1%)	(2%)	(1%)	(2%)	(1%)	(2%)
Proposed % Increases	(18%)	(13%)	(26%)	(15%)	(37%)	(15%)	(45%)	(17%)
Proposed % Increases + AMI Adj.	(20%)	(16%)	(28%)	(18%)	(39%)	(18%)	(47%)	(20%)
Proposed Off-Site Req. (no effect)	0%	0%	0%	0%	0%	0%	0%	0%

<sup>1</sup> Base Case is 12% on-site inclusionary units; in-lieu fee on 17% of total units.

**Table 8**  
**Proposed Inclusionary Amendments - Impact Analysis per Unit**  
**Condominium Prototypes Reduction in Land Value (to Maintain Constant Equity IRR)**  
**Residential Development Sensitivity Analysis**  
**City of San Francisco**

Residual Land Value per Unit	Prototype 1 Low Rise		Prototype 2 Mid Rise		Prototype 3 High Rise to 240 ft		Prototype 4 High Rise over 240 ft	
	On-Site	In-Lieu Fee	On-Site	In-Lieu Fee	On-Site	In-Lieu Fee	On-Site	In-Lieu Fee
<i>Base Case (Current Program) <sup>1</sup></i>	\$120,000/du	\$120,000/du	\$115,000/du	\$115,000/du	\$110,000/du	\$110,000/du	\$100,000/du	\$100,000/du
SF AMI Adj.	\$118,800/du	\$117,800/du	\$113,700/du	\$112,800/du	\$108,800/du	\$107,800/du	\$99,000/du	\$98,300/du
% Increases	\$98,100/du	\$104,300/du	\$85,100/du	\$98,000/du	\$73,700/du	\$96,500/du	\$62,100/du	\$86,900/du
% Increases + AMI Adj.	\$95,900/du	\$101,100/du	\$83,000/du	\$94,700/du	\$71,900/du	\$94,000/du	\$60,300/du	\$84,300/du
<b>COMPARISON TO BASE CASE</b>								
<b>Actual Decrease in Residual Land Value</b>								
SF AMI Adj.	(\$1,200/du)	(\$2,200/du)	(\$1,300/du)	(\$2,200/du)	(\$1,200/du)	(\$2,200/du)	(\$1,000/du)	(\$1,700/du)
% Increases	(\$21,900/du)	(\$15,700/du)	(\$29,900/du)	(\$17,000/du)	(\$36,300/du)	(\$13,500/du)	(\$37,900/du)	(\$13,100/du)
% Increases + AMI Adj.	(\$24,100/du)	(\$18,900/du)	(\$32,000/du)	(\$20,300/du)	(\$38,100/du)	(\$16,000/du)	(\$39,700/du)	(\$15,700/du)
<b>Percent Decrease in Residual Land Value</b>								
SF AMI Adj.	(1%)	(2%)	(1%)	(2%)	(1%)	(2%)	(1%)	(2%)
% Increases	(18%)	(13%)	(26%)	(15%)	(33%)	(12%)	(38%)	(13%)
% Increases + AMI Adj.	(20%)	(16%)	(28%)	(18%)	(35%)	(15%)	(40%)	(16%)

<sup>1</sup> Base Case is 12% on-site inclusionary units; in-lieu fee on 17% of total units.

**Table 9**  
**Density and Land Value Per Site SF**  
**Base Case Condominium Prototypes (12% On-Site, 17% In-Lieu)**  
**Residential Development Sensitivity Analysis**  
**City of San Francisco**

	<b>Prototype 1 Low Rise</b>		<b>Prototype 2 Mid Rise</b>		<b>Prototype 3 High Rise to 240 ft</b>		<b>Prototype 4 High Rise over 240 ft</b>	
	<b>On-Site</b>	<b>In-Lieu Fee</b>	<b>On-Site</b>	<b>In-Lieu Fee</b>	<b>On-Site</b>	<b>In-Lieu Fee</b>	<b>On-Site</b>	<b>In-Lieu Fee</b>
Total Costs per Unit - Base Case (Current Program) <sup>1</sup>	\$439,800/du	\$473,300/du	\$530,000/du	\$566,100/du	\$639,200/du	\$675,300/du	\$694,200/du	\$730,300/du
Land Costs - Base Case (Current Program) <sup>1</sup>	\$120,000/du	\$120,000/du	\$115,000/du	\$115,000/du	\$110,000/du	\$110,000/du	\$100,000/du	\$100,000/du
Land as % of Total Costs	27.3%	25.4%	21.7%	20.3%	17.2%	16.3%	14.4%	13.7%
Density Range	80 du/ac to 140 du/ac		150 du/ac to 250 du/ac		200 du/ac to 300 du/ac		300 du/ac to 400 du/ac	
Land Value per Site SF <sup>2</sup>	\$220/site sf to \$386/site sf		\$396/site sf to \$660/site sf		\$505/site sf to \$758/site sf		\$689/site sf to \$918/site sf	
Midpoint of Land Value per Site SF	\$303/site sf		\$528/site sf		\$631/site sf		\$803/site sf	

<sup>1</sup> See Base Case Condominium Prototype tables.

<sup>2</sup> Land Value per Site SF = (Land Value per Unit x Units per Acre)/(43,560 SF per Acre)

**Table 10**  
**Proposed Inclusionary Amendments - Impact Analysis per Site SF**  
**Condominium Prototypes Reduction in Land Value (to Maintain Constant Return on Cost)**  
**Residential Development Sensitivity Analysis**  
**City of San Francisco**

Residual Land Value per Site SF	Prototype 1 Low Rise		Prototype 2 Mid Rise		Prototype 3 High Rise to 240 ft		Prototype 4 High Rise over 240 ft	
	On-Site	In-Lieu Fee	On-Site	In-Lieu Fee	On-Site	In-Lieu Fee	On-Site	In-Lieu Fee
<i>Base Case (Current Program)</i> <sup>1</sup>	\$303/sf	\$303/sf	\$528/sf	\$528/sf	\$631/sf	\$631/sf	\$803/sf	\$803/sf
Proposed SF AMI Adj.	\$300/sf	\$297/sf	\$522/sf	\$518/sf	\$624/sf	\$619/sf	\$794/sf	\$786/sf
Proposed % Increases	\$248/sf	\$263/sf	\$391/sf	\$450/sf	\$400/sf	\$534/sf	\$440/sf	\$667/sf
Proposed % Increases + AMI Adj.	\$242/sf	\$255/sf	\$381/sf	\$435/sf	\$388/sf	\$515/sf	\$423/sf	\$640/sf
Proposed Off-Site Req. (no effect)	\$303/sf	\$303/sf	\$528/sf	\$528/sf	\$631/sf	\$631/sf	\$803/sf	\$803/sf

**COMPARISON TO BASE CASE**

<b>Actual Decrease in Residual Land Value</b>								
Proposed SF AMI Adj.	(\$3/sf)	(\$6/sf)	(\$6/sf)	(\$10/sf)	(\$7/sf)	(\$13/sf)	(\$10/sf)	(\$18/sf)
Proposed % Increases	(\$55/sf)	(\$40/sf)	(\$137/sf)	(\$78/sf)	(\$231/sf)	(\$98/sf)	(\$363/sf)	(\$137/sf)
Proposed % Increases + AMI Adj.	(\$61/sf)	(\$48/sf)	(\$147/sf)	(\$93/sf)	(\$243/sf)	(\$117/sf)	(\$380/sf)	(\$163/sf)
Proposed Off-Site Req. (no effect)	\$0/sf	\$0/sf	\$0/sf	\$0/sf	\$0/sf	\$0/sf	\$0/sf	\$0/sf
<b>Percent Decrease in Residual Land Value</b>								
Proposed SF AMI Adj.	(1%)	(2%)	(1%)	(2%)	(1%)	(2%)	(1%)	(2%)
Proposed % Increases	(18%)	(13%)	(26%)	(15%)	(37%)	(15%)	(45%)	(17%)
Proposed % Increases + AMI Adj.	(20%)	(16%)	(28%)	(18%)	(39%)	(18%)	(47%)	(20%)
Proposed Off-Site Req. (no effect)	0%	0%	0%	0%	0%	0%	0%	0%

<sup>1</sup> Base Case is 12% on-site inclusionary units; in-lieu fee on 17% of total units.

**Table 11**  
**80% AMI Off-Site Project - Modified Prototype 1**  
**In-Lieu vs Off-Site Proforma Comparison**  
**Residential Development Sensitivity Analysis**  
**City of San Francisco**

	In-Lieu Fee Compliance			Off-Site Compliance											
				All Market Rate			All Affordable <sup>1</sup>			Blended					
<b>Development Program</b>															
Height			4 floors above podium			4 floors above podium			4 floors above podium			4 floors above podium			
Unit Size			800 sf			800 sf			800 sf			800 sf			
Unit Mix			20% studios; 35% 1BRs; 45% 2BRs			20% studios; 35% 1BRs; 45% 2BRs			20% studios; 35% 1BRs; 45% 2BRs			20% studios; 35% 1BRs; 45% 2BRs			
No. of Market Rate Units			100 units			100 units			0 units			100 units			
No. of Affordable Units			0 units			0 units			25 units			25 units			
Parking Ratio			1 sp/du			1 sp/du			1 sp/du			1 sp/du			
Parking Location			1 above, 1 below			1 above, 1 below			1 above, 1 below			1 above, 1 below			
<b>Development Costs</b>				<b>Per SF</b>	<b>Per Unit</b>	<b>Total</b>	<b>Per SF</b>	<b>Per Unit</b>	<b>Total</b>	<b>Per SF</b>	<b>Per Unit</b>	<b>Total</b>	<b>Per SF</b>	<b>Per Unit</b>	<b>Total</b>
Land			\$150	\$150	\$120,000	\$12,000,000	\$119	\$95,000	\$2,375,000	\$144	\$115,000	\$14,375,000			
Hard Construction (incl. parking)			\$275	\$275	\$220,000	\$22,000,000	\$275	\$220,000	\$5,500,000	\$275	\$220,000	\$27,500,000			
Governmental Fees			\$75	\$75	\$60,200	\$6,020,000	\$10	\$7,800	\$195,000	\$10	\$7,800	\$975,000			
<i>Permits and Processing Charges</i>			\$8	\$8	\$6,000	\$600,000	\$8	\$6,000	\$150,000	\$8	\$6,000	\$750,000			
<i>School Impact</i>	\$2.24/res nsf		\$2	\$2	\$1,800	\$180,000	\$2	\$1,800	\$45,000	\$2	\$1,800	\$225,000			
<i>Housing/Inclusionary (25%)</i>			\$66	\$66	\$52,400	\$5,240,000	\$0	\$0	\$0	\$0	\$0	\$0			
Other Soft Costs			\$90	\$90	\$72,000	\$7,200,000	\$96	\$77,000	\$1,925,000	\$91	\$73,000	\$9,125,000			
Construction Financing			\$25	\$25	\$20,000	\$2,000,000	\$25	\$20,000	\$500,000	\$25	\$20,000	\$2,500,000			
<b>Total Development Costs</b>			<b>\$615</b>	<b>\$615</b>	<b>\$492,200</b>	<b>\$49,220,000</b>	<b>\$550</b>	<b>\$439,800</b>	<b>\$43,980,000</b>	<b>\$525</b>	<b>\$419,800</b>	<b>\$10,495,000</b>	<b>\$545</b>	<b>\$435,800</b>	<b>\$54,475,000</b>
<b>Revenue</b>															
Market Rate Residential Sales			\$725	\$725	\$580,000	\$58,000,000	\$725	\$580,000	\$0	\$725	\$580,000	\$58,000,000			
Inclusionary Units <sup>3</sup>			\$0	\$0	\$0	\$0	\$228	\$182,600	\$4,565,000	\$228	\$182,600	\$4,565,000			
Gross Sales Revenue (weighted avg.)			\$725	\$725	\$580,000	\$58,000,000	\$725	\$580,000	\$4,565,000	\$626	\$500,520	\$62,565,000			
<Less> Sales Expenses	3.5% mkt	2.5% incl	(\$25)	(\$25)	(\$20,300)	(\$2,030,000)	(\$6)	(\$4,565)	(\$114,125)	(\$21)	(\$17,153)	(\$2,144,125)			
<Less> Total Development Costs			(\$615)	(\$615)	(\$492,200)	(\$49,220,000)	(\$550)	(\$439,800)	(\$43,980,000)	(\$525)	(\$419,800)	(\$10,495,000)	(\$545)	(\$435,800)	(\$54,475,000)
<b>Returns to Investors+Developer</b>			<b>\$84</b>	<b>\$84</b>	<b>\$67,500</b>	<b>\$6,750,000</b>	<b>\$150</b>	<b>\$119,900</b>	<b>\$11,990,000</b>	<b>-\$302</b>	<b>-\$241,765</b>	<b>-\$6,044,125</b>	<b>\$59</b>	<b>\$47,567</b>	<b>\$5,945,875</b>
As % of Total Costs						13.7%			27.3%			-57.6%			10.9%
Annual Return on Equity						21.2%									17.1%

<sup>1</sup> All affordable project based on Prototype 1 costs modified as follows: 1) Land cost lower than base case to reflect a less desirable location. Proposed amendment off-site land cost higher than base case to account for 1-mile radius limitation, especially as related to C3 zone; 2) Other soft costs increased \$5,000 per unit to account for higher developer fees.

<sup>2</sup> Inclusionary in-lieu fee calculated based on the unit mix and 2006 in-lieu fees adjusted for 92% AMI, Mayor's Office of Housing.

	% of Units	In-lieu Fee	Total
Studios	20%	\$126,952	\$25,390
One BRs	35%	\$186,113	\$65,140
Two BRs	45%	\$264,954	\$119,229
Average			\$209,759

<sup>3</sup> Average inclusionary sales price calculated assuming a mix of affordable units comparable to the unit mix and 2006 sales prices adjusted for 80% AMI, Mayor's Office of Housing.

	% of Units	Price	Total
Studios	20%	\$146,112	\$29,222
One BRs	35%	\$175,297	\$61,354
Two BRs	45%	\$204,483	\$92,017
Average			\$182,594

**Table 12**  
**Proposed Amendment Package Returns <sup>1</sup>**  
**On-Site, In-Lieu Fee, and Off-Site Comparison**  
**Residential Development Sensitivity Analysis**  
**City of San Francisco**

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**Return on Costs (ROC)**

	On-Site	In-Lieu	Off-Site
Prototype 1 - Low Rise	11.9%	13.7%	10.9%
Prototype 2 - Mid Rise	13.6%	18.5%	16.7%
Prototype 3 - High Rise to 240 ft	15.9%	24.9%	22.9%
Prototype 4 - High Rise > 240 ft	15.1%	25.4%	23.5%

**Return on Equity (Equity IRR)**

	On-Site	In-Lieu	Off-Site
Prototype 1 - Low Rise	18.6%	21.2%	17.1%
Prototype 2 - Mid Rise	15.5%	20.3%	18.6%
Prototype 3 - High Rise to 240 ft	13.1%	18.9%	17.7%
Prototype 4 - High Rise > 240 ft	11.5%	18.2%	16.7%

<sup>1</sup> Amendment package is:  
20% on-site inclusionary units, 92% AMI  
25% in-lieu fee, 92% AMI  
25% off-site units, 80% AMI

**Table 13**  
**Construction Cost Indices**  
**San Francisco Bay Area**  
**Residential Development/ Sensitivity Analysis**  
**City of San Francisco**

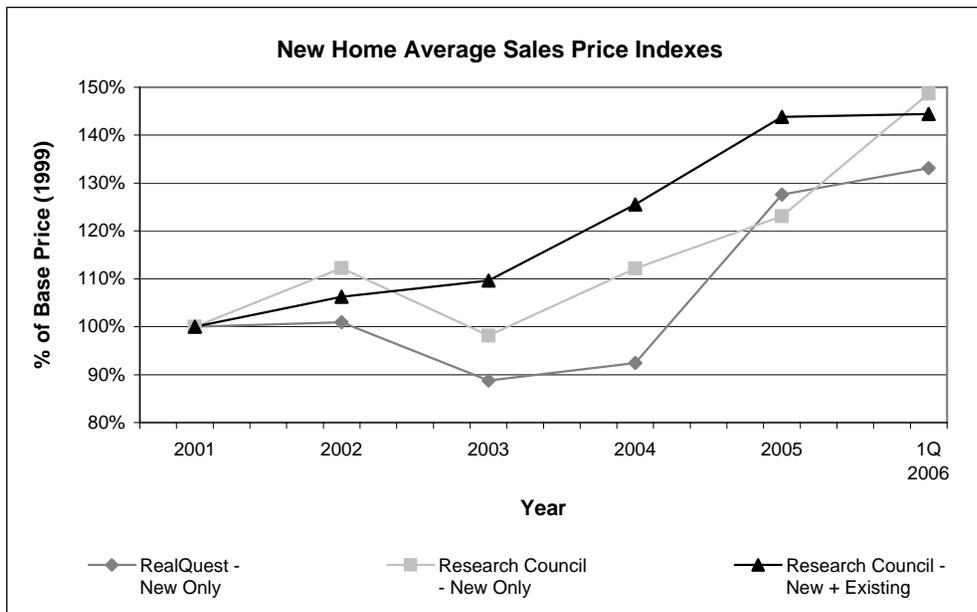
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	<u>Saylor San Francisco</u>				<u>ENR San Francisco</u>	
	<u>Subcontractor Index</u>		<u>Material/ Labor</u>			
2001	603	100%	587	100%	4,026	100%
2002	645	107%	610	104%	4,093	102%
2003	652	108%	639	109%	4,113	102%
2004	743	123%	686	117%	4,522	112%
2005	812	135%	725	123%	4,811	120%
1Q 2006	824	137%	730	124%	4,793	119%

Source: Saylor Construction Cost Index, Saylor Publications, Inc.; Engineering News Record Building Cost Index, McGraw-Hill Construction.

**Table 14**  
**2001 - 1st Quarter 2006 Median Home Price Trends**  
**Residential Development Sensitivity Analysis**  
**City of San Francisco**

Year	RealQuest			Real Estate Research Council			Real Estate Research Council		
	Median Sales Price	RealQuest - New Only	No. of Sales	Median Sales Price	Research Council - New Only	No. of Sales	Median Sales Price	Research Council - New + Existing	No. of Sales
2001	\$540,000	100.0%	77	\$506,498	100.0%	244	\$512,391	100.0%	4,680
2002	\$545,000	100.9%	187	\$568,489	112.2%	724	\$544,489	106.3%	6,325
2003	\$479,500	88.8%	669	\$496,984	98.1%	1,065	\$561,932	109.7%	7,274
2004	\$499,050	92.4%	313	\$568,069	112.2%	1,549	\$643,256	125.5%	8,379
2005	\$689,000	127.6%	133	\$623,267	123.1%	1,042	\$736,934	143.8%	7,392
1Q 2006 <sup>1</sup>	\$719,000	133.1%	17	\$753,060	148.7%	664	\$740,067	144.4%	5,032

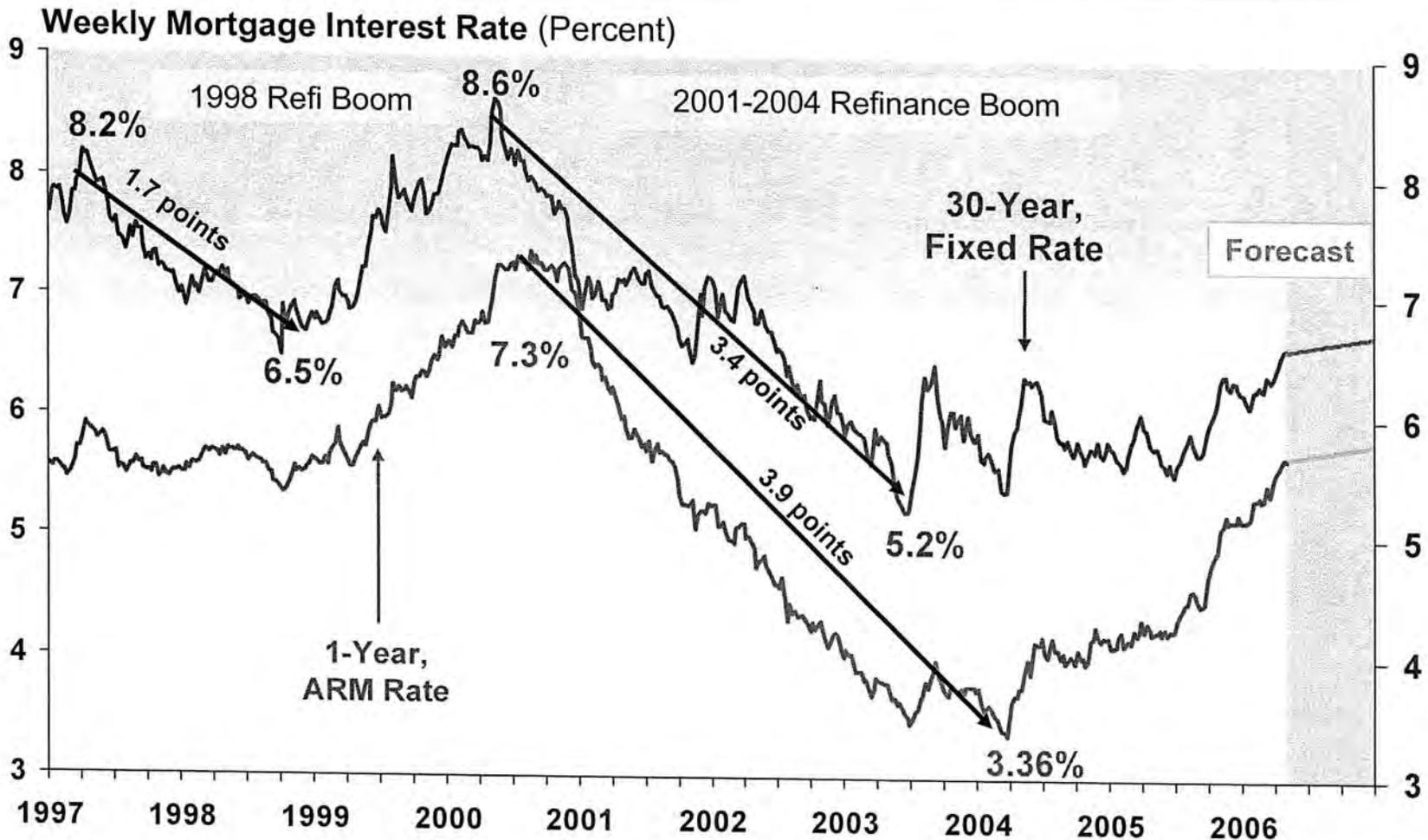


Source: Real Quest; Northern California Real Estate Report, First Quarter 2006, Real Estate Council of Northern California.

<sup>1</sup> 2006 median price is taken from available sales data through June 2006; number of sales are projected based on sales information available through June 2006 (1st quarter 2006 for Real Estate Research Council, June 2006 for Real Quest).



# Mortgage Rates Came Down Rapidly 2000-2003, But Are Now Trending Up



**Table 16**  
**Potential Future Cost and Price Scenarios - Proposed Adjustments**  
**Proposed Amendment Impacts on Condominium Prototype Returns**  
**Residential Development Sensitivity Analysis**  
**City of San Francisco**

**Return on Costs with Proposed Adjustments - In-Lieu Fees, Prototype 1**

Cost				Sales Price					
Cxn. Incr.		Devel. Incr.		- 10%	- 5%	+ 0%	+ 5%	+ 10%	+ 15%
%	per sf	%	per sf	653	689	725	761	798	834
+ 30%	358	13%	698	-9.8%	-4.7%	0.3%	5.3%	10.3%	15.3%
+ 20%	330	9%	670	-6.1%	-0.8%	4.4%	9.6%	14.8%	20.0%
+ 10%	303	4%	643	-2.0%	3.4%	8.8%	14.3%	19.7%	25.2%
+ 0%	275	0%	615	2.3%	8.0%	13.7%	19.4%	25.1%	30.8%
- 10%	248	-4%	588	7.1%	13.1%	19.0%	25.0%	30.9%	36.9%
- 20%	220	-9%	560	12.4%	18.6%	24.9%	31.1%	37.4%	43.6%

**Return on Costs with Proposed Adjustments - In-Lieu Fees, Prototype 2**

Cost				Sales Price					
Cxn. Incr.		Devel. Incr.		- 10%	- 5%	+ 0%	+ 5%	+ 10%	+ 15%
%	per sf	%	per sf	720	760	800	840	880	920
+ 30%	429	15%	751	-7.4%	-2.3%	2.9%	8.0%	13.1%	18.3%
+ 20%	396	10%	718	-3.2%	2.2%	7.6%	13.0%	18.3%	23.7%
+ 10%	363	5%	685	1.5%	7.1%	12.8%	18.4%	24.1%	29.7%
+ 0%	330	0%	652	6.6%	12.6%	18.5%	24.4%	30.3%	36.3%
- 10%	297	-5%	619	12.3%	18.6%	24.8%	31.0%	37.3%	43.5%
- 20%	264	-10%	586	18.7%	25.2%	31.8%	38.4%	45.0%	51.6%

**Return on Costs with Proposed Adjustments - In-Lieu Fees, Prototype 3**

Cost				Sales Price					
Cxn. Incr.		Devel. Incr.		- 10%	- 5%	+ 0%	+ 5%	+ 10%	+ 15%
%	per sf	%	per sf	810	855	900	945	990	1,035
+ 30%	501	17%	811	-3.6%	1.7%	7.1%	12.4%	17.8%	23.1%
+ 20%	462	11%	773	1.2%	6.8%	12.4%	18.0%	23.7%	29.3%
+ 10%	424	6%	734	6.5%	12.4%	18.3%	24.2%	30.1%	36.1%
+ 0%	385	0%	696	12.4%	18.6%	24.9%	31.1%	37.3%	43.6%
- 10%	347	-6%	657	19.0%	25.6%	32.2%	38.8%	45.4%	52.0%
- 20%	308	-11%	619	26.4%	33.4%	40.4%	47.4%	54.4%	61.5%

**Return on Costs with Proposed Adjustments - In-Lieu Fees, Prototype 4**

Cost				Sales Price					
Cxn. Incr.		Devel. Incr.		- 10%	- 5%	+ 0%	+ 5%	+ 10%	+ 15%
%	per sf	%	per sf	878	926	975	1,024	1,073	1,121
+ 30%	559	17%	880	-3.7%	1.6%	7.0%	12.3%	17.7%	23.0%
+ 20%	516	11%	837	1.2%	6.8%	12.5%	18.1%	23.7%	29.3%
+ 10%	473	6%	794	6.7%	12.6%	18.6%	24.5%	30.4%	36.3%
+ 0%	430	0%	751	12.8%	19.1%	25.3%	31.6%	37.9%	44.2%
- 10%	387	-6%	708	19.7%	26.3%	33.0%	39.6%	46.3%	52.9%
- 20%	344	-11%	665	27.4%	34.5%	41.6%	48.6%	55.7%	62.8%

**Table 17**  
**Potential Future Cost and Price Scenarios - Proposed Amendments**  
**Proposed Amendment Impacts on Condominium Prototype Returns**  
**Residential Development Sensitivity Analysis**  
**City of San Francisco**

**Equity IRR with Proposed Adjustments - In-Lieu Fees, Prototype 1**

Cost			Sales Price					
Cxn. Incr.		Devel. per sf	- 10%	- 5%	+ 0%	+ 5%	+ 10%	+ 15%
%	per sf		653	689	725	761	798	834
+ 30%	358	698	-17.2%	-8.1%	0.4%	8.5%	16.2%	23.5%
+ 20%	330	670	-10.5%	-1.4%	7.1%	15.2%	22.8%	30.0%
+ 10%	303	643	-3.4%	5.6%	14.0%	22.0%	29.6%	36.8%
+ 0%	275	615	3.9%	12.8%	21.2%	29.2%	36.7%	43.9%
- 10%	248	588	11.4%	20.3%	28.7%	36.6%	44.1%	51.3%
- 20%	220	560	19.3%	28.1%	36.4%	44.4%	51.9%	59.1%

**Equity IRR with Proposed Adjustments - In-Lieu Fees, Prototype 2**

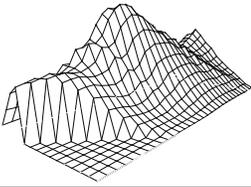
Cost			Sales Price					
Cxn. Incr.		Devel. per sf	- 10%	- 5%	+ 0%	+ 5%	+ 10%	+ 15%
%	per sf		720	760	800	840	880	920
+ 30%	429	751	-11.1%	-3.1%	3.7%	9.7%	15.1%	20.1%
+ 20%	396	718	-4.4%	2.9%	9.2%	14.9%	20.1%	24.9%
+ 10%	363	685	2.0%	8.7%	14.7%	20.2%	25.2%	29.8%
+ 0%	330	652	8.2%	14.5%	20.3%	25.5%	30.3%	34.8%
- 10%	297	619	14.3%	20.3%	25.8%	30.9%	35.6%	40.0%
- 20%	264	586	20.4%	26.2%	31.5%	36.4%	41.0%	45.3%

**Equity IRR with Proposed Adjustments - In-Lieu Fees, Prototype 3**

Cost			Sales Price					
Cxn. Incr.		Devel. per sf	- 10%	- 5%	+ 0%	+ 5%	+ 10%	+ 15%
%	per sf		810	855	900	945	990	1,035
+ 30%	501	811	-3.9%	1.7%	6.6%	10.9%	14.7%	18.3%
+ 20%	462	773	1.2%	6.3%	10.8%	14.8%	18.5%	21.8%
+ 10%	424	734	6.0%	10.7%	14.9%	18.7%	22.1%	25.3%
+ 0%	385	696	10.6%	15.0%	18.9%	22.5%	25.8%	28.8%
- 10%	347	657	15.2%	19.3%	23.0%	26.4%	29.5%	32.5%
- 20%	308	619	19.7%	23.6%	27.2%	30.5%	33.5%	36.4%

**Equity IRR with Proposed Adjustments - In-Lieu Fees, Prototype 4**

Cost			Sales Price					
Cxn. Incr.		Devel. per sf	- 10%	- 5%	+ 0%	+ 5%	+ 10%	+ 15%
%	per sf		878	926	975	1,024	1,073	1,121
+ 30%	559	880	-3.5%	1.4%	5.9%	9.9%	13.7%	17.2%
+ 20%	516	837	1.1%	5.7%	10.0%	13.9%	17.5%	20.9%
+ 10%	473	794	5.6%	10.0%	14.1%	17.8%	21.3%	24.6%
+ 0%	430	751	10.1%	14.3%	18.2%	21.8%	25.2%	28.3%
- 10%	387	708	14.6%	18.6%	22.4%	25.8%	29.1%	32.1%
- 20%	344	665	19.1%	23.0%	26.5%	29.9%	33.0%	35.9%



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## **Demographic Analyses and Enrollment Forecasts for the San Francisco Unified School District**

**March 18, 2010**

## Executive Summary

After decades of stability, enrollments in the San Francisco Unified School District (SFUSD) began declining gradually during the 2000s. The decline stopped in Fall 2008, and in Fall 2009, there was an increase in enrollment. The enrollment increase in Fall 2009 was the result of high grade progressions at all levels and an abnormally high Kindergarten/Birth (K/B) ratio (the number of kindergartners was a much larger share than normal of births five years earlier).

It seems likely that the recent increase in enrollment is due to the economic downturn. Perhaps fewer students are enrolling in private schools, some families are returning to the City to live in extended families, and/or families are not leaving SFUSD who might otherwise have done so.

In any event, a key issue is whether the 2009 patterns are the start of a new trend or just a temporary phenomenon. If it is a temporary phenomenon, how long will it last? Will an improving economy have an effect? In our main forecast, we assume that the 2009 patterns are temporary, though we do present an alternative forecast that assumes the 2009 pattern will continue (Appendix B). This alternative forecast shows higher enrollments (an additional 2,200—3.7 percent of K-12 students) over the main forecast.

Regardless of the short-term forecast, we know that in the long run, SFUSD should plan for substantial enrollment growth when major redevelopment and public housing developments are completed.

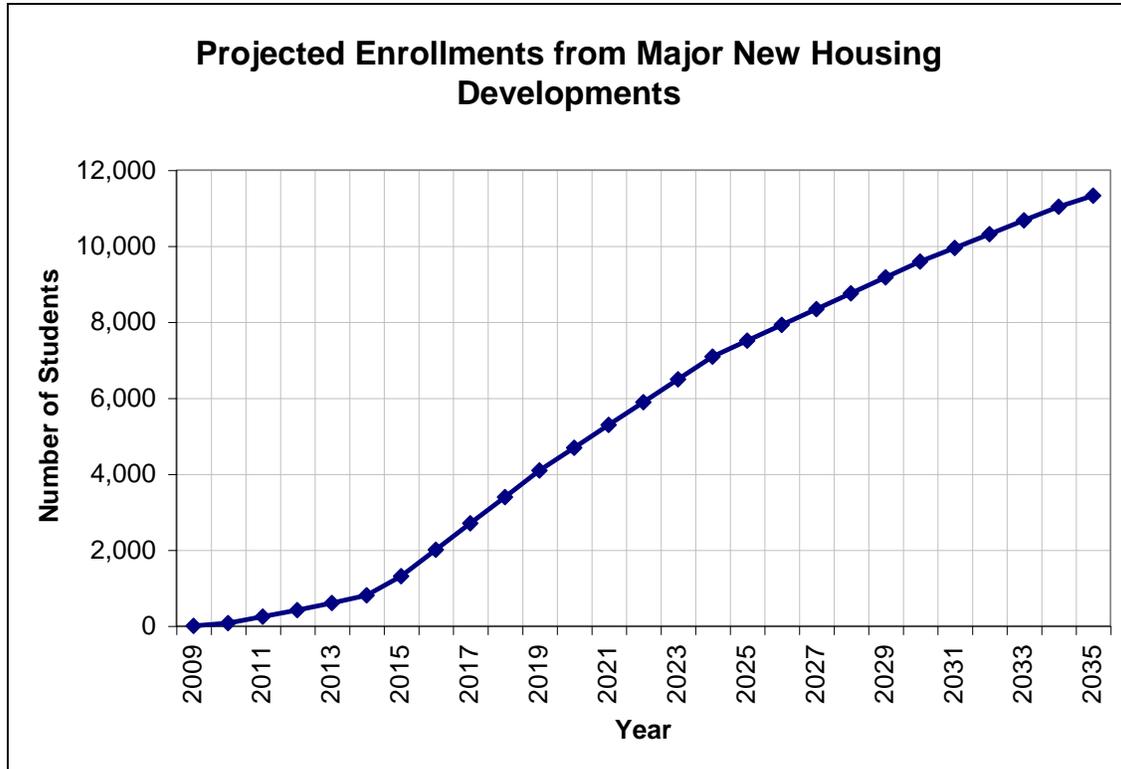
Much of the public housing being planned for San Francisco, particularly in the City's redevelopment areas and projects included in the HOPE SF (public housing) program, will be targeted to families. **Housing growth**, therefore, is likely to result in a significant increase in SFUSD enrollments over the long term. If most of the large redevelopment projects are completed, SFUSD enrollments are likely to be 11,000 higher than they otherwise would be. It appears that most of the major plans will be completed within 30 years.

Chart 1 shows the number of students to expect from major housing projects that have been identified. This forecast is based on assumptions about the timing of future development, much of which is uncertain at present and will probably vary from our illustrative forecast, though the magnitude of the change is likely to be similar to what we show. It will be important to monitor the progress of major housing developments so that the forecasts can be adjusted as new information becomes available. But SFUSD administrators should be prepared to accommodate a substantial increase in enrollments.

This forecast also depends on assumptions regarding “student yields,” or the average number of students per housing unit. To calibrate our assumptions about the student yields for affordable housing in the City, we measured student yields in several of the completed redevelopment project areas (Rincon, South of Market, Mission Bay, and

public housing). It turns out that yields vary widely and appear to depend on the type of affordable housing. Student yields should be measured periodically, especially when new housing has been completed, so that the forecasts can be adjusted accordingly.

Chart 1



Turning to enrollments from San Francisco’s existing housing, our findings show that **birth trends** have been an excellent predictor of future kindergarten and subsequent enrollments (with the exception of Fall 2009). Specifically, kindergarten enrollments have equaled about half of the number of births to San Francisco residents five years earlier. Primarily because of a falling birth rate, SFUSD enrollment started to decline in the early 2000s and continued declining through the middle of the decade, as our 2002 report predicted. Elementary enrollments declined first; later these were followed by a decline in middle school enrollments. High school enrollments have yet to decline, but are expected to do so shortly when the smaller birth cohorts reach high school grades.

During the last six years, the birth trend in San Francisco County has changed, and the number of births has risen gradually. When no other factors, such as economics and migration, are in play, our forecasts predict a progressive increase in enrollments – first in the elementary schools, then in the middle schools, and finally in the high schools. However, before the larger birth cohorts of recent years reach middle and high school, the forecasts show declining enrollments at the middle and (especially) the high schools. In other words, middle and high school enrollments are expected to first decline modestly before they increase.

Other factors, however, are likely to influence SFUSD enrollments, some with short-term, others with long-term effects. In the short run, two important factors could affect SFUSD enrollments significantly. First, the **economic recession** could cause abnormal patterns, such as lowering the (relatively high) percentage of San Francisco children attending private schools. Though private school enrollment data for Fall 2009 are not available at the time of writing this report, increasing enrollment in public school kindergarten and first grade suggest that such a shift could be occurring. The recession could also change family migration patterns, though it is hard to predict exactly how – some families may be more reluctant to leave the City, while others may feel the economic pressure to leave. To the extent that some families return to the City, perhaps in order to share housing with extended family members, enrollments would rise.

The second important factor that could affect enrollments is a change in the **ethnic composition of births** to District residents. White births now comprise a larger share of the total than in the past. Since White births are less likely to result in kindergarten enrollment than births in any other ethnic group (i.e., Whites are less likely to send their children to public kindergarten in San Francisco than are other ethnic groups), the fact that births have risen in recent years may not translate into increased kindergarten enrollments.

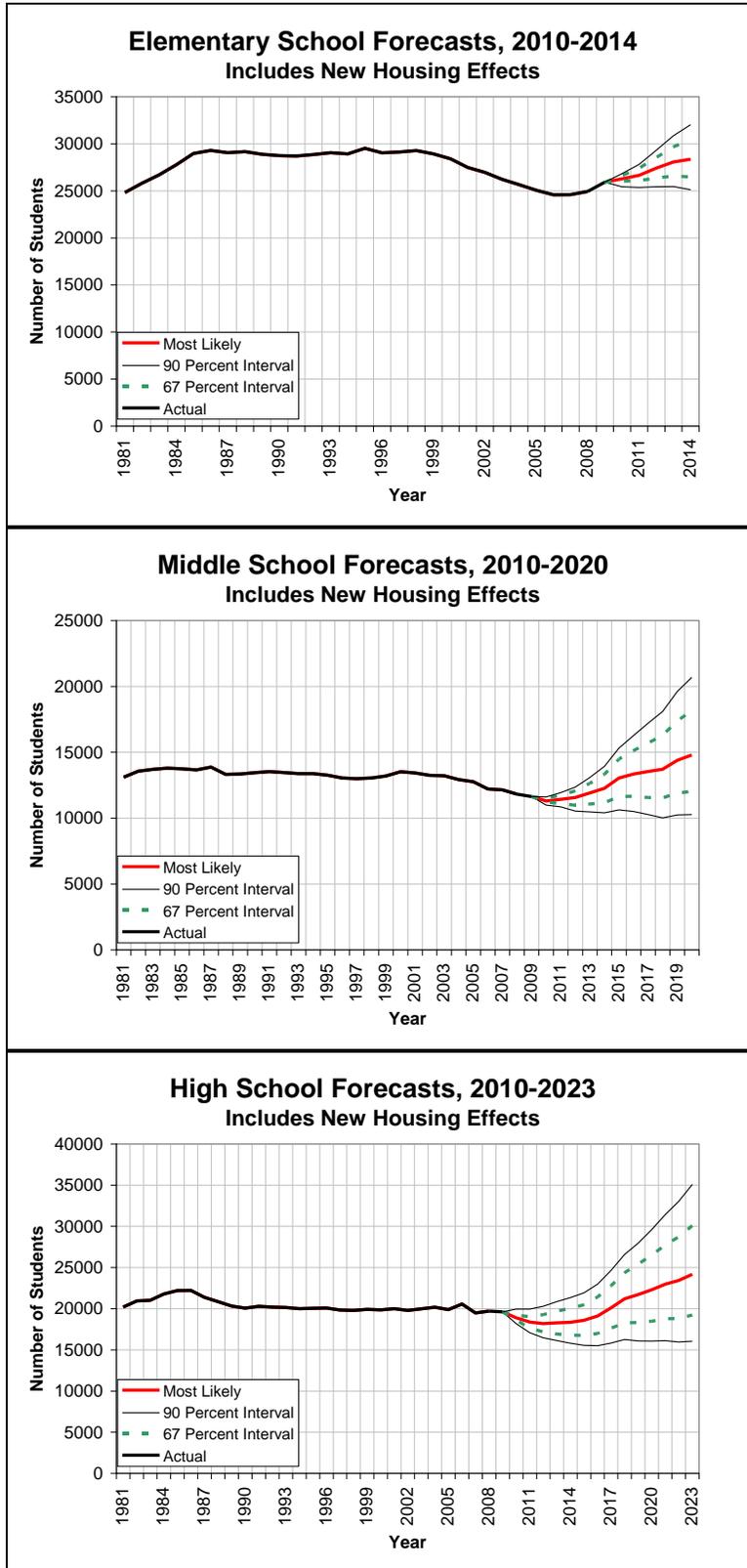
Chart 2 shows the enrollments and enrollment forecasts at each school level. Elementary enrollments are forecasted through 2014, middle school enrollments through 2020, and high school enrollments through 2023. We use different forecast horizons because we are able to reliably forecast kindergarten enrollment only through 2014.

In Chart 2, the solid heavy line is the Most Likely forecast. It represents the average of 5,000 simulations for which grade progressions and K/B ratios were randomly drawn from SFUSD's historical patterns. The wide range between the thinner solid lines represents forecasts that have a 90 percent probability of occurring, and the narrower range between the dashed lines represent forecasts that have a 67 percent probability of occurring.

In the Most Likely forecast:

- By 2014, K-12 enrollments increase by 1,800 students. More than half of this increase is due to higher enrollments from housing in major development areas.
- Elementary enrollments steadily increase through 2014 and reach about 28,400 students.
- Middle school enrollments decline in 2010, but then increase progressively so that, by 2020 (the last forecast year for this school level), middle school enrollments reach 14,800.
- High school enrollments decline for the next three years, but then increase rapidly. By 2023 (the last forecast year for this school level), high school enrollments reach over 24,200.

**Chart 2**



## Key Findings

### *Regarding past enrollments:*

- *San Francisco's enrollment trends have differed substantially from those of the state. California's public school enrollments increased dramatically during the 1980s and 1990s, while San Francisco's enrollments were relatively constant. Part of the difference resulted from the City having lower housing growth rates.*
- *San Francisco's enrollment declines during the 2000s result from declining numbers of births beginning in the late 1990s.*

□

### *Regarding students' race/ethnicity:*

- *The numbers of students of Asian and Pacific Islander, Hispanic, and multiple race ancestry have increased while the numbers of students of African American and White ancestry have declined.*
- *The City's White child population has grown substantially; however, this has not resulted in more White public school students.*

□

### *Regarding private school enrollments:*

- *In 2008, private school enrollment was relatively high in San Francisco, with about 25,000 students. An estimated 27 percent of students living in the City attended private schools.*
- *Private middle and high school enrollments have risen slowly but fairly regularly since the early 1990s, while private elementary enrollment has been stable or perhaps declining.*
- *Higher family income is the single most important characteristic of children in private schools, even when controlling for race, place of birth, and area of residence.*
- *Race is the second most important factor after income. White children are far more likely to attend private school than children of other races (Hispanic, Asian, or African American). This is true even after we control for income/wealth.*
- *The neighborhood in which children live makes a big difference in whether they attend private school. Children living in the northwestern part of the City are much more likely to attend private school than children in any other region. However, this effect disappears after we control for income and race.*

- *Regarding births and kindergarten enrollments:*
- *The number of births to San Francisco residents increased during the 2000s, which has caused and is expected to continue to cause an increase in public school enrollments.*
- *The number of White births has increased more than births to other ethnicities. Since White births are less likely than those of other ethnicities to result in kindergarten enrollments, the relationship between births and subsequent kindergarten enrollments may change.*
- *Kindergarten enrollments equal about half of the number of births to San Francisco residents five years earlier. This ratio has been very stable over the past twenty years except in 2009, when kindergarten enrollments were 57 percent of births five years earlier, rather than the 50 to 53 percent historical norm.*
  
- *Regarding new housing:*
- *Typically, between 1,700 and 2,000 new housing units are built annually in San Francisco.*
- *Market rate condominiums contain virtually no public school students.*
- *More than 40,000 new housing units, including 10,000 affordable units, are proposed in major development areas.*
- *K-12 student yields are .68 for all (non-senior) public housing or .81 of all (non-senior) occupied units. Stand-alone affordable units tend to have a higher yield than inclusionary affordable units. Yields in stand-alone affordable units vary substantially depending on the neighborhood location of the housing.*
- *We expect that more than 11,000 public school students will live in the 40,000 new housing units, once they are completed.*
  
- *Regarding enrollment forecasts:*
- *Because of the large birth cohorts of the early 2000s, the decline in elementary school enrollments of the past ten years has halted, and the number of elementary school students will rise from 26,000 students in 2009 to 28,500 in 2014, representing a 10 percent increase in just five years.*
- *After a slight decline in 2009 and 2010, middle school enrollments will increase, a result of the large birth cohorts of the early 2000s. In 2014 they will stand at 15,100 compared with 11,640 in 2009.*
- *High school enrollments will experience a continuous decline over the next three years, from 19,610 students in 2009 to 18,230 in 2012,*

*reflecting the declining birth trend of the 1990s, but they will rise again to 18,420 in 2014..*

- *When we assume that the high grade progression and K/B ratios of 2009 will continue, the resulting forecast shows about 2,200 students more than the main forecast in 2014.*
- *The difference in enrollment between the alternative forecast and the main forecast is larger for elementary school (2,160 more students in 2014), low but still positive for middle school (610 more students in 2014) and negative for high school (with 578 fewer students in 2014).*

## **Acknowledgments**

We are pleased to have been able to work for the San Francisco Unified School District on this report, which was prepared under the direction of Nancy Waymack, Director of Policy & Operations, and of Carlos A. Garcia, Superintendent.

We appreciate the assistance provided by Dennis Garden and Orla O’Keeffe of the San Francisco Unified School District; Amy Neches, Thor Kaslofsky, Mike Grisso, Kelley Kahn, Lisa Zayas-Chien, and Fred Blackwell of San Francisco’s Redevelopment Agency; Doug Shoemaker and Amy Tharpe of the San Francisco Mayor’s Office of Housing; Teresa Ojeda of San Francisco’s Planning Department, Cherry Hwee and Kyle Pederson of the San Francisco Housing Authority.

Lapkoff & Gobalet Demographic Research, Inc., staff members who contributed to this report include Shelley Lapkoff, Magali Barbieri, Jeanne Gobalet, and Robin Merrill.

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# Overall Enrollment Trends

## 1.1 Defining Student Enrollments

Our forecast is based on student counts for all of San Francisco County public schools, i.e., San Francisco Unified as well as San Francisco County of Education schools, including all charter schools.

The main database used for enrollment analysis and forecasting is student enrollment data as reported by all schools each Fall through the California Basic Educational Data System (CBEDS). CBEDS data (now CBEDS-OPUS) are available since 1981 and are considered the official counts of student enrollments.

To ensure a consistent data series, we combined CBEDS student counts in San Francisco Unified School District (SFUSD) schools with those in programs administered through the City or County of San Francisco (SFCC/SFCOE). Over the past three decades or so, some of these programs appear to have moved back and forth between SFUSD and SFCC for CBEDS reporting purposes.<sup>1</sup> Charter schools are included among SFUSD schools, including Edison Charter Academy, which in 2001 became a State-sponsored charter school.

Private school students are excluded from our analysis unless explicitly noted.

Table A compares student counts in SFUSD non-charter schools, SFUSD charter schools, and SFCC/SFCOE schools between 1981 and 2009. The total number of students for San Francisco County public schools in Table A (last column) is the basis for our forecast.

---

<sup>1</sup> For example, from 1981 through 1983, Andrew Jackson Shelter School enrollments were reported to CBEDS under SFUSD, but from 1984 through 1986 they were reported under SFCC (now SFCOE). Alternative high schools such as Bay High, Hilltop High and San Francisco Community High enrollments were reported under SFUSD until the early 1990s but today are reported under the broad SFCC program category of "Alternative/Opportunity." Since the early 1990s, SFCC program enrollments are reported to CBEDS not by individual program but as totals under three broad categories: Alternative/Opportunity, Juvenile Hall/Community, and Special Education. Edison Charter Academy is a special case: reported to CBEDS under SFUSD until 2000, it has since 2001 been reported separately from both SFUSD and SFCOE though it is included among SFUSD charter schools in our table.

**Table A**  
**San Francisco Public School enrollment**

Year	In SFUSD non-charter schools	In SFUSD charter schools	In SFCC/SFCOE schools	SF County Total
1981	58,115	0	0	58,115
1982	60,310	0	0	60,310
1983	61,413	0	0	61,413
1984	62,957	0	394	63,351
1985	64,508	0	395	64,903
1986	64,786	0	390	65,176
1987	63,881	0	406	64,287
1988	62,528	0	785	63,313
1989	61,935	0	611	62,546
1990	61,688	0	548	62,236
1991	61,689	0	827	62,516
1992	61,882	0	633	62,515
1993	61,221	410	948	62,579
1994	60,880	460	953	62,293
1995	61,474	415	941	62,830
1996	60,754	420	975	62,149
1997	60,453	554	943	61,950
1998	60,174	868	1,059	62,101
1999	59,771	1,125	1,145	62,041
2000	58,633	1,346	1,787	61,766
2001	57,603	963	1,855	60,894
2002	57,248	968	1,305	59,991
2003	56,594	1,211	1,210	59,414
2004	55,460	1,684	1,179	58,735
2005	54,274	1,962	1,040	57,703
2006	53,136	3,047	698	57,347
2007	52,630	2,439	680	56,222
2008	52,066	3,117	816	56,451
2009	52,991	3,156	1,026	57,173

## 1.2 San Francisco Historical Public School Enrollments

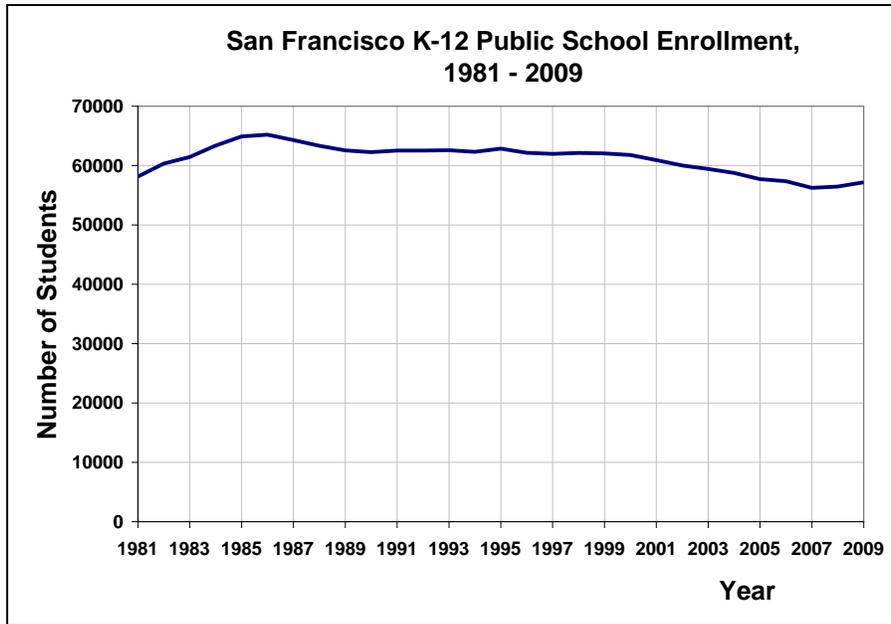
Since at least 1981 (the earliest year for which we have data), total enrollment in San Francisco public schools (SFUSD + SFCC + charters) has been remarkably stable, especially compared to state trends. Enrollments averaged 61,120 students between 1981 and 2009. During this period, peak enrollment was 65,176 in 1985, while the low was 56,222 in 2007. See Chart 3.

Beginning in 2000, SFUSD and SFCOE<sup>2</sup> schools began experiencing a gradual decline in enrollments. From a high of 61,766 in 1999, enrollments dropped to 56,222 in 2007.

<sup>2</sup> Unless otherwise specified, all the numbers provided in this report are based on both SFUSD and SFCOE schools enrollments.

The decline appears to have ended in 2008, when enrollments were 229 students greater than in 2007. In 2009, enrollments increased even more, with 722 additional students.

**Chart 3**



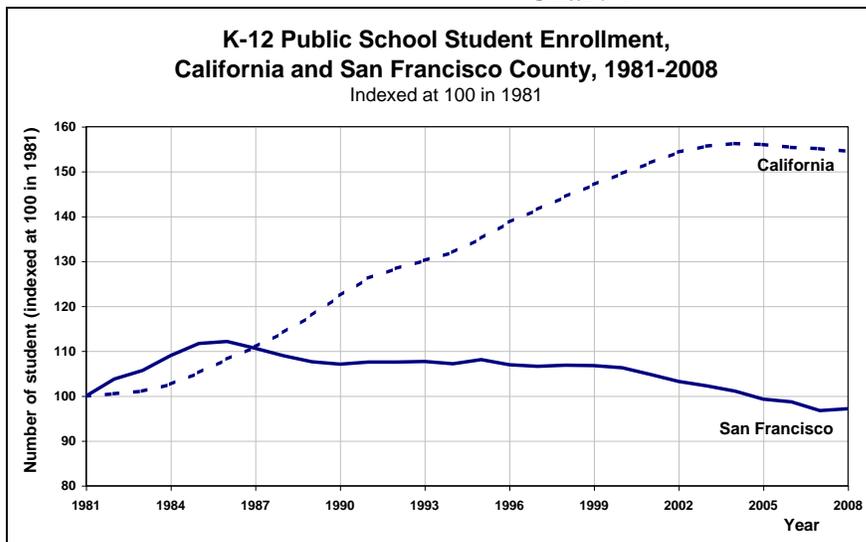
Historical trends in San Francisco public schools stand in sharp contrast to statewide trends, which show a steady and rapid increase in the number of students from the early 1980s to the early 2000s.

San Francisco's stable enrollment levels are all the more remarkable when considering the sharp rise in public school enrollments statewide. After a small increase during the early 1980s, total enrollments in the City declined regularly, albeit slowly, starting in 1986 and in 2009 were still slightly lower than in 1981. Meanwhile, statewide, public school enrollments increased 55 percent over the past 28 years. See Chart 4.

California's jump in enrollments is partly a reflection of the state's tremendous population and housing growth. California's population grew by 55 percent between 1980 and 2008, but in San Francisco the change was only 21 percent. The state's housing stock grew by 46 percent between 1980 and 2008, but San Francisco's housing growth was only 14 percent.

- *Key Finding: San Francisco's enrollment trends have differed substantially from those of the state. California's public school enrollments increased dramatically during the 1980s and 1990s, while San Francisco's enrollments were relatively constant. Part of the difference resulted from the City having lower housing growth rates.*

Chart 4



Historical enrollment patterns in the District vary by school level. The number of elementary students increased from 25,000 in 1981 to 29,000 in 1986 and remained very stable around this number until 1999, when it started declining and reached a low of 24,500 in 2006. Since then, enrollments have stopped declining. In 2009, elementary enrollments reached 26,000.

The number of middle school students was very stable, at an average of 13,500, throughout the 1980s and 1990s, though it eventually started declining in the early 2000s to reach 11,640 in 2009. High school enrollments exhibited the same trend as the elementary schools in the 1980s, increasing from 20,000 in 1981 to 22,000 in 1985-1986 before declining again to their previous level (20,000 in 1990) where they remained until 2005. Since then, they have been fluctuating between 19,500 and 20,500.

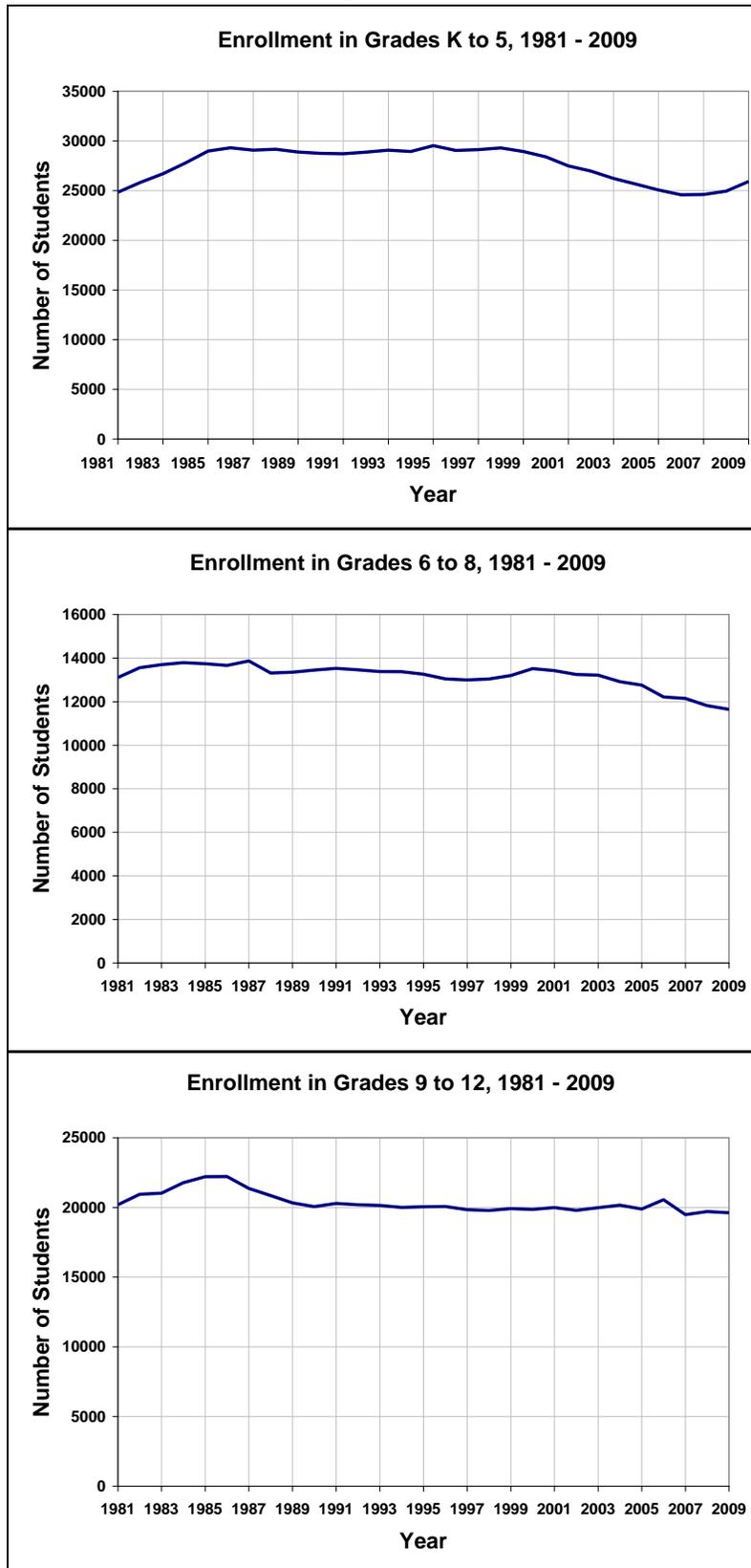
Over the past twenty years, trends in enrollment, especially in elementary school and, to a smaller extent, in middle school, have closely followed prior trends in the size of birth cohorts.

Chart 5 shows historical SFUSD elementary (kindergarten through fifth grade), middle school (sixth, seventh, and eighth grade), and high school (ninth, tenth, eleventh, and twelfth grade) enrollments (1981-2009). All levels experienced very stable enrollments during the 1990s.

The recent elementary enrollment decline (1999-2007) was followed by an enrollment decline in middle schools, and we expect it to be followed by a similar decline in high school enrollments. As we show below, the declining size of the birth cohorts of the 1990s is moving through the school levels.

- *Key Finding: San Francisco's declining enrollments during the 2000s was the result of a decline in the number of births beginning in the late 1990s.*

**Chart 5**



### 1.3 Ethnic Trends in District Enrollment<sup>3</sup>

Asians and Pacific Islander students comprise the largest ethnic group in the San Francisco public school student body, and their proportion increased from 35 percent in 1985 to 43 percent in 2008. The proportion of Hispanic<sup>4</sup> students has also increased relative to students of other races or ethnicities, from 18 percent in 1985 to 23 percent in 2008.

The proportion of students of all other races or origins has declined. The largest relative drops have been experienced by African Americans (from 21 to 12 percent) and by Whites (from 16 to 10 percent).

When we examine enrollment by ethnicity in San Francisco public schools over time, we observe a significant change in the student body's racial and ethnic composition independent of classification changes.<sup>5</sup> See Chart 6.

- *Key Finding: The numbers of students of Asian and Pacific Islander, Hispanic, and multiple race ancestry have increased while the numbers of students of African American and White ancestry have declined.*

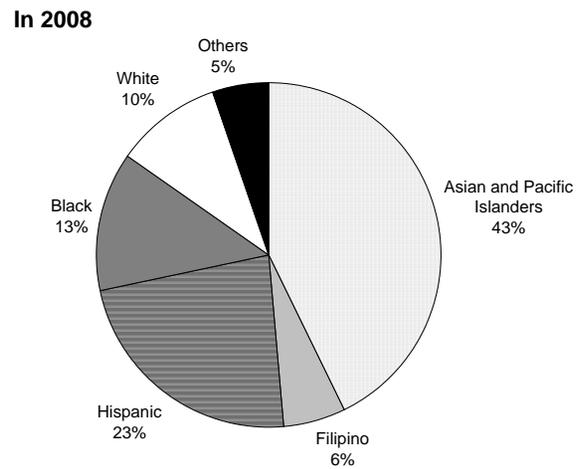
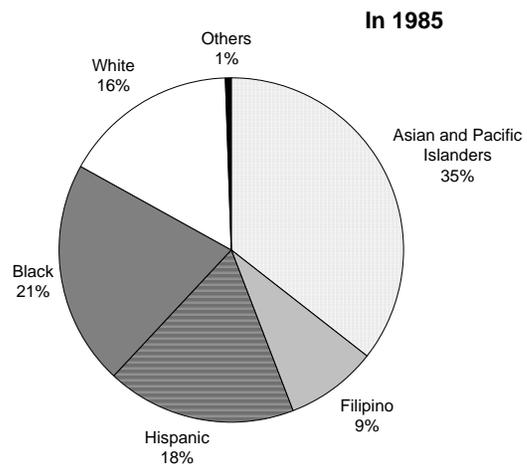
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<sup>3</sup> Data by ethnicity are not yet available for the 2009-10 school year, hence, the latest data in this section are for the 2008-09 school year.

<sup>4</sup> We used the term "Hispanic" to indicate students of Hispanic or Latino origin. The Census Bureau uses the term Hispanic, because it is more inclusive than Latino – some Spanish-speaking people (e.g. Puerto Ricans) may not consider themselves to be Latino. Filipinos, occasionally considered to be Hispanic, are classified separately here.

<sup>5</sup> The most significant change in the method of classifying students by race or ethnicity is the increasing proportion of those in the category 'Others' (from 1 percent in 1985 to 5 percent in 2008), stemming from the growing number of students reporting multiple races/ethnicities.

**Chart 6**  
**San Francisco Public School Students by Race and Ethnicity, 1985 and 2008 (%)**



Most, but not all, of the change in the racial/ethnic composition of the SFUSD student body results from corresponding changes in the ethnic composition of the general population. Between 1980 and 2000, changes in SFUSD's ethnic distribution matched changes in the City's child population. However, since 2000, the relationship between the number of children in the City and the number of students in SFUSD schools has weakened, especially with respect to Whites and African Americans. The share of White and African American students enrolled in the City's public schools has shrunk.

Table B shows trends in the proportional distributions of SFUSD students and of the school-aged population in San Francisco by race/ethnicity from 1980 to 2007. The relative increase in enrollment for students of Asian and Pacific Islanders origin corresponds to an increase in this group's share of the 5-to-19 year old population, from 29 to 42 percent for Asian and Pacific Islanders between 1980 and 2007.

The decline in the proportion of SFUSD students who are African American (from 24 percent in 1980 to 14 percent in 2007) parallels a similar decline in the proportion of San Francisco's children who are African American. Of the City's 5-to-19 year olds, the proportion that was African American fell from 19 percent to 11 percent between 1980 and 2007.

Changes in the racial/ethnic composition of the City's child population between 1980 and 2000 also appear to explain changes in the racial/ethnic composition of the SFUSD student body for the two other largest groups, namely Hispanics and Whites. Indeed, the increasing Hispanic enrollment share corresponds to an increase in their share of all of the City's children (from 18 percent in 1980 to 23 percent in 2000), while the decline in the Whites parallels their decline among all of the City's children (from 33 percent in 1980 to 23 percent in 2000).

However, the pattern was different between 2000 and 2007. While the proportion of SFUSD students who were Hispanic increased (from 22 to 25 percent), their share in the City's overall population of children declined (from 23 to 17 percent). For Whites, trends are reversed: their share of SFUSD students remained fairly stable (from 10 percent in 2000 to 11 percent in 2007), even though their proportion of the population of 5-to-19 year olds increased significantly (from 23 to 29 percent).

The discrepancy between the relatively large proportion of Whites in the City's school-age population (nearly a third in 2007) and their small share of the public school students (only one in ten) is explained by the strong preference of San Francisco Whites for private schools (see Appendix B).

- *Key Finding: The City's White child population has grown substantially; however, this has not resulted in more White public school students.*
-

**Table B**

<b>Comparison of Race/Ethnicity in the Population and in Public School, 1980, 1990, 2000, and 2007</b>								
	1981 CBEDS	1980 Census	1990 CBEDS	1990 Census	2000 CBEDS	2000 Census	2007 CBEDS	2007 ACS
	% SFUSD Enrollment	% of Population aged 5-19	% SFUSD Enrollment	% of Population aged 5-19	% SFUSD Enrollment	% of Population aged 5-19	% SFUSD Enrollment	% of Population aged 5-19
Asian/P.I.	42%	29%	47%	38%	52%	41%	51%	42%
Black	24%	19%	18%	15%	16%	12%	14%	11%
Hispanic	17%	18%	20%	20%	22%	23%	25%	17%
White	17%	33%	14%	28%	10%	23%	11%	29%
Total	100%	100%	100%	100%	100%	100%	100%	100%

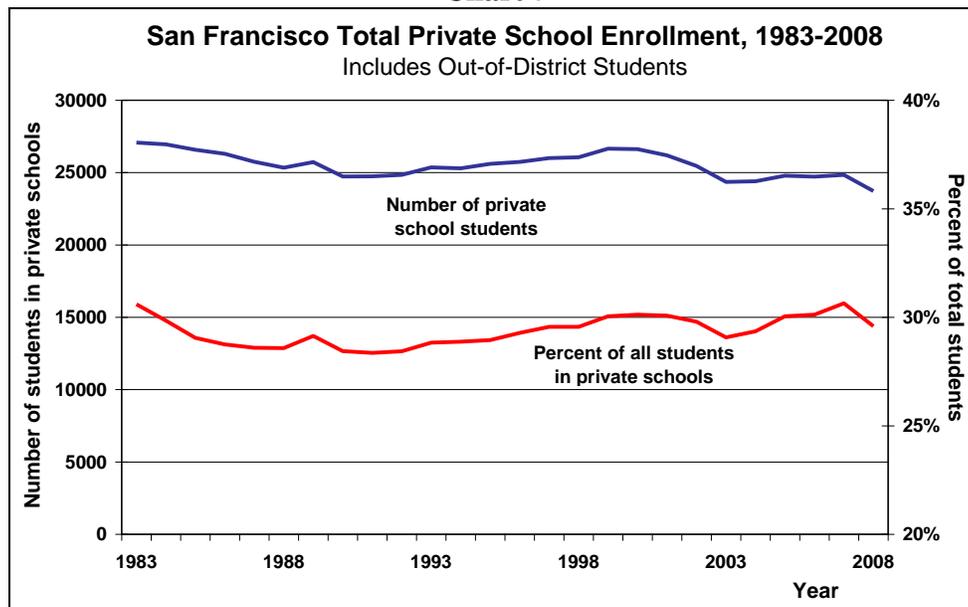
Data: U.S. Census Bureau - 1980, 1990, and 2000 Decennial Censuses, American Community Survey data for 2007 and CBEDS enrollment data for 1981, 1990, 2000, and 2007.

## 1.4 Private School Enrollment Trends

Statistics on private school enrollment are available from the California Basic Educational Data System (CBEDS) database from 1983 to 2008, providing a long time series of data with which to evaluate San Francisco private school enrollments. Enrollment information is provided by grade, but other characteristics, such as place of residence, are unfortunately not supplied. The data therefore include students who live outside of San Francisco who comprise a substantial proportion of the students attending private schools in the City. Other sources of information,<sup>6</sup> which do not cover the whole time period, show that the proportion of students living outside San Francisco but attending private schools in the City reached about 14 percent in 2001, or nearly one in six of the private school students.

As shown in Chart 7 below, private school enrollment has been relatively stable, ranging from about 24,300 to 27,000 K-12 students each year. Private schools account for 30 percent of total enrollment in all San Francisco schools, which compares to about 10 percent in California and 11 percent nationwide. However, when we exclude non-resident students (assuming that their proportion has remained constant since 2001), the overall share of San Francisco-resident students who are in private school is 27 percent.

Chart 7



Although the percentage of San Francisco's total K-12 student population attending private schools has been relatively stable over the past two and a half decades, there are some significant differences among elementary, middle, and high school patterns (Chart 8).

<sup>6</sup> San Francisco Unified Information Technology Department.

With an average of 13,200 students, San Francisco private elementary (K-5) enrollment was relatively stable up to 1999, and then it dropped for the following four years (from 13,400 students in 1999 to 11,100 in 2003; Chart 8, top panel). Since 2003, the numbers have remained stable, though the *proportion* has risen again to more than 30 percent; they have fluctuated around that level since the early 1980s.

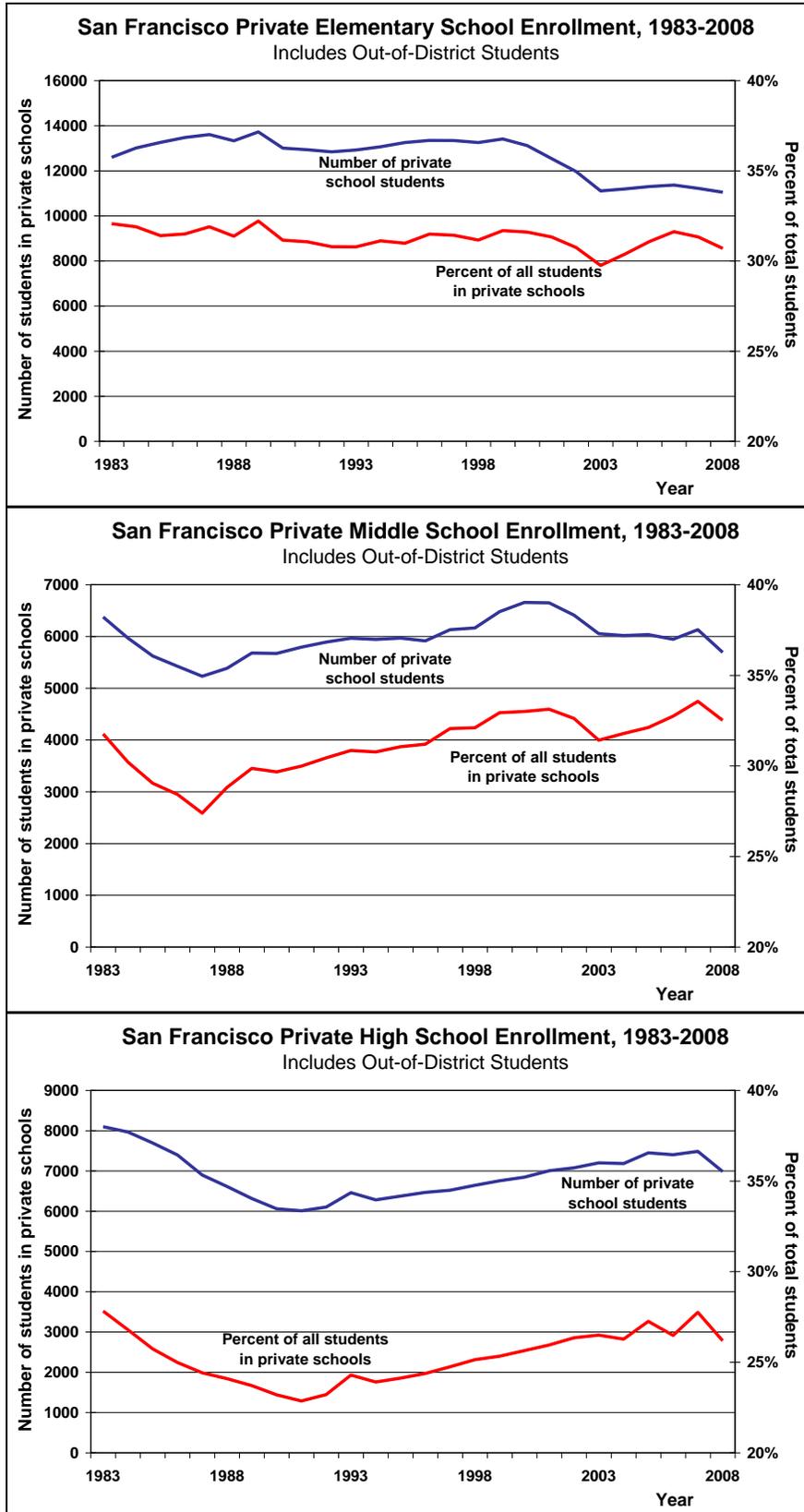
The picture is different for private middle school enrollment (Chart 8, middle panel). The *number* and the *proportion* of these students exhibited a steady decline during most of the 1980s, from a high of 6,400 in 1983 (making up 32 percent of the total middle school student population) to a low of 5,200 in 1987 (27 percent). Then the number (and the proportion) started rising and peaked at nearly 6,700 in 2000 and 2001 (33 percent). Finally, as with the elementary schools, enrollments declined for the following two to three years so that, by 2003, the number of private middle school students was down to 6,000 (31 percent), and has since then remained relatively stable. The *proportion* of students in private middle schools rose to a high of 34 percent in 2007. The drop in 2008 may have been related to the recent economic downturn.

The pattern in private high school enrollments is different from that of both elementary and middle school enrollments (Chart 8, bottom panel). The drop in the number of private high school students exhibited in the 1980s was much more persistent than that found in middle school, from 8,100 in 1983 to 6,000 in 1991 (a decline of more than 25 percent compared with an 18 percent decline in private middle school enrollments). The increase of the following period was similarly much more sustained than the increase in middle school, with no drop in enrollments around 2000-2001.

The proportion of high school students enrolled in private San Francisco schools follows a pattern very close to that of the enrollment numbers, with a drop from 28 percent in 1983 to 23 percent in 1991 and a perfectly compensating increase through 2007 when it reached 28 percent. Again, the drop in 2008 may be a function of national economic conditions.

- *Key Finding: In 2008, private school enrollment was relatively high in San Francisco, with about 25,000 students. An estimated 27 percent of students living in the City attended private schools.*
  
- *Key Finding: Private middle and high school enrollments have risen slowly but fairly regularly since the early 1990s, while private elementary enrollment has been stable or perhaps declining.*

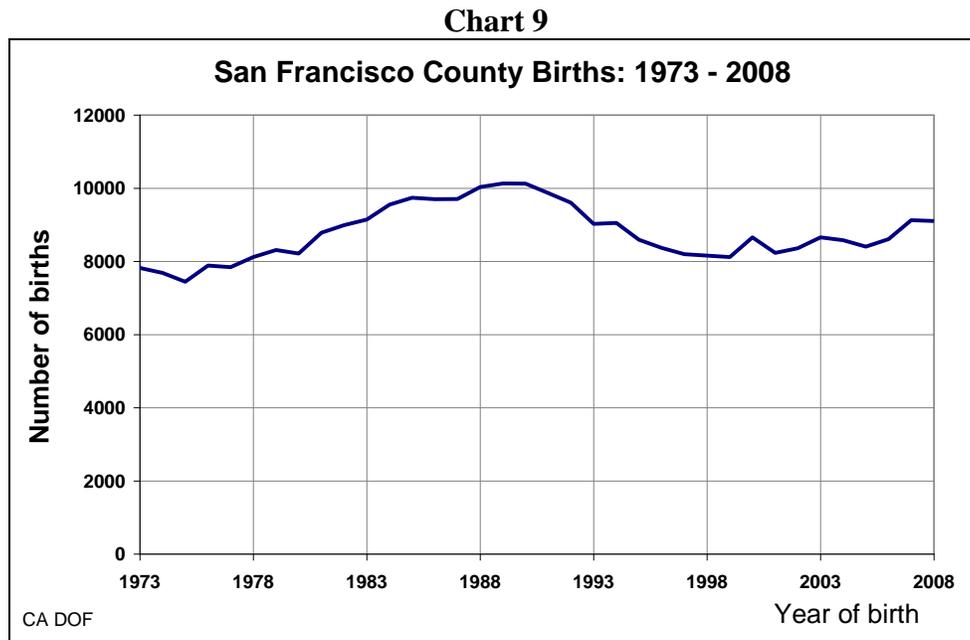
**Chart 8**



## 1.5 Birth Trends

It is important to study birth trends because births are our best predictor of future kindergarten enrollments, and ultimately future enrollments in all the grades. We first discuss historical trends in the number of births to San Francisco residents, followed by a discussion of births by mother's ethnicity, and finally discuss birth forecasts (which allow us to forecast enrollments beyond four years).

Chart 9 shows the number of births to San Francisco residents between 1973 and 2008. The number increased between 1975 and 1989, declined between 1990 and 1995, and increased modestly between 1999 and 2008.



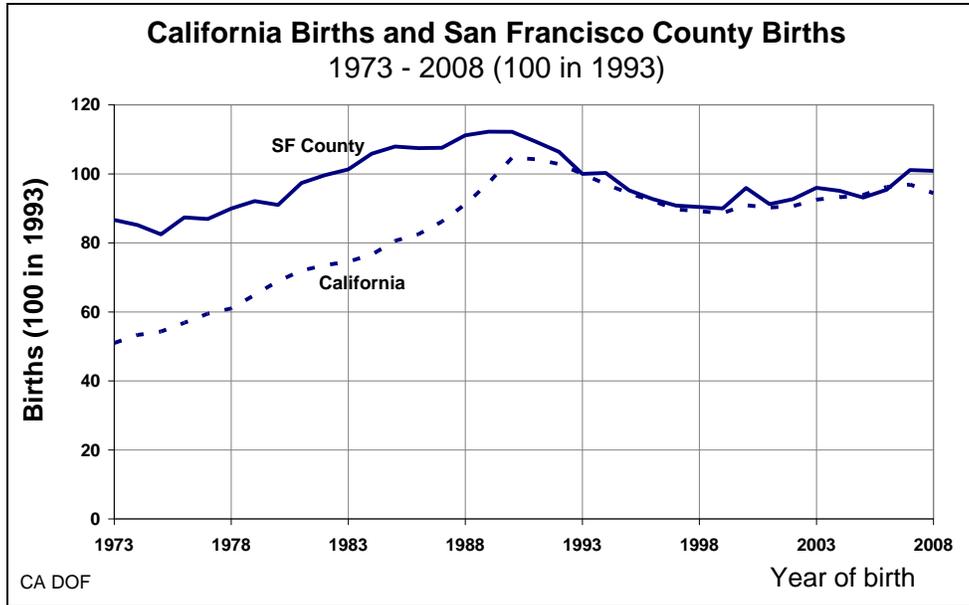
*Data: California Department of Finance*

During the 1970s and 1980s, the number of births in San Francisco diverged widely from those in California, the state's numbers increasing far more rapidly than the City's. State-wide, the number of births increased from nearly 300,000 in 1973 to more than 610,000 in 1990, representing a doubling in less than twenty years, while the increase was only 30 percent in San Francisco County over the same period.

Since 1993, however, a remarkable convergence has been recorded in the birth trend in the two areas. In both cases, the number of births declined year after year during the 1990s and rose again in the 2000s. See Chart 10, which uses 1993 as the base year for comparison of trends.

- *Key Finding: The number of births to San Francisco residents increased during the 2000s, which has caused and is expected to continue to cause an increase in public school enrollments.*

**Chart 10**



Data: California Department of Finance

## 1.6 Ethnic Birth Trends

The percentage of births that were to White mothers living in San Francisco increased substantially between 1990 and 2008 – from 29 percent in 1990 to 41 percent in 2008. Because White births are less likely to result in kindergarten enrollments than births to women of other ethnicities, this increasing share of births might mean a decline in the overall share of births that result in kindergarten enrollments.

The share of San Francisco births to Asian and Pacific Islander (API) mothers has remained stable, at around one-third of all births.

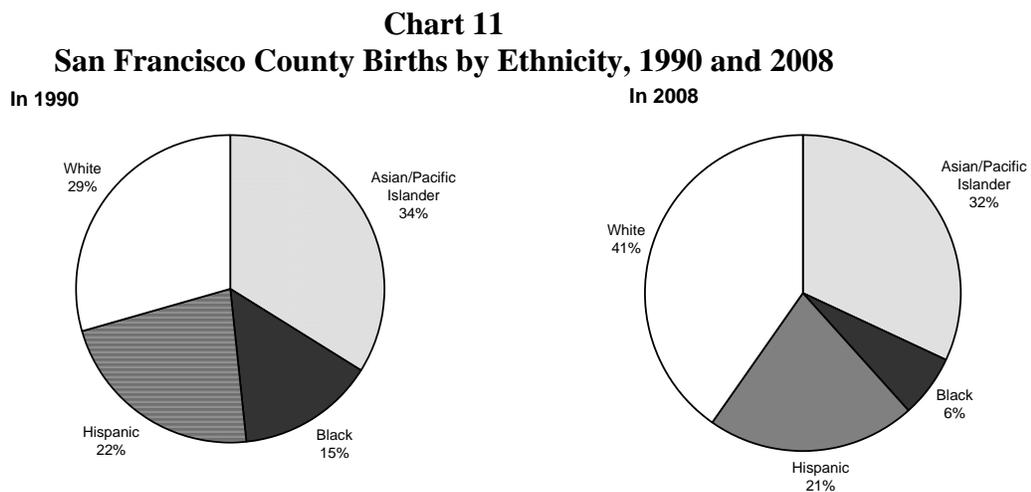
The share of births to African American mothers has declined steadily – from 15 percent in 1990 to six percent in 2008.

The share of births to Hispanic mothers has remained stable, at around 21 percent of all births.

Comparison of the racial/ethnic breakdown of the City's total population with the number of births by ethnicity leads to a few important findings (Chart 11). While Asians and Pacific Islanders (including Filipinos) had the largest number of births from the mid-1980s to the late 1990s, White births have become more numerous. The situation results from two contrasting trends: a progressive decline in the number of births to Asians and

Pacific Islanders since their high of nearly 3,400 in 1988-1990 and a continuous increase in the number of White births following a low of around 2,600 in 1993-1997.

In 2008 (the latest year for which birth data are available), the number of births to Asian and Pacific Islander women was 2,817. The total for White mothers was 3,570. After increasing regularly until the early 1990s (to 2,250 in 1991-1992), Hispanic births declined to 1,800 in 1999 and have since fluctuated around this number. African Americans have always had the smallest number of births, and their share of the total dropped rapidly and continuously up to 2005, when they accounted for only six percent of all San Francisco births. They have fluctuated slightly around this low figure since then.



*Data: California Department of Finance*

Some ethnic groups have higher birth rates than others. In 2008, birth rates (births per 100,000 people) were highest for Hispanic (18 per 100,000 people), much lower for Asian and Pacific Islanders (11 per 100,000), and lowest for Whites and African American (below 10 per 100,000 for each group).

The comparison of birth rates and the proportional distribution of birth by race/ethnicity suggests that births to White and Asian women represent a large share of the total, not because fertility is high in these two population groups, but because of their large share in the total population of the County.

Births to Hispanic mothers represent a relatively small share of the total because a relatively small share of the County's total population is Hispanic. However, since the group has a much higher birth rate than other groups, the proportion of births to Hispanics (and subsequent SFUSD enrollments) is bound to increase significantly in the future, because the share of women of childbearing age who are Hispanic will increase.

Comparing births by race/ethnicity to the total population, we see that, although Whites have as many births as Asians and Pacific Islanders, they have the lowest relative birth

rate of any ethnic group. In 2007, Whites accounted for 51 percent of San Francisco’s 20-to-34-year-old population (prime childbearing years) and 47 percent of the total population, but only 40 percent of all births are to White mothers. Asians and Pacific Islanders make up 33 percent of the total population and account for one third of all births. About seven percent of San Francisco’s population is African American, as well as seven percent of its births. Hispanics have the highest birth rates (and this has been true since 1980 and probably longer), comprising 21 percent of all City births but only 12 percent of the total population.

**Table C**  
**Number of Births, Total Population, and Birth Rate, 2008**  
**San Francisco County**

Race/Ethnicity	Number of births	Total Population	Birth rate per 100,000
White	3,570	365,427	9.8
Asian and Pacific Islanders	2,754	252,257	10.9
Hispanic	1,933	109,634	17.6
African American	554	54,383	10.2
Others and multiple	293	28,377	10.3
Total	9,104	810,078	11.2

*Source: California Department of Public Health.*

- *Key Finding: The number of White births has increased more than births from other ethnicities. Since White births are less likely than other ethnicities to result in kindergarten enrollments, the relationship between births and subsequent kindergarten enrollments may change.*

## 1.7 Birth Forecasts

Birth data permit us to forecast kindergarten enrollment four years into the future. Beyond that time horizon, we must use forecasts of births to forecast kindergarten enrollment. California’s Department of Finance (DOF) provides County forecasts using the most reliable demographic methods and with the richest data source possible, and thus the DOF forecasts are the most reliable set for SFUSD. Unfortunately, past DOF forecasts have been a very poor predictor of births. (See Appendix A.) This means that there is greater uncertainty in forecasts that rely on these birth forecasts (five or more years for the elementary, 10+ years for the middle school, and 14+ years for high school). Because of the uncertainty introduced by birth forecasts, we provide a forecast for elementary enrollments that projects only five years into the future.

The DOF demographers' most recent (2009) forecast for San Francisco County births indicates a slight decline in 2010, but then an increase in the number of births over the following ten years.

## **Enrollment Forecast from Future Housing**

Changes in the housing stock can have a significant impact on enrollments and need to be taken into account when forecasting school enrollments. More houses mean population growth, including growth in the number of school-aged children. San Francisco housing has a very low rate of public school students per unit, as we show below. However, some types of housing in San Francisco, particularly affordable housing, have much higher numbers of students per unit than other types. For enrollment forecasting purposes, it is most important to consider the growth of affordable housing.

Before presenting the enrollment forecast from future housing, we describe the City's current housing stock, as well as past trends in housing growth.

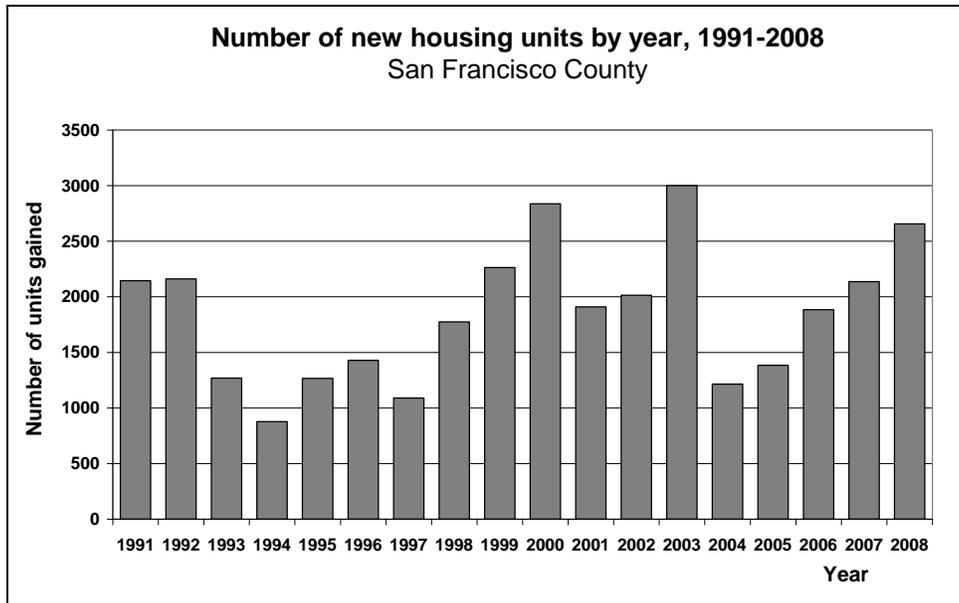
### **1.8 Historical Trends in Population and Housing**

In recent decades, San Francisco housing growth has been modest, especially compared with state trends. During the 1980s, San Francisco's housing stock increased by 3.7 percent, while the state increase was 20.5 percent. During the 1990s, San Francisco's housing stock increased by 3.6 percent, while that of the state increased by nine percent. Between 2000 and 2008, San Francisco's housing stock increased by 4.7 percent, while California's increased by 10 percent. Note that the City's growth rate in the 2000s was higher than in the 1980s or 1990s.

Housing in San Francisco grew at an average of 1,700 new units a year between 1990 and 2000 and 2,000 units a year between 2000 and 2008 (Chart 12). These numbers include all types of housing, including public and other affordable units. Year-to-year variations have, however, been large, the new housing stock ranging from below 1,000 per year (877 in 1994, for instance) to close to 3,000 per year (2,837 in 2000 and 3,000 in 2003).

The level of housing growth also varies by type, with the number of single family homes in San Francisco increasing quickly in the 1990s (by an average of more than 500 a year) but stalling since then (with an average of only 56 new homes a year between 2000 and 2008). The number of apartment buildings with five or more units has exhibited the opposite trend (with an average of about 850 new units a year in the 1990s compared with over 1,500 a year in 2000-2008).

**Chart 12**



**Table D**  
**Total Population and Housing Stock, San Francisco, 1980-2008**

	1980		1990		2000		2008	
Total population	678,974		723,959		773,312		824,525	
Total housing units	316,608	100%	328,471	100%	345,579	100%	361,777	100%
Single family	110,476	35%	105,150	32%	111,244	32%	111,746	31%
Multi-family (2-4 units)	69,839	22%	78,889	24%	80,093	23%	82,038	23%
Multi-family (5+ units)	136,050	43%	144,319	44%	153,693	44%	167,433	46%
Other	243	0%	113	0%	549	0%	560	0%

Source: California Department of Finance.

**Table E**  
**Ten-Year Population and Housing Change, San Francisco, 1980-2008**

	1980 to 1990	1990 to 2000	2000 to 2008*
Total population	7%	7%	8%
Total housing units	4%	5%	6%
Single family	-5%	6%	1%
Multi-family (2-4 units)	13%	2%	3%
Multi-family (5+ units)	6%	6%	11%
Other	-53%	386%	3%

\* Adjusted for the shorter period length

Source: California Department of Finance.

One crucial element to consider for the enrollment forecasts is whether future changes in the City's housing stock will be very different from those that occurred in the past. If we were to assume that the future will resemble the past, with a growth rate of about half a percent per year, with roughly the same levels of replacement and of new affordable or

inclusionary housing, then it would be reasonable to assume that past enrollment trends (grade progressions, specifically) are very indicative of future enrollment trends, and we would not need to make an adjustment for housing growth. However, as we will explain shortly, this is not the case, and we will need to account explicitly for the enrollment impact from future major housing developments.

- *Key Finding: Typically, between 1,700 and 2,000 new housing units are built annually in San Francisco.*

## 1.9 Student Yields

To determine the potential impact of future new housing on the enrollment forecast, we measured the number of students per San Francisco housing unit, with an emphasis on affordable or Below Market Rate units. The number of students per housing unit is called a “student yield.” In San Francisco, the overall student yield per housing unit is 0.16, meaning that each 100 residential units contain an average of 16 SFUSD K-12 public school students. This yield is lower than yields in most other Northern California public school districts, and clearly reflects the City’s demographic and migration patterns. In addition, the suburbs traditionally tend to attract young families, and new suburban developments typically show much higher student yields than urban areas.<sup>7</sup>

We measured student yields in three ways:  
by analyzing data from the latest (2007) American Community Survey<sup>8</sup> (ACS),  
by using administrative records of public housing, and  
by measuring student yields in recently constructed housing in redevelopment areas.

The 2007 ACS indicates an overall (public school) student yield for San Francisco County of 0.16. As elsewhere in the Bay Area, the highest yield is found for San Francisco’s single-family homes (0.29) and the lowest for apartment buildings of five-plus units (0.07). The ACS does not identify below-market rate units, so we were unable to measure yields in market and below market rate multiple family units separately.

From administrative records of public housing developments, Table F presents data that show the number of children living in specific public housing developments, as well as the number of occupied units. There are 2,002 housing units in six public housing developments. There is an 18 percent vacancy rate. The child yield (children aged five to 17) for all housing units is .66; the child yield for the occupied units is .81. The occupancy rate in Hunters View is especially low because redevelopment is imminent.

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<sup>7</sup> In the Bay Area, urban school districts such as Oakland and Alameda have K-12 student yields of 0.35 and 0.33, respectively. In contrast, more suburban districts like Pleasanton and Piedmont show much higher yields of 0.56 and 0.69 respectively. (Based on Census 2000 enrollment and housing data.)

<sup>8</sup> The American Community Survey (ACS) is executed every year on a very large sample of the United States population (about 1 percent of the total) by the U.S. Census Bureau to estimate population and other changes between decennial censuses.

To the extent that the completion of HOPE SF will increase both the number and occupancy rate of public housing units, SFUSD enrollments will increase.

**Table F. Number of Children and Student Yield in Selected Housing Developments**

Site	Total units	Units occupied	Children aged			Total Children	Student yield	
			5-10	11-13	14-17		Total units	Occupied Units
			Hunters View	267	154		64	41
Potrero Terrace	469	377	145	39	64	248	0.53	0.66
Potrero Annex	137	97	44	29	37	110	0.80	1.13
Sunnydale	767	712	292	107	148	547	0.71	0.77
Westbrook Apartments	226	175	94	46	63	203	0.90	1.16
Westside Courts	136	126	16	9	19	44	0.32	0.35
All	2002	1641	655	271	397	1323	0.66	0.81

Source: San Francisco Mayor's Office of Housing

It was possible to measure the number of students living in public housing by analyzing the District's student address database. San Francisco contains approximately 4,200 units of non-senior **public housing**, and 2,844 students lived in those units in Fall 2008, for a K-12 yield of .68. Note that .68 is very similar to the .66 yield resulting from the analysis of administration records in public housing (that is, from a different data source).

We also used the District's student address database to measure student yields in specific San Francisco developments by matching the student address records with addresses of recently built housing developments. We measured student yields in five areas: public housing projects, Treasure Island/Yerba Buena Island, Rincon, South of Market, and Mission Bay. Student yields from each area are discussed below.

**Treasure/Yerba Buena Islands (TI/YBI)** housing held 295 SFUSD students in Fall 2008. TI/YBI currently has 600 market rate rental units and 250 affordable units.<sup>9</sup> Much of the existing housing on the former naval base is geared towards families.

Table G shows the number of housing units and students living in each development in the **Rincon** redevelopment area. In Fall 2008, only 59 SFUSD students lived in the area's 3,091 housing units. For our yield calculations, we assume that students live only in the affordable units, and, even so, yields are pretty low for affordable housing. Brannan Square has the highest yield, with .37 K-12 students per unit. All Steamboat Point Apartments are below market rate, and average yields are only .18. South Beach Marina, Bayside Village, and Rincon Center are all inclusionary housing, with yields below .10. The market rate condominiums contained no SFUSD students

<sup>9</sup> We are unable to determine which of the 295 students live in the affordable units.

**Table G: Rincon Developments**

	Total Units	Affordable Units	Type of Housing	Affordability status	# Students	Affordable Yield
Brannan Square	240	51	condos	inclusionary	19	0.37
Steamboat Point	108	108	apts	stand-alone	19	0.18
South Beach Marina	414	86	apts	inclusionary	8	0.09
Bayside Village	868	173	apts	inclusionary	12	0.07
Rincon Center	320	64	apts	inclusionary	1	0.02
301 Bryant	38	7	condos	inclusionary	0	0.00
Cape Horn Warehouse	16	0	condos	all market	0	na
Oriental Warehouse	66	0	condos	all market	0	na
Brannan Towers	338	0	condos	all market	0	na
One Embarcadero South	233	0	condos	all market	0	na
Delancey Foundation	450	na	not for families	not for families	na	na
<b>Total</b>	<b>3091</b>	<b>489</b>			<b>59</b>	

Table H shows housing units and SFUSD students<sup>10</sup> living in each development in the **Mission Bay** redevelopment area. A total of 121 students live in the 3,150 new housing units. Rich Sorro Commons is the only development with a sizable student yield. This development is a stand-alone building with 100 affordable units, with an average yield of .66 K-12 SFUSD students per unit. In contrast, only two SFUSD students live in the more than 1,000 Mission Bay market rate condominium units.

**Table H  
Mission Bay Projects**

	Completion	Unit Type	Total Units	Affordable Units	# Students	Yield in Affordable Units
Rich-Sorro Commons	2002	rental	100	100	66	0.66
Beacon	2004	condos	595	27	6	0.22
Mission Bay Apts - Crescent Cove	2007	rental	236	236	40	0.17
Avalon II	2006	rental	313	19	3	0.16
Glassworks	2003	condos	39	0	1	0.03
Channel Park (Signature I) - 255 Berry St	2004	condos	100	0	1	0.01
Campus Housing	2005	rental	430	430	4	0.01
Avalon I	2003	rental	260	21	0	0.00
Signature III-235 Berry Street	2006	condos	99	0	0	0.00
Park Terrace	2007	condos	100	0	0	0.00
355 Berry Street-Edgewater Apts	2007	rental	194	193	0	0.00
Arterra	2008	condos	267	0	0	0.00
Radiance	2008	condos	417	0	0	0.00
Mission Creek Senior	2006	not applicable	139	139	not applicable	not applicable
<b>Subtotal</b>			<b>3150</b>	<b>1026</b>	<b>121</b>	

Table I shows housing units and students living in each development in the **South of Market** redevelopment area. Student yields in these developments are much higher than in the Rincon or Mission Bay areas. Six of the developments have K-12 yields greater than the .70 yield assumed in the forecasts for stand-alone affordable housing. Low yields are found in Leland Apartments, which is perhaps related to the focus on providing housing for disabled families. The low yield in Dudley Apartments is explained by a

<sup>10</sup> Note that there could be children living in these units, but not attending SFUSD schools. We have no data on such children attending private schools or public schools outside the county.

large number of studio apartments. These yields are more in line with what we would expect from affordable housing.

**Table I**

<b>South of Market Existing Affordable Housing Developments</b>				
Name of development	housing description	# units	# students	Yield
Canon Barcus Community House	very low income rentals for formerly homeless families; mainly 2-3,4BR units	48	50	1.04
Goodwill Housing	family units	30	26	0.87
Columbia Park Apts	family units	50	41	0.82
Minna Park Family Housing	affordable family housing	26	20	0.77
Gabreila Apts	family units	29	22	0.76
518 Minna	family units	24	17	0.71
SOMA Studios	studio and family housing; 88 studios, 74 1-3BR units	74	50	0.68
1028 Howard	family units	30	14	0.47
SOMA Residences	inclusionary-278 units total; 55 affordable	55	9	0.16
Dudley Apts	mix studio, 1, 2 BR	74	10	0.14
Leland Apts	disabled families	24	3	0.13
		464	262	0.56

Student yields in affordable units vary by location. Affordable housing in South of Market housing developments had much higher yields than affordable housing in Mission Bay and Rincon. Student yields in public housing are more in line with yields in the South of Market area.

- ❑ *Key Finding: K-12 student yields are .68 for all (non-senior) public housing or .81 of all (non-senior) occupied units. Stand-alone affordable units tend to have a higher yield than inclusionary affordable units. Yields in stand-alone affordable units vary substantially depending on the neighborhood location of the housing.*
- ❑ *Key Finding: Market rate condominiums contain virtually no public school students.*

### **1.10 Forecast of Housing in Major Development Areas**

This section identifies major development areas that will eventually impact San Francisco public school enrollments. Only the large housing projects are discussed here; smaller developments that are more typical of San Francisco’s past (1,700 to 2,000 units per year) are accounted for elsewhere.

Table J shows the number of affordable and market rate housing units expected to be built in the City’s major development areas over the next 20 to 30 years. Almost 11,000 affordable housing units are planned, as well as more than 30,000 market rate units.

While this housing is being built, SFUSD administrators should expect a major increase in enrollments at all grade levels. Most of the new housing is concentrated in the southeast and eastern parts of the District.

**Table J. Units Planned in Major Development Areas of San Francisco**

Development Area	Total Number of New Units	% Affordable	# Affordable Units
Mission Bay	2,648	30%	794
Hunters Point Shipyard	11,500	30%	3,450
Bayview Hunters Point	6,500	30%	1,950
Transbay	2,638	35%	923
Market and Octavia	6,000	18%	1,050
Treasure and Yerba Buena Islands	8,000	30%	2,400
Visitacion Valley	1,600	25%	400
HOPE SF	3,500	mixed income	
Total	42,386		10,968

Public housing is particularly important to SFUSD because there are large numbers of students living in such housing. After a first public housing boom in the 1940s (with nearly 1,500 new public housing units made available between 1940 and 1943) through the end of the 1970s (with about 1,350 new public housing units available each decade), the construction of new public housing stalled considerably during the 1980s (only 150 new units) and 1990s (400 units). However, the launch of important new federal funding programs enabled the growth to resume and more than 950 new public housing units were constructed during the first half of the 2000s. HOPE SF will replace many of the existing public housing units, which should ultimately increase occupancy rates and thereby increase enrollments from public housing. Also, HOPE SF will be providing additional market rate housing tailored to middle-income households, which should bring additional students into San Francisco as well.

Discussed below are the major development areas and our knowledge about the timing, magnitude, and type of housing that is planned. The exact timeline and final count of new housing (and new affordable units in particular) is very difficult to foresee, since most of these projects are only in their initial phases and construction has started in very few of them. Information about major development areas should be updated annually and the likely (and actual) effects on SFUSD enrollments reviewed.

### **1.10.1 Treasure and Yerba Buena Islands**

In 1997, the Naval Base on Treasure and Yerba Buena Islands closed, though housing remained on the Islands. Around 2000, San Francisco County leased the housing from the Navy and low-income housing was provided on the Islands. Currently, there are

approximately 550 market rate rental units and 250 subsidized units on the islands<sup>11</sup> in the former naval housing. In Fall 2008, 295 SFUSD students lived in these units.

The County is currently negotiating the transfer of land from the Navy to the County. When the transfer is completed, the County will begin redevelopment of the Islands. The redevelopment plan includes 8,000 housing units, with 30 percent to be offered at below market rate. The forecast assumes that first occupancy occurs in 2015, which may be optimistic. The forecast assumes it will take 20 years to complete development.

Some of the affordable housing will be inclusionary, meaning that there will be some affordable units mixed with market rate units in a development. Other affordable units will be in all-affordable buildings or developments. Still other affordable housing will be for seniors. Table K shows the estimated number of students from the planned housing, based on assumptions about number of affordable units, by type, and student yields, by type. A total of 1,694 K-12 SFUSD students are projected. If only the affordable housing yielded students, by the end of construction, the District would have an additional 1,134 K-12 students.

The existing housing on Treasure Island will be the last to be demolished. At that time, households living in the old Navy housing will be offered new housing on the Island.

The Redevelopment Plan includes a K-8 school on Treasure Island. The District should expect between 1,100 and 1,400 K-8 SFUSD students to live on the Islands once development is completed.<sup>12</sup>

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<sup>11</sup> There are 80 market rate units on Yerba Buena Island, the rest are on Treasure Island.

<sup>12</sup> The 1,100 figure is based on an even distribution of students across the grades; the 1,400 figure assumes disproportionately more students in the earlier grades (with only 20 percent of students in the high school grades).

**Table K**

<b>Treasure Island and Yerba Buena Island Buildout Numbers</b>			
	<b># Units</b>	<b>Assumed K-12 Yield</b>	<b># K-12 Students</b>
Affordable	2,400		
Inclusionary	840	0.25	210
Agency	885	0.70	620
TIHDI	435	0.70	305
Senior	240	0.00	0
Market	5,600	0.10	560
Total	8,000		1,694

**1.10.2 Mission Bay**

In 1998, the Mission Bay North and South Redevelopment Project areas were established. These eventually will provide nearly 6,000 housing units, of which 28 percent would be affordable to moderate, low, and very low-income households. More than half of the residential projects have already been completed (see Table L). As of 2009, there were about 3,150 housing units, of which 457 were non-senior affordable units, and another 430 units were Campus Housing.

In Fall 2008, 122 students lived in the Mission Bay area. The K-12 yield for Rich Sorro Commons – the housing development that is completely affordable – was .66, very close to the .70 yield we assume for affordable housing. Yields were much lower in developments that are a mix of market-rate and affordable units. Currently, the affordable units that are in market rate buildings (inclusionary units) are averaging yields of about .20. (See Table L.)

All or nearly all of the residential development in Mission Bay is either under construction or approved with construction expected to begin quite soon. All the residential development should be completed around 2012. At that time, we expect there to have been a doubling of the number of SFUSD students living in Mission Bay.

**Table L**

<b>Mission Bay Projects</b>						
	Completion	Unit Type	Total Units	Affordable Units	# K-12 Students	K-12 Yield in Affordable Units
Rich Sorro Commons	2002	rental	100	100	66	0.66
Beacon	2004	condos	595	27	6	0.22
Mission Bay Apts - Crescent Cove	2007	rental	236	236	40	0.17
Avalon II	2006	rental	313	19	3	0.16
Glassworks	2003	condos	39	0	1	0.03
Channel Park (Signature I) - 255 Berry St	2004	condos	100	0	1	0.01
Campus Housing	2005	rental	430	430	4	0.01
Avalon I	2003	rental	260	21	0	0.00
Signature III-235 Berry Street	2006	condos	99	0	0	0.00
Park Terrace	2007	condos	100	0	0	0.00
355 Berry Street-Edgewater Apts	2007	rental	194	193	0	0.00
Arterra	2008	condos	267	0	0	0.00
Radiance	2008	condos	417	0	0	0.00
Mission Creek Senior	2006	not applicable	139	139	not applicable	not applicable
Subtotal			3150	1026	121	
				33%		
		<b>Not Yet Completed</b>	<b>1022</b>			
Signature III-Mission Bay III (?)	2010	rental	260	0		
SFRA/FOCILB-MR For-sale Condos		condos	110	110		
SFRA/Bridge: affordable home ownership units (3	2009?	condos	131	131		
BOSA Condos		condos	325			
SFRA Supportive HU		rental	152	152		
OPUS West condos		condos	100			
Urban Housing Group Apts	2009	rental	192			
BOSA Condos		condos	200			
SFRA Apts		rental	258			
SFRA Apts		rental	134			
UCSF		rental	160	160		
SFRA Affordable Home Ownership		condos	160	160		
SFRA Apts		rental	181	181		
BOSA Condos	2009?	condos	285			
Subtotal			2648	894		
Total			5798	1920		

### 1.10.3 Transbay Zone One Development

Redevelopment of the Transbay Terminal will bring 2,638 new housing units to San Francisco, of which 35 percent will be affordable. Of these, 691 units will be in all-affordable buildings, while 292 affordable units will be inclusionary (mixed with market rate units). Construction is expected to occur between 2012 and 2019. The forecast assumes occupancy will begin in 2015 and continue through 2025. A .70 yield is assumed for the units in all-affordable buildings, a .25 yield is assumed for the inclusionary units, and a .05 yield is assumed for the market rate units. These assumptions result in a forecast of 722 K-12 students for Transbay Zone One. (See Table M.)

**Table M**

<b>Transbay Zone One Development</b>			
	<b># Units</b>	<b>Assumed Yield</b>	<b>Forecast of Students</b>
Stand-alone	691	0.70	484
Inclusionary	292	0.25	73
Market rate	1,655	0.10	166
<b>Total</b>	<b>2,638</b>		<b>722</b>

#### **1.10.4 Market and Octavia**

The City has a 20-year plan to add 6,000 housing units in the Market/Octavia neighborhood. Between 15 and 20 percent of units will be affordable, and 40 percent of the units must contain at least two bedrooms. The timing of the project is uncertain and dependent on market conditions. The forecast assumes a slow construction schedule, with 100 units per year starting in 2014.

#### **1.10.5 Hunters Point Shipyard**

The former Naval shipyard is a redevelopment area that previously had no housing. The 30-year plan includes 11,500 housing units. The five-year plan, which is much more defined and more certain, includes 1,500 units that will be occupied beginning around 2013 and another 2,500 units that will be occupied around 2016. The 1,500 units will include about 1,150 for-sale units (townhomes and condominiums) from private development, of which 15 percent will be inclusionary affordable housing. The remaining 350 units are agency-funded development of rental housing, all of which will be affordable. The rental housing is geared to families, with some two-bedroom units, but mainly three-and-four-bedroom units. Characteristics of the 2,500 units expected to be occupied beginning in 2016 are less defined, but 30 percent will be affordable. Table N summarizes our information about the Hunters Point Shipyard Redevelopment Area Plan.

**Table N**

<b>Hunters Point Shipyard Redevelopment Area</b>										
	<u>For-sale housing - initial 1,150 units</u>			<u>Agency Rental</u>	<u>2,500 units</u>		<u>Future Plan</u>		<u>Total Units</u>	<u>Total Units</u>
	<u>Market</u>	<u>Inclusionary</u>	<u>Total</u>	<u>Units - 350</u>	<u>Market</u>	<u>Affordable</u>	<u>Market</u>	<u>Affordable</u>	<u>Annually</u>	<u>Cumulatively</u>
2012	75	13	88						88	88
2013	130	23	153	50					203	291
2014	127	23	150	50					200	491
2015	127	23	150	50					200	691
2016	127	23	150	50	350	150			700	1391
2017	127	23	150	50	350	150			700	2091
2018	127	23	150	50	350	150			700	2791
2019	135	24	159	50	350	150			709	3500
2020					350	150			500	4000
2021							350	150	500	4500
2022							350	150	500	5000
2023							350	150	500	5500
2024							350	150	500	6000
2025							350	150	500	6500
2026							350	150	500	7000
2027							350	150	500	7500
2028							350	150	500	8000
2029							350	150	500	8500
2030							350	150	500	9000
2031							350	150	500	9500
2032							350	150	500	10000
2033							350	150	500	10500
2034							350	150	500	11000
2035							350	150	500	11500

### **1.10.6 Bayview Hunters Point**

The March 2006 Final Environmental Impact Review for Bayview Hunters Point (BHP) projected 3,700 dwelling units over the next 30 years. Various types of units are planned, including:

- 1,075 condominiums (one-to-three-bedroom units);
- 1,000 non-family apartments (studio and one-bedroom units);
- 925 single-family rentals (three-to-four-bedroom units); and
- 700 family apartment units (two-to-four-bedroom units).

The overall project is considered to be a 30-year program.

### **1.10.7 Hope SF in Bayview Hunters Point (BHP)**

The Mayor's Office of Housing is coordinating efforts for public housing expansion in BHP. Currently, 800 new units are planned, of which 267 will be public housing, 83 will have tax credit incentives (geared toward working families), and the rest will be market rate. The housing plan has been approved and construction is expected to start in 2010 and to end by 2014.

The BHP public housing now has many unoccupied units; tenants have been moving out over the last four or five years. Of the current 415 units, 267 are vacant. These units will be demolished, and current tenants will have priority to move into the renovated units.

### **1.10.8 Visitacion Valley**

Redevelopment of the Schlage Lock site and additional infill along Bayshore Boulevard and Leland Avenue are expected to add 1,600 housing units, of which at least 25 percent will be below-market-rate units. The Redevelopment Plan was approved in May 2009, and the timing of construction is still uncertain. Environmental cleanup of the site is required before construction can occur. The forecast assumes first occupancy in 2015, with 100 units built per year.<sup>13</sup>

### **1.10.9 Other HOPE SF Projects**

HOPE SF is a plan to renovate 2,500 public housing units and develop mixed-income communities. As public housing units are replaced and renovated, up to 3,500 additional housing units will be built, which will help offset the costs of the program. The additional units will be targeted to moderate-income households and many will be available for purchase. We expect the 3,500 additional units to have substantial student yields because many will be priced for first-time home buyers who would tend to be young people with families or are planning to have children soon.

Over the next decade, HOPE SF plans to create 1,000 affordable rental apartments and homeownership units in addition to the Bayview Hunters Point project. Our forecasts

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<sup>13</sup> The only information we have on the timing of the project is that environmental cleanup is planned between 2010 and 2012.

assume 100 new units per year until all 3,500 units are completed. With the renovation of the public housing units, vacancy rates are likely to decline, and this would also add students. However, this secondary effect is not taken into account in the forecasts.

### **1.11 Enrollment Forecast from Major Development Areas**

To forecast enrollments from new housing, we multiply the number of housing units by the expected student yield. Because student yields vary by the characteristics of a dwelling unit, it is important to define the characteristics of planned housing as precisely as possible. In particular, factors that affect San Francisco student yields include whether units are affordable or market rate, where units are located, the cost of housing, the size of the units, and the type of housing (condominiums, apartments, townhouses, or houses).

Table O shows the housing we expect to see built in each project area, along with the student yield we expect from that housing type, and the resulting forecast of students. The student forecasts are shaded. The number of students from each development in each year is obtained by multiplying the number of housing units built in that year by the appropriate student yield. We have cumulated the number of students in a running total so that the reader can see the total number of students projected to live in the development each year. The annual housing counts represent units assumed to be newly-occupied that year.

The student yields we assume are based on our measurements of yields in existing San Francisco housing. We found that housing yields were highest in public housing, especially after accounting for the vacancy rate in this housing. Occupied public housing (for non-seniors) averages about .80 students per unit. We also measured yields in Rincon, Mission Bay, and South of Market. Yields in affordable units South of Market were much higher than in Mission Bay and Rincon. Unit prices are higher in Mission Bay and Rincon than unit prices in South of Market, and this difference could account for the higher yields. Also, it appears that stand-alone affordable units yield more students than inclusionary units.

After reviewing the student yields and considering other factors that we know typically influence student yields in other districts, we assigned student yields in the following way. Most inclusionary affordable units were assigned a .25 yield and most stand-alone affordable units were assigned a .70 yield. Occupied public housing units were assigned a .80 yield. Market rate condominiums were assigned a yield of zero, while most market rate rental units were assigned a yield of .10. Market rate units in Bayview/Hunters Point and Visitacion Valley, which are targeted to middle income households, are expected to yield more students than other areas, and this is reflected in the forecast. As housing developments are built and student yields measured, our forecasts should be adjusted.

More than 40,000 housing units are planned in these large developments. Many of the units will be affordable and more likely to contain children than the average existing San Francisco units. The timing of the projects is quite uncertain. We have indicated particular years in which units would be built and occupied (for a total of more than

33,000 units by 2035), but the actual dates will depend on both market conditions and when proposals are approved. For illustrative purposes, we have constructed this housing forecast so that the District will have some idea of when to expect additional students from the large developments. These housing forecasts should be adjusted as new information becomes available from City planners.

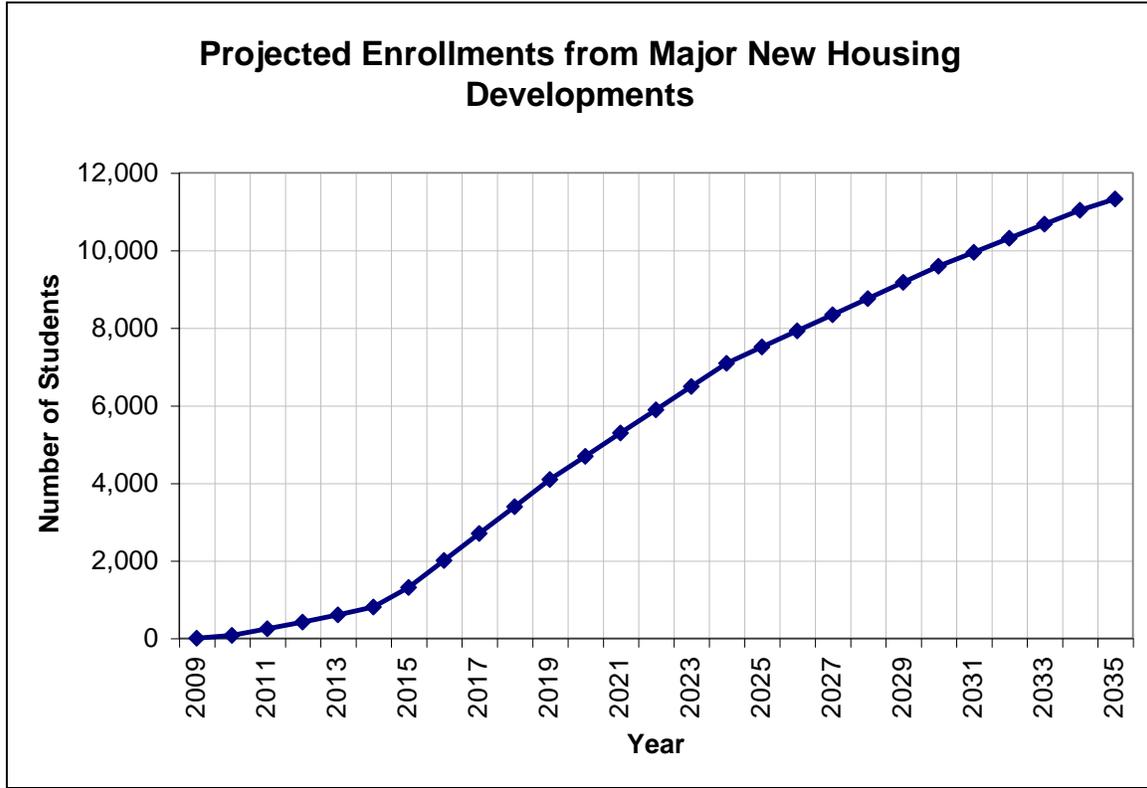
Other housing will be built and occupied in addition to these large developments. Some housing growth is implicit in our cohort survival forecast described later; in particular, the forecasts assume that historical rates of housing growth will continue. This separate forecast of students from new housing is intended only to specify the enrollment effects of very large developments that supplement ongoing housing growth.

A total of 11,328 additional K-12 students are forecasted once all the housing developments detailed here are completed. Chart 13 shows the forecast of total students from the large housing developments.

**Table O**

Forecast of Housing In Large Developments																												
Type	Yield	Total Units	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	2032	2033	2034	2035
<b>Mission Bay</b>																												
BMR inclusionary	0.25	211	131		80																							
Market apts	0.05	260		260																								
Market condos	0.00	627			49	578																						
<b>Cumulative Students</b>			33	46	66	66	66	66	66	66	66	66	66	66	66	66	66	66	66	66	66	66	66	66	66	66	66	66
<b>Hunters Pt Shipyard</b>																												
BMR	0.70	3525			13	73	73	73	223	223	223	224	150	150	150	150	150	150	150	150	150	150	150	150	150	150	150	150
Market	0.35	7975			75	130	127	127	477	477	477	485	350	350	350	350	350	350	350	350	350	350	350	350	350	350	350	350
<b>Cumulative Students</b>			0	0	35	132	228	323	646	969	1292	1619	1846	2074	2301	2529	2756	2984	3211	3439	3666	3894	4121	4349	4576	4804	5031	5259
<b>Bayview Hunters Point</b>																												
apts-lg	0.70	700						70	70	70	70	70	70	70	70	70	70											
sfu	0.70	925						92	92	92	92	92	93	93	93	93	93											
apts-sm	0.05	1000						100	100	100	100	100	100	100	100	100	100											
condos	0.00	1075						107	107	107	107	107	108	108	108	108	108											
<b>Cumulative Students</b>			0	0	0	0	0	118	237	355	474	592	711	830	949	1068	1188	1188	1188	1188	1188	1188	1188	1188	1188	1188	1188	1188
<b>Transbay</b>																												
BMR inclusionary	0.25	292						29	29	29	29	29	29	29	29	29	29											
BMR stand-alone	0.70	691						69	69	69	69	69	69	69	69	69	69											
Market	0.05	1655						166	166	166	166	166	166	166	166	166	166											
<b>Cumulative Students</b>			0	0	0	0	0	64	128	192	256	320	384	448	512	576	639	639	639	639	639	639	639	639	639	639	639	639
<b>Market and Octavia</b>																												
BMR inclusionary	0.25	220				10	10	10	10	10	10	10	10	10	10	10	10	10	10	10	10	10	10	10	10	10	10	10
BMR stand-alone	0.70	220				10	10	10	10	10	10	10	10	10	10	10	10	10	10	10	10	10	10	10	10	10	10	10
Market	0.05	1760				80	80	80	80	80	80	80	80	80	80	80	80	80	80	80	80	80	80	80	80	80	80	80
<b>Cumulative Students</b>			0	0	0	0	14	27	41	54	68	81	95	108	122	135	149	162	176	189	203	216	230	243	257	270	284	297
<b>Treasure Island and Yerba Buena Island</b>																												
BMR inclusionary	0.25	840						42	42	42	42	42	42	42	42	42	42	42	42	42	42	42	42	42	42	42	42	42
BMR stand-alone	0.70	1320						66	66	66	66	66	66	66	66	66	66	66	66	66	66	66	66	66	66	66	66	66
Market	0.05	5600						280	280	280	280	280	280	280	280	280	280	280	280	280	280	280	280	280	280	280	280	280
<b>Cumulative Students</b>			0	0	0	0	0	71	141	212	283	354	424	495	566	636	707	778	848	919	990	1061	1131	1202	1273	1343	1414	1414
<b>Visitacion Valley</b>																												
BMR	0.70	400						25	25	25	25	25	25	25	25	25	25	25	25	25	25	25	25	25	25	25	25	25
Market	0.50	1200						75	75	75	75	75	75	75	75	75	75	75	75	75	75	75	75	75	75	75	75	75
<b>Cumulative Students</b>			0	0	0	0	0	55	110	165	220	275	330	385	440	495	550	605	660	715	770	825	880	880	880	880	880	880
<b>Bayview Hope SF</b>																												
public housing	0.80	267	50	50	50	50	50	17																				
tax incentives	0.70	83		40	40	3																						
Market	0.50	450		100	100	100	100	50																				
newly occupied (pre-existing)	0.80	48		48																								
<b>Cumulative Students</b>			40	196	314	407	497	535	535	535	535	535	535	535	535	535	535	535	535	535	535	535	535	535	535	535	535	535
<b>Other HOPE SF Projects</b>																												
mixed income	0.50	2100						100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100
<b>Cumulative Students</b>			0	0	0	0	0	50	100	150	200	250	300	350	400	450	500	550	600	650	700	750	800	850	900	950	1000	1050
<b>Total Annual Units</b>		33444	181	498	407	934	450	1588	2021	2021	2021	2030	1823	1823	1823	1823	1823	1188	1188	1188	1188	1188	1188	1088	1088	1088	1088	700
<b>Total Cumulative Units</b>			181	679	1086	2020	2470	4058	6079	8099	10120	12150	13973	15796	17618	19441	21264	22452	23640	24828	26016	27204	28392	29480	30568	31656	32744	33444
<b>Total cumulative students</b>			73	242	416	604	803	1309	2004	2698	3393	4091	4691	5290	5890	6490	7090	7506	7923	8340	8756	9173	9590	9951	10313	10675	11037	11328

Chart 13



In general, we expect mostly younger (elementary-aged) students to live in new housing. After 10 years, the distribution of students across the grades tends to be more even. However, because San Francisco’s housing developments are relatively undefined, the forecasts assume an even distribution of students across the grades.

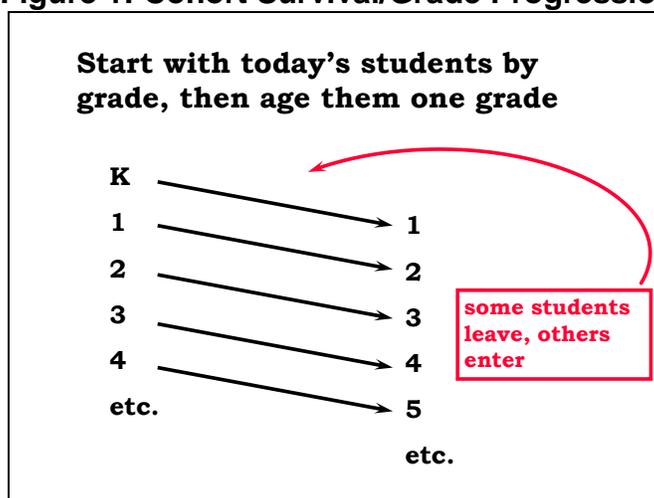
- *Key Finding: More than 40,000 new housing units, including 10,000 affordable units, are proposed in major development areas.*
- *Key Finding: Expect more than 11,000 K-12 public school students once this housing is completed.*

# Enrollment Forecast from Existing Housing

## 1.12 Forecast Method

The cohort survival technique, a standard demographic forecasting method, is used to model future enrollment from existing housing.<sup>14</sup> The forecast method starts with the number of students currently in the District, by grade. Student cohorts are advanced to the next grade for each forecast year. This year's first graders become next year's second graders, and the following year's third graders, and so on. However, as a cohort moves through the grades, its numbers can change. Figure 1 illustrates this process. When forecasting, it is very important to account for students entering and leaving the District. This change in cohort size as the groups of students move to the next grade is called a *grade progression*, and is one of two major assumptions used in the forecast.

**Figure 1: Cohort Survival/Grade Progression**



The second major consideration in the forecast model regards kindergarten enrollments. We use a cohort survival method here as well, but we start with births five years earlier in order to forecast each year's future kindergarten enrollments. The other major assumption in the cohort survival method concerns the kindergarten-to-birth ratio, which for San Francisco has historically been about 50 percent. In other words, SFUSD kindergarten enrollments equal about half of the number of the births five years earlier.

<sup>14</sup> As well as enrollments by residents of existing (older) housing, the grade progressions upon which cohort survival forecasts are based include enrollments from unidentified new housing built during the period for which grade progressions were measured. This method implicitly assumes that there will be some unidentified housing growth during the forecast period. The amount of this housing growth is usually quite modest, as are enrollments from the units.

Both historical grade progression ratios and K/B ratios are discussed at length below. In addition to being useful in the forecast model, the historical rates are interesting in and of themselves because they give insights into reasons for past enrollment levels and variations.

It is important to note that the cohort survival forecast implicitly accounts for *some* housing growth. Historical grade progression ratios and K/B ratios already include the effects of housing growth that occurred during the period for which the ratios were measured. That is, the ratios are higher than they would have been without housing growth during the period. Generally, during the last 20 years, 200 to 300 new affordable family housing units were built annually in San Francisco; this means that the historical ratios include this level of housing growth. Thus, the cohort survival method assumes this level of development when the historical ratios are used in the forecast model. We must make a special adjustment to the forecast model to reflect the fact that future San Francisco housing growth is expected to exceed historical levels.

### **1.12.1 Grade Progressions**

Grade progressions are an important assumption in the forecast model. We start with the most recent year's student body, by grade, and then advance students one grade for each forecast year. The grade progressions are used to adjust the sizes of the cohorts as they progress to the next grade.

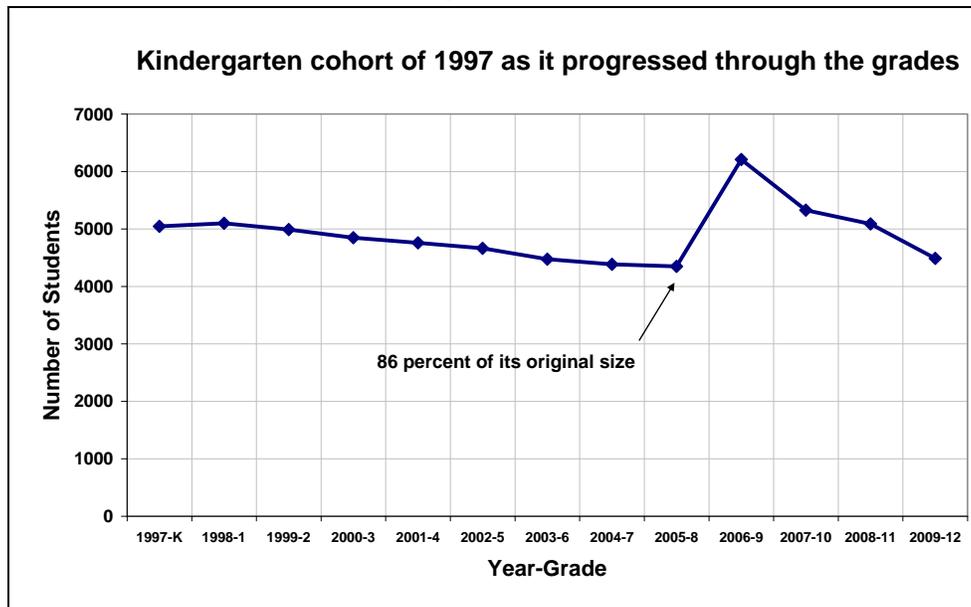
Forecast models typically use *historical* grade progressions to "age" (advance) students to the next grade. The historical grade progressions therefore are very important, and we spend a significant amount of time discussing them in this section. The grade progressions between Fall 2008 and Fall 2009 were slightly higher than in other years. If the 2008-2009 grade progressions were used to forecast enrollments (as in the alternative forecast presented in Appendix B), the projection would be higher than if an historical average or a stochastic process were used.

Changes in cohort size usually result from families migrating into and out of the District, but can also be caused by private-to-public (or public-to-private) school transfers and students repeating or skipping grades or dropping out altogether. Migration typically influences grade progressions at all school levels, while transfers between public and private schools usually occur between school levels (between kindergarten and first grade, fifth and sixth grades, and eighth and ninth grades). District policies regarding the retention of students within a specific grade often influence grade progression within high school as the students are required to accumulate a specific number of credits before progressing to the next grade.

There are several ways to quantify grade progressions. One way to measure cohort change is to follow a single cohort over time. Chart 14 tracks the kindergarten class of 1997 as it progressed through the grades. This cohort will graduate from high school in June 2010. By the time this group reached the eighth grade, its number had shrunk to 86 percent of its original size. In ninth grade, enrollment increased by a remarkable 43 percent as some private school students switched to public schools and some students

repeated the ninth grade. Enrollment declined after ninth grade as students dropped out, transferred to private or other non-SFUSD schools, repeated grades, or graduated early.

**Chart 14**



Another way to measure cohort size changes is to examine how each cohort fared between Fall of one school year and Fall of the next. Demographers call such a size change a *grade progression*. Chart 15 shows cohort size changes between Fall 2008 and Fall 2009 (bars) as well as the average of the past ten years (line). The first bar on the chart compares the number of Fall 2008 kindergartners with the number of Fall 2009 first graders. For example, 75 students were gained (net) as these kindergartners progressed to first grade. Generally, such a gain is mainly the result of transfers from private day care or preschool to public elementary schools.

Most of our school district clients experience a large net gain of students between eighth and ninth grade. In San Francisco, the progression from eighth to ninth grade is particularly large compared with California in general and other school districts in the area. As suggested above, the gain is due partly to transfers from private elementary/middle schools to public high schools and partly to the District policy of progressing ninth grade students to tenth grade only after they have completed the required number of credits. We lack the data required to distinguish between these two categories of students.

In San Francisco public schools, high school cohorts beyond ninth grade tend to shrink by an average of 1,600 students per year (although between 2008 and 2009, the number was only 970). Other urban school districts in the area, including San Jose Unified and Oakland Unified, show similar grade progression patterns.

Chart 15

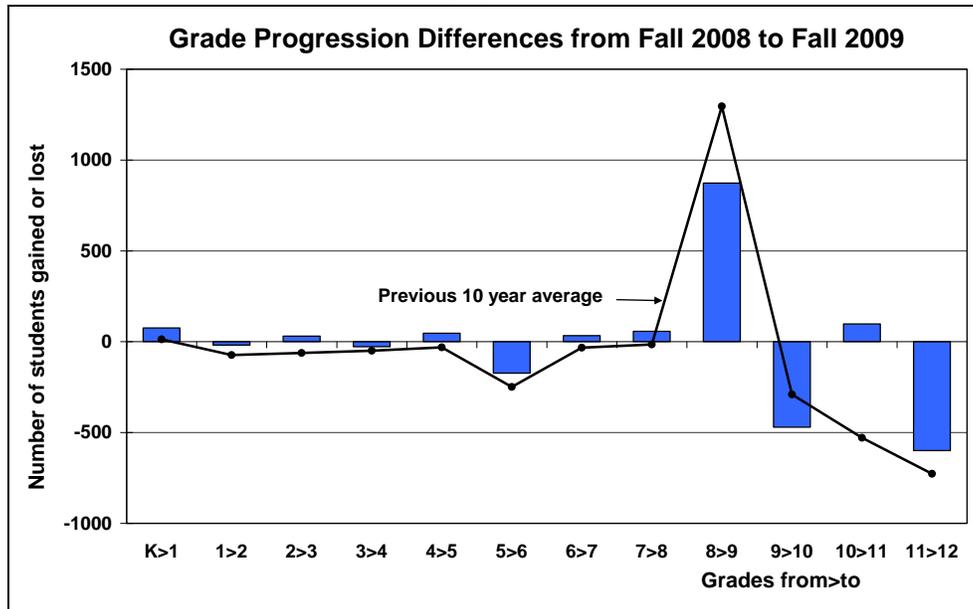
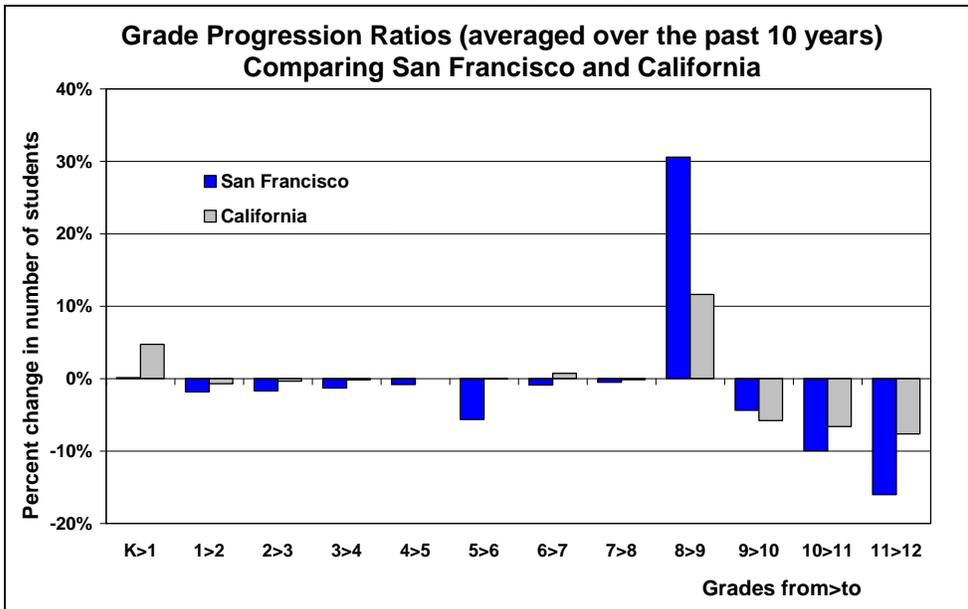


Chart 16 compares grade progression ratios averaged over the last ten years (1998>1999 to 2007>2008) in San Francisco with those for California as a whole. It indicates how much larger the City’s eighth-to-ninth grade progression ratio is than in the state.<sup>15</sup> In California, the ninth grade class is 12 percent larger than the eighth grade class, but in San Francisco, the ninth grade class is 31 percent larger than the eighth. Almost all the other grade progressions are lower in the City than in the state.

Chart 16 also shows that the negative progression between fifth and sixth grades in SFUSD is unusual by California standards. The loss could result from families with young school-age children leaving the City or from transfers to private schools after students complete elementary school.

<sup>15</sup> When we drafted this report, Fall 2009 public school enrollment data for California as a whole were not yet available. Updated data for SFUSD suggest, however, that the difference between County and state grade progressions was less in 2009 than in the previous year, though it remained large. The progression ratio from Fall 2008 to Fall 2009 in SFUSD for the fifth to sixth grade transition was -4 percent compared with -6 percent the year before and the progression ratio for the eighth to ninth grade transition was +21 percent compared with +36 percent. California’s 2008 ratios were close to 0 percent and 12 percent, respectively.

Chart 16



A final way to compare recent grade progressions with historical trends is by summarizing elementary, middle, and high school grade progressions for each pair of years for which we have data. For example, for elementary trends, we compare the sum of kindergarten through fourth grade enrollment in one year with first through fifth grader enrollment the following year. These aggregate grade progressions are useful for comparing trends over time. They provide a long-term perspective on how migration rates have changed over time. These charts are particularly useful for showing that the 2008>2009 grade progressions are higher than the historical norm.

Chart 17 shows the absolute change in cohort size (grade progression differences) by school level during each of the last 28 years, while Chart 18 shows the relative change from one grade to the next (grade progression ratios), also by school level, over the same time period.

During the first half of the 1980s, SFUSD’s elementary and middle schools experienced significant enrollment increases. From 1981 to 1984, elementary school cohorts gained 430 students (or two percent of the total elementary student body) and middle school cohorts nearly 500 students (representing four percent of the total middle school student body) each year as they progressed into the next set of grades (from kindergarten to fourth grade into first to fifth grade).

By the mid-1980s, this trend reversed, and between 1985 and 2008 steady numbers of students had migrated out of public schools each year. Grade progressions were consistently negative over this period. Elementary schools lost an average of one percent of their total student body each year (or 300 students) after 1985 and the loss was proportionately even greater in middle school, where it was about four percent of the total middle school student body (or 260 students). In 2009, for the first time in more than

twenty years, the grade progression difference for elementary schools was positive, though it remained negative for middle school.

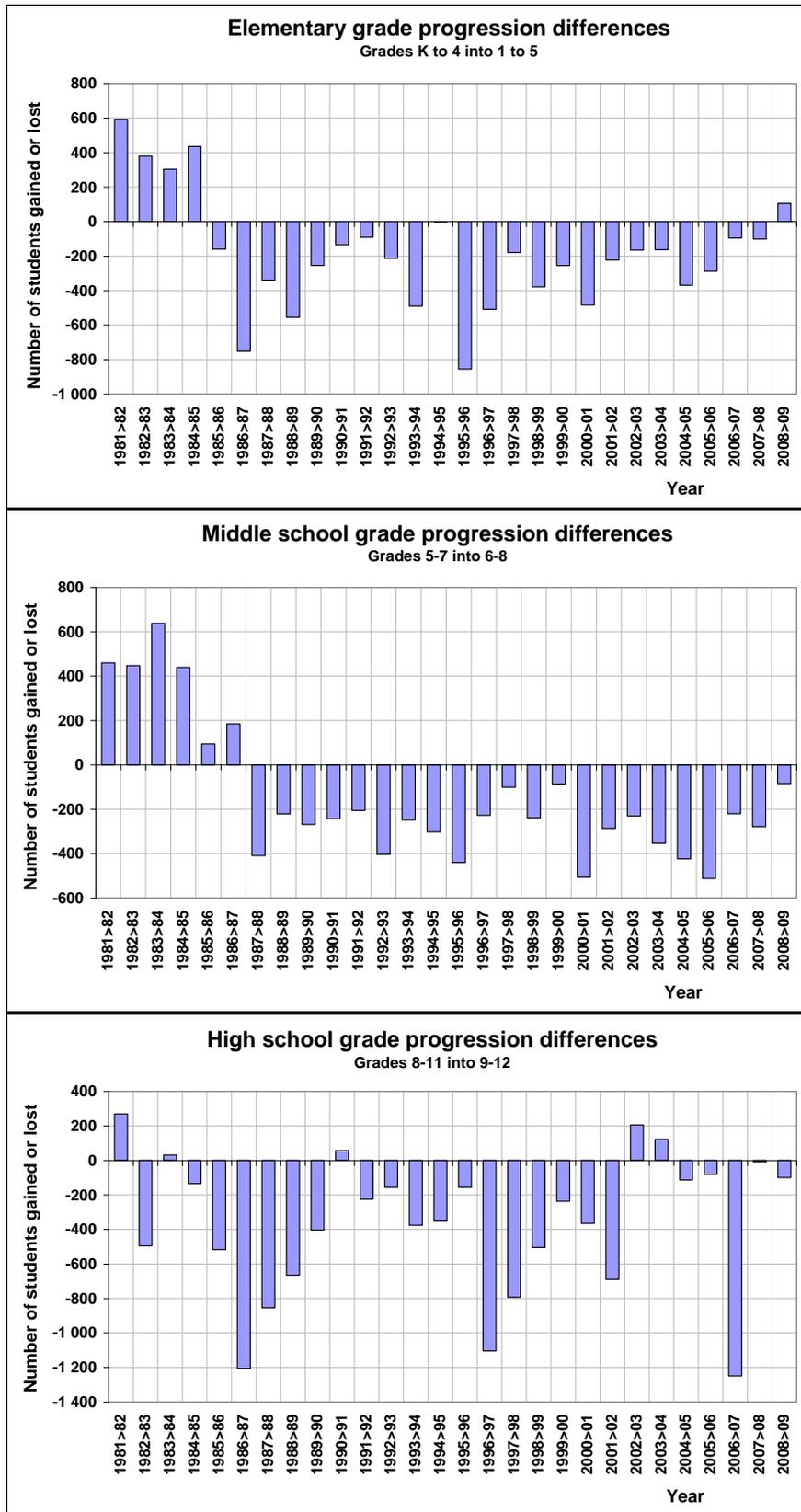
High school enrollments, in contrast, have been highly variable. As indicated by the high school graph in Charts 17 and 18, the shrinkage of the aggregate cohort progressing from eighth-to-eleventh-grade into ninth-to-twelfth-grade was particularly acute between Fall 2006 and Fall 2007, reaching a total of 1,300 students (representing more than six percent of the total high school student body).

The 2006>2007 grade progression ratios were particularly high. Chart 19 compares detailed 2006>2007 grade progression ratios with the average ratios over the 1999 to 2008 period (excluding 2006>2007). There were more than 40 percent more public school students in ninth grade in 2007 than in eighth grade the previous year, compared with less than 30 percent during the immediately previous and subsequent years. The particularly large gain from eighth to ninth grade recorded during that year was more than offset by the loss of students in the higher grades. Eighteen percent (net) of ninth-through-eleventh-graders in 2006 were lost by the time they were tenth-through-twelfth-graders in 2007. This loss more than offset the 10-percentage point gain between eighth and ninth grades.

We believe that the wide variations in high school grade progressions have resulted mainly from changes in the District's policy regarding the retention of high school students who do not have enough credits to officially advance to the next grade. Based on viewing individual high school grade progressions, it appears that District policies changed around the 2004-05 school year. When ninth graders are held back a year, this will inflate the size of the following year's ninth grade class, but reduce the following year's tenth grade enrollments. Holding students back a grade may also discourage students, causing drop outs. Additionally, starting in 2006, seniors could graduate only if they passed the California High School Exit Exam. This coincides with the large drop in students between Fall 2006 and Fall 2007. Perhaps many students got discouraged (the test is first administered in the tenth grade) and dropped out of school.

In summary, more elementary and middle school students leave the District than enter its schools. An eighth grade cohort will be about 86 percent of its size in kindergarten nine years earlier. Some students enter the District, but more exit than enter in the elementary and middle school grades. In ninth grade, the pattern changes. The ninth grade cohort is typically 30 percent larger than the eighth grade cohort of the previous year. However, the pattern reverses again, with fewer students in tenth, eleventh, and twelfth grades than in the lower grade in the previous year. The most recent set of grade progressions (Fall 2008 to Fall 2009) are particularly high in the elementary and middle school grades, and in the upper range for high school.

**Chart 17**



**Chart 18**

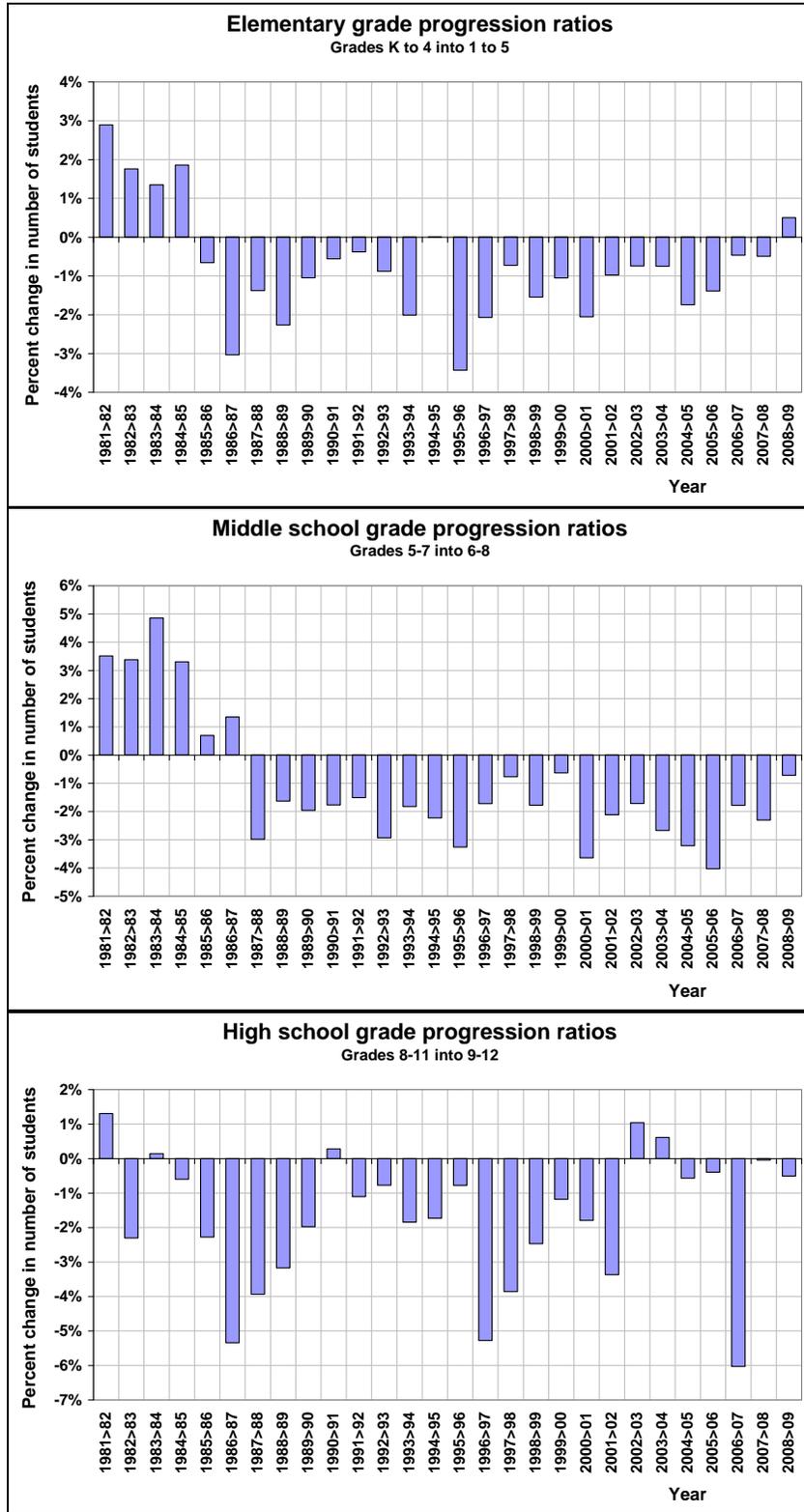
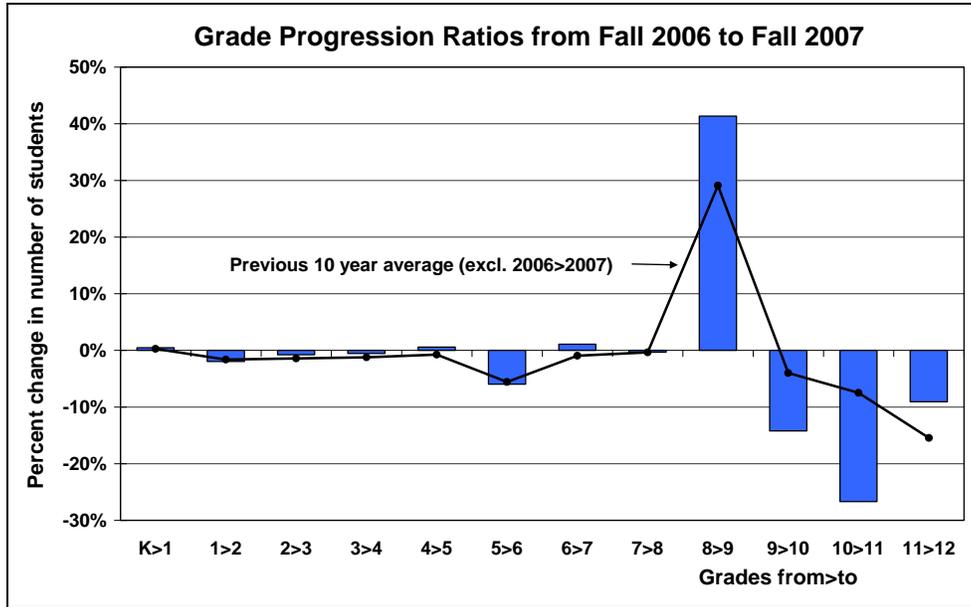


Chart 19



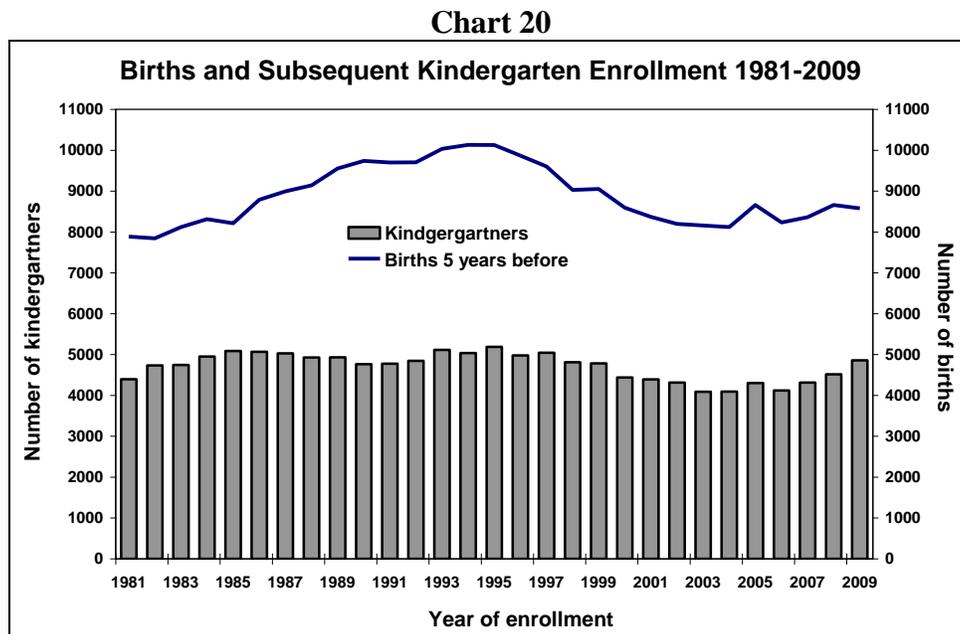
Grade progression patterns are the basis for the key assumptions used in our forecast model. The main forecast uses a stochastic process that is similar to using an historical average. However, Appendix B presents the results of a forecast that shows what would happen if the most recent set of grade progression and kindergarten-to-birth ratios were to continue. The difference between the two forecasts is substantial: by 2014, total enrollments in the alternative forecast are 3.7 percent larger than in the main forecast.

### 1.12.2 Kindergarten Enrollment Forecasts

The number of births five years earlier is a major determinant of kindergarten enrollment, but it is not the only one. Indeed, there is never a one-to-one correspondence between the number of births one year and kindergarten enrollment five years later because some preschool-age children move out of San Francisco County and because many children born in San Francisco attend private schools.

When using birth data to forecast subsequent kindergarten enrollment, it is important to clarify the typical relationship between births and subsequent enrollment. In the case of San Francisco, there have usually been about half as many kindergartners as births five years earlier, a result of high out-migration rates and high levels of private school enrollment.

Chart 20 compares the number of births (the line in the chart) with kindergarten enrollment five years later (the bars). In every single year of the 28-year span covered by the kindergarten data, enrollment has been well below the number of births five years earlier. However, the *patterns* are very similar, especially starting in the mid 1990s when both births and enrollments began dropping, before rising again after 2004. These matching trends suggest that birth trends have a significant impact on kindergarten (and consequently on overall elementary school) enrollment in San Francisco.

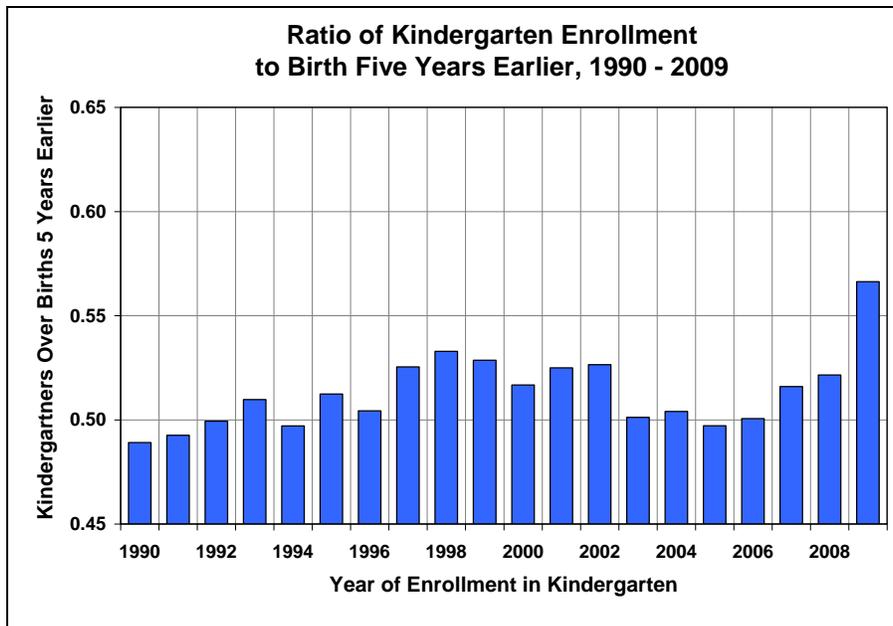


We investigated this issue more systematically by examining the ratio of the number of kindergartners to the number of births five years earlier (see Chart 21). Compared with ratios found in other California school districts, the San Francisco kindergarten-to-birth

ratio is very small (ranging from a high of 0.62 to a low of 0.49). For instance, this ratio can reach up to 1.50 in suburban districts where families leaving San Francisco are likely to settle, due in part to less expensive housing and lower costs of raising children.

The K/B ratio for San Francisco public schools has been remarkably stable since 1990. After a severe decline between 1985 and 1990, ratios fluctuated around 0.51, meaning that kindergarten enrollments have consistently been about 51 percent of births to San Francisco residents five years earlier. However, in 2009, kindergarten enrollments equaled 57 percent of births five years earlier. This was much higher than the historical norm, and is quite remarkable, given that for the last twenty years, the K/B ratio has been between 50 and 53 percent. This rise in the K/B ratio is consistent with Fall 2009’s high grade progressions.

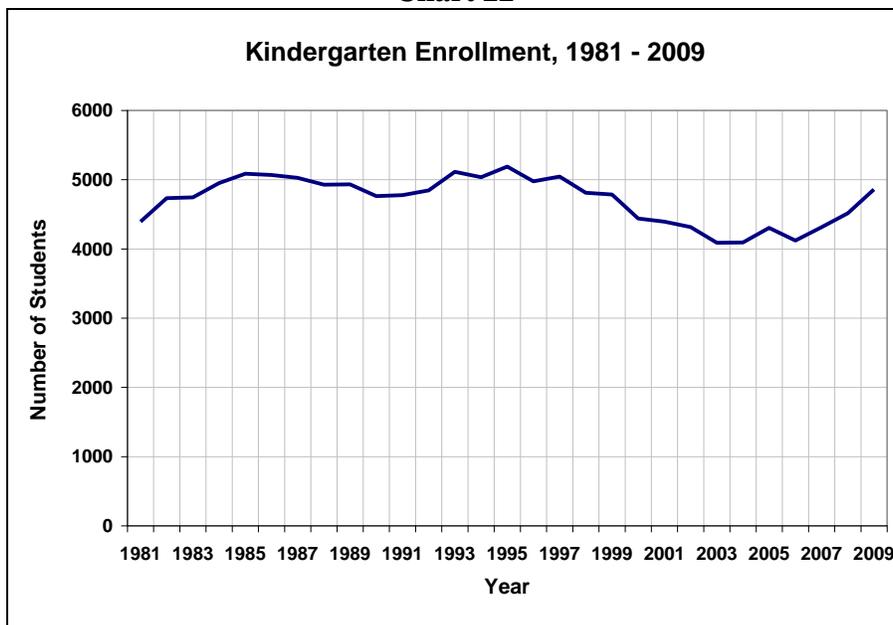
**Chart 21**



- *Key Finding: Kindergarten enrollments equal about half of the number of births to San Francisco residents five years earlier. This ratio has been very stable over the past twenty years except in 2009, when kindergarten enrollments were 57 percent of births five years earlier, rather than the 50 to 53 percent historical norm*

Overall, SFUSD kindergarten enrollments between 1981 and 2009 exhibited the same general pattern as overall enrollments. There was an increase until the mid-1980s, then relative stability around 5,000 until 1998, followed by a sharp decline until 2002 (20 percent in five years; Chart 22). Since then, kindergarten enrollments have increased, and this increase has been especially marked recently (2006-2009). The rise in kindergarten enrollments has halted the previous decline in elementary school enrollments. It matches perfectly the increase in the number of births five years earlier. The Fall 2009 increase in kindergarten enrollments also resulted partly from the higher K/B ratio, as mentioned previously. Regardless of whether these ratios remain at their higher-than-usual 2009 level or whether they follow historical trends, the increasing number of births will almost certainly result in future increases in elementary enrollments, and eventually in middle and high school enrollments.

**Chart 22**



If historical trends continue, kindergarten enrollment is likely to decline by a bit less than 10 percent in Fall 2010, but will rise again starting in Fall 2011.

The dotted line in Chart 23 shows how the number of kindergarten students will change over the next few years if the 20-year average K/B ratio applies to births over the next four years. Since 2008 is the last year for which data on the number of births are available for San Francisco County, we can use this method to forecast kindergarten enrollment only through Fall 2013.

**Chart 23**

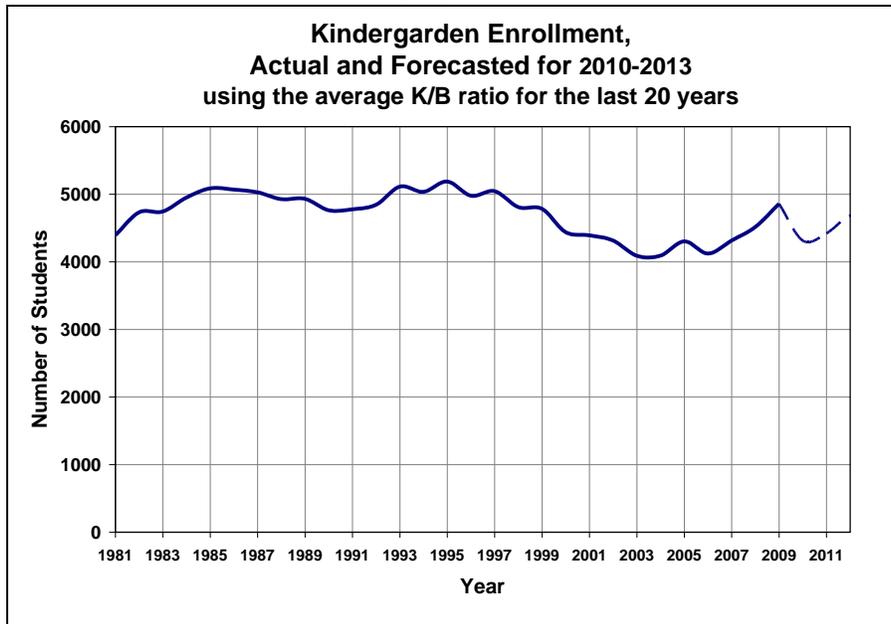


Chart 23 indicates that the number of kindergartners is expected to decline from 4,900 in Fall 2009 to 4,300 in 2010 before rising again to 4,400 in 2011. The sharp decline between 2009 and 2010 results from the fact that the average K/B ratio for the past twenty years (0.51) is much lower than the actual ratio for 2009 (0.57). Because the number of births in 2004 (corresponding to the cohort entering kindergarten in 2009) was hardly different from that in 2005 (the 2010 kindergarten cohort), applying a ratio of 51 percent to the births in 2005 rather than 57 percent to the births in 2004 produces quite a significant difference in the number of kindergartners between 2009 and 2010.

Appendix B provides an alternative forecast that shows what would happen if Fall 2009 K/B (and grade progressions) were to continue in the future.

Beyond 2013, uncertainty about the size of future kindergarten classes results partly from fluctuations in the number of births and partly from future changes in the kindergarten to birth ratios.

### **1.13 Forecast Horizon**

We can forecast kindergarten enrollment five years later by using birth data. Birth data through 2009 allow us to forecast kindergarten enrollments through 2014. Kindergarten forecasts beyond that point are highly uncertain because there are no birth data upon which to base an enrollment forecast. We could use birth forecasts, but as we explained above and in Appendix A, such forecasts have been highly inaccurate in the past. If we were to supply forecasts only to the point when we had birth data, we could forecast elementary enrollments to 2014, middle school enrollments to 2020, and high school enrollments to 2023. Beyond those dates, there are no birth data upon which to base enrollment forecasts.

## 1.14 Grade Progression and K/B Assumptions: Modeling the Probability of Outcomes

The key assumptions in the cohort survival forecast model are grade progressions and kindergarten-to-birth ratios. Though relatively stable over the past twenty years (1990-2009), kindergarten-to-birth (K/B) ratios and grade progression ratios (GPRs) have experienced year-to-year fluctuations. These shifts appear to reflect random variations rather than structural changes in the underlying rates, except for 2009 when the increase in the K/B ratio is likely the result of the economic downturn with a decline in the proportion of children sent to private schools and/or an increase in the number of kindergarten age children in the County.

Whether the sudden increase in the K/B ratio recorded in 2009 (to .57 compared with a range of 0.50 to 0.53 over the previous twenty years) represents the beginning of a new trend will make a significant difference in future public school enrollments. Because of the uncertainty regarding the economy over the next few years, our main forecast assumes that the exceptional increase in the number of kindergartners in Fall 2009 is temporary and may thus be dealt with as part of 'normal' random fluctuations. However, Appendix B presents an alternative forecast based on the assumption that the K/B ratio as well as the grade progression ratios of 2009 will continue over the next five years.

To model the inherent uncertainty of forecasting, we use a statistical technique that shows the effect of random variation on forecast outcomes. The technique is called “bootstrapping.” The basic idea is that the year-to-year *change* in the K/B ratios and grade progression ratios of *any* of the past 20 years is as likely to occur in *any* of the forecast years. Using the R statistical freeware, we ran five thousand forecast simulations. Each simulation randomly picked a different historical year for the year-to-year changes in both the K/B and the whole series of grade progression ratios<sup>16</sup> for each of the five years covered by the forecast (2010-2014). The outcome of the simulations shows the likelihood of obtaining various results.

The simulations take account of the possible variations due to random factors only. At this point, given the lack of information, it is not possible to include the effects of the current economic crisis. If the recession turns out to have had a major impact on San Francisco public school enrollment, for instance, by increasing or decreasing the number of families moving out of the City or the number of private-to-public school transfers, these will not be reflected in our main forecast.<sup>17</sup> Similarly, the forecast would be altered in the event of an unprecedented man-made or natural catastrophe. Essentially, only recent fluctuations experienced in San Francisco are reflected in the simulations. The specific inputs for our main model are:

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<sup>16</sup> With replacement (i.e., any of the past twenty years could be picked more than once).

<sup>17</sup> Note, however, that even though the crisis might have a large impact on each of these factors, its ultimate effect on enrollment could be nil. We could imagine for instance that a crisis-lead increase in the number of families leaving the City within the next few years (which would have a depressing effect on enrollment) would be offset by an increase in the number of private-to-public school transfers (which would increase enrollment) such as that recorded in 2009.

1. 2009 student enrollment of SFUSD and SFCC combined (including Edison) as its forecast base;
2. The average K/B ratio and GPRs over the past five years (from 2004>2005 to 2008>2009) as the initial set;
3. Randomized sets of actual changes in the K/B ratio and GPRs as they occurred between 1990 and 2009 for SFUSD/SFCC; and
4. Number of births to San Francisco residents (actual for 2005-2008 and resulting from the latest DOF forecast for 2009).

### **1.15 Cohort Survival Forecast Results (Excluding the Effects of Enrollments from Large New Housing Developments)**

We ran 5,000 simulations in which grade progressions and K/B ratios were randomly drawn from the historical series. We present the Most Likely outcome (the forecast average over the 5,000 runs of the simulation), as well as the forecasts that have a 90 percent and a 67 percent chance of occurring.<sup>18</sup>

Table P shows the enrollment forecasts, by grade, for years in which we have enrollments or births as a basis for forecasting enrollments. Chart 24 summarizes the enrollment forecasts by school level. Table Q shows the forecasts that have a 67 and 90 percent probability of occurring. Enrollments include all public school students in San Francisco (charter schools, County schools, and SFUSD schools).

These forecasts do not include the effects of housing growth from major project areas. Students whom we project to live in these areas need be added for a complete forecast. A combined forecast – using the results from the cohort survival model and the enrollment forecast from major development areas – will be presented in the next section. However, usual levels of housing growth *are* included in these forecasts. That is because the historical grade progression ratios and K/B ratios already include the effects of housing development during the time period for which the ratios were measured.

In the absence of major housing developments, SFUSD is likely to experience the following changes:

- ❑ *Elementary enrollments increase steadily for at least the next four years, exceeding 28,000 students by 2014;*
- ❑ *Middle school enrollments first decline in Fall 2010, then increase to 14,000 in 2020 as the larger birth cohorts reach middle school age; and*

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<sup>18</sup> Everything within the five to 95 percent range has a 90 percent probability of occurring. Everything within the 16.5 percent to 83.5 percent probability range has a 66 percent (two-thirds) probability of occurring.

- *High School enrollments decline through 2012, then rise thereafter, reaching around 3,000 more students in 2023 than in Fall 2009.*

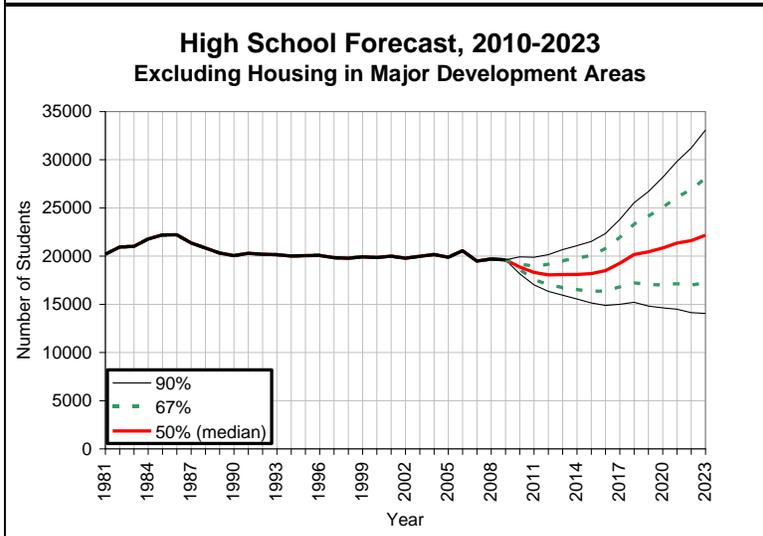
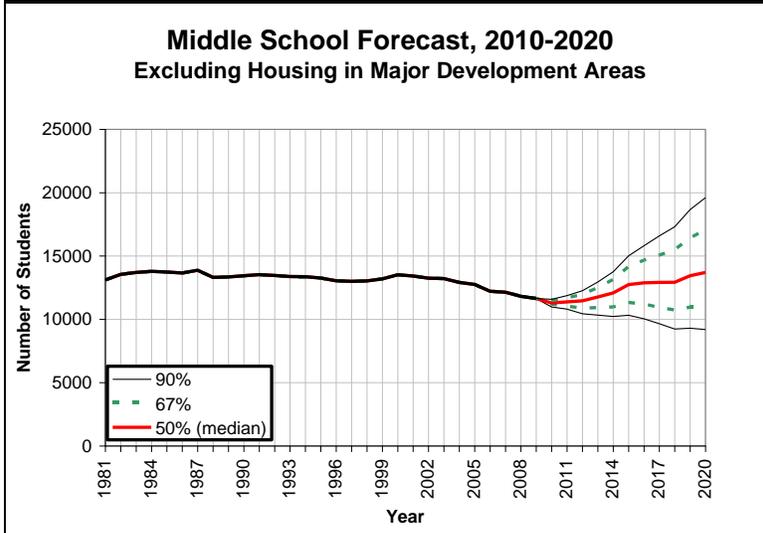
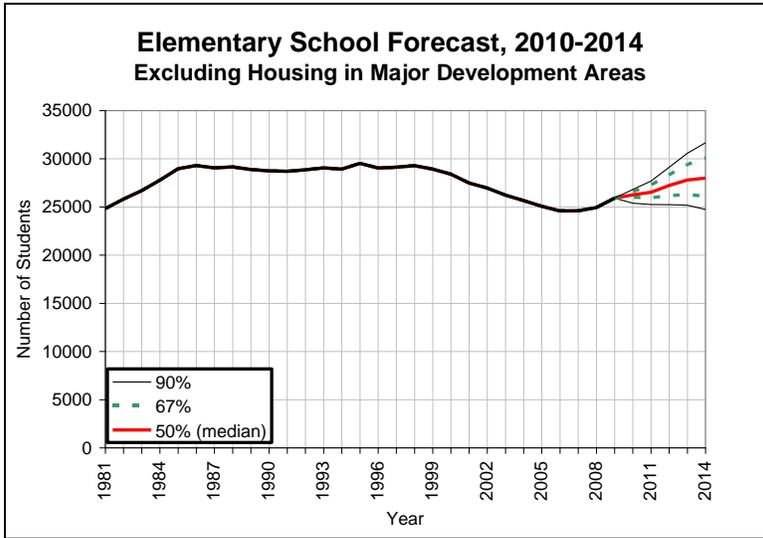
The broad outline of these enrollment trends results from changing birth patterns. The initial decline in middle and high school is a result of small birth cohorts reaching middle and high school. The large recent birth cohorts produce higher elementary, middle school, and eventually high school enrollments.



**Table Q**

<b>Forecasts, Excluding the Effects of Housing Growth in Major Development Areas</b>															
	<b>2009</b>	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023
<b>Total enrollment</b>															
Lower bound of the 90 percent interval	<b>57,174</b>	54,533	53,071	52,014	51,451	50,521									
Lower bound of the 67 percent interval	<b>57,174</b>	55,813	54,565	54,080	53,976	53,604									
Average	<b>57,174</b>	56,479	56,212	56,750	57,704	58,312									
Upper bound of the 67 percent interval	<b>57,174</b>	57,241	57,923	59,444	61,421	62,994									
Upper bound of the 90 percent interval	<b>57,174</b>	58,310	59,433	61,520	64,188	66,492									
<b>Elementary school enrollment</b>															
Lower bound of the 90 percent interval	<b>25,923</b>	25,397	25,256	25,239	25,183	24,748									
Lower bound of the 67 percent interval	<b>25,923</b>	26,000	25,966	26,166	26,304	26,106									
Average	<b>25,923</b>	26,273	26,560	27,224	27,836	28,085									
Upper bound of the 67 percent interval	<b>25,923</b>	26,583	27,289	28,338	29,400	30,077									
Upper bound of the 90 percent interval	<b>25,923</b>	26,802	27,693	29,112	30,575	31,662									
<b>Middle school enrollment</b>															
Lower bound of the 90 percent interval	<b>11,640</b>	10,973	10,802	10,437	10,330	10,221	10,325	10,043	9,650	9,234	9,301	9,193			
Lower bound of the 67 percent interval	<b>11,640</b>	11,205	11,046	10,885	10,934	10,973	11,333	11,198	10,939	10,738	10,953	10,945			
Average	<b>11,640</b>	11,322	11,354	11,424	11,718	12,058	12,734	12,916	13,000	13,099	13,668	14,002			
Upper bound of the 67 percent interval	<b>11,640</b>	11,490	11,676	11,963	12,501	13,142	14,174	14,665	15,063	15,495	16,422	17,075			
Upper bound of the 90 percent interval	<b>11,640</b>	11,585	11,870	12,260	12,946	13,749	15,015	15,812	16,587	17,308	18,666	19,604			
<b>High school enrollment</b>															
Lower bound of the 90 percent interval	<b>19,611</b>	18,163	17,013	16,338	15,938	15,552	15,135	14,876	14,993	15,212	14,818	14,622	14,485	14,134	14,052
Lower bound of the 67 percent interval	<b>19,611</b>	18,608	17,553	17,029	16,738	16,525	16,359	16,368	16,797	17,231	17,053	17,024	17,137	16,998	17,213
Average	<b>19,611</b>	18,884	18,298	18,102	18,150	18,169	18,245	18,549	19,322	20,234	20,570	21,050	21,651	21,985	22,638
Upper bound of the 67 percent interval	<b>19,611</b>	19,168	18,958	19,143	19,520	19,775	20,061	20,778	21,922	23,316	24,146	25,041	26,101	26,907	28,069
Upper bound of the 90 percent interval	<b>19,611</b>	19,923	19,870	20,148	20,667	21,081	21,517	22,345	23,797	25,534	26,696	28,162	29,803	31,210	33,082

Chart 24



## **Total Enrollment Forecast: Combining Forecasts from Existing and Future Housing**

Future public school enrollments for San Francisco will be the combination of students from existing and new housing. Table R shows the Most Likely (average) forecast, by grade, for each year for which we have a basis for forecasting enrollments. Table S and Chart 25 show the enrollment forecasts with the associated 67 and 90 percent confidence interval bounds.

### **1.15.1 Elementary School Enrollment**

Elementary enrollments begin to increase immediately. Starting in 2009 and especially in 2010, the majority of children in elementary school belong to increasingly larger birth cohorts (those of 1999 and thereafter). Housing growth in major development areas also contributes some students (an estimated 371 by 2014). The forecast shows elementary enrollment increasing from 25,923 students in 2009 to about 28,456 in 2014.

The range of uncertainty due to random variations in the K/B ratios and in the grade progression ratios is shown in Table S. The 67 percent probability range in 2014 is from 26,477 to 30,448.

### **1.15.2 Middle School Enrollment**

After a slight decline in 2009, the Most Likely forecast shows middle school enrollment increasing. We show increasing enrollments through 2020, the last year of the middle school forecast. By 2020, the Most Likely forecast shows enrollments at 15,084, a remarkable 30 percent increase over 2009 levels.

The initial decline results from smaller birth cohorts reaching the middle school grades. The steady increase from 2011 and onward is a result of both housing growth in the major development areas and larger birth cohorts becoming middle school students. By 2020, housing growth is responsible for 1,082 students, or a nine percent increase over 2009 levels.

The range of uncertainty is quite large because of the smaller number of students in middle school compared with elementary school (less than half as many). By 2020, the two-thirds confidence interval ranges from 12,027 to 18,157.

### **1.15.3 High School Enrollment**

In the Most Likely forecast, high school enrollments decline through 2012, reaching a low of 18,230 students. Thereafter, enrollments increase steadily. By 2023, the last year of the forecast, there are about 24,635 students, an increase of 26 percent over 2009 levels.

The initial decline results from smaller birth cohorts aging into the high school grades. The steady increase from 2012 onward is a result of both housing growth in the major development areas and larger birth cohorts becoming middle school students. By 2023, housing growth is responsible for nearly 2,000 students, or a ten percent increase over 2009 levels.

The range of uncertainty is quite large. This results from the recent variability of grade progressions at the high school level, much of which may have been driven by policy decisions about retaining students until they have enough credits to enter tenth grade. By 2023, the two-thirds confidence interval ranges from 19,210 to 30,066.

The City's large numbers of **private school students** are a potential source of additional public school students. Though private school enrollment data for Fall 2009 are not yet available, the increasing K/B and grade progression ratios of 2009 probably indicate that a higher proportion of children enrolled in public schools. In addition, new District policies could change the public's experience with and perception of public schools. Changing the school assignment system could cause many students who would otherwise attend private schools to enroll in public schools. Hypothetically speaking, if SFUSD residents attended private schools at the same rate as the State average, public school enrollment could be about 15 percent higher than forecasted.<sup>19</sup> However, even if the economic downturn persisted, it is unlikely that the proportion of children in San Francisco private schools will decline by such a large extent.

- *Key Finding: Because of the large birth cohorts of the early 2000s, the decline in elementary school enrollments of the past ten years has halted, and the number of elementary school students will rise from 26,000 students in 2009 to 28,500 in 2014, representing a 10 percent increase in just five years.*
- *Key Finding: After a slight decline in 2009 and 2010, middle school enrollments will increase, a result of the large birth cohorts of the early 2000s. In 2014 they will stand at 15,100 compared with 11,640 in 2009.*
- *Key Finding: High school enrollments will experience a continuous decline over the next three years, from 19,610 students in 2009 to 18,230 in 2012, reflecting the declining birth trend of the 1990s, but they will rise again to 18,420 in 2014.*

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<sup>19</sup> Note that the State average is for suburban, rural, and urban areas combined.



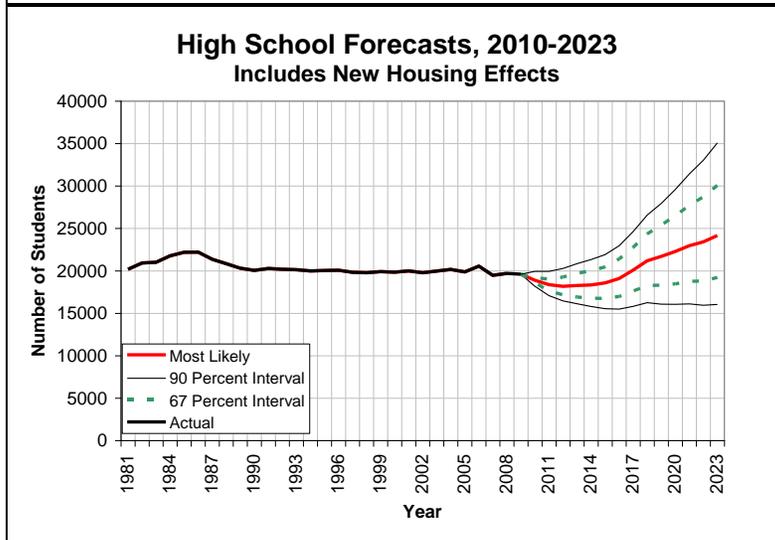
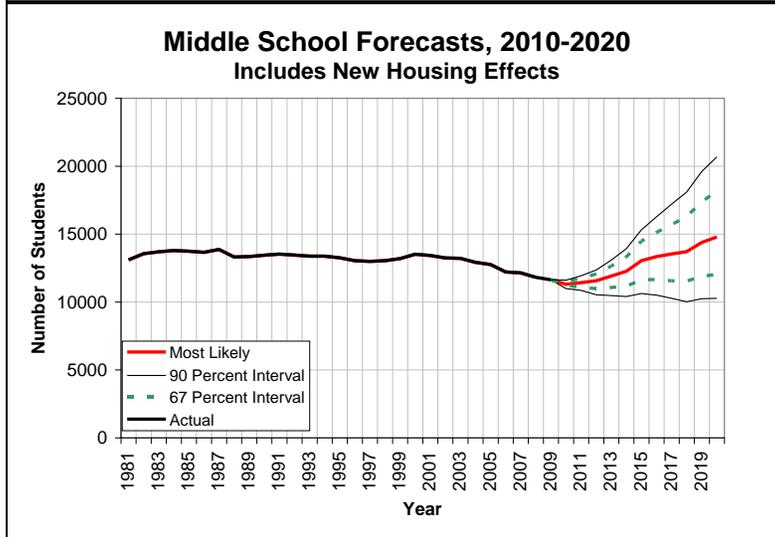
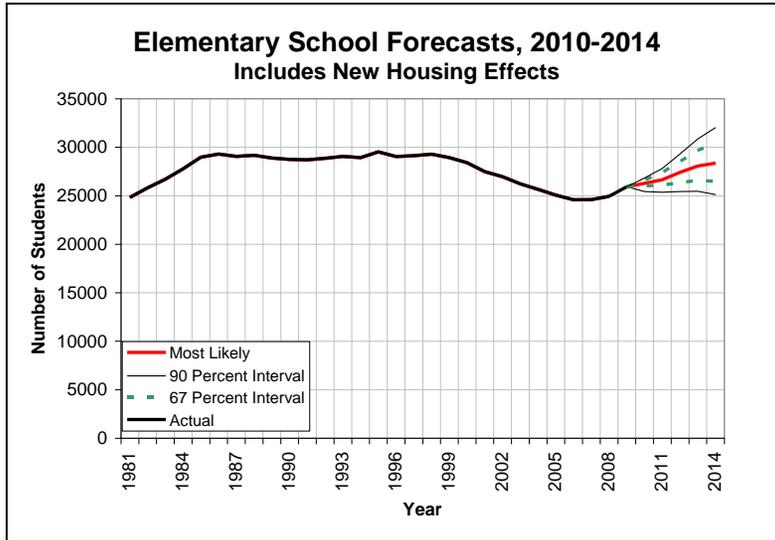
**Table  
S**

**Forecasts, Including the Effects of Housing Growth in Major Development Areas**

	<b>2009</b>	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023
<b>Total enrollment</b>															
Lower bound of the 90 percent interval	<b>57,174</b>	54,606	53,313	52,430	52,055	51,324									
Lower bound of the 67 percent interval	<b>57,174</b>	55,886	54,807	54,496	54,580	54,407									
Average	<b>57,174</b>	56,552	56,454	57,166	58,308	59,115									
Upper bound of the 67 percent interval	<b>57,174</b>	57,314	58,165	59,860	62,025	63,797									
Upper bound of the 90 percent interval	<b>57,174</b>	58,383	59,675	61,936	64,792	67,295									
<b>Elementary school enrollment</b>															
Lower bound of the 90 percent interval	<b>25,923</b>	25,431	25,368	25,431	25,462	25,119									
Lower bound of the 67 percent interval	<b>25,923</b>	26,034	26,078	26,358	26,583	26,477									
Average	<b>25,923</b>	26,307	26,672	27,416	28,115	28,456									
Upper bound of the 67 percent interval	<b>25,923</b>	26,617	27,401	28,530	29,679	30,448									
Upper bound of the 90 percent interval	<b>25,923</b>	26,836	27,805	29,304	30,854	32,033									
<b>Middle school enrollment</b>															
Lower bound of the 90 percent interval	<b>11,640</b>	10,990	10,858	10,533	10,469	10,406	10,627	10,505	10,273	10,017	10,245	10,275			
Lower bound of the 67 percent interval	<b>11,640</b>	11,222	11,102	10,981	11,073	11,158	11,635	11,660	11,562	11,521	11,897	12,027			
Average	<b>11,640</b>	11,339	11,410	11,520	11,857	12,243	13,036	13,378	13,623	13,882	14,612	15,084			
Upper bound of the 67 percent interval	<b>11,640</b>	11,507	11,732	12,059	12,640	13,327	14,476	15,127	15,686	16,278	17,366	18,157			
Upper bound of the 90 percent interval	<b>11,640</b>	11,602	11,926	12,356	13,085	13,934	15,317	16,274	17,210	18,091	19,610	20,686			
<b>High school enrollment</b>															
Lower bound of the 90 percent interval	<b>19,611</b>	18,185	17,088	16,466	16,124	15,799	15,538	15,492	15,823	16,256	16,077	16,065	16,113	15,946	16,049
Lower bound of the 67 percent interval	<b>19,611</b>	18,630	17,628	17,157	16,924	16,772	16,762	16,984	17,627	18,275	18,312	18,467	18,765	18,810	19,210
Average	<b>19,611</b>	18,906	18,373	18,230	18,336	18,416	18,648	19,165	20,152	21,278	21,829	22,493	23,279	23,797	24,635
Upper bound of the 67 percent interval	<b>19,611</b>	19,190	19,033	19,271	19,706	20,022	20,464	21,394	22,752	24,360	25,405	26,484	27,729	28,719	30,066
Upper bound of the 90 percent interval	<b>19,611</b>	19,945	19,945	20,276	20,853	21,328	21,920	22,961	24,627	26,578	27,955	29,605	31,431	33,022	35,079



Chart 25



## **Appendix A: Birth Forecasts**

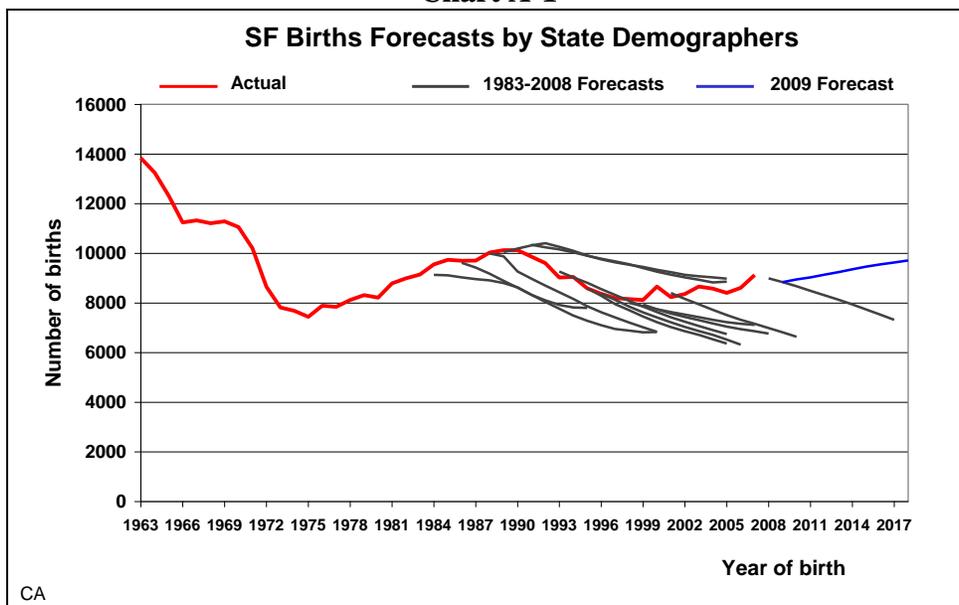
The number of births to San Francisco residents in 2008 (the most recent year for which we have data) is used to forecast kindergarten enrollment in 2013. To forecast kindergarten enrollment beyond 2013 requires a birth forecast. As we explain below, California's Department of Finance (DOF) provides birth forecasts by County, but these forecasts have been highly unreliable. Thus, forecasts for kindergarten enrollment for 2014 and later would be speculative and increase the uncertainty in the forecasts.

State demographers in California's Department of Finance forecast a 6.7 percent increase in the number of births for San Francisco County residents between 2008 and 2018.

Unfortunately, birth forecasts by California State demographers have not been very accurate. Chart A-1 shows official state projections of San Francisco births over the past 20 years and compares these forecasts with actual births. Over time, changes in base forecast year, methodology, and assumptions have led to significant changes in forecasted numbers. Despite these changes, all of the State forecasts up to the most recent one have indicated a continuous decline in the number of births, either immediately at the start of the forecast or a couple of years later, independent of the actual trends. Consequently, the forecasts have been least accurate when births have actually increased, which was the case in the 1980s and which has again been the case in the most recent period. The latest (2009) birth forecast produced by State demographers does, however, represent a major deviation from past practices: it is the only one to show an increase in the number of births.

Considering the difficulty and uncertainty in carrying out birth forecasts for small areas, we do not fault the State demographers but simply stress the limited use of projected births in forecasting medium- and long-term school enrollment.

Chart A-1



## Appendix B: An Alternative Forecast

We produced an alternative forecast using the kindergarten-to-birth ratio for 2009 and the grade progression ratios from Fall 2008 to Fall 2009 for each of the next four years. The alternative forecast ends with Fall 2014. Tables B-1 and B-2 present the result of this alternative forecast excluding (B.1) and including (B.2) the effects of housing growth in major development areas of San Francisco. Table B-3 shows how much of the difference in enrollment numbers results from the alternative forecast compared with the main (most likely) forecast presented earlier.

**Table B-1**

<b>Alternative forecast, Excluding the Effects of Housing Growth in Major Development Areas</b>						
	<b>2009</b>	2010	2011	2012	2013	2014
K	<b>4,858</b>	4,759	4,875	5,168	5,156	5,004
1	<b>4,591</b>	4,939	4,838	4,957	5,254	5,242
2	<b>4,271</b>	4,571	4,917	4,817	4,935	5,230
3	<b>4,138</b>	4,302	4,604	4,953	4,852	4,971
4	<b>4,140</b>	4,110	4,273	4,573	4,920	4,819
5	<b>3,925</b>	4,190	4,160	4,325	4,628	4,979
6	<b>3,805</b>	3,753	4,007	3,978	4,136	4,426
7	<b>3,864</b>	3,838	3,786	4,041	4,012	4,171
8	<b>3,971</b>	3,920	3,893	3,840	4,100	4,070
9	<b>4,943</b>	4,822	4,760	4,728	4,663	4,978
10	<b>5,143</b>	4,529	4,417	4,361	4,332	4,272
11	<b>5,036</b>	5,244	4,619	4,505	4,447	4,417
12	<b>4,489</b>	4,442	4,627	4,074	3,974	3,923
K to 5	<b>25,923</b>	26,871	27,668	28,792	29,744	30,245
6 to 8	<b>11,640</b>	11,511	11,686	11,859	12,247	12,668
9 to 12	<b>19,610</b>	19,037	18,422	17,668	17,416	17,591
Total	<b>57,173</b>	57,419	57,776	58,319	59,407	60,503

**Table B-2**

<b>Alternative forecast, Including the Effects of Housing Growth in Major Development Areas</b>						
	<b>2009</b>	2010	2011	2012	2013	2014
K	<b>4,858</b>	4,764	4,894	5,200	5,202	5,066
1	<b>4,591</b>	4,945	4,857	4,989	5,300	5,303
2	<b>4,271</b>	4,577	4,936	4,849	4,981	5,292
3	<b>4,138</b>	4,308	4,623	4,985	4,898	5,032
4	<b>4,140</b>	4,116	4,292	4,605	4,966	4,881
5	<b>3,925</b>	4,195	4,178	4,356	4,675	5,041
6	<b>3,805</b>	3,759	4,025	4,010	4,182	4,488
7	<b>3,864</b>	3,844	3,804	4,073	4,059	4,233
8	<b>3,971</b>	3,925	3,912	3,872	4,146	4,132
9	<b>4,943</b>	4,827	4,778	4,760	4,710	5,040
10	<b>5,143</b>	4,535	4,436	4,393	4,378	4,334
11	<b>5,036</b>	5,250	4,637	4,537	4,493	4,479
12	<b>4,489</b>	4,448	4,645	4,106	4,020	3,985
K to 5	<b>25,923</b>	26,905	27,780	28,984	30,023	30,615
6 to 8	<b>11,640</b>	11,528	11,742	11,955	12,387	12,853
9 to 12	<b>19,610</b>	19,060	18,497	17,796	17,602	17,838
Total	<b>57,173</b>	57,492	58,018	58,735	60,011	61,306

**Table B-3**

<b>Difference in enrollment (alternative forecast minus main most likely forecast)</b>						
	<b>2009</b>	2010	2011	2012	2013	2014
K	<b>0</b>	363	346	344	315	284
1	<b>0</b>	74	433	416	414	384
2	<b>0</b>	39	100	445	415	401
3	<b>0</b>	68	103	161	496	461
4	<b>0</b>	23	82	110	159	484
5	<b>0</b>	30	43	93	110	146
6	<b>0</b>	67	105	123	179	208
7	<b>0</b>	58	118	154	166	218
8	<b>0</b>	64	109	158	185	183
9	<b>0</b>	-627	-521	-437	-346	-333
10	<b>0</b>	-25	-592	-483	-392	-299
11	<b>0</b>	698	544	-37	2	30
12	<b>0</b>	107	695	523	1	23
K to 5	<b>0</b>	597	1,108	1,568	1,908	2,160
6 to 8	<b>0</b>	189	332	435	529	610
9 to 12	<b>0</b>	153	125	-434	-735	-578
Total	<b>0</b>	939	1,565	1,569	1,702	2,191

The overall difference in enrollments between this alternative forecast and the main (most likely) forecast progressively increases from 939 more in 2010 to 2,191 more in 2014. The difference is particularly large for elementary school enrollments, which results from the unusually high K/B ratio in 2009. The difference reaches 2,160 in 2014 because of the birth increases from 2005 to 2008. For middle school enrollments, the alternative forecast also produces a number of students larger than the main forecast: from 189 more in 2010 to 610 more in 2014. For high school, however, after two years of enrollments that are higher than in the alternative forecast, the numbers become lower, reaching -578 in 2013.

- *Key Finding: when we assume that the high grade progression and K/B ratios of 2009 will continue in the future, the resulting forecast produces nearly 2,200 students (3.7 percent) more than the main forecast in 2014.*
- *Key Finding: The difference in enrollment between the alternative forecast and the main forecast is larger for elementary school (2,160 more students in 2014), low but still positive for middle school (610 more students in 2014) and negative for high school (with 578 fewer students in 2014).*

## Appendix C: Analysis of Private School Enrollment Rates in San Francisco

We carried out a statistical investigation of private school enrollments based on the analysis of the 2007 American Community Survey (ACS) data. The ACS is a survey administered by the U.S. Census Bureau and is intended to replace the decennial Census long form. These data allow us to compare the characteristics of students attending public and private schools.

We first discuss simple analyses showing the percentage of students attending private school by various characteristics, namely:

- family income/wealth,
- race/ethnicity,
- living arrangements,
- type of housing,
- (broad) location within the City, and
- sex of the student.

Many of these characteristics are correlated with private school enrollment rates. However, the final section of the report provides results from a multiple regression analysis that allows us to control for each variable and determine which variables are actually influencing private school rates. For example, boys are more likely to attend private school than girls, which is statistically significant in a simple correlation, but once we control for other variables, we find that the sex of the student does not have a statistically significant effect.

### 1.16 Summary of Findings

- *The ACS shows that **one in every four children (25 percent) living in San Francisco attends private school**, a number that closely agrees with data from the CBEDS (which was closer to 27 percent after excluding students residing outside of the District).<sup>20</sup>*
- ***Family income** is the single most important characteristic of children in private school, even when controlling for race, place of birth, and area of residence. The wealthier the child's family, the more likely he is to attend private school, whatever his race or ethnicity, the San Francisco neighborhood in which he lives, and whether he is born in the United States or abroad.*
- ***Race** is the second most important factor after income. White children are far more likely to attend private school than children of other races, i.e., Hispanic, Asian, or African American. This is true even after we control for income/wealth.*

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<sup>20</sup> Note that ACS provides information on children living in San Francisco County. CBEDS provides information on children attending schools in the County's schools, including some who live outside San Francisco's boundaries. The two sources indicate that about one sixth of all children in San Francisco County private schools live outside of the County.

- *The **neighborhood** in which children live makes a big difference in whether they attend private school. Children living in the northwestern part of the City (including the Presidio, Richmond, and Western Addition) are much more likely to attend private school than children in any of the other neighborhoods. However, this effect disappears after we control for income and race.*

### **1.17 The 2007 American Community Survey (ACS)**

The American Community Survey (ACS) for 2007 included a sample of 3,434 households and 6,687 individuals (including 659 K-12 students) from San Francisco County. The sample is representative to the extent that it provides an accurate picture of the overall population of San Francisco County. In other words, the distribution of the survey populations of housing and individuals over the available variables is identical to the distribution that would be found in the overall population of San Francisco County if it could be calculated exhaustively. Statistical weights<sup>21</sup> are provided in the ACS to extrapolate from the sample to the overall population.

Questions were asked in the survey about whether a child attends public or private school and at which grade level (but not the exact grade). It is therefore possible to compare the characteristics of public and private school students. Some of these characteristics can be measured at the individual level (age, sex, and race/ethnicity for instance) and some can be measured at the household level (type of housing unit, economic activity of the parents, family income, etc.). Results of bivariate and multivariate analyses on the characteristics of private school students are presented below.

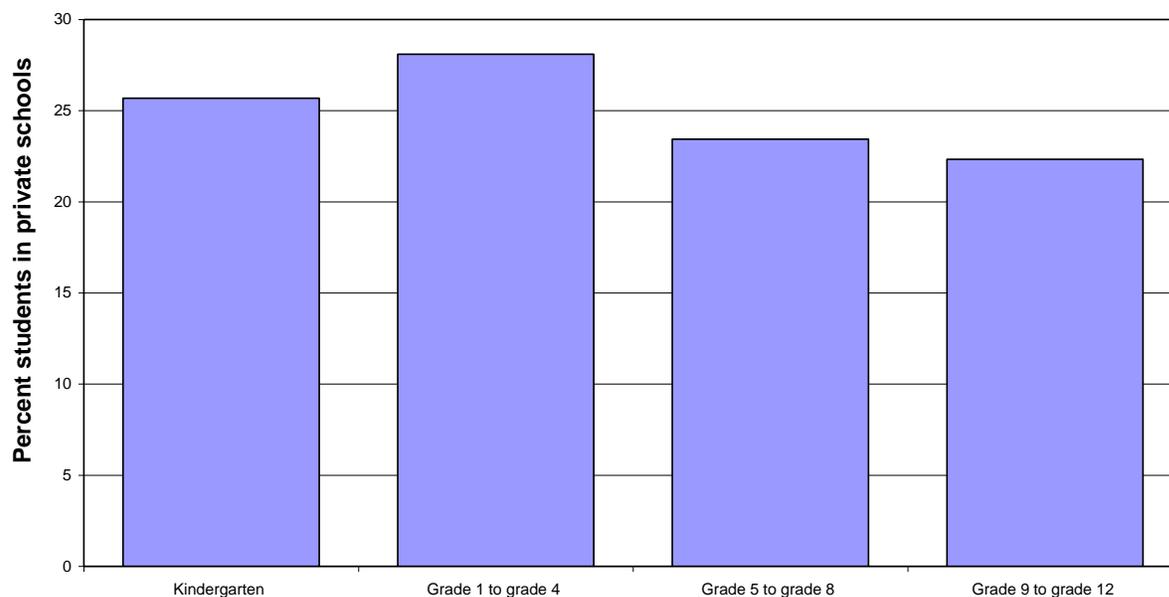
#### **1.17.1 Private vs. public school students by grade level**

Of the kindergarten-through-twelfth grade students in the survey, 25 percent were enrolled in private schools. As indicated by Figure 1, the highest proportion is found in elementary schools (28 percent), followed by kindergarten (26 percent), middle school (23 percent) and high school (22 percent).

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<sup>21</sup> Statistical weights were used throughout the analyses presented in this report.

**Figure 1. Proportion of K-12 Students in Private Schools by Grade Level, San Francisco County**



Source: Author's calculations from the 2007 American Community Survey.

#### 1.17.1.1 Sex

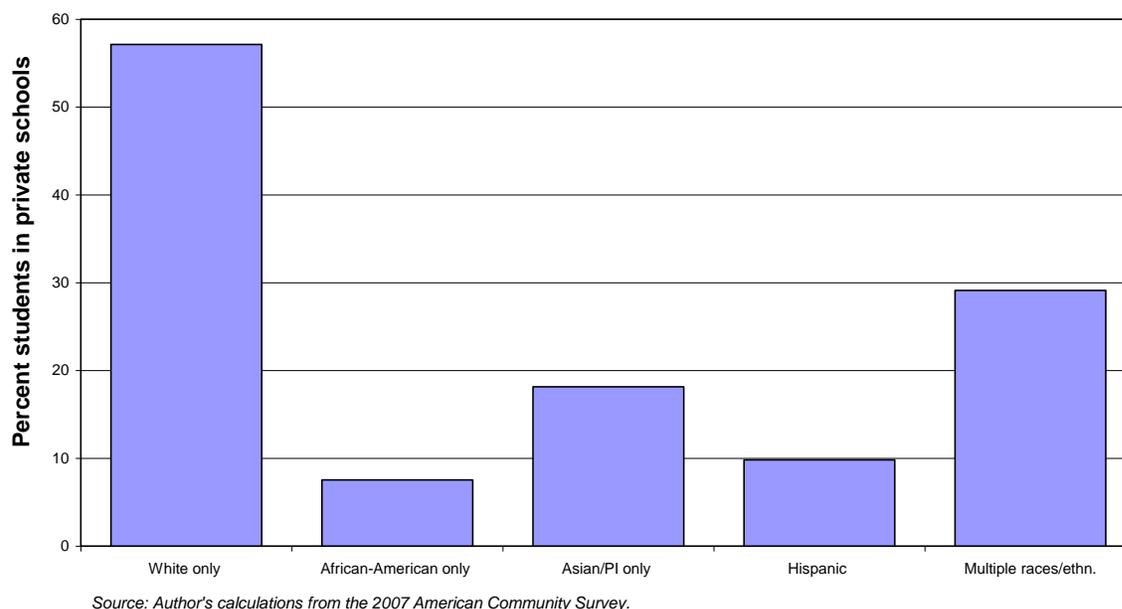
Boys are more likely than girls to attend private school. Though the difference is small (52 percent of boys and 48 percent of girls are private school students), it is statistically significant, i.e., the difference is systematic and is unlikely to be due to random variations. This result could stem from the higher frequency of disciplinary referrals for boys, and parents are more likely to transfer children from public to private schools if they are having trouble in their school.

#### 1.17.1.2 Race and ethnicity

The ACS gathers information on self-declared race/ethnicity, and several answers were possible on each of the race/ethnicity questions. We constructed a variable to identify students declared as "White only," "African American only," "Asian or Pacific Islander only," and "Hispanic" (we arbitrarily decided to group into this latter category everyone declared as "Hispanic," regardless of whether additional ethnicities were declared, "other race only,"<sup>22</sup> and "multiple races." Large variations in the proportion of students in private schools were exhibited on this variable (Figure 2).

<sup>22</sup> Because there were only two students declared as "other race only", this category was left out from the analysis.

**Figure 2. Proportion of K-12 Students in Private Schools by Race/Ethnic group, San Francisco County**



The highest proportion of students in private school is for children declared as "White only" (57 percent), followed by "Multiple races/ethnicities" (29 percent), "Asian or Pacific Islander only" (18 percent), then "Hispanic" (10 percent) and last "African-American only" (eight percent).

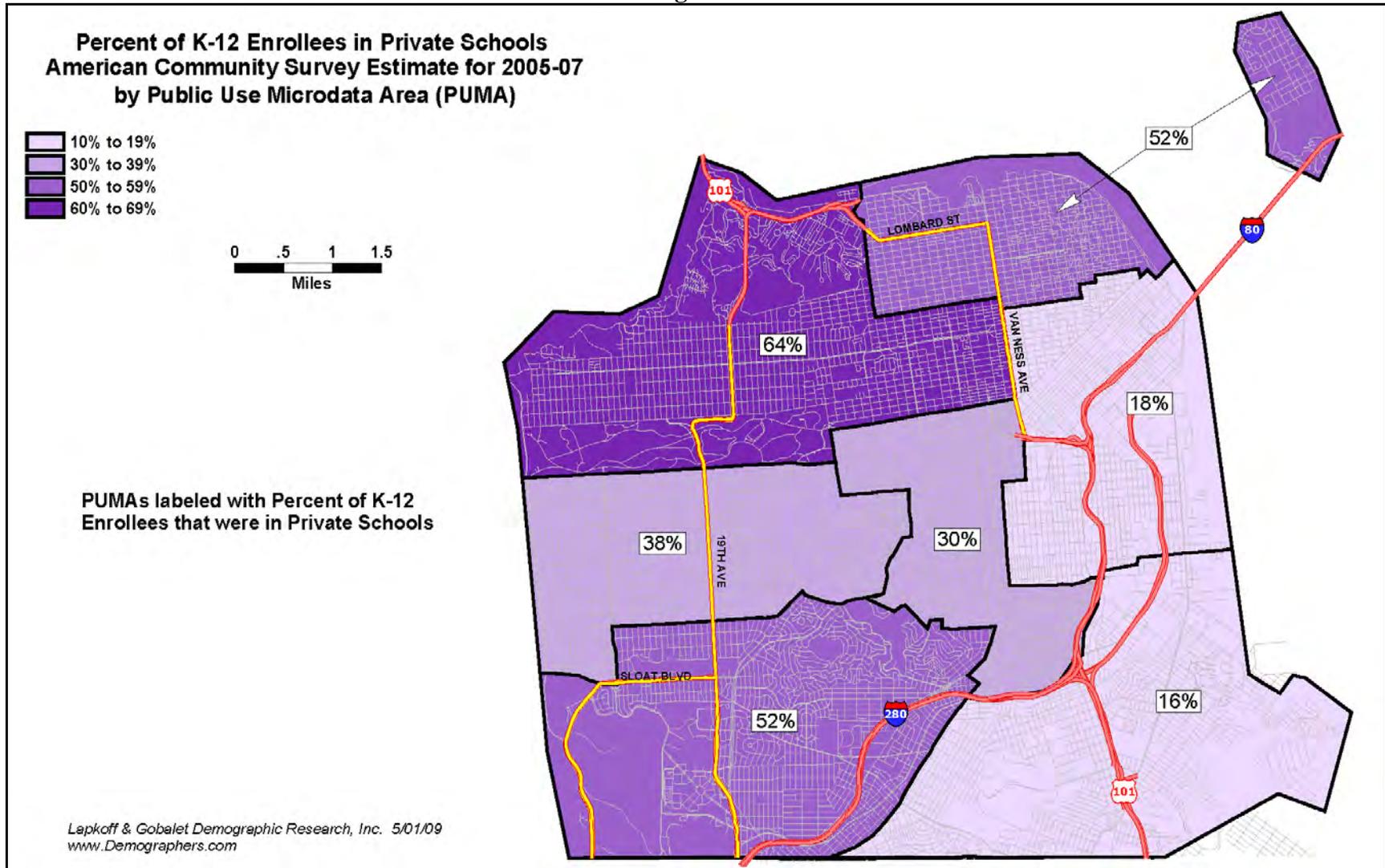
#### 1.17.1.3 Place of birth and nationality

Place of birth makes a big difference, with U.S.-born students more than two and a half times more likely to attend private school than foreign-born students (28 percent versus 11 percent). Among foreign-born students, those who are naturalized U.S. citizens are more likely than those who remain non-U.S. citizens to attend private school (14 percent versus nine percent). We suspect that it is not naturalization *per se* which increases the odds of attending private school but some underlying characteristics more commonly found among both naturalized U.S. citizens and students in private schools. For instance, immigrants with a high level of education might be more likely to be naturalized *and* to send their children to private school. Another factor that could explain this finding is the ability to speak English well: we found that students who do not speak English fluently are much less likely to attend private school than others (two percent versus 27 percent). The fact that non-U.S. citizens are less likely to speak English fluently than those who are U.S. citizens by naturalization or by birth would explain this.

#### 1.17.1.4 Residential Neighborhood

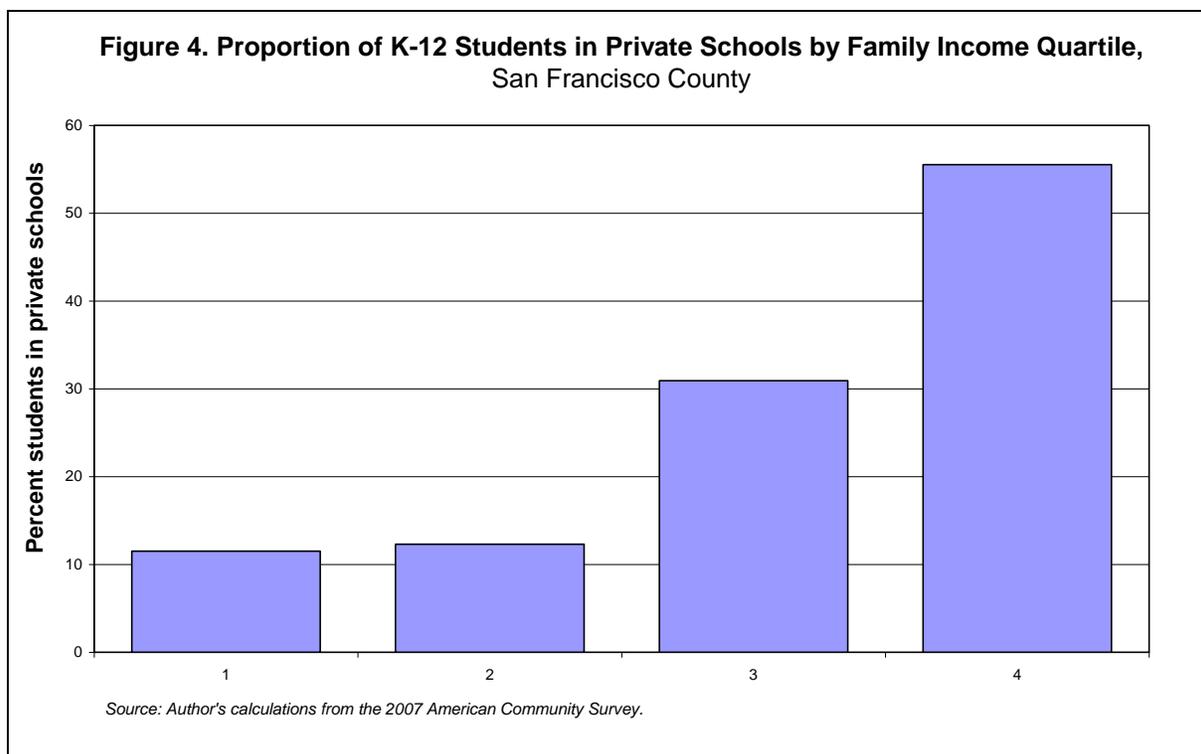
The survey provides general information on the respondent's area of residence within the County. Though we do not know the exact location (for the sake of confidentiality), we know in which of the seven residential neighborhoods defined in the ACS each household is located. These seven residential areas are called "Public Use Microdata Areas," or "PUMAs" for short. These areas are the same as those defined for the decennial census. Figure 3 shows the area covered by each of the seven PUMAs and reflects private school enrollment data from the 2005-2007 ACS surveys.

Figure 3



### 1.17.1.5 Income and wealth

The ACS provides information on a number of variables that reflect a household's standard of living. Among those are family income, household poverty status,<sup>23</sup> and allocation of food stamps. All these variables unsurprisingly point to the same fact, namely that children living in wealthy or relatively wealthy households are more likely to attend private school than children living in poor households. When dividing children according to family income quartiles (Figure 4), private school attendance in the poorest quartile is exactly five times lower than in the wealthiest quartile (11 percent versus 55 percent). It is interesting to note that there is very little difference between the first and second income quartiles (with 11 percent and 12 percent of children in private schools, respectively). The proportion of children in private school in the third quartile is about halfway between that of the two surrounding quartiles (30 percent).



The household income variable is more informative than poverty status as we defined it, since only children in the highest category of the later (with a household income more than 2.5 times

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<sup>23</sup> The ACS documentation explains the way in which a person's poverty status is measured: "To determine whether someone is in poverty, their total family income is compared with the poverty threshold appropriate for that person's family size and composition. If the total income of the family is less than the threshold, then the person and every member of the family are considered to be in poverty". We summarized the original variable to construct four categories corresponding to (1) a household income less than 50 percent below the poverty line defined in the 2007 ACS, (2) a household income between 50 and 150 percent of the poverty line, (3) a household income 150 to 250 percent of the poverty line, and (4) all remaining households (with higher incomes).

higher than the poverty level) exhibit a significantly higher probability of attending private school (with a proportion reaching nearly 40 percent versus 10 percent or slightly less in the other categories). Similarly, children living in households receiving food stamps are nearly six times less likely to attend private school than others (five percent and 28 percent, respectively).

#### 1.17.1.6 Living arrangements

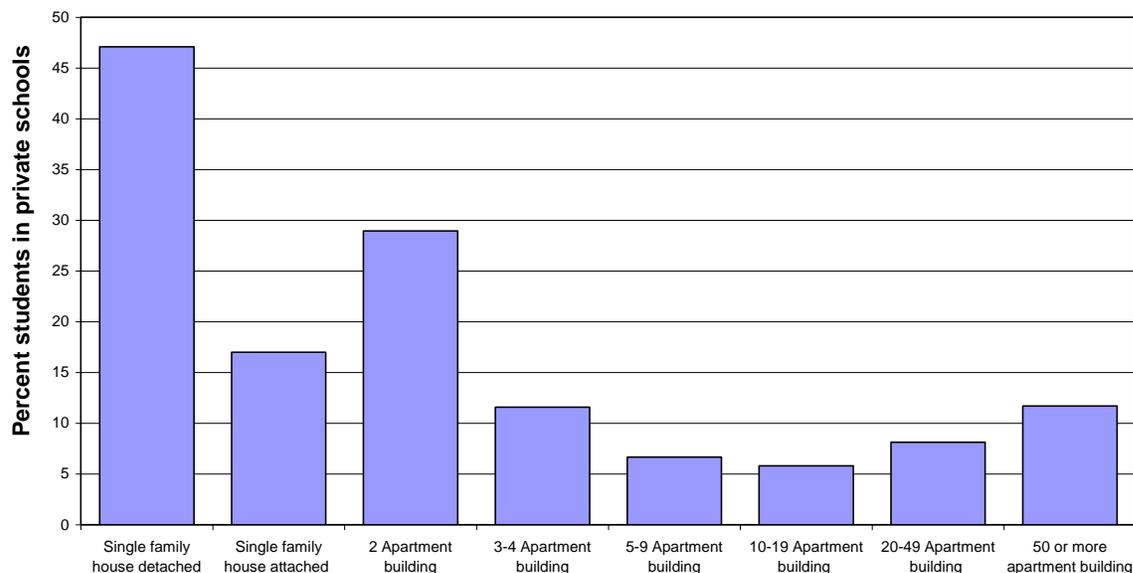
Most K-12 students in San Francisco (nearly 70 percent) live with both their parents. The others are more likely to live with their mothers only (24 percent of the total) than with their fathers only (eight percent). The rate of children enrolled in private school is found for those living with both parents (33 percent). Children living with both parents are more than twice as likely to attend private school as children living with their mothers only (14 percent), who are themselves over twice as likely to attend private school as children living with their fathers only (six percent).

#### 1.17.1.7 Type of housing

The ACS does not provide information about whether respondents live in public or other subsidized housing. Housing types reported in the ACS are: single family units (detached or attached), two-unit buildings (duplexes), three to four unit buildings (three- and fourplexes), five to nine-unit buildings, 10 to 19-unit buildings, 20 to 49-unit buildings, and 50 or more-unit buildings. Most housing units in San Francisco County are single family units (31 percent are detached single family houses and 37 percent are attached single family houses). Among the remainder, about a third of the units are duplexes; another third are triplexes, fourplexes, and five to nine-unit buildings; and the rest have 10 units or more.

Figure 5 shows the proportion of students in private school according to the type of housing in which they live. Children in single detached family homes and, to a lesser extent, children in two-unit buildings are much more likely to attend private school (with, respectively, 47 percent and 29 percent of their students in private school) than children in other housing types. The lowest proportion of children in private school is found among those living in five to nine, 10-19, and 20-49-apartment buildings (seven percent, six percent, and eight percent, respectively), while the proportion of children in private school among those living in three to four-unit buildings is the same as those living in 50 or more-unit buildings (12 percent).

**Figure 5. Proportion of K-12 Students in Private Schools by Type of Housing Unit, San Francisco County**



Source: Author's calculations from the 2007 American Community Survey.

Though very informative, the type of bivariate analysis presented above is not entirely satisfying, due to obvious correlations between the variables examined. One would want to know, for instance, whether the differences in the proportion of children in private school found among racial and ethnic groups are due to differences in family income among these varied groups. Perhaps the smaller proportion of African American children compared with Whites in private schools results from the higher prevalence of poverty among the former compared with the latter. Multivariate analysis is one of the most useful statistical tools that can be implemented to disentangle the effects of inter-related explanatory variables (race/ethnicity, area of residence, family income, etc.) on the outcome variable (attending private school).

### 1.17.2 Results of the multivariate analysis

We carried out a logistic regression analysis on the odds of attending private school including the following explanatory variables: race/ethnicity (with "White" as the reference category), place of birth (the United States), sex (male), living arrangements (living with both parents), geographic location (PUMA 2201 as a reference point), housing type (single family detached home), and family income (poorest quartile). To avoid multi-collinearity and redundancy we did not use all of the available variables, and we regrouped the categories for some variables in order to increase statistical power. Results are presented in Table 1.

The impact of some factors, which were significant in the bivariate analyses, disappears once all the other variables are taken into account. This is the case, surprisingly, for sex, which tends to rule out our first hypothesis (that boys are more likely to be sent to private school because they are not doing as well in public schools as girls), and for place of birth (not so surprising considering that foreign-born are more often economically disadvantaged than U.S. born

children). The other variables in the model exhibit some very strong effect on the odds of attending private school.

The strongest impacts are that of *race/ethnicity* and *income*. The odds of attending private school for White children are more than four times higher than those of African American, Asian and Pacific Islander, and Hispanic students. The impact of family income is of the same magnitude: The odds of attending private school for children living in a family in the highest of the four *income* brackets are also nearly four times higher (3.8) than those for children in the lowest income bracket. *Living with just a father* considerably reduces the odds of attending private school but, once all the other variables are hold constant, children living only with a mother are not significantly less likely to attend private school than children living with both parents. These findings suggest that the results of the bivariate analysis are due to economic factors (children living with just a mother were less likely to attend private school because single parent households are generally more economically disadvantaged than two-parent households). The *area of residence* also has a significant effect: children living in PUMA 2201 (Presidio, Richmond, and Western Addition) are much more likely to attend private school than children in other neighborhoods (with odds about three times higher). Last, among children in *single family detached homes*, the odds of attending private school are about two times higher than those of children in either single family attached homes or two-unit buildings and three to four times higher than those of children in larger apartment buildings. To summarize the statistical findings, **very wealthy white people living in single family detached housing units in the northwest portion of San Francisco are much more likely to send their children to private school than others.**

It would have been very interesting to analyze the reasons for sending children to private schools as declared by individual and family characteristics. Unfortunately, the ACS does not include any question on this topic.

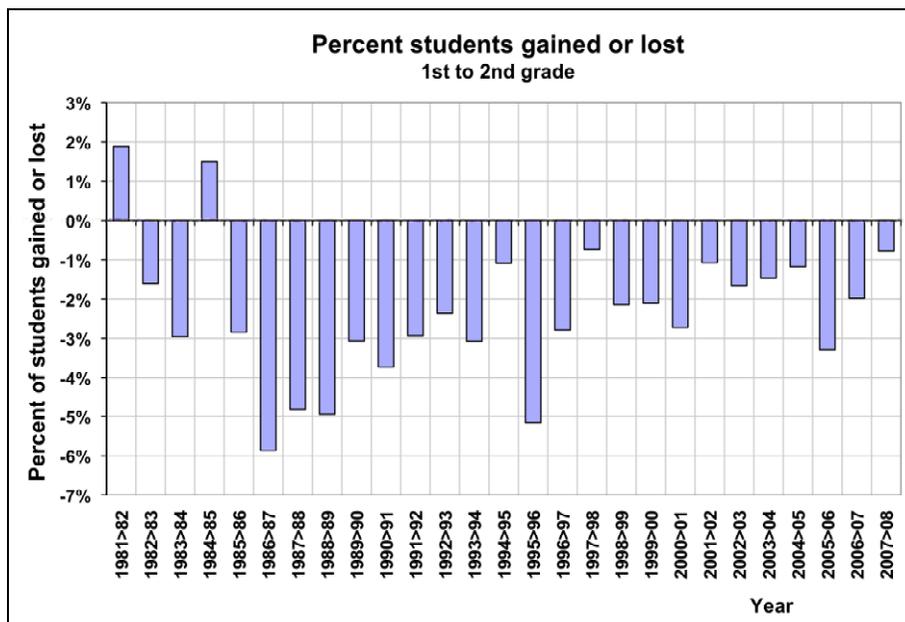
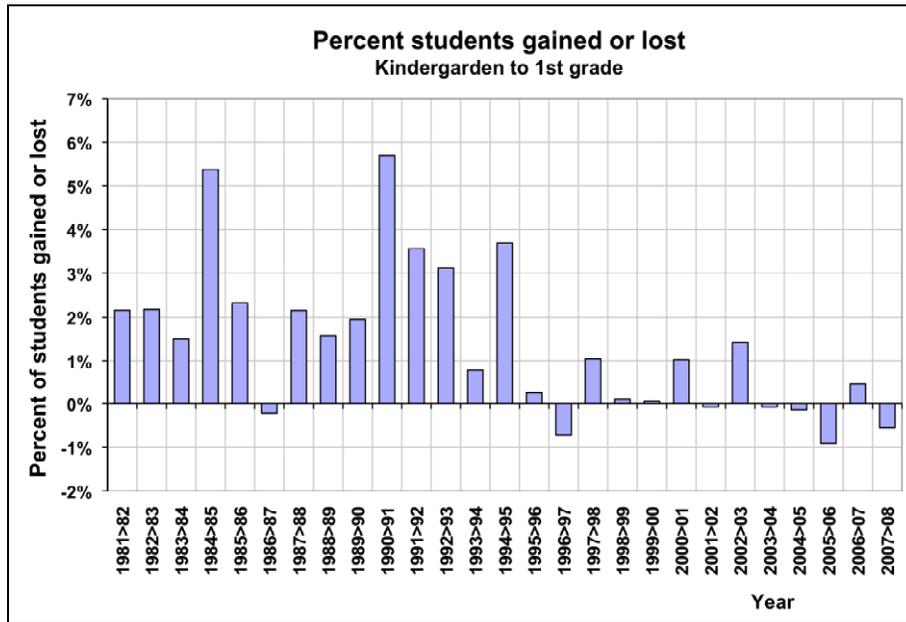
**Table C.1. Logistic regression on the odds of attending private school in San Francisco County**

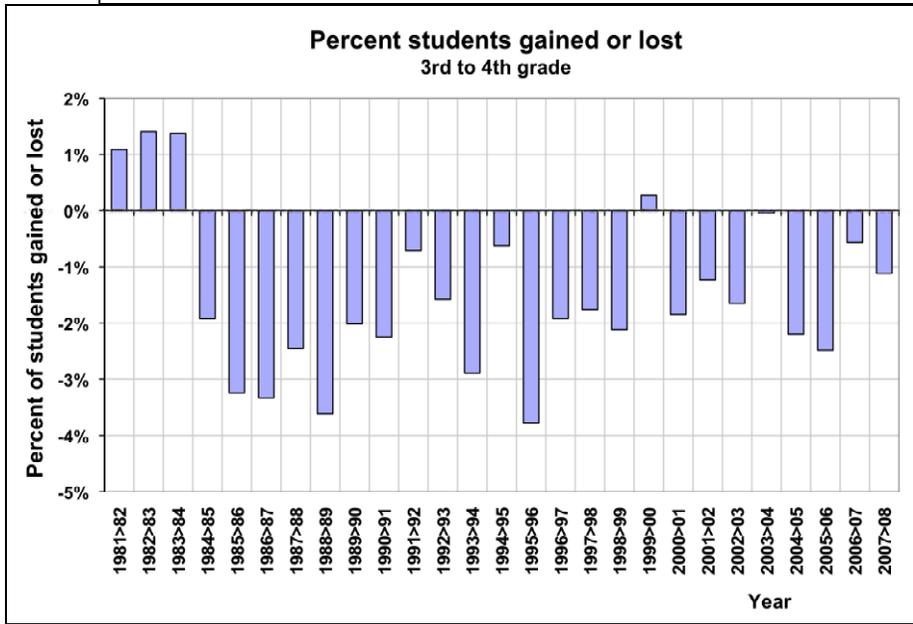
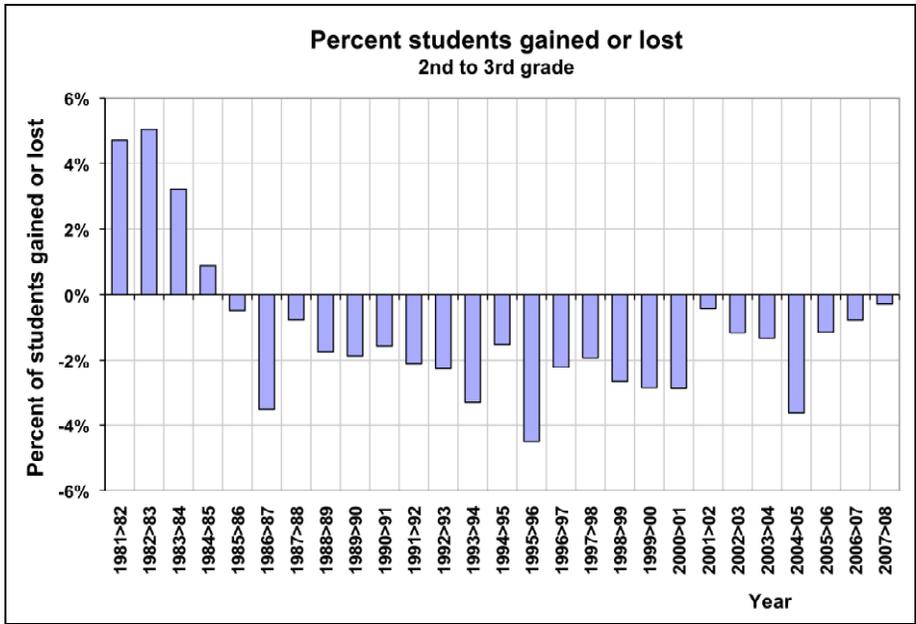
Explanatory variable	Odds ratio	P >  z
Race and ethnicity		
White	Reference	
African American	0.242	**
Asian/Pacific Islander	0.228	***
Hispanic	0.285	***
Multiple race	0.524	--
Place of birth		
The United States	Reference	
Foreign born	0.979	--
Sex		
Male	Reference	
Female	0.767	--
Living arrangements		
With both parents	Reference	
With father only	0.225	***
With mother only	0.632	--
Neighborhood (PUMA)		
PUMA 2201	Reference	
PUMA 2002, 2005, 2006	0.347	***
PUMA 2203, 2204, 2207	0.346	***
Housing type		
Single family home, detached	Reference	
Single family home, attached	0.456	***
2-apartment building	0.571	--
3 or more-apartment building	0.285	***
Family income		
First quartile	Reference	
Second quartile	1.190	--
Third quartile	2.332	**
Fourth quartile	3.796	***
Number of observations		
	576	
Log-likelihood Chi2		
	191.18	
Pseudo R2		
	0.2617	

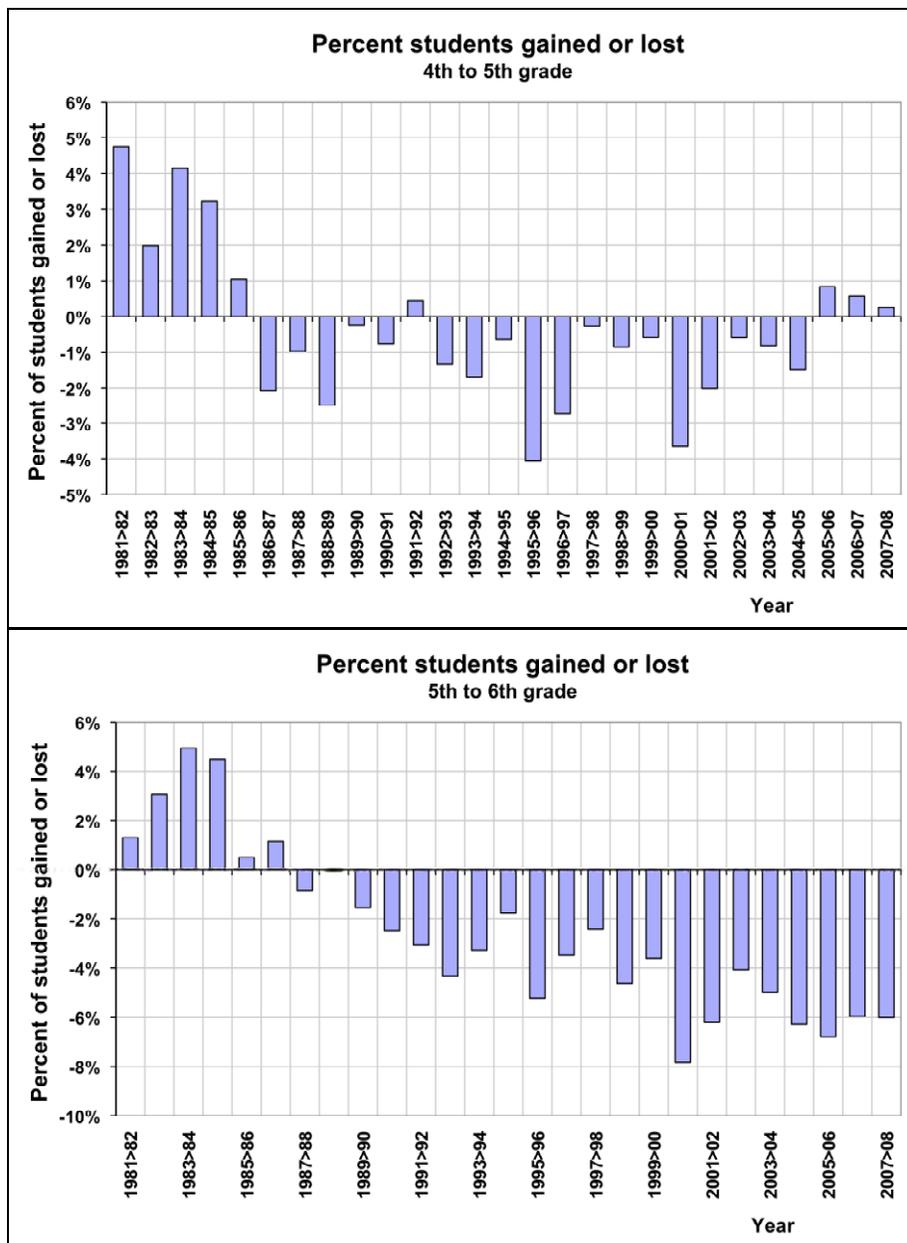
Significant at the following thresholds: \*\*\* 1 %; \*\* 5 %; \*10 %.

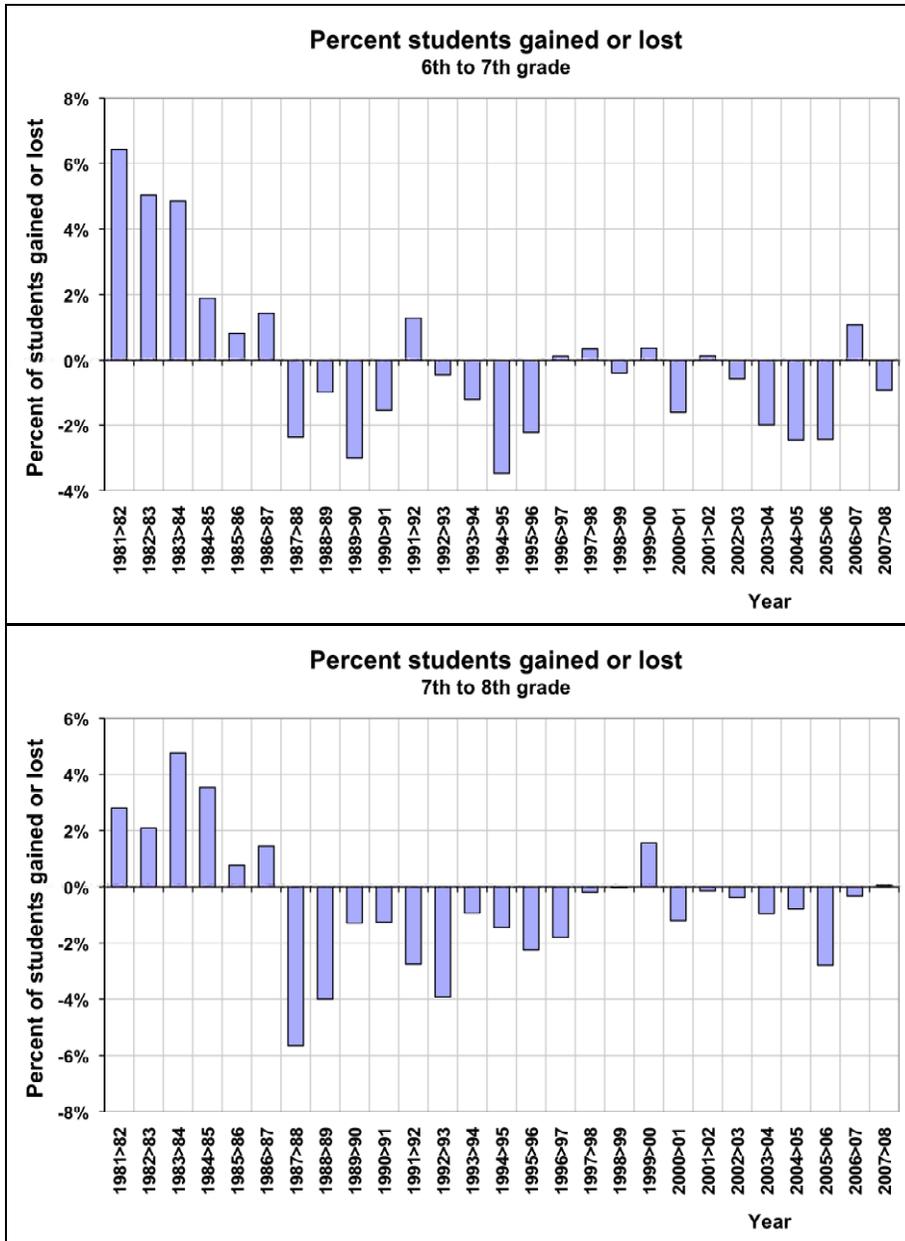
Source: Author's analysis of 2007 ACS data.

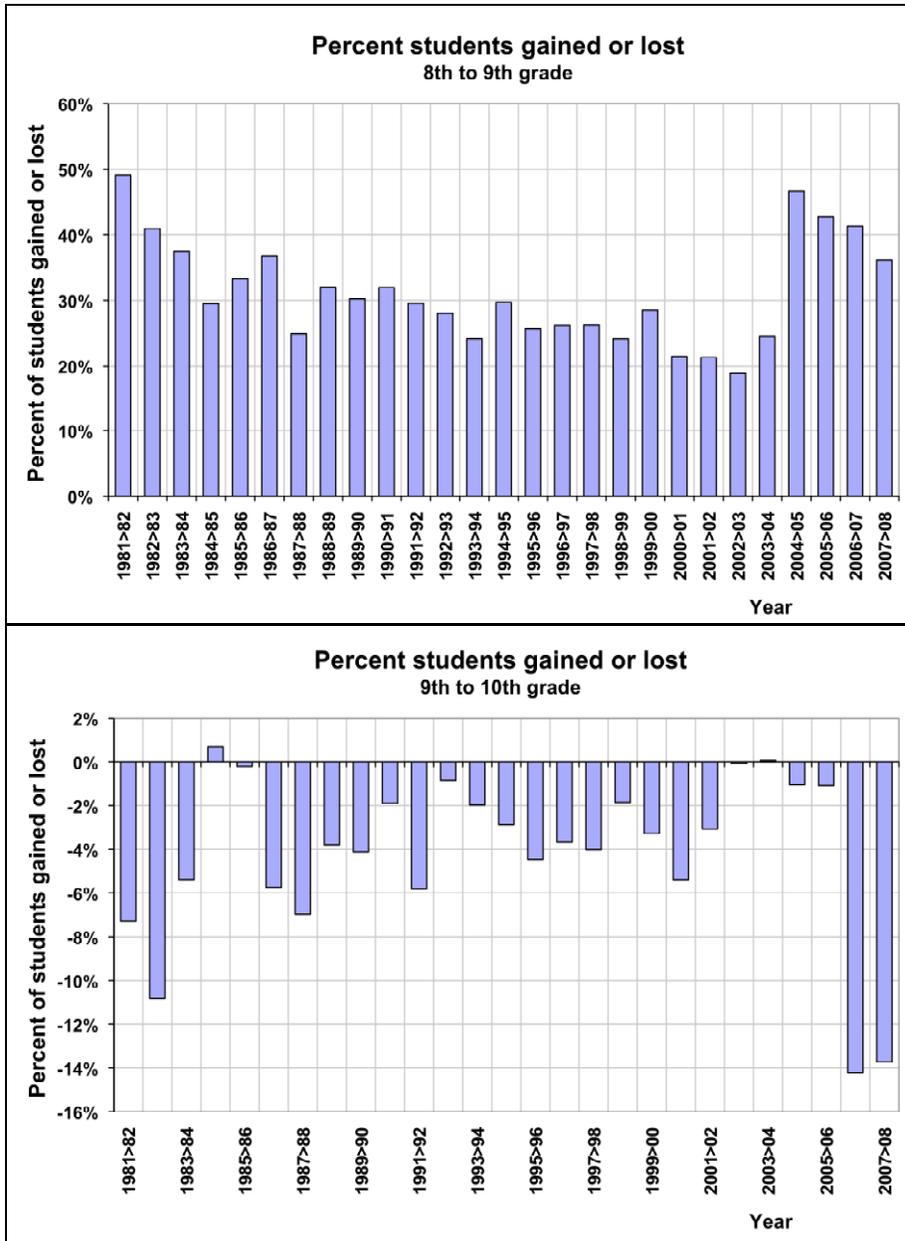
## Appendix D: Individual Grade Progressions

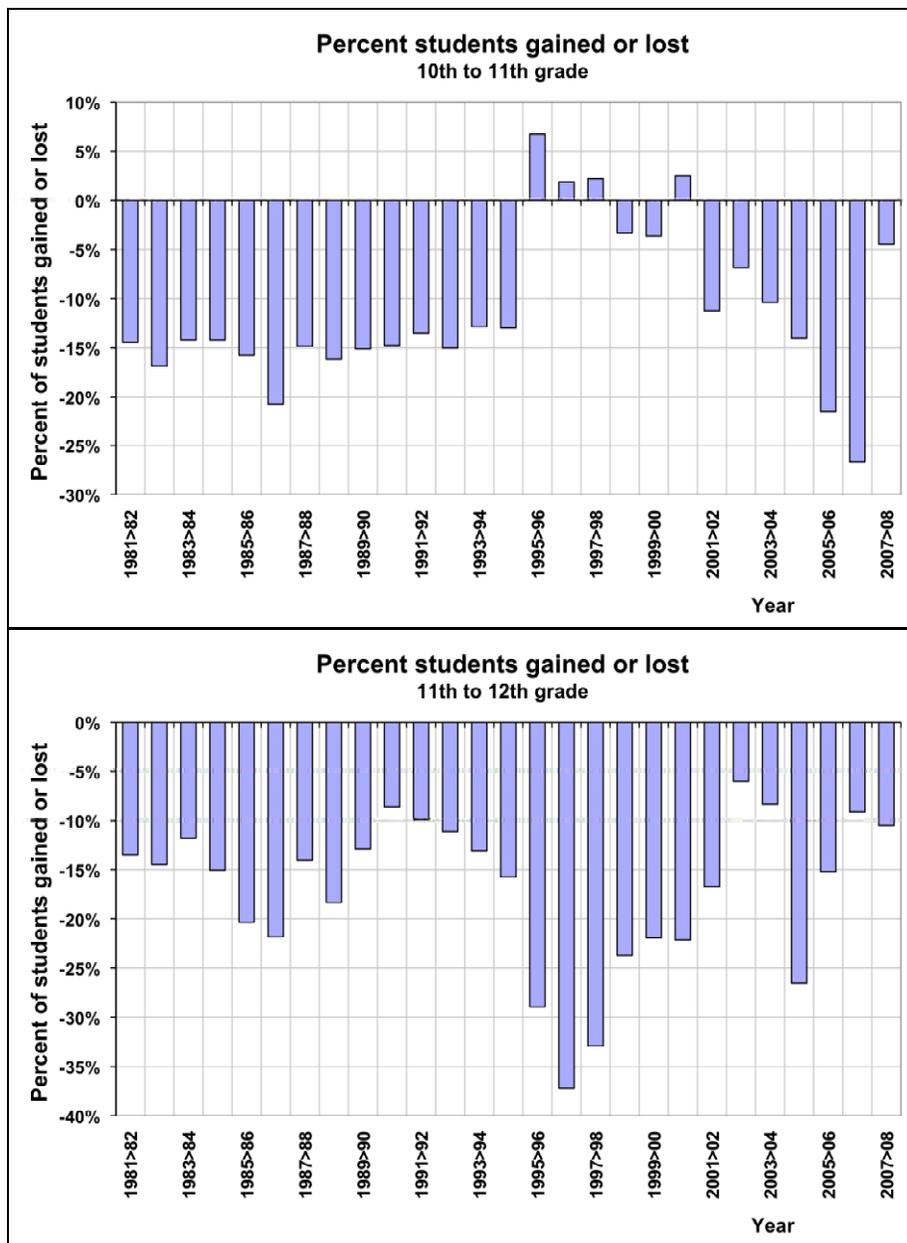












**From:** [Eugene.Flannery@SFGOV.ORG](mailto:Eugene.Flannery@SFGOV.ORG)  
**To:** [Jonathan Carey](#)  
**Subject:** Fw: 55 Laguna DPH VRAP letter  
**Date:** Tuesday, July 24, 2012 2:43:27 PM

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Eugene T. Flannery  
Environmental Compliance Manager  
Mayor's Office of Housing  
1 South Van Ness Avenue  
Fifth Floor  
San Francisco, CA 94103  
415-701-5598

h

----- Forwarded by Eugene Flannery/OCDHH/MAYOR/SFGOV on 07/24/2012 02:43 PM -----

**From:** Ramie Dare <[rdare@mercyhousing.org](mailto:rdare@mercyhousing.org)>  
**To:** "Eugene.Flannery@SFGOV.ORG" <[Eugene.Flannery@SFGOV.ORG](mailto:Eugene.Flannery@SFGOV.ORG)>  
**Date:** 07/24/2012 01:44 PM  
**Subject:** RE: 55 Laguna DPH VRAP letter

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Hi Eugene,

SFDPH is asking the developer of the 55 Laguna site to provide a Site Mitigation Plan. In my experience, this plan will take a while to be developed by an environmental consultant.

Thus, I would like to suggest that the NEPA study use the Phase I and Phase II Limited Environmental Report about the site previously provided to ESA and MOH and note that the Project Sponsors will develop a Site Mitigation Plan that will be reviewed and approved by the City of SF's Dept of Public Health, as required by the City.

**Ramie Dare**  
HOUSING DEVELOPER

**Mercy Housing**  
1360 Mission Street, #300  
San Francisco, CA 94103  
t | 415.355.7118  
[mercyhousing.org](http://mercyhousing.org)



**From:** Eugene.Flannery@SFGOV.ORG [<mailto:Eugene.Flannery@SFGOV.ORG>]  
**Sent:** Tuesday, July 17, 2012 11:40 AM  
**To:** Ramie Dare  
**Subject:** Fw: 55 Laguna DPH VRAP letter

Eugene T. Flannery

Environmental Compliance Manager  
Mayor's Office of Housing  
1 South Van Ness Avenue  
Fifth Floor  
San Francisco, CA 94103  
415-701-5598

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----- Forwarded by Eugene Flannery/OCDHH/MAYOR/SFGOV on 07/17/2012 11:40 AM -----

From: Elyse Heilshorn/DPH/SFGOV  
To: eugene.flannery@sfgov.org  
Date: 07/09/2012 09:56 AM  
Subject: Fw: 55 Laguna DPH VRAP letter

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Hello Eugene,

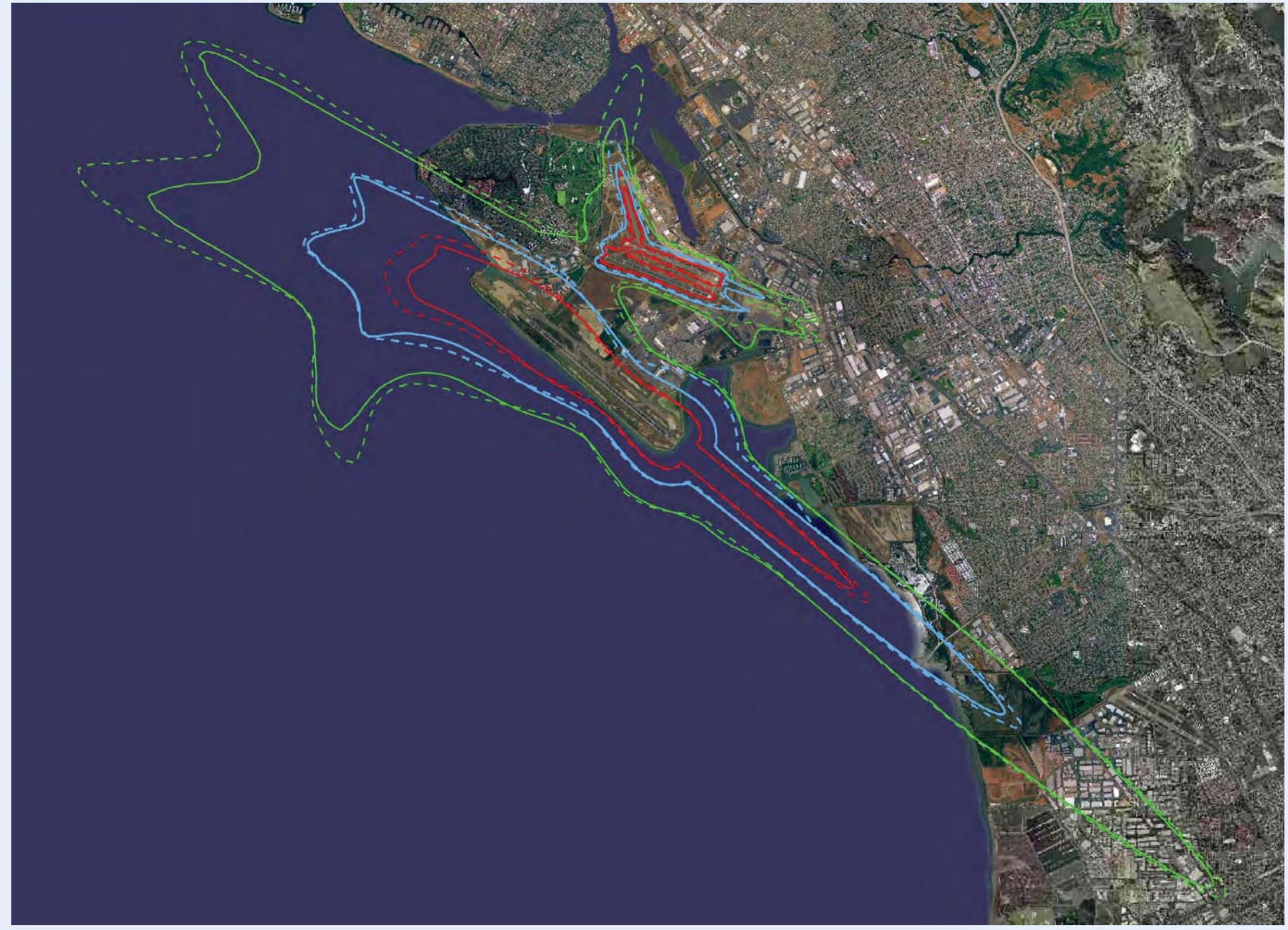
Attached please find a copy of the March 22, 2006 letter from SF DPH VRAP requesting additional investigation and a Site Mitigation Plan (SMP) for the 55 Laguna project.

Please have the new developer and/or their environmental consultant contact me to discuss an investigation work plan for the property. The SMP will be based on the results of the environmental investigations.

Thank you,

Elyse D.Heilshorn, P.E., REA  
Sr. Environmental Health Inspector  
SF DPH Environmental Health  
1390 Market St., Suite 210  
San Francisco CA 94102  
415-252-3885  
fax 415-252-3910

Figure 6.17



# Oakland International Airport Master Plan

March 2006



## Community Noise Equivalent Level (CNEL) Contours 2004 and 2010

### LEGEND

- 60 dB CNEL Year 2004
- 65 dB CNEL Year 2004
- 70 dB CNEL Year 2004
- 60 dB CNEL Year 2010
- 65 dB CNEL Year 2010
- 70 dB CNEL Year 2010

**Acronyms**  
**CNEL** Community Noise Equivalent Level  
**dB** Decibel



Note: This graphic was prepared by the Port of Oakland as part of a master plan for Oakland International Airport. The master plan examined many possible ideas and planning concepts. This graphic is conceptual in nature and for planning purposes only. It does not propose any particular course of action (it might represent an idea or concept that was discarded), and must be interpreted in the context of the entire master plan document.

# BOARD OF SUPERVISORS CITY AND COUNTY OF SAN FRANCISCO

## MEETING MINUTES - DRAFT

Tuesday, July 31, 2012 - 2:00 PM

Legislative Chamber, Room 250  
City Hall, 1 Dr. Carlton B. Goodlett Place  
San Francisco, CA 94102-4689

### Regular Meeting

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DAVID CHIU, PRESIDENT

JOHN AVALOS, DAVID CAMPOS, CARMEN CHU, MALIA COHEN, SEAN ELSBERND,  
MARK FARRELL, JANE KIM, ERIC MAR, CHRISTINA OLAGUE, SCOTT WIENER

*Angela Calvillo, Clerk of the Board*

### BOARD COMMITTEES

<b>Budget and Finance Committee</b> Supervisors Chu, Avalos, Kim, Cohen, Wiener	Wednesday 1:00 PM
<b>Budget and Finance Sub-Committee</b> Supervisors Chu, Avalos, Kim	Wednesday 10:00 AM
<b>City and School District Select Committee</b> Supervisors Campos, Olague, Chiu, Commissioners Fewer, Maufas, Mendoza	4th Thursday 3:30 PM
<b>City Operations and Neighborhood Services Committee</b> Supervisors Elsbernd, Chu, Olague	2nd and 4th Monday 10:00 AM
<b>Government Audit and Oversight Committee</b> Supervisors Farrell, Elsbernd, Chiu	2nd and 4th Thursday 1:00 PM
<b>Land Use and Economic Development Committee</b> Supervisors Mar, Cohen, Wiener	Monday 1:00 PM
<b>Public Safety Committee</b> Supervisors Avalos, Olague, Mar	1st and 3rd Thursday 10:30 AM
<b>Rules Committee</b> Supervisors Kim, Farrell, Campos	1st and 3rd Thursday 1:30 PM

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**Members Present:** John Avalos, David Campos, David Chiu, Carmen Chu, Malia Cohen, Sean Elsbernd, Mark Farrell, Jane Kim, Eric Mar, Christina Olague, and Scott Wiener

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## ROLL CALL AND PLEDGE OF ALLEGIANCE

*The meeting was called to order at 2:03 p.m. On the call of the roll, Supervisor Kim was noted absent. There was a quorum..*

## AGENDA CHANGES

*There were none.*

## APPROVAL OF MEETING MINUTES

Supervisor Farrell, seconded by Supervisor Campos, moved to approve the Board Meeting Minutes of June 26, 2012, and the Special Meeting Minutes at the Budget and Finance Committee of June 28, 2012. The motion carried by the following vote:

Ayes: 10 - Avalos, Campos, Chiu, Chu, Cohen, Elsbernd, Farrell, Mar, Olague, Wiener

Absent: 1 - Kim

## COMMUNICATIONS

*There were none.*

## CONSENT AGENDA

### Recommendation of the Budget and Finance Sub-Committee

**120487 [Appropriating \$155,000,000 of Certificate of Participation Proceeds for the Department of War Memorial in FY2012-2013]**

**Sponsors: Mayor; Olague and Chiu**

Ordinance appropriating \$155,000,000 of Certificate of Participation for the Veterans Building Seismic Upgrade and Improvement Project of the Department of War Memorial for FY2012-2013. (Fiscal Impact)

*Supervisor Chiu requested to be added as a co-sponsor.*

**FINALLY PASSED**

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**Recommendations of the Land Use and Economic Development Committee****120241 [Planning Code - Establishing Four Outer Sunset Neighborhood Commercial Districts]****Sponsor: Chu**

Ordinance amending the San Francisco Planning Code by: 1) adding Section 739.1 to establish the Noriega Street Neighborhood Commercial District including specified non-residential properties zoned NC-2 along Noriega Street; 2) adding Section 740.1 to establish the Irving Street Neighborhood Commercial District including specified non-residential properties zoned NC-2 along Irving Street; 3) adding Section 741.1 to establish the Taraval Street Neighborhood Commercial District including specified non-residential properties zoned NC-2 along Taraval Street; 4) adding Section 742.1 to establish the Judah Street Neighborhood Commercial District including specified non-residential properties zoned NC-2 along Judah Street; 5) amending Sections 263.20 and 710.10 of the NC-1 Zoning Control Table to include properties zoned NC-1 along Noriega, Irving, Taraval, and Judah Streets; 6) amending Section 790.124 (trade shops) to remove horsepower and square footage limitations and impose operating conditions regarding noise and odor; 7) amending Sheet ZN05 of the Zoning Map to include the new Neighborhood Commercial Districts; and 8) making environmental findings, Planning Code Section 302 findings, and findings of consistency with General Plan and the Priority Policies of Planning Code Section 101.1.

**FINALLY PASSED****120471 [Planning Code - Bicycle Parking; Automotive Service Station Conversions]****Sponsors: Chiu; Mar and Olague**

Ordinance amending the San Francisco Planning Code Sections 102.9, 155.1, 155.4, and 228, et. seq. to: 1) expand the applicability of bicycle parking requirements; 2) exempt bicycle parking from Floor-Area ratio calculations; 3) permit the conversion of Automotive Service Stations located on Primary Transit Streets and Citywide Pedestrian Network Streets to another use without Conditional Use authorization; and 4) adopting environmental findings, Section 302 findings, and findings of consistency with the General Plan and the Priority Policies of Planning Code Section 101.1.

**FINALLY PASSED****120665 [Planning Code - Transit Center District Plan]****Sponsors: Mayor; Kim and Olague**

Ordinance: 1) amending the San Francisco Planning Code by amending and adding sections consistent with the Transit Center District Plan, including the establishment of the Transit Center District Plan open space and transportation fees and the expansion and renaming of the New Montgomery-Mission-Second Street Conservation District, and 2) making findings, including environmental findings and findings of consistency with the General Plan, as proposed for amendment, and Planning Code Section 101.1.

**FINALLY PASSED**

**120666 [Zoning Map - Transit Center District Plan]****Sponsors: Mayor; Kim and Olague**

Ordinance: 1) amending City and County of San Francisco Zoning Maps Sheets ZN01, HT01, SU01, and PD01 to revise use districts and height and bulk districts within the Transit Center District Plan Area, to place certain properties in the Transit Center C-3-O(SD) Commercial Special Use District, and to add properties into the New Montgomery-Mission-Second Street Conservation District; 2) making environmental findings and findings of consistency with the General Plan as proposed for amendment and Planning Code Section 101.1.

**FINALLY PASSED****120667 [Administrative Code - Transit Center District Plan Monitoring and Interagency Planning and Implementation Committee]****Sponsors: Mayor; Kim and Olague**

Ordinance: 1) amending the San Francisco Administrative Code Section 10E.1 and Sections 36.1 and 36.3 to address Plan monitoring and the Interagency Planning and Implementation Committee role in the Transit Center District Plan public improvements; and 2) making environmental findings.

**FINALLY PASSED****120685 [General Plan Amendment - Transit Center District Plan]**

Ordinance: 1) amending the San Francisco General Plan by adding the Transit Center District Sub-Area Plan to the Downtown Plan and making various amendments to the Downtown Plan, Urban Design Element, Commerce and Industry Element, Recreation and Open Space Element, and Transportation Element as part of the establishment of the Transit Center District Plan; and 2) making environmental findings and findings of consistency with the General Plan as proposed for amendment and Planning Code Section 101.1. (Planning Department)

**FINALLY PASSED****120715 [Planning Code - Limited Commercial Uses in Residential Districts]****Sponsors: Chiu; Olague, Campos and Mar**

Ordinance amending the San Francisco Planning Code: 1) Section 186 to allow for reactivation of limited commercial uses in RH, RM, RTO, and RED districts under a conditional use authorization; 2) Section 231 to allow for greater size and depth from the corner for limited corner commercial uses in RM-3 and RM-4 districts; and 3) making findings, including environmental findings and findings of consistency with the General Plan and Planning Code Section 101.1.

**FINALLY PASSED****Recommendations of the Rules Committee****120656 [Settlement of Lawsuit - John and Virginia Lai - \$275,000]**

Ordinance authorizing settlement of the lawsuit by John and Virginia Lai against the City and County of San Francisco for \$275,000; the lawsuit was filed on December 27, 2010, in San Francisco Superior Court, Case No. CGC-10-506691; entitled John and Virginia Lai, et al. v. City and County of San Francisco, et al. (City Attorney)

**FINALLY PASSED**

**120659 [Settlement of Lawsuit - Gerardo Gonzales Delgado - \$250,000]**

Ordinance authorizing settlement of the lawsuit filed by Gerardo Gonzales Delgado against the City and County of San Francisco for \$250,000; the lawsuit was filed on August 2, 2010, in San Francisco Superior, Case No. CGC-10-502105; entitled Gerardo Gonzales Delgado v. City and County of San Francisco, et al. (City Attorney)

**FINALLY PASSED**

**120748 [Settlement of Lawsuit - Maura Molyan and Anne Raskin - \$762,000]**

Ordinance authorizing the settlement of a lawsuit filed by Maura Moylan and Anne Raskin against the City County of San Francisco, Janice Madsen, Kym Dougherty and Heather Grives for \$762,000; the lawsuit was filed on October 14, 2010, in United States District Court for the Northern District of California, Case No. C10-04700, entitled Maura Moylan and Anne Raskin v. City and County of San Francisco, Janice Madsen, Kym Dougherty and Heather Grives. (City Attorney)

**FINALLY PASSED**

**120749 [Settlement of Lawsuit - Candie Mattson - \$100,000]**

Ordinance authorizing the settlement of a lawsuit filed by Candie Mattson against the City and County of San Francisco, Parks & Recreation Department and Dennis Kern for \$100,000 reinstatement of sick leave in the amount of 100 hours, and reinstatement of vacation in the amount of 100 hours; the lawsuit was filed on June 14, 2010, in San Francisco Superior Court, Case NO. 10-50073, entitled Candie Mattson v. City and County of San Francisco, Parks & Recreation Department and Dennis Kern.

**FINALLY PASSED**

**120722 [Appointment, San Francisco Sentencing Commission - Theshia Naidoo]**

Motion appointing Theshia Naidoo, term to be determined, to the San Francisco Sentencing Commission, residency requirement waived. (Clerk of the Board)

**Motion No. M12-090**

**APPROVED**

**The foregoing items were acted upon by the following vote:**

Ayes: 10 - Avalos, Campos, Chiu, Chu, Cohen, Elsbernd, Farrell, Mar, Olague, Wiener

Absent: 1 - Kim

## REGULAR AGENDA

## UNFINISHED BUSINESS

### From the Board

**120550 [Affirming Certification of Final Environmental Impact Report - California Pacific Medical Center's Long Range Development Plan]**

Motion affirming the certification by the Planning Commission of the Final Environmental Impact Report for the California Pacific Medical Center's Long Range Development Plan. (Clerk of the Board)

**Supervisor Campos, seconded by Supervisor Olague, moved that this Motion be CONTINUED to November 20, 2012. The motion carried by the following vote:**

Ayes: 10 - Avalos, Campos, Chiu, Chu, Cohen, Elsbernd, Farrell, Mar, Olague, Wiener  
Absent: 1 - Kim

**120551 [Reversing Certification of Final Environmental Impact Report - California Pacific Medical Center's Long Range Development Plan]**

Motion reversing the certification by the Planning Commission of the Final Environmental Impact Report for the California Pacific Medical Center's Long Range Development Plan. (Clerk of the Board)

**Supervisor Campos, seconded by Supervisor Olague, moved that this Motion be CONTINUED to November 20, 2012. The motion carried by the following vote:**

Ayes: 10 - Avalos, Campos, Chiu, Chu, Cohen, Elsbernd, Farrell, Mar, Olague, Wiener  
Absent: 1 - Kim

**120552 [Preparation of Findings to Reverse Certification of Final Environmental Impact Report - California Pacific Medical Center's Long Range Development Plan]**

Motion directing the Clerk of the Board to prepare findings reversing the certification by the Planning Commission of the Final Environmental Impact Report for the California Pacific Medical Center's Long Range Development Plan. (Clerk of the Board)

**Supervisor Campos, seconded by Supervisor Olague, moved that this Motion be CONTINUED to November 20, 2012. The motion carried by the following vote:**

Ayes: 10 - Avalos, Campos, Chiu, Chu, Cohen, Elsbernd, Farrell, Mar, Olague, Wiener  
Absent: 1 - Kim

*Supervisor Kim was noted present at 2:07 p.m.*

---

**From the Budget and Finance Sub-Committee Without Recommendation****120754 [Administrative Code - Health Service System Plans and Contribution Rates for Calendar Year 2013]****Sponsor: Chu**

Ordinance amending the San Francisco Administrative Code, Chapter 16, Article XV, Part 1, Section 16.703 regarding Board approval of health service system plans and contribution rates. (Fiscal Impact)

**FINALLY PASSED by the following vote:**

Ayes: 11 - Avalos, Campos, Chiu, Chu, Cohen, Elsbernd, Farrell, Kim, Mar, Olague, Wiener

**From the City Operations and Neighborhood Services Committee Without Recommendation****120466 [Liquor License Transfer - 101-4th Street]**

Resolution determining that the transfer of an existing Type 20 off-sale beer and wine license from 566 Minnesota Street to 101-4th Street (District 6), to Beth Aboulafia for Target Corporation, dba City Target, will serve the public convenience or necessity of the people of the City and County of San Francisco, in accordance with Section 23958.4 of the California Business and Professions Code, with conditions.

**Supervisor Elsbernd, seconded by Supervisor Farrell, moved that this Resolution be AMENDED on Page 1, Line 24 by replacing '8:00 am and 11:00 pm' with '7:00 am and 10:00 pm'; on Page 1, Line 25 by replacing '8:00 am' with '7:00 am'; and on Page 2, Line 15 by replacing '(8)' with '(7)'. The motion carried by the following vote:**

Ayes: 11 - Avalos, Campos, Chiu, Chu, Cohen, Elsbernd, Farrell, Kim, Mar, Olague, Wiener

**ADOPTED AS AMENDED by the following vote:**

Ayes: 7 - Chiu, Chu, Cohen, Elsbernd, Farrell, Kim, Wiener

Noes: 4 - Avalos, Campos, Mar, Olague

**Recommendations of the Land Use and Economic Development Committee****120472 [Planning Code - Clerical Modifications and Repeal of Obsolete Sections]****Sponsor: Chiu**

Ordinance amending the San Francisco Planning Code by: 1) repealing obsolete Sections 187, 249.15, 263.2, and 263.3; and 2) amending Sections 102.5, 121.3, 201, 204.2, 209.9, 249.49, 309.1, 799, and 899 to make various clerical modifications; and adopting environmental findings, Section 302 findings, and findings of consistency with the General Plan and the Priority Policies of Planning Code Section 101.1.

**FINALLY PASSED by the following vote:**

Ayes: 11 - Avalos, Campos, Chiu, Chu, Cohen, Elsbernd, Farrell, Kim, Mar, Olague, Wiener

**120191 [Building Code - Definition of Efficiency Unit]****Sponsor: Wiener**

Ordinance amending the San Francisco Building Code Section 1208.4 to reduce the square footage requirement for Efficiency Dwelling Units in new structures or buildings pursuant to Section 17958.1 of the California Health & Safety Code; and making environmental findings.

*Supervisor Wiener, seconded by Supervisor Olague, moved that this Ordinance be CONTINUED ON FIRST READING to September 24, 2012. The motion carried by the following vote:*

*Ayes: 11 - Avalos, Campos, Chiu, Chu, Cohen, Elsbernd, Farrell, Kim, Mar, Olague, Wiener*

*Supervisor Wiener, seconded by Supervisor Avalos, moved to rescind the previous vote. The motion carried by the following vote:*

*Ayes: 11 - Avalos, Campos, Chiu, Chu, Cohen, Elsbernd, Farrell, Kim, Mar, Olague, Wiener*

**Supervisor Wiener, seconded by Supervisor Mar, moved that this Ordinance be CONTINUED ON FIRST READING to September 25, 2012. The motion carried by the following vote:**

**Ayes: 11 - Avalos, Campos, Chiu, Chu, Cohen, Elsbernd, Farrell, Kim, Mar, Olague, Wiener**

**Recommendation of the Rules Committee****120732 [Reappointment, Planning Commission - Michael Antonini]**

Motion approving/rejecting the Mayor's nomination of Michael Antonini to the Planning Commission term ending July 1, 2016. (Clerk of the Board)

(Section 4.105 of the City Charter provides that this nomination is subject to approval by the Board of Supervisors and shall be the subject of a public hearing and vote within 60 days from the date the nomination is transmitted to the Clerk of the Board. If the Board fails to act on the nomination within 60 days of the date the nomination is transmitted to the Clerk then the nominee shall be deemed approved. Transmittal date - July 2, 2012.)

**Supervisor Elsbernd, seconded by Supervisor Chu, AMENDED, AN AMENDMENT OF THE WHOLE BEARING NEW TITLE by the following vote:**

**Ayes: 6 - Chu, Cohen, Elsbernd, Farrell, Olague, Wiener**

**Noes: 5 - Avalos, Campos, Chiu, Kim, Mar**

Motion approving the Mayor's nomination of Michael Antonini to the Planning Commission term ending July 1, 2016. (Clerk of the Board)

**Motion No. M12-091**

**APPROVED AS AMENDED by the following vote:**

**Ayes: 6 - Chu, Cohen, Elsbernd, Farrell, Olague, Wiener**

**Noes: 5 - Avalos, Campos, Chiu, Kim, Mar**

## NEW BUSINESS

### Recommendations of the Budget and Finance Sub-Committee

**120407 [Business and Tax Regulations, Police Codes - Parking Tax Exemption for Special Parking Events Operated by Volunteers on SFUSD Property]**  
**Sponsors: Mayor; Mar, Wiener, Chiu, Farrell, Chu, Olague, Kim, Campos, Cohen and Avalos**  
Ordinance amending the San Francisco Business and Tax Regulations Code, Article 9, Section 604, and adding Section 608, to exempt a limited number of special parking events operated by volunteer led nonprofit organizations on SFUSD property for the sole benefit of San Francisco public schools and earning less than \$10,000 in gross revenue per event from rent, from the requirement to pay parking tax and other requirements, establishing Special School Parking Event Permits issued by the Tax Collector and making findings; and amending the San Francisco Police Code, Section 1215 to exclude from the definitions of Parking Garage and Parking Lot special event parking on SFUSD property operated by a qualified nonprofit pursuant to a Special School Parking Event Permit, and establishing a sunset date.  
(Fiscal Impact)

**PASSED, ON FIRST READING by the following vote:**

Ayes: 11 - Avalos, Campos, Chiu, Chu, Cohen, Elsbernd, Farrell, Kim, Mar, Olague, Wiener

**120452 [International Terminal Equipment Maintenance and Operating Agreement - San Francisco Terminal Equipment Company, LLC - Not to Exceed \$18,000,000]**  
Resolution approving the International Terminal Equipment Maintenance and Operating Agreement between the San Francisco Terminal Equipment Company, LLC, and the City and County of San Francisco, acting by and through its Airport Commission, retroactively to July 1, 2012, for an amount not to exceed \$18,000,000. (Airport Commission)

**ADOPTED by the following vote:**

Ayes: 11 - Avalos, Campos, Chiu, Chu, Cohen, Elsbernd, Farrell, Kim, Mar, Olague, Wiener

**120453 [Agreement Amendment - Western States Oil - Not to Exceed \$107,500,000]**  
Resolution approving the Sixth Amendment to the agreement between the City and Western States Oil increasing the total not to exceed amount of the contract from \$78,300,000 to \$107,500,000 pursuant to Charter Section 9.118(b). (Office of Contract Administration)

**ADOPTED by the following vote:**

Ayes: 11 - Avalos, Campos, Chiu, Chu, Cohen, Elsbernd, Farrell, Kim, Mar, Olague, Wiener

**120546 [Accept and Expend Grant - GreenFinanceSF - \$1,000,000]**  
**Sponsor: Mayor**  
Resolution authorizing the Department of the Environment to retroactively accept and expend an American Recovery and Reinvestment Act of 2009 funded grant in the amount of \$1,000,000 from the California Energy Commission's State Energy Program through the Local Government Commission to support GreenFinanceSF.

**ADOPTED by the following vote:**

Ayes: 11 - Avalos, Campos, Chiu, Chu, Cohen, Elsbernd, Farrell, Kim, Mar, Olague, Wiener

**120547 [Contract Amendment - Community Awareness and Treatment Services - \$35,699,175]****Sponsor: Mayor**

Resolution retroactively amending the contract between the San Francisco Department of Public Health and Community Awareness and Treatment Services, Inc., for behavioral health services to \$35,699,175.

(Fiscal Impact)

**ADOPTED by the following vote:**

Ayes: 11 - Avalos, Campos, Chiu, Chu, Cohen, Elsbernd, Farrell, Kim, Mar, Olague, Wiener

**120585 [Real Property Sublease - 1440 Harrison Street Development Group, LLC - 1440 Harrison Street]**

Resolution authorizing the exercise of a five year option to extend the Sublease of the 52,200 square foot building at 1440 Harrison Street for the Human Services Agency, retroactively to July 1, 2012. (Real Estate Department)

**ADOPTED by the following vote:**

Ayes: 11 - Avalos, Campos, Chiu, Chu, Cohen, Elsbernd, Farrell, Kim, Mar, Olague, Wiener

**120610 [Declaration of Emergency Contract - South Fork Adit - Not to Exceed \$115,250]**

Resolution approving Declaration of Emergency Construction Contract of an amount not-to-exceed \$115,250 to address a rockslide near South Fork Adit. (Public Utilities Commission)

**ADOPTED by the following vote:**

Ayes: 11 - Avalos, Campos, Chiu, Chu, Cohen, Elsbernd, Farrell, Kim, Mar, Olague, Wiener

**120630 [Contract between the Department of Public Health and the San Francisco Community Health Authority to Provide Provider Payment Services for the Healthy San Francisco Program - \$30,940,000]****Sponsor: Mayor**

Resolution authorizing the Director of Public Health and the Director of the Office of Contract Administration/Purchaser to retroactively contract with the San Francisco Community Health Authority to provide Provider Payment services for the Healthy San Francisco Program from July 1, 2012, through June 30, 2014, for an amount of \$30,940,000.

**ADOPTED by the following vote:**

Ayes: 11 - Avalos, Campos, Chiu, Chu, Cohen, Elsbernd, Farrell, Kim, Mar, Olague, Wiener

**120658 [Agreement Amendment - Recology - Refuse Collection - Not to Exceed \$33,120,262]**

Resolution approving the Fourth Amendment to the Refuse Collection Agreement between the City and County of San Francisco, Recology San Francisco, Recology Golden Gate, and Recology Sunset Scavenger, increasing the total not to exceed amount of the Agreement from \$28,059,629 to \$33,120,262 under Charter Section 9.118(b). (Purchaser)

**ADOPTED by the following vote:**

Ayes: 11 - Avalos, Campos, Chiu, Chu, Cohen, Elsbernd, Farrell, Kim, Mar, Olague, Wiener

**120687 [Contract Amendment - Treasure Island Development Authority - AMEC Geomatrix, Inc. - Not to Exceed \$2,037,400]**

Resolution retroactively approving an amendment to the contract between the Treasure Island Development Authority and AMEC Geomatrix, Inc., to extend the term through June 30, 2013, and to increase the not to exceed amount to \$2,037,400. (Treasure Island Development Authority)

**ADOPTED by the following vote:**

Ayes: 11 - Avalos, Campos, Chiu, Chu, Cohen, Elsbernd, Farrell, Kim, Mar, Olague, Wiener

**120741 [Agreement Amendment - Treasure Island Refuse Collection]**

Resolution approving an amendment to the refuse collection agreement between the Treasure Island Development Authority and Golden Gate Disposal and Recycling Company to extend the term and adjust the collection fee for refuse collection services at Treasure Island. (Treasure Island Development Authority)

**ADOPTED by the following vote:**

Ayes: 11 - Avalos, Campos, Chiu, Chu, Cohen, Elsbernd, Farrell, Kim, Mar, Olague, Wiener

**120756 [Accept and Expend Grant - Local Juvenile Justice Accountability Measures - \$117,819]**

**Sponsor: Campos**

Resolution authorizing the San Francisco Public Defender's Office to accept and expend a grant in the amount of \$117,819 from the State Corrections Standards Authority for the purposes of implementing local juvenile justice accountability measures through the Juvenile Accountability Block Grant.

**ADOPTED by the following vote:**

Ayes: 11 - Avalos, Campos, Chiu, Chu, Cohen, Elsbernd, Farrell, Kim, Mar, Olague, Wiener

**120757 [Multifamily Housing Revenue Note - Ridgeview Terrace Apartments - 140 Cashmere Street - Not to Exceed \$20,000,000]**

**Sponsor: Cohen**

Resolution authorizing the issuance and delivery of a multifamily housing revenue note in a principal amount not to exceed \$20,000,000 for the purpose of providing financing for the acquisition and rehabilitation of a 101-unit multifamily residential rental housing project known as Ridgeview Terrace Apartments located at 140 Cashmere Street; approving the form of and authorizing the execution of a funding loan agreement; approving the form of and authorizing the execution of a borrower loan agreement; providing the terms and conditions of the note and authorizing the execution and delivery thereof; approving the form of and authorizing the execution of a regulatory agreement and declaration of restrictive covenants; authorizing the collection of certain fees; approving issuance of the note following a public hearing; approving modifications, changes and additions to the documents; granting general authority to City officials to take actions necessary to implement this resolution; and ratifying and approving any action heretofore taken in connection with the note and the project.

**ADOPTED by the following vote:**

Ayes: 11 - Avalos, Campos, Chiu, Chu, Cohen, Elsbernd, Farrell, Kim, Mar, Olague, Wiener

**120758 [Contract Modification - Tenderloin Housing Clinic - Master Lease Housing Services - Not to Exceed \$91,070,856]****Sponsor: Mayor**

Resolution retroactively approving the contract modification between the City and County of San Francisco and the Tenderloin Housing Clinic to provide master lease housing for formerly homeless single adults and the addition of the Mayfair Hotel for the period of July 1, 2009, to June 30, 2015, in the amount of \$91,070,856.

(Fiscal Impact)

**ADOPTED by the following vote:**

Ayes: 11 - Avalos, Campos, Chiu, Chu, Cohen, Elsbernd, Farrell, Kim, Mar, Olague, Wiener

**120760 [Accept and Expend Grant - Implementing New Directions in HIV Prevention - \$545,759]****Sponsor: Wiener**

Resolution authorizing the San Francisco Department of Public Health to retroactively accept and expend a grant in the amount of \$545,759 from Public Health Foundation Enterprises, Inc., to participate in a program entitled "Implementing New Directions in HIV Prevention in San Francisco: A Comprehensive" for the period of September 30, 2011, through September 29, 2012.

**ADOPTED by the following vote:**

Ayes: 11 - Avalos, Campos, Chiu, Chu, Cohen, Elsbernd, Farrell, Kim, Mar, Olague, Wiener

**120762 [Accept and Expend Grant - Addressing Syndemics through Program Collaboration and Service Integration - \$298,144]****Sponsor: Wiener**

Resolution authorizing the San Francisco Department of Public Health to retroactively accept and expend a grant in the amount of \$298,144 from Public Health Foundation Enterprises, Inc., to participate in a program entitled "Addressing Syndemics through Program Collaboration and Service Integration" for the period of September 30, 2011, through September 29, 2012.

**ADOPTED by the following vote:**

Ayes: 11 - Avalos, Campos, Chiu, Chu, Cohen, Elsbernd, Farrell, Kim, Mar, Olague, Wiener

**From the Budget and Finance Sub-Committee Committee Without Recommendation****120674 [Accept and Expend Grant - Archstone Grant to the San Francisco Arts Commission - \$300,000]****Sponsor: Cohen**

Resolution authorizing the San Francisco Arts Commission to retroactively accept and expend a grant in the amount of \$300,000 from Archstone for the commissioning of public artwork for Daggett Park in Showplace Square neighborhood.

**ADOPTED by the following vote:**

Ayes: 11 - Avalos, Campos, Chiu, Chu, Cohen, Elsbernd, Farrell, Kim, Mar, Olague, Wiener

## **Recommendations of the Land Use and Economic Development Committee**

### **111047 [Administrative, Campaign and Governmental Conduct Codes - Obligations of Landlords and Small Business Tenants for Disability Access Improvements]**

**Sponsors: Chiu; Mar**

Ordinance amending the San Francisco Administrative Code by adding Chapter 38, Sections 38.1 through 38.7, and amending San Francisco Campaign and Governmental Conduct Code Section 3.400, all to require commercial landlords leasing properties to small businesses for use as public accommodations to: 1) bring public restrooms, ground floor entrances to, and exits from, the building into compliance with applicable state and federal disability access laws or to disclose to tenants that the property may not currently meet all applicable construction-related accessibility standards, including standards for public restrooms and ground floor entrances and exits; 2) inform small business tenants that they may be legally and financially liable for failing to comply with those laws and offer such tenants copies of the Small Business Commission's access information notice; 3) include in any new or amended leases a provision addressing the respective obligations of the landlord and small business tenant to bring the leased premises into compliance with those access laws; 4) requiring the Small Business Commission, by January 1, 2013, to develop and distribute an access information notice in multiple languages regarding local, state, and federal disability access laws that may apply to businesses in San Francisco and to make that notice available for distribution through various other City departments; and 5) to require the City to give priority to building permit applications for work to bring space used by small businesses into compliance with those access laws; and making environmental findings.

*Supervisor Mar requested to be added as a co-sponsor.*

**PASSED, ON FIRST READING by the following vote:**

Ayes: 11 - Avalos, Campos, Chiu, Chu, Cohen, Elsbernd, Farrell, Kim, Mar, Olague, Wiener

### **111374 [Planning Code - Creating a New Definition of Student Housing]**

**Sponsor: Wiener**

Ordinance amending the San Francisco Planning Code by: 1) adding a new Section 102.36 to create a definition of Student Housing; 2) amending Section 124 to create a new subsection (k), to permit additional square footage above the floor area ratio limits for student housing projects in buildings in the C-3-G and C-3-S Districts, that are not designated as significant or contributory pursuant to Article 11; 3) amending Section 135(d)(2) to adjust the minimum open space requirements for dwelling units that do not exceed 350 square feet, plus a bathroom; 4) amending Section 207.6(b)(3) to exempt student housing from the unit mix requirement in RTO, NCT, DTR and Eastern Neighborhoods Mixed Used Districts; 5) amending Section 307 to permit the conversion of student housing into residential uses, when certain conditions are met; 6) amending Section 312 to require notice for a change of use to group housing; 7) amending Section 317 to prohibit the conversion of residential units into student housing, except in specified circumstances; 8) amending Section 401 to make conforming amendments; 9) amending Section 415.3 to make conforming amendments and to simplify the monitoring responsibilities of the Mayor's Office of Housing; 10) amending Tables 814, 840, 841, 842, and 843 to make conforming amendments; and 11) making findings, including environmental findings and findings of consistency with the priority policies of Planning Code Section 101.1 and the General Plan. (Planning Department)

*Privilege of the floor was granted to John Rahaim, Director, Planning Department, who responded to questions raised throughout the discussion.*

**Supervisor Kim, seconded by Supervisor Campos, moved that this Ordinance be CONTINUED ON FIRST READING to September 4, 2012. The motion FAILED by the following vote:**

Ayes: 3 - Avalos, Campos, Kim

Noes: 8 - Chiu, Chu, Cohen, Elsbernd, Farrell, Mar, Olague, Wiener

**PASSED ON FIRST READING by the following vote:**

Ayes: 9 - Campos, Chiu, Chu, Cohen, Elsbernd, Farrell, Mar, Olague, Wiener

Noes: 2 - Avalos, Kim

**120528 [Administrative, Planning Codes - Historical Property (Mills Act) Contracts and Fee Reduction]****Sponsor: Wiener**

Ordinance: 1) amending the San Francisco Administrative Code, Chapter 71, entitled "Mills Act Contract Procedures" to: a) amend Section 71.2 to add limitations on eligibility, b) amend Section 71.3 to add application deadlines, c) amend Section 71.4 to add a time limit for receipt of the Assessor-Recorder's report, d) amend Section 71.5 to require use of a standard form contract, and e) adding new Section 71.7 to require departmental monitoring reports; 2) amending the San Francisco Planning Code Section 356 to reduce the application fee for Mills Act contracts; and 3) making findings, including environmental findings and findings of consistency with the General Plan and Planning Code Section 101.1(b).

**PASSED, ON FIRST READING by the following vote:**

Ayes: 11 - Avalos, Campos, Chiu, Chu, Cohen, Elsbernd, Farrell, Kim, Mar, Olague, Wiener

**Recommendations of the Rules Committee****120668 [Health Code - Reauthorizing Food Security Task Force]****Sponsor: Mar**

Ordinance amending the San Francisco Health Code by adding Sections 470.1 and 470.2 to: 1) to reauthorize the Food Security Task Force, which had expired on January 30, 2012; 2) create sunset provisions for the Food Security Task Force expiring on July 1, 2015, subject to extension; 3) identify the agencies and organizations from which members are appointed; and 4) set the number of members, and making findings, including environmental findings.

**PASSED, ON FIRST READING by the following vote:**

Ayes: 11 - Avalos, Campos, Chiu, Chu, Cohen, Elsbernd, Farrell, Kim, Mar, Olague, Wiener

**120743 [Confirming Appointment, Port Commission - William Adams]****Sponsor: Mayor**

Motion confirming the appointment of William Adams to the Port Commission, term ending May 1, 2014.

**Motion No. M12-093****APPROVED by the following vote:**

Ayes: 11 - Avalos, Campos, Chiu, Chu, Cohen, Elsbernd, Farrell, Kim, Mar, Olague, Wiener

**120745 [Appointment, Board of Appeals - Frank Fung]****Sponsor: Mayor**

Motion approving the Mayor's appointment of Frank Fung to the Board of Appeals for the term ending July 1, 2016.

(Section 4.106 of the City Charter provides that this nomination is subject to approval by the Board of Supervisors and shall be the subject of a public hearing and vote within 60 days from the date the nomination is transmitted to the Clerk of the Board. If the Board fails to act on the nomination within 60 days of the date the nomination is transmitted to the Clerk then the nominee shall be deemed approved. Transmittal date - June 25, 2012)

**Motion No.** M12-094

**APPROVED** by the following vote:

Ayes: 11 - Avalos, Campos, Chiu, Chu, Cohen, Elsbernd, Farrell, Kim, Mar, Olague, Wiener

**SPECIAL ORDER 2:30 P.M.****Board of Supervisors Sitting as a Committee of the Whole****120807 [Hearing - Initiative Ordinance - Business and Tax Regulations Code - Enact Gross Receipts Tax and Phase Out Payroll Expense Tax]**

Hearing to consider amendments to the Initiative Ordinance amending the Business and Tax Regulations Code to: 1) enact a new Article 12-A-1 (Gross Receipts Tax Ordinance) to impose a gross receipts tax and an administrative office tax on persons engaging in business activities in San Francisco; 2) amend Article 12-A (Payroll Expense Tax Ordinance) to reduce business payroll expense tax rates based on the amount of gross receipts tax collected under Article 12-A-1 (Gross Receipts Tax Ordinance); 3) amend Article 12 (Business Registration Ordinance) to establish business registration fees based on gross receipts and amend the current business registration fees to generate approximately \$28.5 million in estimated additional revenue; 4) amend Article 12-A (Payroll Expense Tax Ordinance) to add a sunset date to the surplus business tax revenue credit; and 5) amend Article 6 (Common Administrative Provisions) to establish requirements for filing a tax return under Article 12-A-1 (Gross Receipts Tax Ordinance), establish penalties for non-filing, and amend the requirements for filing payroll expense tax returns and penalties for non-filing to conform to the new gross receipts tax at an election to be held on November 6, 2012. (Clerk of the Board)

*The President inquired as to whether any member of the public wished to address the Committee of the Whole relating to the amendments of the proposed Initiative Ordinance. Jim Lazarus; Burt Herman; Corey Marshall; Male Speaker; spoke in support of the proposed Initiative Ordinance. Eugene Gordon, Jr.; expressed various concerns relating to government. Walter Paulson; shared in song certain concerns relating to taxes. There were no other speakers. The President declared the public hearing closed, adjourned as the Committee of the Whole, reconvening as the Board of Supervisors.*

**HEARD AND FILED**

**Committee of the Whole Adjourn and Report**

**120681 [Initiative Ordinance - Business and Tax Regulations Code - Enact Gross Receipts Tax and Phase Out Payroll Expense Tax]****Sponsors: Mayor; Chiu and Avalos**

Motion ordering submitted to the voters an "Ordinance amending the Business and Tax Regulations Code to: 1) enact a new Article 12-A-1 (Gross Receipts Tax Ordinance) to impose a gross receipts tax and an administrative office tax on persons engaging in business activities in San Francisco; 2) amend Article 12-A (Payroll Expense Tax Ordinance) to reduce business payroll expense tax rates based on the amount of gross receipts tax collected under Article 12-A-1 (Gross Receipts Tax Ordinance); 3) amend Article 12 (Business Registration Ordinance) to establish business registration fees based on gross receipts and amend the current business registration fees to generate approximately \$28.5 million in estimated additional revenue; 4) amend Article 12-A (Payroll Expense Tax Ordinance) to add a sunset date to the surplus business tax revenue credit; and 5) amend Article 6 (Common Administrative Provisions) to establish requirements for filing a tax return under Article 12-A-1 (Gross Receipts Tax Ordinance), establish penalties for non-filing, and amend the requirements for filing payroll expense tax returns and penalties for non-filing to conform to the new gross receipts tax" at an election to be held on November 6, 2012. (Economic Impact)

*Privilege of the floor was granted to Harvey Rose, Budget and Legislative Analyst, who responded to questions raised throughout the discussion.*

**Motion No. M12-092****APPROVED by the following vote:**

Ayes: 11 - Avalos, Campos, Chiu, Chu, Cohen, Elsbernd, Farrell, Kim, Mar, Olague, Wiener

**SPECIAL ORDER 3:00 P.M.****Board of Supervisors Sitting as a Committee of the Whole****120654 [Public Hearing - Special Assessment of Liens for Assessment of Cost]**

Hearing of persons interested in or objecting to the proposed Resolution confirming report of Delinquent Charges for Code Enforcement cases with delinquent assessment of costs, and fees pursuant to the provisions of Sections 102A.3, 102A.4, 102A.6, 102A.12, 102A.16, 102A.17, 102A.18, 102A.19, 102A.20 et seq., 103A.3.3, 108A, and Section 110A - Tables 1A-K and 1A-G of the San Francisco Building Code, submitted by the Director of the Department of Building Inspection for Services rendered by said Department of costs thereof having accrued pursuant to code violations referenced above. (Clerk of the Board)

*The President inquired as to whether any member of the public wished to address the Board. Rosemary Bosque (Department of Building Inspection) provided an overview of the assessments. Judy Bishop (4801-3rd Street); Male Speaker; spoke objecting to the proposed assessments. Walter Paulson; shared in song certain concerns relating to code enforcement. There were no other speakers. The President declared public comment closed and adjourned as the Committee of the Whole, reconvening as the Board of Supervisors.*

**HEARD AND FILED****Committee of the Whole Adjourn and Report**

**120655 [Special Assessment of Liens for Assessment of Cost]**

Resolution confirming report of Delinquent Charges for Code Enforcement cases with delinquent assessment of costs, and fees pursuant to the provisions of Sections 102A.3, 102A.4, 102A.6 102A.12, 102A.16, 102A.17, 102A.18, 102A.19, 102A.20 et seq., 103A.3.3, 108A, Section 110A - Tables 1A-K and 1A-G, of the San Francisco Building Code, submitted by the Director of the Department of Building Inspection for services rendered by said Department of Costs thereof having accrued pursuant to code violations referenced above. (Building Inspection Commission)

*Alan Davison (Department of Public Works) indicated that the following addresses be removed from the accompanying report due to recent receipt of payment:*

*4801-3rd Street;*

*518 Bryant;*

*709 Lyon;*

*2138 Mission.*

*The amendments to the accompanying report, as provided by the Department of Public Works, included in File No. 120655, were received without objection.*

**ADOPTED, after accepting the amendments to the accompanying report, by the following vote:**

Ayes: 11 - Avalos, Campos, Chiu, Chu, Cohen, Elsbernd, Farrell, Kim, Mar, Olague, Wiener

## SPECIAL ORDER 3:30 P.M. - Recognition of Commendations

### Privilege of the Floor

Supervisor Wiener, seconded by Supervisor Mar, moved to suspend Rule 4.37 of the Rules of Order of the Board of Supervisors to grant privilege of the floor to the following guests. The motion carried by the following vote:

Ayes: 11 - Avalos, Campos, Chiu, Chu, Cohen, Elsbernd, Farrell, Kim, Mar, Olague, Wiener

*Supervisor Wiener introduced, welcomed, and presented a Certificate of Honor to Commissioner Ron Miguel of the Planning Commission in recognition of his service during his tenure as a Planning Commissioner, his accomplishments, and continued community support. Supervisors Olague, Mar, Cohen, Campos, and Chiu shared in this commendation.*

*Supervisor Mar introduced, welcomed, and presented a Certificate of Honor to the Chinese Progressive Association on the occasion of their 40th anniversary, their accomplishments, and continued community support. Supervisor Chiu shared in this commendation.*

*Supervisor Mar introduced, welcomed, and presented Certificates of Honor to Joanne Low, Vice Chancellor of City College and Minh Hoa Ta, Dean of Chinatown/North Beach Campus, in recognition of their service and work relating to City College and higher education, their accomplishments, and continued community support. Supervisor Chiu shared in these commendations.*

*Supervisor Olague introduced, welcomed, and presented Certificates of Honor to Bobbie Webb and Marion Sullivan of the Fillmore District in recognition of their contributions to improve the Fillmore District jazz music scene, accomplishments, and continued community support.*

*Supervisor Farrell introduced, welcomed, and presented a Certificate of Honor to William Thomason, Founder and Instructor, of the Wall Street Wizards Financial Literacy Program in recognition of his accomplishments and continued community support. Members of the program shared in this commendation.*

*Supervisor Campos introduced, welcomed, and presented a Certificate of Honor to Andrew McKinley, Founder and Operator, of the Adobe Bookstore in recognition of his accomplishments and continued community support. Supervisor Olague shared in this commendation.*

*Supervisor Campos introduced, welcomed, and presented Certificates of Honor to Ana Valenzuela and Salvador Cordon in recognition of Salvadoran Day, their accomplishments, and continued community support.*

**SPECIAL ORDER 4:00 P.M.**

*Supervisor Olague was noted absent at 5:02 p.m. and noted present at 5:22 p.m.*

**120726 [Public Hearing - Appeal of the Historic Preservation Commission's Decision on a Certificate of Appropriateness for City Landmarks Nos. 257 (Richardson Hall), 258 (Woods Hall), and 259 (Woods Hall Annex) - 55 Laguna Street]**

Hearing of persons interested in or objecting to the Historic Preservation Commission's decision, dated May 16, 2012, approving the Certificate of Appropriateness identified as Planning Case No. 2012.0033A, by its Motion No. 0157 to rehabilitate Richardson Hall (Landmark No. 257) for use as senior services, senior housing, and retail and/or office space; to rehabilitate Woods Hall (Landmark No. 258) for use as housing; and to rehabilitate Woods Hall Annex (Landmark No. 259) for use as a community center located at 55 Laguna Street. (District 8) (Appellant: Cynthia Servetnick on behalf of Save the Laguna Street Campus) (Filed June 15, 2012)

*The President inquired as to whether any member of the public wished to address the Board. Mike Boyd (Appellant) provided an overview of the appeal and further requested the Board to approve the appeal. Walter Paulson; shared in song various concerns to landmarks. Edmund Juicye Larry; expressed various concerns. Tim Frye (Planning Department) provided an overview of the decision of the Planning Department and responded to questions raised throughout the discussion. Steve Vettel (Project Sponsor) provided an overview of the project and further requested the Board to uphold the decision of the Planning Commission. There were no speakers in support of the project and in opposition to the appeal. The Appellant provided no rebuttal. There were no other speakers. The President declared the public hearing closed.*

**HEARD AND FILED**

**120727 [Affirming Approval of a Certificate of Appropriateness for Proposed Rehabilitation of Richardson Hall, Woods Hall, and Woods Hall Annex]**

Motion affirming the approval by the Historic Preservation Commission of a Certificate of Appropriateness to rehabilitate Richardson Hall for use as senior services, senior housing, and retail and/or office space; to rehabilitate Woods Hall for use as housing; and to rehabilitate Woods Hall Annex for use as a community center.

**Motion No. M12-097**

**Supervisor Wiener, seconded by Supervisor Cohen, moved that this Motion be APPROVED. The motion carried by the following vote:**

Ayes: 10 - Avalos, Campos, Chiu, Chu, Cohen, Elsbernd, Farrell, Kim, Mar, Wiener  
Absent: 1 - Olague

**120728 [Reversing Approval of a Certificate of Appropriateness for Proposed Rehabilitation of Richardson Hall, Woods Hall, and Woods Hall Annex]**

Motion reversing the approval by the Historic Preservation Commission of a Certificate of Appropriateness to rehabilitate Richardson Hall for use as senior services, senior housing, and retail and/or office space; to rehabilitate Woods Hall for use as housing; and to rehabilitate Woods Hall Annex for use as a community center. (Clerk of the Board)

**Supervisor Wiener, seconded by Supervisor Cohen, moved that this Motion be TABLED. The motion carried by the following vote:**

Ayes: 10 - Avalos, Campos, Chiu, Chu, Cohen, Elsbernd, Farrell, Kim, Mar, Wiener  
Absent: 1 - Olague

**120731 [Preparation of Findings to Reverse Approval of a Certificate of Appropriateness for Proposed Rehabilitation of Richardson Hall, Woods Hall, and Woods Hall Annex]**

Motion directing the Clerk of the Board to prepare findings to reverse the approval by the Historic Preservation Commission of a Certificate of Appropriateness to rehabilitate Richardson Hall for use as senior services, senior housing, and retail and/or office space; to rehabilitate Woods Hall for use as housing; and to rehabilitate Woods Hall Annex for use as a community center. (Clerk of the Board)

**Supervisor Wiener, seconded by Supervisor Cohen, moved that this Motion be TABLED. The motion carried by the following vote:**

Ayes: 10 - Avalos, Campos, Chiu, Chu, Cohen, Elsbernd, Farrell, Kim, Mar, Wiener

Absent: 1 - Olague

**SPECIAL ORDER 4:00 P.M.****120766 [Public Hearing - Conditional Use Appeal - 3901-24th Street]**

Hearing of persons interested in or objecting to the decision of the Planning Commission's by its Motion No. 18648 dated June 14, 2012, approving a Conditional Use Authorization identified as Planning Case No. 2011.1372C, under Planning Code Sections 728.49 and 790.110 to convert a vacant ground floor commercial space into a financial service (d.b.a. First Republic Bank) within the 24th Street - Noe Valley Neighborhood Commercial District and a 40-X Height and Bulk District and adopting findings under the California Environmental Quality Act on property located at 3901-24th Street, Assessor's Block No. 6508, Lot No. 001. (District 8) (Appellant: Leslie Crawford and subscribed by Supervisors Wiener, Olague, Avalos, Mar, and Chiu) (Filed July 12, 2012) (Clerk of the Board)

*The President indicated receipt of a letter from the Project Sponsor, dated July 30, 2012, withdrawing their application for conditional use. The President inquired as to whether any member of the public wished to address the Board. There were no speakers. The President declared the public hearing closed.*

**HEARD AND FILED**

**120767 [Approving Planning Commission Decision Related to Conditional Use Authorization - 3901-24th Street]**

Motion approving decision of the Planning Commission by its Motion No. 18648, approving Conditional Use Authorization identified as Planning Case No. 2011.1372C on property located at 3901-24th Street, and adopting findings pursuant to Planning Code Section 101.1. (Clerk of the Board)

**Supervisor Wiener, seconded by Supervisor Campos, moved that this Motion be TABLED. The motion carried by the following vote:**

Ayes: 11 - Avalos, Campos, Chiu, Chu, Cohen, Elsbernd, Farrell, Kim, Mar, Olague, Wiener

**120768 [Disapproving Planning Commission Decision Related to Conditional Use Authorization - 3901-24th Street]**

Motion disapproving decision of the Planning Commission by its Motion No. 18648, approving Conditional Use Authorization identified as Planning Case No. 2011.1372C on property located at 3901-24th Street, and adopting findings pursuant to Planning Code Section 101.1. (Clerk of the Board)

**Motion No. M12-095**

**Supervisor Wiener, seconded by Supervisor Campos, moved that this Motion be APPROVED. The motion carried by the following vote:**

Ayes: 11 - Avalos, Campos, Chiu, Chu, Cohen, Elsbernd, Farrell, Kim, Mar, Olague, Wiener

**120769 [Preparation of Findings Related to the Conditional Use Authorization - 3901-24th Street]**

Motion directing the Clerk of the Board to prepare findings relating to proposed Conditional Use Authorization identified as Planning Case No. 2011.1372C on property located at 3901-24th Street. (Clerk of the Board)

**Motion No. M12-096**

**Supervisor Wiener, seconded by Supervisor Campos, moved that this Motion be APPROVED. The motion carried by the following vote:**

Ayes: 11 - Avalos, Campos, Chiu, Chu, Cohen, Elsbernd, Farrell, Kim, Mar, Olague, Wiener

## COMMITTEE REPORTS

### City Operations and Neighborhood Services Committee

**120643 [Liquor License Transfer - 398-12th Street]**

Resolution determining that the premises to premises transfer of a Type 48 on-sale general public premises liquor license from 2700-16th Street to 398-12th Street (District 6) to Mark E. Rennie for Double Rainbow, LLC, dba Roadhouse Tavern, will serve the convenience or necessity of the people of the City and County of San Francisco, in accordance with Section 23958.4 of the California Business and Professions Code, with conditions.

*This item was not sent as a Committee Report.*

## **Recommendation of the Government Audit and Oversight Committee**

### **120708 [Grant Agreement - Local Operating Subsidy Program at the Arlington Hotel - Not to Exceed \$9,354,007]**

**Sponsors: Mayor; Kim**

Resolution authorizing the Director of the Mayor's Office of Housing to execute a Local Operating Subsidy Program Grant Agreement with Mercy Housing California XL, LP, to provide operating subsidies for formerly homeless single adults at the Arlington Hotel for the period of August 1, 2012, to July 31, 2027, in an amount not to exceed \$9,354,007.  
(Fiscal Impact)

**ADOPTED by the following vote:**

Ayes: 10 - Avalos, Campos, Chiu, Chu, Cohen, Elsbernd, Farrell, Kim, Mar, Wiener

Absent: 1 - Olague

### **120671 [Police Code - Repeal Secondhand Dealer and Antique Dealer Permit Requirements]**

**Sponsor: Wiener**

Ordinance amending the San Francisco Police Code by: 1) repealing Sections 850, 851, 852, 1276, 1279, 1279.1, 1279.2, 1280, 1280.1, 1281, and 1282; and 2) amending Sections 2.26 and 2.27 to eliminate the permit requirement and other local regulation of secondhand dealers and antique dealers.

*This item was not sent as a Committee Report.*

## **Recommendation of the Land Use and Economic Development Committee**

### **120618 [Accept and Expend Gift - Polo Fields Maintenance - \$100,000]**

**Sponsor: Mar**

Resolution authorizing the Recreation and Park Department to accept and expend a gift from the Baker Street Foundation for \$100,000 for the salary of a gardener at the Polo Fields in Golden Gate Park for at least a year.

**ADOPTED by the following vote:**

Ayes: 10 - Avalos, Campos, Chiu, Chu, Cohen, Elsbernd, Farrell, Kim, Mar, Wiener

Absent: 1 - Olague

## **ROLL CALL FOR INTRODUCTIONS**

*See Legislation Introduced below.*

*Supervisor Olague was noted absent at 6:02 p.m. and noted present at 7:17 p.m.*

*Supervisor Farrell was noted absent at 6:10 p.m. and noted present at 6:39 p.m.*

## PUBLIC COMMENT

*Abdallah Megahed; expressed various concerns.*

*Paulette Brown; expressed concerns relating to human services and solving child homicides and violence in the community.*

*Mattie Scott; expressed concerns relating to violence in the community.*

*James Chaffee; expressed concerns relating to the SF Public Library.*

*Female Speaker; spoke in support for City College.*

*Bertha Canty; spoke in support for City College.*

*Bouchra Simmons; spoke in support for City College.*

*Charles; expressed support for KPOO funding.*

*David Waggoner; expressed various concerns relating to the official misconduct process.*

*Male Speaker; expressed various religious concerns.*

*Jeff Crook; expressed concerns relating to health care.*

*Male Speaker; expressed concerns relating to organized crime and local government.*

*Walter Paulson; shared in song certain concerns with the Board.*

*Emil Lawrence; expressed various concerns.*

*Peter Warfield; expressed concerns relating to the SF Public Library and Bernal Heights Branch Library Mural Project.*

*Female Speaker; expressed various concerns.*

*Female Speaker; spoke in support for City College.*

*Teresa; spoke in support for City College.*

*William Walker; spoke in support for City College.*

*Male Speaker; expressed various concerns.*

*Antonio Mims; spoke in support for City College and gift acceptances.*

*Male Speaker; expressed various concerns.*

*Kathe Burick; spoke in support for City College.*

*Beth Seligman; spoke in support for City College.*

*Douglas Yepp; expressed various concerns.*

*Female Speaker; expressed various concerns relating to the official misconduct process.*

*Sylvia Ramirez; expressed various concerns relating to the official misconduct process.*

*Vivian Imperiale; expressed various concerns relating to the official misconduct process.*

*Jenny Zhang; expressed concerns relating to the recent Chinatown attacks.*

*Female Speaker; expressed concerns relating to the recent Chinatown attacks.*

*Male Speaker; expressed concerns relating to the recent Chinatown attacks.*

*Female Speaker; expressed concerns relating to the recent Chinatown attacks.*

*Male Speaker; expressed concerns relating to the recent Chinatown attacks.*

*Ana Soto; expressed various concerns relating to the official misconduct process.*

*Male Speaker; expressed various concerns relating to the official misconduct process.*

*Rebeca Zavaleta; expressed various concerns relating to the official misconduct process.*

*Tammy Bryant; expressed concerns relating to violence in the community and the official misconduct process.*

*Lee Wynn; expressed various concerns.*

*Flora Ramos; expressed various concerns relating to the official misconduct process.*

*Pastor Gavin; expressed various concerns.*

*Carlos; spoke in support for City College.*

*Sue Grissom; expressed various concerns relating to the official misconduct process.*

*Larry Juicye Edmund; expressed various concerns.*

**FOR ADOPTION WITHOUT COMMITTEE REFERENCE****120797 [Community Gardening Weekend - August 9-12, 2012]****Sponsor: Chiu**

Resolution welcoming the members of the American Community Gardening Association to San Francisco for their 33rd National Conference and proclaiming August 9-12, 2012, as Community Gardening Weekend in the City and County of San Francisco.

**ADOPTED****120798 [Consolidation of Elections Scheduled for November 6, 2012]****Sponsor: Chiu**

Resolution consolidating the State General Election to be held in the City and County of San Francisco on November 6, 2012, with the City and County of San Francisco Municipal Election, San Francisco Unified School District Board of Education Election, City College of San Francisco Governing Board Election, City and County of San Francisco Special Bond Election, Bay Area Rapid Transit (BART) District Election, and San Francisco Community College District Special Tax Election, all to be held in the City and County of San Francisco on the same date, and providing that the election precincts, voting places, and officers for these elections shall be the same as for the State General Election.

**ADOPTED****120800 [Accept Gift - Computers for the Police Department - \$59,400]****Sponsor: Chu**

Resolution authorizing the San Francisco Police Department to retroactively accept a gift of 60 laptop computers valued at \$59,400 from Hewlett Packard, Inc., for use by police officers in the field.

**ADOPTED****120804 [Multifamily Housing Revenue Bonds - 2175 Market Street - Not to Exceed \$31,000,000]****Sponsor: Wiener**

Resolution declaring the intent of the City and County of San Francisco (City) to reimburse certain expenditures from proceeds of future bonded indebtedness; authorizing the Director of the Mayor's Office of Housing (Director) to submit an application and related documents to the California Debt Limit Allocation Committee (CDLAC) to permit the issuance of residential mortgage revenue bonds in an aggregate principal amount not to exceed \$31,000,000 for FC 2175 Market Street, LLC; authorizing and directing the Director to direct the Controller's Office to hold in trust an amount not to exceed \$100,000 in accordance with CDLAC procedures; authorizing the Director to certify to CDLAC that the City has on deposit the required amount; authorizing the Director to pay an amount equal to such deposit to the State of California if the City fails to issue the residential mortgage revenue bonds; approving, for purposes of the Internal Revenue Code of 1986, as amended, the issuance and sale of residential mortgage revenue bonds by the City in an aggregate principal amount not to exceed \$31,000,000; authorizing and directing the execution of any documents necessary to implement this Resolution; and ratifying and approving any action heretofore taken in connection with the Project (as defined herein) and the Application (as defined herein).

**ADOPTED**

**120805 [Supporting Reunification of Immigrant Families Divided By Deportation - Senate Bill 1064 and House Bill 6128]****Sponsors: Campos; Olague, Avalos, Chiu, Cohen and Mar**

Resolution supporting the California Senate Bill 1064 (Reuniting Immigrant Families Act) and Federal House Bill 6128 (Help Separated Families Act) of 2012 that work to keep families united, to reduce the amount of children placed in foster care as a result of immigration enforcement action, and urging State and Federal legislators to support these bills.

**ADOPTED****The foregoing items were acted upon by the following vote:**

Ayes: 11 - Avalos, Campos, Chiu, Chu, Cohen, Elsbernd, Farrell, Kim, Mar, Olague, Wiener

**Severed from the For Adoption Without Committee Reference Agenda**

*Supervisor Farrell requested that File No. 120799 be severed so that it may be considered separately.*

**Supervisor Farrell Excused from Voting**

**Supervisor Elsbernd, seconded by Supervisor Chu, moved that Supervisor Farrell be excused from voting on File No. 120799. The motion carried by the following vote:**

Ayes: 10 - Avalos, Campos, Chiu, Chu, Cohen, Farrell, Kim, Mar, Olague, Wiener

Excused: 1 - Elsbernd

**120799 [Designation - Treasurer-Tax Collector Cisneros and Supervisor Farrell, League of California Cities Voting Delegate and Alternate]****Sponsor: Farrell**

Resolution designating Treasurer-Tax Collector Jose Cisneros as League of California Cities Voting Delegate and Supervisor Mark Farrell as League of California Cities Alternate Voting Delegate.

**ADOPTED by the following vote:**

Ayes: 10 - Avalos, Campos, Chiu, Chu, Cohen, Elsbernd, Kim, Mar, Olague, Wiener

Excused: 1 - Farrell

*Supervisor Mar requested that File No. 120801 be severed so that it may be considered separately.*

**120801 [Urging Support of City College of San Francisco]****Sponsors: Mar; Avalos, Chiu, Campos and Cohen**

Resolution urging San Francisco elected officials to support City College of San Francisco in maintaining its mission as a Community College and to support City College by finding new revenue sources.

*Supervisors Chiu, Campos, and Cohen requested to be added as co-sponsors.*

**REFERRED to the City Operations and Neighborhood Services Committee**

*Supervisor Kim requested that File No. 120802 be severed so that it may be considered separately.*

**120802 [Urging Port Commission to Form Citizen's Advisory Committee - Piers 30-32 and Seawall Lot 330 Project]**

**Sponsor: Kim**

Resolution urging: 1) the Port Commission to form a project-specific Citizen's Advisory Committee to review and provide input on a multi-purpose facility on Piers 30-32, and related development on Seawall Lot 330, that would be used for the Warriors' home games, conventions and other purposes; 2) the Port Executive Director to appoint representatives from neighborhoods surrounding Piers 30-32, as well as others with specified policy expertise; and 3) the Citizen's Advisory Committee to meet and report back regularly to the Port Commission and the Board of Supervisors.

**Supervisor Kim, seconded by Supervisor Campos, moved that this Resolution be AMENDED, AN AMENDMENT OF THE WHOLE BEARING SAME TITLE. The motion carried by the following vote:**

Ayes: 11 - Avalos, Campos, Chiu, Chu, Cohen, Elsbernd, Farrell, Kim, Mar, Olague, Wiener

**ADOPTED AS AMENDED by the following vote:**

Ayes: 11 - Avalos, Campos, Chiu, Chu, Cohen, Elsbernd, Farrell, Kim, Mar, Olague, Wiener

*Supervisor Campos requested that File No. 120808 be severed so that it may be considered separately.*

**120808 [Establishing Process for Official Misconduct Hearing]**

Motion establishing a process, in accordance with Charter Section 15.105, for official misconduct hearings at the Board of Supervisors. (Clerk of the Board)

**Supervisor Chiu, seconded by Supervisor Wiener, moved that this Motion be AMENDED on Page 2, Line 12 by replacing '20' with '10'. The motion carried by the following vote:**

Ayes: 11 - Avalos, Campos, Chiu, Chu, Cohen, Elsbernd, Farrell, Kim, Mar, Olague, Wiener

**Motion No. M12-098**

**APPROVED AS AMENDED by the following vote:**

Ayes: 11 - Avalos, Campos, Chiu, Chu, Cohen, Elsbernd, Farrell, Kim, Mar, Olague, Wiener

*Supervisor Chiu requested that File No. 120809 be severed so that it may be considered separately.*

**120809 [Authorizing Preparation of Proponent/Opponent Ballot Arguments and Rebuttal Ballot Arguments for Submittal to the Voters at the November 6, 2012, Consolidated General Municipal Election]**

Motion authorizing preparation of written Proponent and Opponent ballot arguments and rebuttal ballot arguments for submittal to the voters at the November 6, 2012, Consolidated General Municipal Election. (Clerk of the Board)

**Supervisor Farrell, seconded by Supervisor Mar, moved that this Motion be AMENDED, AN AMENDMENT OF THE WHOLE BEARING SAME TITLE. The motion carried by the following vote:**

Ayes: 11 - Avalos, Campos, Chiu, Chu, Cohen, Elsbernd, Farrell, Kim, Mar, Olague, Wiener

**Motion No. M12-099****APPROVED AS AMENDED by the following vote:**

Ayes: 11 - Avalos, Campos, Chiu, Chu, Cohen, Elsbernd, Farrell, Kim, Mar, Olague, Wiener

**IMPERATIVE AGENDA***[Purely Commendatory Finding]*

*Motion that the Board find that the resolution(s) being considered at this time are purely commendatory.*

**Supervisor Mar, seconded by Supervisor Campos, moved ADOPTION of the commendatory finding. The motion carried by the following vote:**

Ayes: 11 - Avalos, Campos, Chiu, Chu, Cohen, Elsbernd, Farrell, Kim, Mar, Olague, Wiener

*[Brown Act Finding]*

*Motion that the Board find by roll call vote that, for the resolution(s) being considered at this time, there is a need to take immediate action. The need to take action came to the attention of the City and County of San Francisco after the agenda was posted.*

**Supervisor Mar, seconded by Supervisor Campos, moved ADOPTION of the Brown Act finding. The motion carried by the following vote:**

Ayes: 11 - Avalos, Campos, Chiu, Chu, Cohen, Elsbernd, Farrell, Kim, Mar, Olague, Wiener

**120810 [Chinese Progressive Association Day - August 4, 2012]****Sponsors: Mar; Campos and Olague**

Resolution commending Chinese Progressive Association on the occasion of its 40th Anniversary and declaring August 4, 2012, as Chinese Progressive Association Day in the City and County of San Francisco.

*The President inquired as to whether any member of the public wished to address the Board relating to Chinese Progressive Association Day. There were no speakers. The President declared public comment closed.*

**ADOPTED by the following vote:**

Ayes: 11 - Avalos, Campos, Chiu, Chu, Cohen, Elsbernd, Farrell, Kim, Mar, Olague, Wiener

**LEGISLATION INTRODUCED AT ROLL CALL****PROPOSED RESOLUTION****120790 [Real Property Lease - 124 Turk Street]**

Resolution authorizing the exercise of a ten year option to extend the Master Lease of the 14,700 square foot building at 124 Turk Street for the Department of Public Health. (Real Estate Department)

07/23/12; RECEIVED FROM DEPARTMENT.

07/31/12; RECEIVED AND ASSIGNED to Budget and Finance Committee.

## **ADJOURNMENT**

*There being no further business, the Board adjourned at the hour of 7:51 p.m.*

1 [Planning Code - Zoning - Establishing Standards for Bird-Safe Buildings]

2  
3 **Ordinance amending the San Francisco Planning Code by: 1) adding Section 139 to**  
4 **establish standards for bird-safe buildings to help reduce injury and mortality in birds**  
5 **caused by certain types of new construction, replacement facades, and building**  
6 **features; 2) amending Section 145.1 to allow for exceptions to transparency and**  
7 **fenestration requirements to meet Standards for bird-safe buildings; and 3) adopting**  
8 **findings, including environmental findings and findings of consistency with the**  
9 **General Plan and Planning Code Section 101.1.**

10 NOTE: Additions are *single-underline italics Times New Roman*;  
11 deletions are ~~*strike-through italics Times New Roman*~~.  
12 Board amendment additions are double-underlined;  
Board amendment deletions are ~~strikethrough normal~~.

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

14 Section 1. Findings. The Board of Supervisors of the City and County of San  
15 Francisco (hereinafter "Board") hereby finds and determines that:

16 (a) General Findings.

17 (1) Over thirty years of research has proven certain building features, such as  
18 location near open space, reflective/transparent glass, lighting, and other design elements, to  
19 be biologically significant in causing death or injury to birds. Studies have determined that  
20 annual bird fatalities in North America from window collisions may be as high as 1 billion birds  
21 per year and that building collisions are a threat of significant magnitude to affect the viability  
22 of bird populations, leading to local, regional, and national declines.

23 (2) The majority of these deaths are foreseeable and avoidable through a variety of  
24 different building design modifications including, but not limited to, the use of fritting, frosting,  
25 screens, architectural features (overhangs, louvers, awnings), ultra-violet glass, angling and

1 film and art treatment of glass, and lighting modifications. It is anticipated that more options  
2 will continue to be developed through new research and creative design.

3 (3) San Francisco has almost 400 different bird species, located along the Pacific  
4 Flyway, and has numerous open spaces. Bird groups, local animal control agencies, and  
5 building owners have noted bird strikes at San Francisco buildings.

6 (4) On October 8, 2009, the San Francisco Planning Commission (hereinafter  
7 "Commission") requested that the Department present information on Bird-Friendly Building  
8 Standards as developed by cities within North America and in other countries. Information  
9 was provided at this hearing by the Department and the American Bird Conservancy.

10 (5) On February 5, 2009, the Commission received information from the  
11 Department on San Francisco's "Lights Out for Birds" program in response to a  
12 Commissioner's request.

13 (4) In October 2010, the Department released a draft document entitled "Standards  
14 for Bird-Safe Buildings" that summarizes major research, presents design recommendations,  
15 and proposes a three-tiered approach to the problem that includes: 1) establishment of  
16 building requirements for the most hazardous conditions; 2) use of an educational checklist to  
17 educate project sponsors and their future tenants on potential hazards; and 3) creation and  
18 expansion of voluntary programs to encourage more bird-safe practices, including  
19 acknowledging those who pursue certification through a new program for "bird-safe building"  
20 recognition.

21 (5) On October 14, 2010, the Commission conducted a duly noticed public hearing  
22 at a regularly scheduled meeting to consider the draft document titled "Standards for Bird-  
23 Safe Buildings." The Commission heard and considered testimony presented to it at the  
24 public hearing and further considered written materials and oral testimony presented on behalf  
25 of the applicant, the Department, and other interested parties.

1 (6) At the October 14, 2010 hearing, the Commission directed the Department to  
2 collect public comment through the end of 2010, consider revisions to the document based on  
3 the comments received, and return in 2011 with a draft Ordinance for the Commission's  
4 consideration that would implement proposed controls and adopt a final "Standards for Bird-  
5 Safe Buildings" document.

6 (b) General Plan, Planning Code and Environmental Findings.

7 (1) At a duly noticed public hearing on July 14, 2011, in Resolution No. 18406, the  
8 Commission adopted the policy document titled "Standards for Bird-Safe Buildings Spring  
9 2011" and recommended approval of the draft Ordinance that would amend the Planning  
10 Code to implement this Commission policy. A copy of said Resolution is on file with the Clerk  
11 of the Board of Supervisors in File No. 110785 and is incorporated herein by reference.

12 (2) The Planning Commission in Resolution No. 18406 found that the proposed  
13 Planning Code amendments contained in this Ordinance were, on balance, consistent with  
14 the City's General Plan and with Planning Code Section 101.1(b). In addition, the  
15 Commission recommended that the Board adopt the proposed Planning Code amendments.  
16 The Board finds that the proposed Planning Code amendments contained in this Ordinance  
17 are consistent with the City's General Plan and with Planning Code Section 101.1(b) for the  
18 reasons set forth in said Resolution.

19 (3) Pursuant to Planning Code Section 302, the Board finds that the proposed  
20 Ordinance will serve the public necessity, convenience and welfare for the reasons set forth in  
21 Planning Commission Resolution No. 18406, which reasons are incorporated herein by  
22 reference as though fully set forth.

23 (4) Environmental Findings. The Planning Department has determined that the  
24 actions contemplated in this Ordinance are in compliance with the California Environmental  
25 Quality Act (California Public Resources Code Sections 21000 et seq.). Said determination is

1 on file with the Clerk of the Board of Supervisors in File No. 110785 and is incorporated herein  
2 by reference.

3 Section 2. The San Francisco Planning Code is hereby amended by adding Section  
4 139, to read as follows:

5 SEC. 139. STANDARDS FOR BIRD-SAFE BUILDINGS.

6 (a) Purpose. The purpose of this Section is to establish Bird-Safe Standards for new  
7 building construction and replacement facades to reduce bird mortality from circumstances that are  
8 known to pose a high risk to birds and are considered to be "bird hazards". The two circumstances  
9 regulated by this Section are 1) location-related hazards, where the siting of a structure creates  
10 increased risk to birds and 2) feature-related hazards, which may create increased risk to birds  
11 regardless of where the structure is located. Location-related hazards are created by structures that  
12 are near or adjacent to large open spaces and/or water. When structures are located in such an area,  
13 the portion of the structure most likely to sustain bird-strikes requires façade treatments. Even if a  
14 structure is not located near a locational hazard, particular building features also may create a hazard  
15 for birds. Structures that create such a feature-related hazard are required to treat all of the feature-  
16 related hazard. While these controls do not apply retroactively, the purpose of these controls is to  
17 ensure that new construction that is bird-safe and to decrease existing bird-hazards over time.

18 (b) Definitions.

19 (1) Bird-Safe Glazing Treatment. Bird-Safe Glazing Treatment may include fritting,  
20 netting, permanent stencils, frosted glass, exterior screens, physical grids placed on the exterior of  
21 glazing or UV patterns visible to birds. To qualify as Bird-Safe Glazing Treatment vertical elements of  
22 window patterns should be at least 1/4 inch wide at a minimum spacing of 4 inches or horizontal  
23 elements at least 1/8 inch wide at a maximum spacing of 2 inches.

1           (2) **Bird Hazard.** Specific circumstances that create a hazard for birds due to either the  
2 location of the building or due to specific building features that increase the risk of bird-building  
3 collisions as described under (c) below.

4           (c) **Controls.** The following Bird-Safe Standards shall apply to: 1) new construction, 2)  
5 building additions that create a Bird Hazard, or 3) the replacement of 50% or more of the glazing on  
6 an existing Bird Hazard. Additions to existing buildings subject to this subsection are required only to  
7 treat the new building addition. Bird Hazards consist of: 1) location-related hazards and 2) feature-  
8 related hazards and the standards specified below shall apply to structures that present these hazards.  
9 These controls shall apply to all structures subject to this Section regardless of whether the  
10 ownership or use is public or private.

11           (1) **Location-Related Standards.** These standards apply to buildings located inside of open  
12 spaces two acres and larger dominated by vegetation, including vegetated landscaping, forest,  
13 meadows, grassland, or wetlands, or open water (hereinafter an Urban Bird Refuge). These standards  
14 also shall apply to buildings less than 300 feet from an Urban Bird Refuge if such buildings are in an  
15 unobstructed line to the refuge. The standards are as follows:

16           (A) **Facade Requirement.** Bird-Safe Glazing Treatment is required such that the  
17 Bird Collision Zone, as defined below, facing the Urban Bird Refuge consists of no more than 10%  
18 untreated glazing. Building owners are encouraged to concentrate permitted transparent glazing on the  
19 ground floor and lobby entrances to enhance visual interest for pedestrians. The Bird Collision Zone  
20 shall mean the portion of buildings most likely to sustain bird-strikes from local and migrant birds in  
21 search of food and shelter and includes:

22           (i) The building façade beginning at grade and extending upwards for 60 feet, or  
23           (ii) Glass facades directly adjacent to landscaped roofs 2 acres or larger and  
24 extending upwards 60 feet from the level of the subject roof.

1 (B) **Lighting.** Minimal lighting shall be used. Lighting shall be shielded. No  
2 uplighting shall be used. Event searchlights are be prohibited on property subject to these controls.

3 (C) **Wind Generation.** Wind generators in this area shall ~~be vertical access~~  
4 generators that present a solid blade appearance comply with the Planning Department's  
5 permitting requirements, including any monitoring of wildlife impacts that the Department may  
6 require.

7 (2) **Feature-Related Standards.** Feature-related hazards include free-standing glass walls,  
8 wind barriers, skywalks, balconies, and greenhouses on rooftops that have unbroken glazed segments  
9 24 square feet and larger in size. Feature-related hazards can occur throughout the City. Any  
10 structure that contains these elements shall treat 100% of the glazing on Feature-Specific hazards.

11 (3) **Exceptions.** Certain exceptions apply to this Section as set forth below.

12 (A) **Certain Exceptions for Location-Related Standards to be Applied to**  
13 **Residential Buildings within R-Districts.**

14 (i) **Limited Glass Façade.** Residential buildings within R-Districts that are less than  
15 45 feet in height and have an exposed façade comprised of less than 50% glass are exempt from new or  
16 replacement façade glazing requirements included in Section 139(c)(1) Location-Related Standards.

17 (ii) **Substantial Glass Façade.** Residential buildings that are less than 45 feet in  
18 height but have a façade with surface area composed of more than 50% glass, shall provide glazing  
19 treatments as described in Section 139(c)(1)(A) for 95% of all large, unbroken glazed segments that  
20 are 24 square feet and larger.

21 (B) **General Exceptions for Historic Buildings.** Treatment of replacement glass  
22 façades for structures designated as City landmarks or within landmark districts pursuant to Article 10  
23 of the Planning Code, or any building Category I-IV or Category V within a Conservation District  
24 pursuant to Article 11 of the Planning Code, shall conform to Secretary of Interior Standards for  
25 Rehabilitation of Historic Properties. Reversible treatment methods such as netting, glass films, grates,

1 and screens are recommended. Netting or any other method demonstrated to protect historic buildings  
2 from pest species that meets the Specifications for Bird-Safe Glazing Treatment stated above also may  
3 be used to fulfill the requirement.

4 (C) **General Waivers and Modifications.** The Zoning Administrator may either  
5 waive the requirements contained within Section 139(c)(1) and Section 139(c)(2) or modify such  
6 requirements to allow equivalent Bird-Safe Glazing Treatments upon the recommendation of a  
7 qualified biologist.

8 Section 3. The San Francisco Planning Code is hereby amended by amending Section  
9 145.1, to read as follows:

10 SEC. 145.1. **STREET FRONTAGES, NEIGHBORHOOD COMMERCIAL,**  
11 **RESIDENTIAL-COMMERCIAL, COMMERCIAL, AND MIXED USE DISTRICTS.**

12 (a) **Purpose.** The purpose of this Section is to preserve, enhance and promote  
13 attractive, clearly defined street frontages that are pedestrian-oriented, fine-grained, and  
14 which are appropriate and compatible with the buildings and uses in Neighborhood  
15 Commercial Districts, Commercial Districts, Residential-Commercial Districts, Mixed Use  
16 Districts.

17 (b) **Definitions.**

18 (1) **Development lot.** A "development lot" shall mean:

19 (A) Any lot containing a proposal for new construction, or

20 (B) Building alterations which would increase the gross square footage of a  
21 structure by 20 percent or more, or

22 (C) In a building containing parking, a change of more than 50 percent of the  
23 building's gross floor area to or from residential uses, excluding residential accessory off-  
24 street parking.

1           (2)   **Active use.** An "active use", shall mean any principal, conditional, or accessory  
2 use which by its nature does not require non-transparent walls facing a public street or  
3 involves the storage of goods or vehicles.

4           (A)   Residential uses are considered active uses above the ground floor; on  
5 the ground floor, residential uses are considered active uses only if more than 50 percent of  
6 the linear residential street frontage at the ground level features walk-up dwelling units which  
7 provide direct, individual pedestrian access to a public sidewalk, and are consistent with the  
8 Ground Floor Residential Design Guidelines, as adopted and periodically amended by the  
9 Planning Commission.

10          (B)   Spaces accessory to residential uses, such as fitness or community  
11 rooms, are considered active uses only if they meet the intent of this section and have access  
12 directly to the public sidewalk or street.

13          (C)   Building lobbies are considered active uses, so long as they do not  
14 exceed 40 feet or 25% of building frontage, whichever is larger.

15          (D)   Public Uses described in 790.80 and 890.80 are considered active uses  
16 except utility installations.

17          (c)   **Controls.** The following requirements shall generally apply, except for those  
18 controls listed in subsections (1) Above Grade Parking Setback and (4) Ground Floor Ceiling  
19 Height, which only apply to a "development lot" as defined above.

20 In NC-S Districts, the applicable frontage shall be the primary facade(s) which contain  
21 customer entrances to commercial spaces.

22          (1)   **Above-Grade Parking Setback.** Off-street parking at street grade on a  
23 development lot must be set back at least 25 feet on the ground floor and at least 15 feet on  
24 floors above, from any facade facing a street at least 30 feet in width. Parking above the  
25 ground level shall be entirely screened from all public rights-of-way in a manner that

1 accentuates ground floor uses, minimizes mechanical features and is in keeping with the  
2 overall massing and architectural vocabulary of the building. In C-3 Districts, parking above  
3 the ground level, where permitted, shall also be designed to facilitate conversion to other uses  
4 by maintaining level floors and a clear ceiling height of nine feet or equal to that of the  
5 adjacent street-fronting active uses, whichever is greater. Removable parking ramps are  
6 excluded from this requirement.

7 The following shall apply to projects subject to this section:

8 (A) when only one parking space is permitted, if a space is proposed it must  
9 be within the first 25 feet of the building;

10 (B) when two or more parking spaces are proposed, one space may be  
11 within the first 25 feet of the building;

12 (C) when three or more parking spaces are proposed, all parking spaces  
13 must be set back at least 25 feet from the front of the development.

14 (2) **Parking and Loading Entrances.** No more than one-third of the width or 20  
15 feet, whichever is less, of any given street frontage of a new or altered structure parallel to  
16 and facing a street shall be devoted to parking and loading ingress or egress. In NC-S  
17 Districts, no more than one-third or 50 feet, whichever is less, of each lot frontage shall be  
18 devoted to ingress/egress of parking. Street-facing garage structures and garage doors may  
19 not extend closer to the street than a primary building facade unless the garage structure and  
20 garage door are consistent with the features listed in Section 136 of this Code. The total  
21 street frontage dedicated to parking and loading access should be minimized, and combining  
22 entrances for off-street parking with those for off-street loading is encouraged. The placement  
23 of parking and loading entrances should minimize interference with street-fronting active uses  
24 and with the movement of pedestrians, cyclists, public transit, and autos. Entrances to off-  
25 street parking shall be located at least six feet from a lot corner located at the intersection of

1 two public rights-of-way. Off-street parking and loading entrances should minimize the loss of  
2 on-street parking and loading spaces. Off-street parking and loading are also subject to the  
3 provisions of Section 155 of this Code. In C-3 Districts, so as not to preclude the conversion  
4 of parking space to other uses in the future, parking at the ground-level shall not be sloped,  
5 and the floor shall be aligned as closely as possible to sidewalk level along the principal  
6 pedestrian frontage and/or to those of the street-fronting commercial spaces and shall have a  
7 minimum clear ceiling height of 14 feet or equal to that of street-fronting commercial spaces,  
8 whichever is greater. Removable parking ramps are excluded from this requirement.

9 (3) **Active Uses Required.** With the exception of space allowed for parking and  
10 loading access, building egress, and access to mechanical systems, space for active uses as  
11 defined in Subsection (b)(2) and permitted by the specific district in which it is located shall be  
12 provided within the first 25 feet of building depth on the ground floor and 15 feet on floors  
13 above from any facade facing a street at least 30 feet in width. Building systems including  
14 mechanical, electrical, and plumbing features may be exempted from this requirement by the  
15 Zoning Administrator only in instances where those features are provided in such a fashion as  
16 to not negatively impact the quality of the ground floor space.

17 (4) **Ground Floor Ceiling Height.** Unless otherwise established elsewhere in this  
18 Code:

19 (A) Ground floor non-residential uses in UMU Districts shall have a minimum  
20 floor-to-floor height of 17 feet, as measured from grade.

21 (B) Ground floor non-residential uses in all C-3, C-M, NCT, DTR, Chinatown  
22 Mixed Use, RSD, SLR, SLI, SSO, MUG, MUR, and MUO Districts shall have a minimum floor-  
23 to-floor height of 14 feet, as measured from grade.

24 (C) Ground floor non-residential uses in all RC districts, C-2 districts, RED  
25 districts, and NC districts other than NCT, shall have a minimum floor-to-floor height of 14

1 feet, as measured from grade except in 40-foot and 50-foot height districts, where buildings  
2 shall have a minimum floor-to-floor height of 10 feet.

3 (5) **Street-Facing Ground-Level Spaces.** The floors of street-fronting interior  
4 spaces housing non-residential active uses and lobbies shall be as close as possible to the  
5 level of the adjacent sidewalk at the principal entrance to these spaces. Street-facing ground-  
6 level spaces housing non-residential active uses in hotels, office buildings, shopping centers,  
7 and other large buildings shall open directly onto the street, rather than solely into lobbies and  
8 interior spaces of the buildings. Such required street-facing entrances shall remain open to  
9 the public during business hours.

10 (6) **Transparency and Fenestration.** Frontages with active uses that are not  
11 residential or PDR must be fenestrated with transparent windows and doorways for no less  
12 than 60 percent of the street frontage at the ground level and allow visibility to the inside of the  
13 building. The use of dark or mirrored glass shall not count towards the required transparent  
14 area. Buildings located inside of, or within an unobstructed line of less than 300 feet of an Urban Bird  
15 Refuge, as defined in Section 139(c)(1), shall follow glazing requirements within Section 139(c) of this  
16 Code.

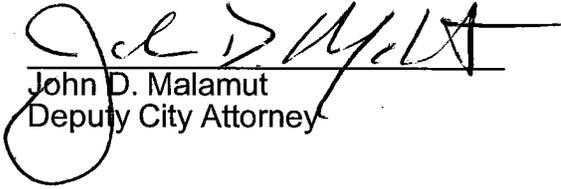
17 (7) **Gates, Railings, and Grillwork.** Any decorative railings or grillwork, other than  
18 wire mesh, which is placed in front of or behind ground floor windows, shall be at least 75  
19 percent open to perpendicular view. Rolling or sliding security gates shall consist of open  
20 grillwork rather than solid material, so as to provide visual interest to pedestrians when the  
21 gates are closed, and to permit light to pass through mostly unobstructed. Gates, when both  
22 open and folded or rolled as well as the gate mechanism, shall be recessed within, or laid  
23 flush with, the building facade.

24 (d) **Exceptions for Historic Buildings.** Specific street frontage requirements in this  
25 Section may be modified or waived by the Planning Commission for structures designated as

1 landmarks, significant or contributory buildings within a historic district, or buildings of merit  
2 when the Historic Preservation Commission advises that complying with specific street  
3 frontage requirements would adversely affect the landmark, significant, contributory, or  
4 meritorious character of the structure, or that modification or waiver would enhance the  
5 economic feasibility of preservation of the landmark or structure.

6  
7  
8 APPROVED AS TO FORM:  
9 DENNIS J. HERRERA, City Attorney

10 By:

  
11 John D. Malamut  
12 Deputy City Attorney



City and County of San Francisco

Tails  
Ordinance

City Hall  
1 Dr. Carlton B. Goodlett Place  
San Francisco, CA 94102-4689

File Number: 110785

Date Passed: September 27, 2011

Ordinance amending the San Francisco Planning Code by: 1) adding Section 139 to establish standards for bird-safe buildings to help reduce injury and mortality in birds caused by certain types of new construction, replacement facades, and building features; 2) amending Section 145.1 to allow for exceptions to transparency and fenestration requirements to meet standards for bird-safe buildings; and 3) adopting findings, including environmental findings and findings of consistency with the General Plan and Planning Code Section 101.1.

September 12, 2011 Land Use and Economic Development Committee - RECOMMENDED AS AMENDED

September 12, 2011 Land Use and Economic Development Committee - AMENDED

September 20, 2011 Board of Supervisors - PASSED, ON FIRST READING

Ayes: 11 - Avalos, Campos, Chiu, Chu, Cohen, Elsbernd, Farrell, Kim, Mar, Mirkarimi and Wiener

September 27, 2011 Board of Supervisors - FINALLY PASSED

Ayes: 11 - Avalos, Campos, Chiu, Chu, Cohen, Elsbernd, Farrell, Kim, Mar, Mirkarimi and Wiener

File No. 110785

I hereby certify that the foregoing Ordinance was FINALLY PASSED on 9/27/2011 by the Board of Supervisors of the City and County of San Francisco.

  
Angela Calvillo  
Clerk of the Board

  
Mayor Edwin Lee

10/7/11  
Date Approved

1 [Requiring the Development and Maintenance of Stormwater Management Controls]

2  
3 **Ordinance amending the San Francisco Public Works Code by repealing Article 4.2,**  
4 **sections 140 – 149.4, and adding Article 4.2, sections 147 – 147.6, requiring the**  
5 **development and maintenance of stormwater management controls for specified**  
6 **activities that disturb 5,000 square feet or more of the ground surface, and are subject**  
7 **to building, planning and subdivision approvals.**

8  
9 **Note:** Additions are *single-underline italics Times New Roman*;  
10 deletions are *strikethrough italics Times New Roman*.  
11 Board amendment additions are double underlined.  
Board amendment deletions are ~~strikethrough-normal~~.

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

13 Section 1. Environmental Findings. The Planning Department has determined that the  
14 actions contemplated in this Ordinance are in compliance with the California Environmental  
15 Quality Act (California Public Resources Code sections 21000 et seq.). Said determination is  
16 on file with the Clerk of the Board of Supervisors in File No. 100102 and is  
17 incorporated herein by reference.

18 Section 2. The San Francisco Public Works Code is hereby amended by repealing  
19 Sections 140 – 149.4 of Article 4.2.

20 Section 3. The San Francisco Public Works Code is hereby amended by adding  
21 Sections 147 – 147.6, to Article 4.2, to read as follows:

22 Article 4.2. SEWER SYSTEM MANAGEMENT.

23 Section 147. Stormwater Management

24 (a) The intent of Sections 147 – 147.6 is to protect and enhance the water quality in the  
25 City and County of San Francisco's sewer system, stormwater collection system and receiving

1 waters pursuant to, and consistent with Federal and State laws, lawful standards and orders  
2 applicable to stormwater and urban runoff control, and the City's authority to manage and  
3 operate its drainage systems.

4 (b) Urban runoff is a significant cause of pollution throughout California. Pollutants of  
5 concern found in urban runoff include sediments, non-sediment solids, nutrients, pathogens,  
6 oxygen-demanding substances, petroleum hydrocarbons, heavy metals, floatables, polycyclic  
7 aromatic hydrocarbons (PAHs), trash, and pesticides and herbicides.

8 (c) During urban development, two important changes occur. First, where no urban  
9 development has previously occurred, natural vegetated pervious ground cover is converted  
10 to impervious surfaces such as paved highways, streets, rooftops, and parking lots. Natural  
11 vegetated soil can both absorb rainwater and remove pollutants, providing a very effective  
12 purification process. Because pavement and concrete can neither absorb water nor remove  
13 pollutants, the natural purification characteristics of the land are lost. Second, urban  
14 development creates new pollutant sources, including vehicle emissions, vehicle maintenance  
15 wastes, pesticides, household hazardous wastes, pet wastes, trash, and other contaminants  
16 that can be washed into the City's stormwater collection systems.

17 (d) A high percentage of impervious area correlates to a higher rate of stormwater  
18 runoff, which generates greater pollutant loadings to the stormwater collection system,  
19 resulting in turbid water, nutrient enrichment, bacterial contamination, toxic compounds,  
20 temperature increases, and increases of trash or debris.

21 (e) When water quality impacts are considered during the planning stages of a project,  
22 new development and redevelopment projects can more efficiently incorporate measures to  
23 protect water quality.

1 (f) Sections 147 – 147.6 protect the health, safety and general welfare of the City's  
2 residents by:

3 (1) minimizing increases in pollution caused by stormwater runoff from development  
4 that would otherwise degrade local water quality;

5 (3) controlling the discharge to the City's sewer and drainage systems from spills,  
6 dumping or disposal of pollutants; and

7 (4) reducing stormwater run-off rates, volume, and nonpoint source pollution  
8 whenever possible, through stormwater management controls, and ensuring that  
9 these management controls are safe and properly maintained.

10 Section 147.1. Definitions.

11 In addition to the definitions provided in section 119 of Article 4.1 of this Code, the  
12 following definitions shall apply:

13 (a) Best management practices or "BMPs." Structural devices, measures, or programs  
14 used to reduce pollution in stormwater runoff. BMPs manage the quantity and improve the  
15 quality of stormwater runoff in accordance with the Guidelines and applicable state and  
16 federal regulatory requirements.

17 (b) Department. The San Francisco Public Utilities Commission. With regard to  
18 stormwater management in areas of the City under the jurisdiction of the Port Commission,  
19 "Department" means the San Francisco Port Commission until the Port Commission adopts  
20 its own standards and procedures.

21 (c) Development Project. Any activity disturbing 5,000 square feet or more of the  
22 ground surface, measured cumulatively from the effective date of this Article. Activities that  
23 disturb the ground surface include, but are not limited to, the construction, modification,  
24 conversion, or alteration of any building or structure and associated grading, filling,  
25

1 excavation, change in the existing topography, and the addition or replacement of impervious  
2 surface. All sidewalks, parking, driveways, and landscaped and irrigated areas constructed in  
3 conjunction with the Development Project are included in the project area. Development  
4 Projects do not include interior remodeling projects, maintenance activities such as top-layer  
5 grinding, repaving, and re-roofing, or modifications, conversions or alterations of buildings or  
6 structures that does not increase the ground surface footprint of the building or structure.

7 (d) Development runoff requirements. The performance standards set forth in the  
8 Guidelines to address both the construction and post-construction phase impacts of new  
9 Development Projects on stormwater quality.

10 (e) General Manager. The General Manager of the Public Utilities Commission of the  
11 City, or a designated representative of the General Manager. With regard to stormwater  
12 management in areas of the City under the jurisdiction of the Port Commission, the Executive  
13 Director of the San Francisco Port Commission or a designated representative of the  
14 Executive Director shall have the same authority under this Article as the General Manager  
15 until the Port Commission adopts it own standards and procedures regarding stormwater  
16 management in all areas under Port Commission jurisdiction.

17 (f) Guidelines. The Stormwater Design Guidelines adopted by the San Francisco Public  
18 Utilities Commission or the San Francisco Port Commission. The Guidelines contain  
19 requirements pertaining to the type, design, sizing, and maintenance of post-construction  
20 stormwater BMPs.

21 (g) Low Impact Design (LID). A stormwater management approach that promotes the  
22 use of ecological and landscape-based systems that mimic pre-development drainage  
23 patterns and hydrologic processes by increasing retention, detention, infiltration, and  
24 treatment of stormwater at its source.

1 (h) Non-Stormwater Discharge. Any discharge to the City's Stormwater Collection  
2 System that is not composed entirely of Stormwater.

3 (i) Pollutant. Any substance listed in sec. 119(aa) of Article 4.1 of the Public Works  
4 Code or any substance described as a pollutant in the Guidelines.

5 (j) Separate Stormwater/sewer System. Stormwater and sanitary sewage collection  
6 facilities that convey, treat and discharge stormwater and sewage in separated catchbasins,  
7 pipelines, treatment facilities, outfalls, and other facilities, and do not combine stormwater and  
8 sewage in the same facilities.

9 (k) Stormwater. Water that originates from atmospheric moisture (rainfall or snowfall)  
10 and that falls onto land, water or other surfaces.

11 (l) Stormwater Collection System. All City facilities operated by the San Francisco  
12 Public Utilities Commission or the Port of San Francisco for collecting, transporting, treating  
13 and disposing of stormwater. For purposes of this Article, the Stormwater Collection System  
14 includes facilities owned and operated by public entities other than the City, where such  
15 facilities direct stormwater into the Stormwater Collection System and are subject to the  
16 jurisdiction of the San Francisco Public Utilities Commission or the Port of San Francisco as  
17 defined by law, contract, or interjurisdictional agreement.

18 (m) Stormwater Control. A device designed to remove pollution in stormwater runoff  
19 through detention, retention, filtration, direct plant uptake, or infiltration.

20 (n) Stormwater Control Plan. A plan that meets all applicable criteria, performance  
21 standards and other requirements contained in this Article and the Guidelines.

22 Section 147.2. Stormwater Control Plan

23 (a) Development Projects. Every application for a Development Project , including, but  
24 not limited to, a building or encroachment permit conditional use permit, variance, site permit,  
25

1 or design review, shall be accompanied by a Stormwater Control Plan that meets the  
2 stormwater control criteria provided by the Guidelines. No City department shall approve or  
3 issue a conditional use permit, variance, site permit, design review approval, building or  
4 encroachment permit unless and until a Stormwater Control Plan developed in accordance  
5 with this Article and the Guidelines has been approved by the General Manager. All projects  
6 subject to the stormwater management requirements of Chapter 13C of the San Francisco  
7 Building Code shall comply with the requirements of the Guidelines.

8 (b) Subdivision Approvals.

9 (1) Parcel Map or Tentative Subdivision Map Conditions. The Director of Public  
10 Works shall not approve a tentative subdivision map or a parcel map for any property unless  
11 a condition is imposed requiring compliance with all applicable Stormwater Control Plans to  
12 serve the potential uses of the property covered by the parcel map or tentative subdivision  
13 map, as may be further specified in the provisions of this Article or the Guidelines.

14 (2) Subdivision Regulations. The Director of Public Works shall adopt regulations  
15 as necessary, consistent with and in furtherance of this Article, to ensure that all subdividers  
16 of property subject to the provisions of this ordinance provide a Stormwater Control Plan in  
17 compliance with this Article and the Guidelines.

18 (3) Final Maps. The Director of Public Works shall not endorse and file a final map  
19 for property within the boundaries of the City and County of San Francisco without first  
20 determining whether:

21 (A) The subdivider has complied with the conditions imposed on the tentative  
22 subdivision map or parcel map, pursuant to this Article and the Guidelines; and  
23  
24  
25

1 (B) For any such conditions not fully satisfied prior to the recordation of the final  
2 map, the subdivider has signed a certificate of agreement and/or improvement agreement, to  
3 ensure compliance with such conditions.

4 (4) This Subsection (b) shall not apply to tentative subdivision maps or parcel  
5 maps submitted solely for the purposes of condominium conversion, as defined in San  
6 Francisco Subdivision Code Section 1308(d).

7 Sec. 147.3. Limitations and Prohibited Discharges.

8 (a) The establishment, use, maintenance or continuation of any unauthorized drainage  
9 connections to the Stormwater Collection System is prohibited.

10 (b) The discharge of Pollutants and Non-stormwater Discharges into the stormwater  
11 collection facilities located in the Separate Stormwater/sewer System portions of the  
12 Stormwater Collection System is prohibited, except as provided in this section.

13 (c) The following discharges are exempt from the prohibitions set forth subsection (b)  
14 above if the Regional Water Quality Control Board approves the exempted category under  
15 section C. 11. of the City's NPDES permit: uncontaminated pumped groundwater, foundation  
16 drains, water from crawl space pumps, footing drains, air conditioning condensate, irrigation  
17 water, landscape irrigation, lawn or garden watering, planned and unplanned discharges from  
18 potable water sources, water line and hydrant flushing, individual residential car washing,  
19 discharges or flows from emergency fire fighting activities, dechlorinated swimming pool  
20 discharges.

21 Section 147.4. Compliance with Maintenance and Inspection Requirements.

22 (a) All Stormwater Controls shall be maintained according to the Guidelines and the  
23 operation and maintenance plan included in the approved Stormwater Control Plan. The  
24 person(s) or organization(s) responsible for maintenance shall be designated in the plan.  
25

1 Those persons responsible for maintenance shall inspect the Stormwater Controls at least  
2 annually and shall maintain the Stormwater Controls as required by the Guidelines and  
3 described in the Stormwater Control Plan.

4 (b) Operation and Maintenance Inspection and Certificates. Every person who owns,  
5 leases or operates any Stormwater Control or Controls must provide annual self-certification  
6 for inspection and maintenance, as set forth in the Guidelines.

7 (c) The General Manager may perform routine or scheduled inspections, as may be  
8 deemed necessary in the General Manager's sole discretion to carry out the intent of this  
9 Article and the Guidelines, including, but not limited to, random sampling or sampling in areas  
10 with evidence of Stormwater contamination, evidence of the discharge of Non-stormwater to  
11 the Stormwater Collection System, or similar activities.

12 (d) Authority to Sample and Establish Sampling Devices. The General Manager may  
13 require any person discharging Stormwater to the Stormwater Collection System to provide  
14 devices or locations necessary to conduct sampling or metering operations.

15 (e) Notification of Spills. All persons in charge of the Stormwater Controls shall  
16 provide immediate notification to the General Manager of any suspected, confirmed or  
17 unconfirmed release of pollutants creating a risk of non-stormwater discharge into the  
18 Stormwater Collection System. Such persons shall take all necessary steps to ensure the  
19 detection and containment and clean up of such release. This notification requirement is in  
20 addition to and not in lieu of other required notifications.

21 (f) Requirement to Test or Monitor. The General Manager may require that any person  
22 responsible for Stormwater Controls undertake such monitoring activities or analysis and  
23 furnish such reports as the General Manager may specify.

24 Section 147.5 Enforcement and Cost Reimbursement.  
25

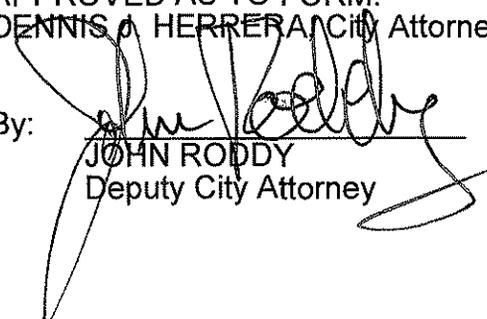
1 Any violation of this Article may be enforced by the General Manager pursuant to section 132  
2 of Article 4.1 of the Public Works Code. Persons violating any provision of this Article, the  
3 Guidelines, or department regulations may be subject to penalties and abatement in  
4 accordance with the Guidelines and sections 133 and 134 of Article 4.1 of the Public Works  
5 Code.

6 Section 147.6 Severability

7 If any section, subsection, subdivision, paragraph, sentence, clause, or phrase of this  
8 Article, is for any reason held to be unconstitutional, invalid or ineffective by any court of  
9 competent jurisdiction, such decision shall not affect the validity or effectiveness of the  
10 remaining portions of this Article. The Board of Supervisors declares that it would have  
11 passed each section, subsection, subdivision, paragraph, sentence, clause, or phrase of this  
12 Article irrespective of the fact that any one or more sections, subsections, subdivisions,  
13 paragraphs, sentences, clauses, or phrases could be declared unconstitutional, invalid or  
14 ineffective.

15  
16  
17 APPROVED AS TO FORM:  
18 DENNIS A. HERRERA, City Attorney

19 By:

  
20 JOHN RODDY  
21 Deputy City Attorney  
22  
23  
24  
25



City and County of San Francisco

Tails  
Ordinance

City Hall  
1 Dr. Carlton B. Goodlett Place  
San Francisco, CA 94102-4689

File Number: 100102

Date Passed: April 13, 2010

Ordinance amending the San Francisco Public Works Code by repealing Article 4.2, Sections 140 - 149.4, and adding Article 4.2, Sections 147 - 147.6, requiring the development and maintenance of stormwater management controls for specified activities that disturb 5,000 square feet or more of the ground surface, and are subject to building, planning and subdivision approvals.

April 06, 2010 Board of Supervisors - PASSED, ON FIRST READING

Ayes: 10 - Avalos, Campos, Chiu, Chu, Daly, Dufty, Elsbernd, Mar, Maxwell and Mirkarimi

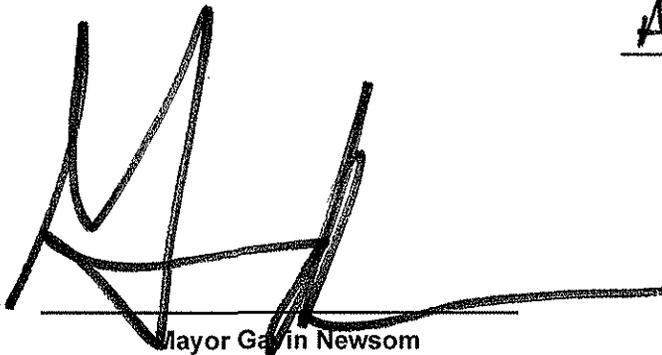
Excused: 1 - Alioto-Pier

April 13, 2010 Board of Supervisors - FINALLY PASSED

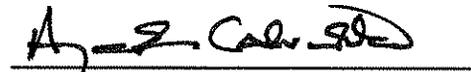
Ayes: 11 - Alioto-Pier, Avalos, Campos, Chiu, Chu, Daly, Dufty, Elsbernd, Mar, Maxwell and Mirkarimi

File No. 100102

I hereby certify that the foregoing Ordinance was FINALLY PASSED on 4/13/2010 by the Board of Supervisors of the City and County of San Francisco.



Mayor Gavin Newsom



Angela Calvillo  
Clerk of the Board

4/22/2010  
Date Approved

FILE NO. 080319

ORDINANCE NO. 66-08

[General Plan Amendments for Assessors Block 857 and portions of Assessors Block 870 bound by Laguna, Haight, Buchanan and Hermann Streets]

**Ordinance amending the Market and Octavia Area Plan of the San Francisco General Plan to (1) reclassify the Use District on Block 857 from Public to Moderate Density Residential and reclassify the Use District on Block 870, Lots 1, 2 and the northern portion of Lot 3 from Public to Moderate Density Neighborhood Commercial; (2) amending the Market and Octavia Area Plan of the San Francisco General Plan to reclassify the Height District for Block 857, Lot 1A from 40 feet to 50 feet and to reclassify the Height District for Block 870, Lots and 1 and 2 from 80 feet to 85 feet and Block 870, Lot 3 from 40 feet to 50 feet; (3) amending the Generalized Residential Land Use Plan of the 1990 Residence Element, the 2004 Housing Element, and of the Land Use Index to reclassify the generalized land use of Block 857 from Public/Open Space to Residential and of Block 870 from Public/Open Space to Mixed Use, predominantly Commercial/Industrial; (4) amending the Residential Density Plan of the 1990 Residence Element, the 2004 Housing Element, and of the Land Use Index to reclassify the residential density of Blocks 857 and 870 from Public and Heavy Industrial Areas to Moderately High Density; (5) adopting findings pursuant to the California Environmental Quality Act; and (6) adopting findings that the General Plan amendments are consistent with the eight priority policies of Planning Code Section 101.1.**

///  
///  
///

1 Note: Additions are single-underline italics Times New Roman;  
2 deletions are ~~strikethrough italics Times New Roman~~.  
3 Board amendment additions are double underlined.  
4 Board amendment deletions are ~~strikethrough normal~~.

5 Note: This entire section is new.

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

7 Section 1. Findings. The Board of Supervisors of the City and County of San Francisco  
8 hereby finds and determines that:

9 (a) City Charter Section 4.105 and Planning Code Section 340 require that the  
10 San Francisco Planning Commission consider any proposed amendments to the City's  
11 General Plan and make a recommendation for approval or rejection to the Board of  
12 Supervisors before the Board of Supervisors acts on the proposed amendments.

13 (b) Approval of the rezoning and height and bulk district redesignation and the  
14 establishment of the Laguna, Haight, Buchanan and Hermann Streets Special Use  
15 District ("SUD") encompassing Assessor's Block 857 and a portion of Assessor's Block  
16 870 requires an amendment to the General Plan to amend the current Land Use Map  
17 and the Height Map of the Market and Octavia Area Plan, upon the date it becomes  
18 effective, and the Generalized Residential Land Use Plan and the Residential Density  
19 Plan of the 1990 Residence Element, the 2004 Housing Element and the Land Use  
20 Index.

21 (c) On December 13, 2007, the Planning Commission adopted, in Motion No.  
22 17520, a resolution of intent to initiate amendments to the City's General Plan to allow  
23 the establishment of the SUD.

24 (d) The Planning Department published Environmental Impact Report Case No.  
25 2004.0773E. The Planning Commission in Motion Nos. 17532 and 17533 made  
findings and adopted the Final Environmental Impact Report as required by law. The

1 Board of Supervisors adopts the findings and conclusion of the Planning Commission in  
2 Motion Nos. 17532 and 17533, copies of which are on file with the Clerk of the Board of  
3 Supervisors in File No. 080319 and those Motions are incorporated by reference  
4 herein. In addition, the Board of Supervisors adopts additional findings under the  
5 California Environmental Quality Act, found as Exhibit F "California Environmental  
6 Quality Act Findings," on file with the Clerk of the Board of Supervisors in File 080319  
7 and which are incorporated herein by reference.

8 (e) On January 17, 2008, the Planning Commission held a duly noticed public  
9 hearing and approved and recommended for adoption by the Board of Supervisors (1)  
10 amendments to the Market and Octavia Area Plan of the San Francisco General Plan,  
11 upon the date it becomes effective, to reclassify the Use District on Block 857 from  
12 Public to Moderate Density Residential and reclassify the Use District on Block 870,  
13 Lots 1, 2 and the northern portion of Lot 3 from Public to Moderate Density  
14 Neighborhood Commercial; (2) amendments to the Market and Octavia Area Plan of the  
15 San Francisco General Plan to reclassify the Height District for Block 857, Lot 1A from  
16 40 feet to 50 feet and to reclassify the Height District for Block 870, Lots 1 and 2 from  
17 80 feet to 85 feet and Block 870, Lot 3 from 40 feet to 50 feet; (3) amendments to the  
18 Generalized Residential Land Use Map of the 1990 Residence Element, the 2004  
19 Housing Element, and of the Land Use Index to reclassify the generalized land use of  
20 Block 857 from Public/Open Space to Residential and of Block 870 from Public/Open  
21 Space to Mixed Use, predominantly Commercial/Industrial; and (4) amendments to the  
22 Residential Density Plan of the 1990 Residence Element, the 2004 Housing Element,  
23 and of the Land Use Index to reclassify the residential density of Blocks 857 and 870  
24 from Public and Heavy Industrial Areas to Moderately High Density. Planning  
25 Commission Resolution No. 17534, a copy of which is on file with the Clerk of the Board

1 of Supervisors in File No. 080319, is incorporated by reference herein.

2 (f) On January 17, 2008, the Planning Commission held a duly noticed public  
3 hearing and, in Resolution Nos. 17534, the Planning Commission approved and  
4 recommended for adoption by the Board of Supervisors the rezoning, height and bulk  
5 district reclassification, and the SUD. The SUD would eliminate parking minimums and  
6 impose parking maximums for off-street parking located anywhere in the SUD, impose  
7 parking standards, density and unit mix standards, and provide for the in kind provision  
8 of community infrastructure. Planning Commission Resolution Nos. 17534, a copy of  
9 which is on file with the Clerk of the Board of Supervisors in File No. 080319, is  
10 incorporated herein by reference.

11 (g) Pursuant to Planning Code Section 340, this Board of Supervisors finds that  
12 this General Plan Amendment will serve the public necessity, convenience and welfare  
13 for the reasons set forth in Planning Commission Motion No. 17534 recommending the  
14 approval of these General Plan Amendments, and incorporates such reasons by this  
15 reference thereto. A copy of said Motion is on file with the Clerk of the Board of  
16 Supervisors in File No. 080319.

17 (h) Pursuant to Planning Code Section 101.1, the Board of Supervisors finds  
18 that this ordinance is consistent with the Priority Policies of Planning Code Section  
19 101.1(b) of the Planning Code and the General Plan, subject to the Conditions of  
20 Approval in Planning Commission Motion No.17537 and subject to the following  
21 additional provisions:

22 1) that the project will meet the criteria for and apply to be certified as a LEED  
23 ND (Leadership in Energy and Environmental Design-Neighborhood Development)  
24 project:

25 2) that any senior dwelling units be affordable to households earning no more  
than 50% of San Francisco median income, and that not less than 15% of the non-  
senior dwelling units, or, if state tax exempt bond financing is allocated to the project,

1 not less than 20% of the non-senior dwelling units shall be affordable units under  
2 Planning Code Section 315 et seq.:

3 3) that the design of any new buildings located within the SUD as approved by  
4 the Planning Commission in its Motion No. 17537 be compatible with the existing  
5 historic and landmark structures;

6 4) that the Project Sponsor and Planning Director shall consult with the  
7 Landmarks Preservation Advisory Board to ensure the compatibility of the seven newly  
8 constructed buildings with the three existing landmark buildings (Woods Hall, Woods  
9 Hall Annex and portions of Richardson Hall not to be demolished), and the Landmarks  
10 Preservation Advisory Board shall adopt a motion setting forth its recommendation on  
11 the compatibility of the new buildings prior to issuance of a building, site or demolition  
12 permit or a Certificate of Appropriateness.

13 5) that alterations to Woods Hall, Woods Hall Annex and Richardson Hall be in  
14 conformance with Certificates of Appropriateness to be considered for approval  
15 pursuant to Article 10 of the Planning Code, and the Planning Commission shall also  
16 review the compatibility of the seven new buildings together with its consideration of  
17 Certificates of Appropriateness for the three landmark buildings prior to issuance of a  
18 building, site or demolition permit or a Certificate of Appropriateness.

19 (i) The Board and hereby adopts the findings of the Planning Commission except  
20 as modified above, as set forth in Planning Commission Motion No 17537, and  
21 incorporates said findings by this reference thereto. A copy of said Motion is on file with  
22 the Clerk of the Board of Supervisors in File No. 080319.

23 Section 2. The following amendments to reclassify the land use designations in  
24 the Land Use and Urban Form Chapter of the Market and Octavia Area Plan, upon the  
25 date it becomes effective, are hereby adopted as follows:

The Land Use Districts map, entitled Map 1 of the Market and Octavia Area Plan,  
is hereby amended, upon the date it becomes effective, to designate the land uses of

1 the blocks bounded by Haight, Laguna, Buchanan and Hermann Streets, more fully  
 2 described as Assessor's Block 857, Lot 001 and Lot 001A and Assessor's Block 870,  
 3 Lot 001, Lot 002, and the northern portion of Lot 003, to the following land use  
 4 designations.

BLOCK/LOT	Existing General Plan Land Use Designation	Proposed General Plan Land Use Designation
870/001	P	NC-3
870/002	P	NC-3
870/003 (northern portion)	P	NC-3
857/001	P	RM-3
857/001A	P	RM-3

5  
 6  
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 9  
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 11  
 12  
 13 Section 3. The following amendments to reclassify the height designations in the  
 14 Land Use and Urban Form Chapter of the Market and Octavia Area Plan, upon the date  
 15 it becomes effective, are hereby adopted as follows:

16 The Height Districts map, entitled Map 3 of the Market and Octavia Area Plan, is  
 17 hereby amended to redesignate the heights for most of the blocks bounded by Haight,  
 18 Laguna, Buchanan and Hermann Streets, more fully described as Assessor's Block 857  
 19 Lot 001A and Assessor's Block 870, Lot 001, Lot 002, and Lot 003, to the following  
 20 height designations.

BLOCK/LOT	Existing General Plan Height Designation	Proposed General Plan Height Designation
870/001	80'	85'
870/002	80'	85'
870/003	40'	50'

857/001A	40'	50'
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Section 4. The following amendments to reclassify the generalized residential land use designations in the Generalized Residential Land Use Plan of the 1990 Residence Element, the 2004 Housing Element and the Land Use Index are hereby adopted as follows:

The Generalized Residential Land Use Plan is hereby amended to redesignate the generalized residential land uses of the blocks bounded by Haight, Laguna, Buchanan and Hermann Streets, more fully described as Assessor's Block 857, Lot 001 and Lot 001A and Assessor's Block 870, Lot 001, Lot 002, and the northern portion of Lot 003, to the following land use designations.

BLOCK	Existing Generalized Residential Land Use Plan Designation	Proposed Generalized Residential Land Use Plan Designation
870	Public/Open Space	Mixed Use, predominantly Commercial/Industrial
857	Public/Open Space	Residential

Section 5. The following amendments to reclassify the residential density designations in the Residential Density Plan of the 1990 Residence Element, the 2004 Housing Element and the Land Use Index are hereby adopted as follows:

The Residential Density Plan is hereby amended to redesignate the residential density of the blocks bounded by Haight, Laguna, Buchanan and Hermann Streets, more fully described as Assessor's Block 857, Lot 001 and Lot 001A and Assessor's

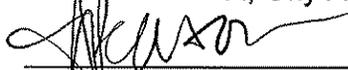
1 Block 870, Lot 001, Lot 002, and the northern portion of Lot 003, to the following land  
2 use designations.

BLOCK	Existing Residential Density Plan Designation	Proposed Residential Density Plan Designation
870	Public and Heavy Industrial Areas	Moderately High Density
857	Public and Heavy Industrial Areas	Moderately High Density

11  
12  
13 APPROVED AS TO FORM:

14 DENNIS J. HERRERA, City Attorney

15 By:



16 Audrey Williams Pearson  
17 Deputy City Attorney  
18  
19  
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21  
22  
23  
24  
25



# City and County of San Francisco

City Hall  
1 Dr. Carlton B. Goodlett Place  
San Francisco, CA 94102-4689

## Tails

## Ordinance

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**File Number:** 080319

**Date Passed:**

Ordinance amending the Market and Octavia Area Plan of the San Francisco General Plan to (1) reclassify the Use District on Block 857 from Public to Moderate Density Residential and reclassify the Use District on Block 870, Lots 1, 2 and the northern portion of Lot 3 from Public to Moderate Density Neighborhood Commercial; (2) amending the Market and Octavia Area Plan of the San Francisco General Plan to reclassify the Height District for Block 857, Lot 1A from 40 feet to 50 feet and to reclassify the Height District for Block 870, Lots and 1 and 2 from 80 feet to 85 feet and Block 870, Lot 3 from 40 feet to 50 feet; (3) amending the Generalized Residential Land Use Plan of the 1990 Residence Element, the 2004 Housing Element, and of the Land Use Index to reclassify the generalized land use of Block 857 from Public/Open Space to Residential and of Block 870 from Public/Open Space to Mixed Use, predominantly Commercial/Industrial; (4) amending the Residential Density Plan of the 1990 Residence Element, the 2004 Housing Element, and of the Land Use Index to reclassify the residential density of Blocks 857 and 870 from Public and Heavy Industrial Areas to Moderately High Density; (5) adopting findings pursuant to the California Environmental Quality Act; and (6) adopting findings that the General Plan amendments are consistent with the eight priority policies of Planning Code Section 101.1.

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April 8, 2008 Board of Supervisors — PASSED ON FIRST READING

Ayes: 10 - Alioto-Pier, Ammiano, Chu, Daly, Elsbernd, Maxwell, McGoldrick,  
Mirkarimi, Peskin, Sandoval

Excused: 1 - Dufty

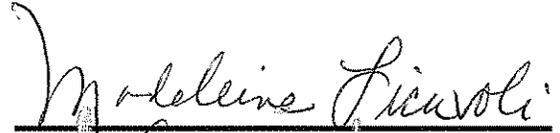
April 15, 2008 Board of Supervisors — FINALLY PASSED

Ayes: 10 - Alioto-Pier, Ammiano, Chu, Daly, Elsbernd, Maxwell, McGoldrick,  
Mirkarimi, Peskin, Sandoval

Excused: 1 - Dufty

File No. 080319

I hereby certify that the foregoing Ordinance was **FINALLY PASSED** on April 15, 2008 by the Board of Supervisors of the City and County of San Francisco.

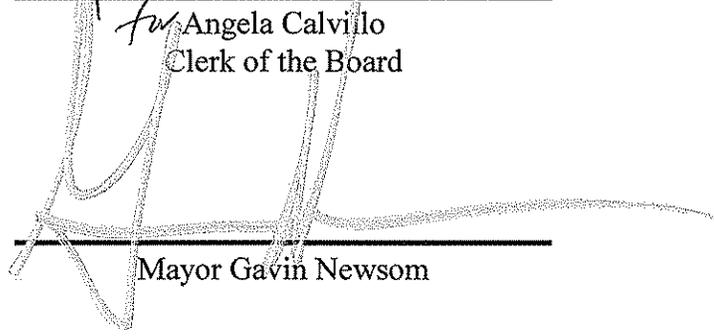


for Angela Calvillo  
Clerk of the Board

4.17.08

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Date Approved

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Mayor Gavin Newsom

FILE NO. 071001

ORDINANCE NO. 67-08

FILED  
15 2 17  
2008  
CITY OF SAN FRANCISCO  
PLANNING DEPARTMENT

[Zoning Map Amendments Associated with the Laguna, Haight, Buchanan and Hermann Streets Special Use District.]

**Ordinance amending Section Maps 7, 7H and 7SU of the Zoning Map of the City and County of San Francisco for the property described as Assessor's Blocks 857 and portions of Assessor's Block 870, bounded by Laguna, Buchanan, Haight and Hermann Streets, from P (Public) to either NC-3 (Moderate-Scale Neighborhood Commercial District) or RM-3 (Residential, Mixed Districts, Medium Density) and mapping the Laguna, Haight, Buchanan and Hermann Streets Special Use District; adopting findings, including findings under the California Environmental Quality Act.**

Note: Additions are single-underline italics Times New Roman; deletions are ~~striketrough italics Times New Roman~~. Board amendment additions are double underlined. Board amendment deletions are ~~striketrough normal~~.

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

Section 1. Findings

(a) Pursuant to Planning Code Section 302, the Board of Supervisors finds that this ordinance will serve the public necessity, convenience, and welfare for the reasons set forth in Planning Commission Resolution No. 17536, and incorporates such reasons herein by reference. A copy of said Planning Commission Resolution is on file with the Clerk of the Board of Supervisors in File No. 071001.

(b) The Board of Supervisors finds that this ordinance is in conformity with the General Plan, amended in the companion legislation, and the Priority Policies of Planning Code Section 101.1 for the reasons set forth in Planning Commission Resolution No. 17536, and hereby incorporates those reasons by reference.

1 (c) The Planning Department has determined that the actions contemplated in this  
 2 ordinance are in compliance with the California Environmental Quality Act (California Public  
 3 Resources Code sections 21000 et seq.). Said determination is on file with the Clerk of the  
 4 Board of Supervisors in File No. 071001 and is incorporated herein by  
 5 reference. In addition, the Board of Supervisors adopts additional findings under the California  
 6 Environmental Quality Act, found as Exhibit F "California Environmental Quality Act Findings,"  
 7 and dated April 8, 2008, on file with the Clerk of the Board of Supervisors in File ~~080244~~<sup>071001</sup>, and which are incorporated  
 8 herein by reference.

9 Section 2. Under Sections 106 and 302(c) of the Planning Code, the following zoning  
 10 amendments to the Zoning Map, duly approved by resolution of the Planning Commission, are  
 11 hereby adopted as an amendment to Zoning Map Sheet 7 as follows:

<u>Description of Property</u>	<u>Use District to be Superseded</u>	<u>Use District Hereby Approved</u>
Assessor's Block 857 Lots 1 and 1A	P	RM-3
Portion of Assessor's block 870, Lot 3 described as follows: Starting a point on the northeast corner of Hermann and Buchanan Streets, thence running east along the northerly line of Hermann Street 135 feet, 9 inches, thence at a right angle northerly 122 feet, thence at right angle westerly 5 feet, 6 inches, thence at a right angle northerly 20 feet, thence at a	P	Remains P

1	right angle westerly 116 feet, 6 inches, thence at a right		
2	angle southerly 142 feet to the point of beginning.		
3			
4	Assessor's Block 870	P	NC-3
5	Lots 1 and 2 and the portion of Lot 3 not described above.		

6

7 Section 3: Under Sections 106 and 302(c) of the Planning Code, the following change

8 in height and bulk classification, duly approved by resolution of the Planning Commission, are

9 hereby adopted as an amendment to Zoning Map Sheet 7H as follows:

11	<u>Description of Property</u>	<u>Height and Bulk District to</u>	<u>Height and Bulk District</u>
12		<u>be Superseded</u>	<u>Hereby Approved</u>
13			
14	Assessor's Block 857	40-X	50-X
15	Lot 1A		
16	Assessor's Block 870	80-B	85-X
17	Lot 1		
18	Assessor's Block 870	80-B	85-X
19	Lot 2		
20	Assessor's Block 870	40-X	50-X
21	Lot 3		

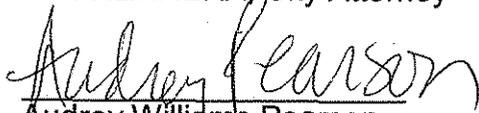
22 Section 4: Amendment of Map 7SU of the Zoning Map. The Zoning Map of the City

23 and County of San Francisco, Map 7SU shall designate the following as the Laguna, Haight,

24 Buchanan and Hermann Streets Special Use District:

1 Assessor's Block 857, Lots 1 and 1A, and Assessor's Block 870,  
2 Lots 1, 2 and the portion of Lot 3 not to remain zoned P, as described above, bounded by  
3 Laguna, Haight, Buchanan and Hermann Streets.

4  
5 APPROVED AS TO FORM:  
6 DENNIS J. HERRERA, City Attorney

7 By:   
8 Audrey Williams Pearson  
9 Deputy City Attorney



# City and County of San Francisco

City Hall  
1 Dr. Carlton B. Goodlett Place  
San Francisco, CA 94102-4689

## Tails

### Ordinance

**File Number:** 071001

**Date Passed:**

Ordinance amending Section Maps 7, 7H and 7SU of the Zoning Map of the City and County of San Francisco for the property described as Assessor's Blocks 857 and portions of Assessor's Block 870, bounded by Laguna, Buchanan, Haight and Hermann Streets, from P (Public) to either NC-3 (Moderate-Scale Neighborhood Commercial District) or RM-3 (Residential, Mixed Districts, Medium Density) and mapping the Laguna, Haight, Buchanan and Hermann Streets Special Use District; adopting findings, including findings under the California Environmental Quality Act.

March 4, 2008 Board of Supervisors — SUBSTITUTED

April 8, 2008 Board of Supervisors — AMENDED

Ayes: 10 - Alioto-Pier, Ammiano, Chu, Daly, Elsbernd, Maxwell, McGoldrick, Mirkarimi, Peskin, Sandoval

Excused: 1 - Dufty

April 8, 2008 Board of Supervisors — PASSED ON FIRST READING AS AMENDED

Ayes: 10 - Alioto-Pier, Ammiano, Chu, Daly, Elsbernd, Maxwell, McGoldrick, Mirkarimi, Peskin, Sandoval

Excused: 1 - Dufty

April 15, 2008 Board of Supervisors — FINALLY PASSED

Ayes: 10 - Alioto-Pier, Ammiano, Chu, Daly, Elsbernd, Maxwell, McGoldrick, Mirkarimi, Peskin, Sandoval

Excused: 1 - Dufty

File No. 071001

I hereby certify that the foregoing Ordinance  
was **FINALLY PASSED** on April 15, 2008 by  
the Board of Supervisors of the City and  
County of San Francisco.

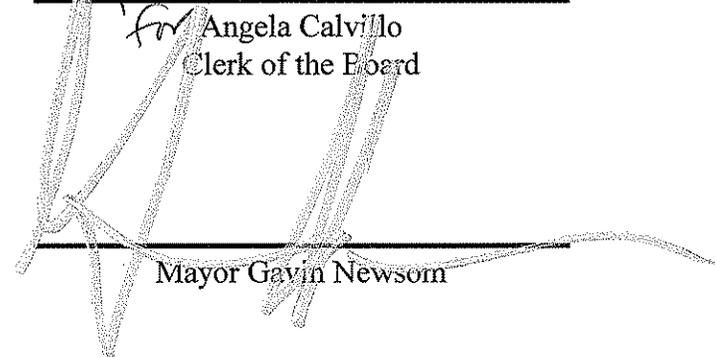


for Angela Calvillo  
Clerk of the Board

4.17.08

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Date Approved

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Mayor Gavin Newsom

FILE NO. 071002

ORDINANCE NO. 68-08

[Laguna, Haight, Buchanan and Hermann Streets Special Use District]

**Ordinance approving the Laguna, Haight, Buchanan, and Hermann Streets Special Use District (SUD) by amending the San Francisco Planning Code by adding Section 249.32 to create a new SUD bounded by Laguna, Haight, Buchanan and Hermann Streets (Assessor's Blocks 857 and portions of Assessor's Block 870) to permit a mixed-use project at the former UC Berkeley Extension property; and adopting findings, including findings under the California Environmental Quality Act.**

Note: Additions are single-underline italics Times New Roman;  
deletions are ~~strikethrough italics Times New Roman~~.  
Board amendment additions are double underlined.  
Board amendment deletions are ~~strikethrough normal~~.

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

Section 1. Findings

(a) Pursuant to Planning Code Section 302, the Board of Supervisors finds that this ordinance will serve the public necessity, convenience, and welfare for the reasons set forth in Planning Commission Resolution No. 17535, and incorporates such reasons herein by reference. A copy of said Planning Commission Resolution is on file with the Clerk of the Board of Supervisors in File No. 071002.

(b) The Board of Supervisors finds that this ordinance is in conformity with the General Plan, amended in the companion legislation, and the Priority Policies of Planning Code Section 101.1 for the reasons set forth in Planning Commission Resolution No. 17535, and hereby incorporates those reasons by reference.

(c) The Planning Department has determined that the actions contemplated in this ordinance are in compliance with the California Environmental Quality Act (California Public Resources Code sections 21000 et seq.). Said determination is on file with the Clerk of the

Supervisor Mirkarimi  
BOARD OF SUPERVISORS

071002-2 01/11  
071002-2 01/11  
68-08

1 Board of Supervisors in File No. 071002 and is incorporated herein by  
2 reference. In addition, the Board of Supervisors adopts additional findings under the  
3 California Environmental Quality Act, found as Exhibit F "California Environmental Quality Act  
4 Findings," on file with the Clerk of the Board of Supervisors in File 071002, and which are  
5 incorporated herein by reference.

6 Section 2: The San Francisco Planning Code is hereby amended by adding Section  
7 249.32, to read as follows:

8 **SEC. 249.32 LAGUNA, HAIGHT, BUCHANAN AND HERMANN STREETS SPECIAL**  
9 **USE DISTRICT.**

10 (a) Purpose. In order to facilitate the development of a mixed-use project including  
11 affordable and market-rate rental and ownership dwelling units, affordable senior dwelling  
12 units welcoming to the lesbian, gay, bisexual and transgender (LGBT) senior community,  
13 community facilities, open space and retail services generally consistent with the policies of  
14 the Market and Octavia Area Plan, approved by the Board of Supervisors on October 24,  
15 2007 (the "Area Plan"), there shall be the Laguna, Haight, Buchanan and Hermann Streets  
16 Special Use District, applicable to the two RM-3 and NC-3 zoned blocks bounded by Laguna,  
17 Haight, Buchanan and Hermann Streets, consisting of Assessor's Blocks 857 and portions of  
18 Assessor's Block 870. The following provisions shall apply within the Special Use District:

19 (b) Applicability. The provisions of this Special Use District shall only apply to  
20 projects which require conditional use authorization under Section 303 of this Code. In  
21 considering the appropriateness of conditional use authorization within the Special Use  
22 District, the Commission shall, in addition to the factors required by Section 303, consider the  
23 following factors:  
24  
25

1           (1)     Parking: Consistent with the Area Plan, there shall be no minimum  
2 number of off-street parking spaces required for any use within the Special Use District.  
3 There shall be no more than 0.75 off-street parking space per unit, including dwelling units,  
4 senior dwelling units, which parking spaces may be located anywhere in the Special Use  
5 District. In addition, up to ~~36~~ 51 replacement parking spaces may be provided in the Special  
6 Use District for the existing dental clinic located on Assessor's Block 870, Lot 3, provided that  
7 15 of such spaces should be subject to a parking rate structure to encourage short-term use,  
8 and that the Project Sponsor AF Evans, or its successor, should use good faith efforts to  
9 agree with the owner of the dental clinic that any after tax revenue from such parking spaces  
10 should be used to support the indoor community facility; and provided that the owner of the  
11 dental clinic, within five years from the effective date of this ordinance, submits a plan  
12 consistent with Planning Code Section 304.5, for reuse of the dental clinic. The minimum  
13 number of parking spaces required for any commercial or community facility use set forth in  
14 Section 151 of this Code shall instead be the maximum number of spaces that can be  
15 provided for such commercial and community facility uses.  
16  
17

18           (2)     Off-street Parking Standards. The off-street parking standards for both  
19 residential and non-residential parking spaces set forth in the Area Plan shall be generally  
20 applied, including: (i) that no more than 20 feet per block frontage of any building may be  
21 devoted to off-street parking ingress and egress, and such ingress and egress is not located  
22 on a Transit Preferential Street, Citywide Pedestrian Network or designated Neighborhood  
23 Commercial Street where an alternative frontage exists; (ii) that off-street parking at or above  
24 the ground floor be set back at least 25 feet from any street exceeding a width of 30 feet and  
25

1 that active uses be provided along such street frontages within the required setback; (iii) that  
2 vehicle movement on or around the project does not unduly impact pedestrian spaces or  
3 movement, transit service, bicycle movement, or the overall traffic movement in the district;  
4 (iv) that accommodating off-street parking does not degrade the overall urban design quality  
5 of the project; (v) that parking does not diminish the quality and viability of existing or planned  
6 streetscape enhancements; (vi) that for residential projects of 50 units or more, all residential  
7 accessory parking in excess of 0.5 spaces per unit is stored and accessed by mechanical  
8 stackers or lifts, valet, or other space-efficient means that reduces space used for parking and  
9 maneuvering, maximizes other uses, and discourages the use of vehicles for commuting for  
10 daily errands; (vii) that projects that provide 10 or more spaces for non-residential uses  
11 dedicate 5% of those spaces, rounded down, to short-term, transient use by vehicles from  
12 certified car sharing organizations per Section 166, vanpool, rideshare, taxis, or other co-  
13 operative auto programs; (viii) that retail uses larger than 20,000 square feet which sell  
14 merchandise that is bulky or difficult to carry by hand or by public transit offer door-to-door  
15 delivery services and/or shuttle service; (ix) that car share parking spaces be offered in at  
16 least the minimum amounts set forth in Planning Code 166; (x) that accessory non-residential  
17 parking spaces be available to the general public from the hours of 7:00 p.m. to 7:00 a.m.  
18 Monday through Friday, and at all times on Saturday and Sunday; and (xi) that parking  
19 spaces be leased or sold separately from the rental or purchase price of units.

20 (3) Loading. The minimum number of loading spaces required for any use  
21 as set forth in Section 152 of this Code shall instead be the maximum number of spaces that  
22 can be provided.

23 (4) Residential Density. The base residential density limits of the underlying  
24 zoning as set forth in Sections 209 and 712 shall apply. For a project that exceeds those  
25

1 base density limits through a Section 304 planned unit development authorization, the policy  
2 of the Area Plan that 40% of on-site family units be two or more bedroom units shall apply.

3 (5) Impact Fees or In-Kind Provision of Community Infrastructure. The  
4 Planning Commission shall consider imposition of a community infrastructure impact fees or  
5 accept in lieu the in kind provision of community infrastructure improvements generally  
6 consistent with the priorities set forth in the Area Plan, including publicly accessible open  
7 space in excess of the residential open space requirements of this Code and an indoor  
8 community facility, of a value comparable to the Area Plan policies. In the event the Planning  
9 Commission does not accept in lieu the in kind provision of publicly accessible open space in  
10 excess of the residential open space requirements of this Code or an indoor community  
11 facility, such in kind open space and community facilities shall not otherwise be required to be  
12 provided by a project in the Special Use District. Should impact fees, rather than in kind  
13 provision of infrastructure improvements, be provided in whole or part, such fees shall be  
14 deposited in the Market & Octavia Community Improvements Fund as proposed to be  
15 established by the Area Plan. Fees deposited in the Market & Octavia Community  
16 Improvements Fund, as proposed to be established by the Area Plan, may be used to support  
17 the indoor community facility.

18 (c) Affordable Housing. Should the percentage of family and senior dwelling units  
19 in a project in the Special Use District proposed to be affordable to households of low- or  
20 moderate-income meet or exceed thirty-five percent (35%) of the total number of dwelling  
21 units in the project, the proposed amendments to Section 315.4(a)(1)(A), which can be found  
22 in Board of Supervisors File Nos. 071156 and 080255, imposing an additional affordable  
23 housing fee in the Market and Octavia Plan Area, shall not apply.

1 (d) Waller Street. The project sponsor shall gain approval for the use of Waller  
2 Street from the Board of Supervisors prior to issuance of a building or site permit.

3 (e) Expiration. If a site or building permit has not been issued and construction  
4 commenced on the mixed-use project described above, the provisions of this Special Use  
5 District shall expire 5 years from the effective date of this legislation.

6 APPROVED AS TO FORM:  
7 DENNIS J. HERRERA, City Attorney

8 By:

  
9 Audrey Williams Pearson  
Deputy City Attorney



# City and County of San Francisco

City Hall  
1 Dr. Carlton B. Goodlett Place  
San Francisco, CA 94102-4689

## Tails Ordinance

**File Number:** 071002

**Date Passed:**

Ordinance approving the Laguna, Haight, Buchanan, and Hermann Streets Special Use District (SUD) by amending the San Francisco Planning Code by adding Section 249.32 to create a new SUD bounded by Laguna, Haight, Buchanan and Hermann Streets (Assessor's Blocks 857 and portions of Assessor's Block 870) to permit a mixed-use project at the former UC Berkeley Extension property; and adopting findings, including findings under the California Environmental Quality Act.

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March 4, 2008 Board of Supervisors — SUBSTITUTED

March 18, 2008 Board of Supervisors — SUBSTITUTED

April 8, 2008 Board of Supervisors — PASSED ON FIRST READING

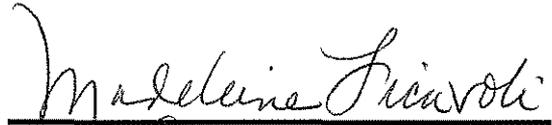
Ayes: 10 - Alioto-Pier, Ammiano, Chu, Daly, Elsbernd, Maxwell, McGoldrick,  
Mirkarimi, Peskin, Sandoval  
Excused: 1 - Dufty

April 15, 2008 Board of Supervisors — FINALLY PASSED

Ayes: 10 - Alioto-Pier, Ammiano, Chu, Daly, Elsbernd, Maxwell, McGoldrick,  
Mirkarimi, Peskin, Sandoval  
Excused: 1 - Dufty

File No. 071002

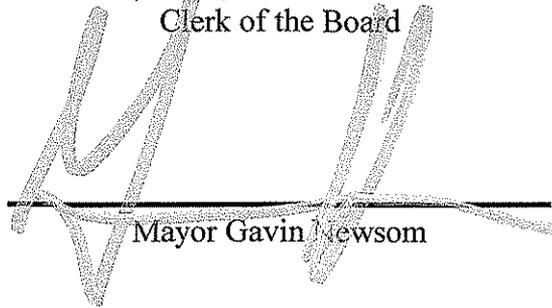
I hereby certify that the foregoing Ordinance was FINALLY PASSED on April 15, 2008 by the Board of Supervisors of the City and County of San Francisco.



for Angela Calvillo  
Clerk of the Board

4.17.08

Date Approved



Mayor Gavin Newsom

# SAN FRANCISCO EMS AGENCY POLICY AND PROCEDURE MANUAL

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4001	Vehicle Equipment and Supply List	1/1/11
4002	Controlled Substances	8/1/08
4010	Integrated Response Plan	8/1/08
4020	EMS Aircraft Utilization	8/1/07
4030	Intercounty and Bridge Response	8/1/08
4040	Documentation Evaluation and Non Transport	2/1/09
4041	Scene Management, Physician on Scene and Mass Gatherings	2/1/09

4043	Use of Physical Restraints	1/1/11
4050	Death in the Field	2/1/09
4051	DNR Policy	1/1/11
4070	Critical Care Transport-Paramedic (CCT-P) Program Approval	8/1//08
4071	CCT-P Optional Scope of Practice	8/1//08
	Section 5: Hospitals and Critical Care Centers	
5000	Destination Policy	2/1/09
5001	Trauma Destination	8/1/08
5010	Receiving Hospital Standards	2/1/09
5011	Base Hospital Standards	8/1/08
5012	Pediatric Critical Care Standards	8/1/07
5013	Trauma Center Designation	2/1/04
5014	Level 1 Trauma Care Standards	9/1/05
5015	Primary Stroke Center Standards	8/1/07
5020	Diversion Policy	
5021	Emergency Trauma Center Bypass Policy	2/1/09
5030	Interfacility Transports	8/1/08
5040	Emergency Department Downgrade	8/1/07
	Section 6: Data Collection and Evaluation	
6000	Quality Improvement Program	8/1/08
6010	Local EMS Information System (LEMSIS)	8/1/08
6020	Incident Reporting	8/1/07
6030	Research Studies	8/1/08
6040	Pilot Programs	8/1/08
	Section 7: Public Information and Education	
7010	Emergency Medical Services at Mass Gatherings and Special Events	8/1/07
	Section 8: Disaster Response	
8000	EMS MCI Policy	1/15/11
8000	MCI Field Operations Guide (FOG)	1/15/11
8040	Health & Medical Mutual Aid	9/1/06
8050	Hazardous Materials Incident Field Policy	8/1/07
8060	Hospital Standards for HazMat and Chemical WMD	2/1/04

Revised 1/1/2011



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## City Introduces Measure to Approve New Landfill Contract

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New sletter

Email

First Name

Last Name

**Publish date:** Monday, September 27, 2010

### City Introduces Measure to Approve New Landfill Contract

*(September 27, 2010)*

#### State-of-the-art facility minimizes environmental impact and saves money

The Department of the Environment has filed a resolution for introduction at the Board of Supervisors authorizing San Francisco to enter into a contract with Recology—a San Francisco-based, employee owned company—to landfill the city's non-recycled refuse. San Francisco's trash will go to Recology's Ostrom Road landfill once the city has reached the contracted capacity at the Altamont landfill where the city's trash currently goes, likely around 2015. The resolution is slated for official introduction at the Board of Supervisors' October 5 meeting.

"This is a good deal for San Francisco and for the environment," said SF Environment Director Melanie Nutter. "Ostrom Road is a state-of-the-art facility that employs industry best practices, and the price is dramatically lower than the competition. This will help us maintain reasonable refuse collection costs as we move toward zero waste."

With all costs factored in, the Ostrom Road bid was 24 percent below the competing bid, which will save San Francisco ratepayers up to \$125 million over the life of the contract. San Francisco selected Ostrom Road through an extensive, multi-year public process starting in 2006, which included numerous public meetings, requests for qualifications, proposals, and interviews.

Ostrom Road Landfill, located in Yuba County, was the first landfill in California to meet new US EPA's regulations for landfill liners and construction standards. Methane gas is captured on site and turned into electricity.

San Francisco's refuse will travel to Ostrom Road by rail in custom-designed, sealed containers, which will be loaded on freight cars in the East Bay. One train load will carry the equivalent of 162 long-haul transfer trucks of the type used now to bring refuse to Altamont. Using rail will eliminate over one million truck miles on congested Bay Area freeways, reduce fuel consumption by 100,000 gallons, and reduce carbon emissions by 500,000 pounds each year.

The landfill disposal contract is for 5 million tons or ten years, whichever comes first. San Francisco currently sends about 1,400 tons to the landfill each day, but that amount is expected to decrease over the coming years because of San Francisco's successful waste prevention, recycling and composting programs.

San Francisco is now recycling 77 percent of its waste stream, the highest diversion rate of any city in the nation. The figures compiled by the city's Environment Department for 2008 show that San Francisco diverted just over 1.6 million tons of material—double the weight of the Golden Gate Bridge—through recycling, composting and re-use. Only 560,000 tons went to landfill, the lowest disposal on record.



SAN FRANCISCO DEPARTMENT OF PUBLIC WORKS ORDER NO. 158170  
INDUSTRIAL WASTE DISCHARGE LIMITS INTO CITY'S SEWERAGE SYSTEM

A. This order is being adopted in compliance with the requirements of the Federal Clean Water Act, as amended, and attendant Environmental Protection Agency regulations. Industrial waste discharge limits on wastewater discharges into the City's sewerage system have been proposed for adoption pursuant on this Order.

B. Pursuant to Chapter X (Public Works Code) of Part II of the San Francisco Municipal Code, Article 4.1, the Director of Public Works hereby adopts the following provisions:

1. The characteristics of any 24 hour composite sample representative of a wastewater discharge generated over that period of time shall not exceed the following concentration-based numerical limits:

Pollutant/Pollutant Parameter    Limit (mg/l)

Arsenic (As) (as Total)	4.0
Cadmium (Cd) (as Total)	0.5
Chromium (Cr) (as Total)	5.0
Copper (Cu) (as Total)	4.0
Lead (Pb) (as Total)	1.5
Mercury (Hg) (as Total)	0.05
Nickel (Ni) (as Total)	2.0
Silver (Ag) (as Total)	0.6
Zinc (Zn) (as Total)	7.0
Phenol	23.0
Cyanide (CN) (as Total)	1.0

2. These numerical limits shall apply at the point of wastewater discharge into the sewerage system of the City and County of San Francisco with the proviso that no discharger shall increase the use of process water or, in any other way attempt to dilute a discharge as a partial or complete substitute for adequate wastewater management to achieve compliance with the requirements of this Order.
3. On an individual discharger basis, the Director of Public Works may consider inclusion of local limits greater than those specified in this Order provided that the two following conditions are met:
  - a. The discharger's inability to meet concentration-based limits specified in this Order is caused solely by implementation of a significant water reclamation or water reuse program at the discharger facility, and
  - b. The amended concentration-based limit does not result in an increase in the mass emission of that pollutant from the discharger facility.
4. In addition to any other provision of this Order, all dischargers must comply with all the requirements of Chapter X (Public Works Code) of Part II of the San Francisco Municipal Code, Article 4.1 (Industrial Waste Ordinance #19-92).
5. All of the pollutants/pollutant parameters specified above are defined in the Federal regulations at 40 CFR Part 136 (1991).
6. This Order rescinds City and County of San Francisco Department of Public Works Order No. 104,407, adopted March 3, 1976.
7. The provisions of this Order are effective immediately.

San Francisco Interim Floodplain Map  
**Citywide**  
FINAL DRAFT July, 2008



Special Flood Hazard Area  
Lots In Hazard Area



1 inch equals 1 mile



# SAN FRANCISCO PLANNING DEPARTMENT

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## August 16, 2012

TEXT FONT SIZE

# SAN FRANCISCO PLANNING COMMISSION

## Meeting Minutes

Commission Chambers - Room 400

City Hall, 1 Dr. Carlton B. Goodlett Place

Thursday, August 16, 2012

12:00 PM

Regular Meeting

COMMISSIONERS PRESENT: Fong, Wu, Antonini, Hillis, Moore, Sugaya

COMMISSIONER ABSENT: Borden

THE MEETING WAS CALLED TO ORDER BY PRESIDENT FONG AT 12:20 PM.

STAFF IN ATTENDANCE: John Rahaim - Director of Planning, Scott Sanchez - Zoning Administrator, Christina Lamorena, Tara Sullivan, Kevin Guy, Sarah Dennis-Phillips, Kimi Haddadan, Sara Vellve, Kerstin Dischinger, Diego Sanchez, Aaron Starr, and Linda Avery - Commission Secretary.

### A. CONSIDERATION OF ITEMS PROPOSED FOR CONTINUANCE

The Commission will consider a request for continuance to a later date. The Commission may choose to

### Public Hearings

Planning Commission

Agendas

Minutes

2012

January 12, 2012

January 19, 2012

January 19, 2012 - Special Hearing

January 26, 2012

February 2, 2012

February 9, 2012

February 16, 2012

February 23, 2012

March 1, 2012

March 8, 2012 - Regular Meeting

March 8, 2012 - Joint Meeting

March 15, 2012

March 22, 2010 - Special Meeting

April 5, 2012 - Regular Meeting

April 5, 2012 - Special Meeting

April 12, 2012

April 19, 2012

April 26, 2012 - Regular Meeting

April 26, 2012 - Special Meeting

May 3, 2012

May 10, 2012

May 17, 2012

May 24, 2012 - Special Jnt Hrg. w/Rec Park Comm.

June 21, 2012

June 7, 2012

June 14, 2012

May 24, 2012

July 26, 2012

continue the item to the date proposed below, to continue the item to another date, or to hear the item on this calendar.

1. 2012.0947T (A. STARR: (415) 558-6362)

PLANNING CODE AMENDMENTS – The Planning Commission will consider Amendments to the San Francisco Planning Code, Section 725.1 to: 1) reinstate controls to prohibit liquor license types 47 and 49 in the Union Street Neighborhood Commercial District; and 2) requiring conditional use authorization for Limited Restaurants; and making environmental findings and findings of consistency with the General Plan.

Preliminary Recommendation: Approval

(Proposed for Continuance to September 6, 2012)

SPEAKERS: None

ACTION: Continued as proposed

AYES: Fong, Wu, Antonini, Hillis, Moore, Sugaya

ABSENT: Borden

2. 2011.1050DD (A. STARR: (415) 558-6362)

2807 CLAY STREET - south side between Divisadero and Scott Streets; Lot 036 in Assessor's Block 1003 - Requests for Discretionary Review of Building Permit Application No. 2011.02.04.9665 proposing to extend the existing first and second floors approximately 29 feet to the rear and construct a one-story vertical addition that will be set back approximately 23.5 feet from the front bay window and extend to the new rear wall of the first and second floors of the two-story, two-unit building within the RH-3 (Residential, House, Three-Family) Zoning District and 40-X Height and Bulk District.

Staff Analysis: Abbreviated Discretionary Review

Preliminary Recommendation: Do not take Discretionary Review and approve

(Proposed for Continuance to September 13, 2012)

SPEAKERS: Kathryn Kenna

ACTION: Continued as proposed

AYES: Fong, Wu, Antonini, Hillis, Moore, Sugaya

ABSENT: Borden

3. 2012.0084DD (M. WOODS: (415) 558-6315)

2735 - 2737 BAKER STREET - Requests for Discretionary Review of Building Permit Application No. 2011.10.27.7765S, proposing to construct a one-story horizontal addition at the rear of the two-story over garage two-unit building. The proposed project also includes reconfiguring the existing two-unit layout while maintaining the same number of units, within the RH-2 (Residential,

July 19, 2012 - Jnt. Mtg. w/HPC
July 19, 2012
July 12, 2012
August 2, 2012
June 28, 2012
August 9, 2012
August 16, 2012
2011
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2001
2000
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Rules and Regulations
Historic Preservation Commission
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House, Two-Family) District and 40-X Height and Bulk District.

Preliminary Recommendation: Do not take Discretionary Review and approve as revised

(Continued from Regular Meeting of June 14, 2012)

**DISCRETIONARY REVIEW REQUESTS HAVE BEEN WITHDRAWN**

B. CONSENT CALENDAR

All matters listed hereunder constitute a Consent Calendar, are considered to be routine by the Planning Commission, and will be acted upon by a single roll call vote of the Commission. There will be no separate discussion of these items unless a member of the Commission, the public, or staff so requests, in which event the matter shall be removed from the Consent Calendar and considered as a separate item at this or a future hearing.

4. [2012.0741C](#)  (C. LAMORENA: (415) 575-9085)

3235 SACRAMENTO STREET - south side between Presidio Avenue and Lyon Street; Lot 023 in Assessor's Block 1022 - Request for Conditional Use Authorization, pursuant to Planning Code Sections 303 and 724.52, to convert vacant commercial space previously occupied by a retail store (d.b.a. Quatrine) into a children's hair salon (personal service use d.b.a. PREP) on the ground floor of a two-story over basement commercial building within the Sacramento Street Neighborhood Commercial Zoning District and 40-X Height and Bulk District.

Preliminary Recommendation: Approval with Conditions

SPEAKERS: None

ACTION: Approved

AYES: Fong, Wu, Antonini, Hillis, Moore, Sugaya

ABSENT: Borden

MOTION: [18689](#) 

5. [2012.0822C](#)  (C. LAMORENA: (415) 575-9085)

1865 POST STREET - south side between Fillmore and Webster Streets; Lot 002 in Assessor's Block 0701 - Request for Conditional Use Authorization, pursuant to Planning Code Sections 249.31, 303, and 712.48, to add a new use size in excess of 4,000 square feet as an "Other Entertainment" use to an existing restaurant (d.b.a. Pa'ina Lounge and Restaurant) within the NC-3 (Neighborhood Commercial, Moderate-Scale) Zoning District, Japantown Special Use District, and 50-X Height and Bulk District. The proposal would add live and amplified music during the restaurant's evening operating hours.

Preliminary Recommendation: Approval with Conditions

SPEAKERS: Chris Durazo – Representing Supervisor Olague, Nancy Gribler, Linsey Grayson,

ACTION: Following discussion, continued to 9/13/12

AYES: Antonini, Hillis, Moore, Sugaya

NAYES: Fong and Wu

ABSENT: Borden

6. [2012.0409B](#) 

(T. SULLIVAN: (415) 558-6257)

CHINA BASIN LANDING – 980 THIRD STREET & 185 BERRY STREET - collectively known as China Basin – south side of Berry Street between Third and Fourth Streets and fronting Mission Creek, Lot 005 in Assessor's Block 3803 - Request for Office Development Authorization pursuant to Planning Code Sections 321, 322, and 842.66 to establish 101,982 gross square feet of office use, which results in a total of 834,422 gross square feet on the site (492,000 square feet in 980 Third Street, 342,422 square feet in 185 Berry Street), in the MUO (Mixed Use Office) District and 90-X Height and Bulk District.

Preliminary Recommendation: Approval with Conditions.

(Continued from Regular Meeting of August 9, 2012)

SPEAKERS: None

ACTION: Approved

AYES: Fong, Wu, Antonini, Hillis, Moore, Sugaya

ABSENT: Borden

MOTION: [18690](#) 

C. COMMISSIONERS' QUESTIONS AND MATTERS

Adoption of Commission Minutes – Charter Section 4.104 requires all commissioners to vote yes or no on all matters unless that commissioner is excused by a vote of the Commission. Commissioners may not be automatically excluded from a vote on the minutes because they did not attend the meeting.

8. Consideration of Adoption:

- Draft Minutes of Regular Meeting of July 12, 2012

(Continued from the Regular Meeting of 8/9/12)

- Draft Minutes of Regular Meeting of August 2, 2012

SPEAKERS: None

ACTION: Approved

AYES: Fong, Wu, Antonini, Hillis, Moore, Sugaya

ABSENT: Borden

9. Commission Comments/Questions

- Inquiries/Announcements. Without discussion, at this time Commissioners may make announcements or inquiries of staff regarding various matters of interest to the Commissioner(s).
- Future Meetings/Agendas. At this time, the Commission may discuss and take action to set the date of a Special Meeting and/or determine those items that could be placed on the agenda of the next meeting and other future meetings of the Planning Commission.

Commissioner Moore:

I would like to ask Director Rahaim if there is more information on if there might be a developer picking up the Visitacion Valley project that disappeared? We were all very, very disappointed. I like to read a one or two liner that there might be somebody expressing interest with some hint that he might be repackaging the project; but if you have information at whatever time, I would love to hear from you.

Commissioner Antonini:

A couple of weeks ago, there was a thoughtful and well-written article in "The Chronicle". The columnist was talking about the general state of appearance in dress in San Francisco and was not really complimentary, for good reason. Having been a child who was brought in from the East Bay, downtown was a little different. She did comment particularly on how the women dressed. There were some letters that were really good and I thought it was humorous but with a certain amount of truth. The land use angle of this we hope is as the dress may improve, design will also continue to improve – not that previous design has all been bad, but certainly there's always room for improvement. I hope that's a trend of things to come.

D. [DIRECTOR'S REPORT](#) 

10. Director's Announcements

Director Rahaim:

I would like to introduce you to the new Director of Current Planning in the Department, Jeff Joslin. He joins us from the fair City of Portland, but of course he has found religion and is moving south. Jeffrey has a great range of

experience, and that I think will make him a great choice for this position. He has twenty years of experience in planning, architecture, economic development and urban design. He managed the City of Portland's Urban Design team and specifically projects that went before the Design Commission and the Historic Preservation Commission. The last three or four years he has been working as a consultant, both as urban consultant and planning and developer. The range of experience and the fact that he is a registered architect, will be an asset to the Department. He will be taking the largest single group of staff of the Department, which has 55 employees and includes Current Planning, as well as the Permit counter and Historic Preservation. We'll have Jeff on board and he will start in this position officially on October 9. He will be here for some time before then.

11. Review of Past Week's Events at the Board of Supervisors, Board of Appeals, and Historic Preservation Commission.

BOARD OF SUPERVISORS:

No Meeting

BOARD OF APPEALS:

No Meeting

HISTORIC PRESERVATION COMMISSION:

My report will be a little bit longer than normal. The Architectural Review Committee met before the regular hearing to review and offer design suggestions for a project at 1 Jones "Street (the old Hibernia Bank building). The project is proposing a series of life safety upgrades for the new assembly. The Architectural Review Committee was impressed with the level of sensitivity taken, with retaining as much of the historic interior and exterior as possible. This is currently going through CEQA review and will move through this fall. The Historic Preservation Commission initiated the first landmark district, and this is the first initiation for the city of San Francisco since 2003. The Commission initiated the landmark designation of the continuous district, with the buildings clad and bricks across the Mid-Market area identified as part of the market and Octavia Plan. Planning staff has conducted an extensive public outreach with each of those building owners and we have support except for one building that we are still trying to contact for the landmark designation. Because this is the initiation of a landmark district, a recommendation by this Commission is required before it goes to the Board of Supervisors. We hope to have this for you by late September. We also improved several entitlements. One of them was 1355 Market Street. The Twitter Building at the old SF Furniture Mart. There were a series of storefront operations and -- and outdoor space along Stevenson Alley. We also reviewed this project with the project design team for a June 6 hearing. This was to procure entitlements, and we complied with the recommendations of the Department's staff and the Architectural Review Committee, and there was the ground floor storefront alterations along Market Street, and the HPC voted to approve the project with minor revisions to the conditions proposed by staff.

HPC also approved a project for the Bayview Opera House. There were a series of upgrades including a new outdoor stage and landscape improvements surrounding the Opera House. This project was funded through the Redevelopment Agency and the remains from the former Redevelopment Agency, including a very elevated walkway to provide access along the entire site.

There was a great deal of discussion about the contemporary design of the elevated walkway.

They did approve the project with some modifications to the walkway, to allow for a stronger performance with the interior standards and some of the items found here. This is a turn-of-the-century structure and some of this could be softened by introducing more materials to the elevated portions of the wall.

Finally, the HPC reviewed the Veterans Memorial Courtyard, which has been proposed since the original design of

the War Memorial building. The Courtyard is between the Opera House and the War Memorial Building. Thomas Church intended for this to be included at this location but for many reasons, political and financial, nothing had been designed. After a great deal of discussion about some of the modifications, which include the grades and the configurations of historic hedges, they did approve this project for the installation of the new Veterans Memorial Courtyard.

E. GENERAL PUBLIC COMMENT – 15 MINUTES

At this time, members of the public may address the Commission on items of interest to the public that are within the subject matter jurisdiction of the Commission except agenda items. With respect to agenda items, your opportunity to address the Commission will be afforded when the item is reached in the meeting. Each member of the public may address the Commission for up to three minutes.

SPEAKERS: Dino Adolfo

Re: 474 O'Farrell St.

Linda Chapman

Re: Nob Hill

F. Joseph Buttler

Re: 324 Chestnut St.

F. REGULAR CALENDAR

12. [2012.0611CV](#) 

(K. GUY: (415) 558-6163)

1601 LARKIN STREET - northwest corner at Clay Street, Lot 006 of Assessor's Block 0620 - Request for Conditional Use Authorization to allow development exceeding 40 feet in height within an 'R' District, and to grant an exception to bulk requirements, within the RM-3 (Residential, Mixed, Medium Density) District, and the 65-A Height and Bulk District. The proposed project is to demolish an existing vacant church and surface parking lot and construct a new 6-story over basement building containing 27 dwelling units and 29 off-street parking spaces. On June 28, 2012, the Planning Commission passed a motion of intent to disapprove a Conditional Use authorization for a proposed project on this site.

Preliminary Recommendation: Disapproval

SPEAKERS: F. Joseph Butler, Gordon Egan, Frank Cannata, Hiroshi Fukuda, Susan Serrine, Gregory Wood, Betty Traynor, Linda Chapman, Debra Benedict, Norm Burns

ACTION: Disapproved

AYES: Fong, Wu, Antonini, Hillis, Moore, Sugaya

ABSENT: Borden

MOTION: [18691](#) 

13. [2012.0901U](#)  (S. DENNIS-PHILLIPS (415) 558-6314)

INFORMATIONAL PRESENTATION REGARDING A PROPOSED CHARTER AMENDMENT -

Informational Only - The Planning Commission will hear an informational presentation on a proposed Charter Amendment titled, "San Francisco Housing Trust Fund" [Board File No. 120554], that would add Section 16.110 to: 1) create a San Francisco Housing Trust Fund by setting aside general fund revenues beginning in FY2013-2014 and ending in FY2043-2044 to create, acquire and rehabilitate affordable housing and promote affordable home ownership programs in the City; 2) to lower and stabilize the impacts of affordable housing regulatory impositions on private residential projects; and 3) to authorize the development of up to 30,000 affordable rental units in the City. This discussion will cover the overall goals of the Charter Amendment as described in Resolution [Board File No. 120489].

SPEAKERS: Norm Burns

ACTION: Information only. No action

14. [2012.0901T](#)  (K. HADDADAN (415-575-9068))

THRESHOLD FOR APPLICATION OF INCLUSIONARY AFFORDABLE HOUSING PROGRAM -

The Planning Commission will consider a proposed Ordinance titled, "San Francisco Housing Trust Fund" [Board File No. 120464], that would amend the Planning Code by amending section 415.3 to: 1) provide that, as of January 1, 2013, the Inclusionary Affordable Housing Program apply only to housing projects of 10 units or more and will no longer apply to buildings of 5 to 9 units that have not yet received a first construction document, and 2) condition operation of the ordinance on the adoption and implementation of the Housing Trust Fund Charter amendment at the November 6, 2012 election.

Preliminary Recommendation: Approval.

SPEAKERS: Lauren Ladel, Richie Hart, Grace Shanahan, Kevin Birmingham, James Nunemacher, Jean-Paul Samaha, Paul O'Driscoll, Steve McElroy, Jim O'Driscoll, Kieran Buckley, Ewen Uttara, Steve Cooney, Michael Cassidy, Joe Dugan, Leo Cassidy, Redmond Lyons, John Roach, Pete Branagan, Declan Dwan, Suzanne Greg, Louis Ravano, James Wauro, Tom Walsh, Brett Gladstone,

ACTION: Approved

AYES: Fong, Wu, Antonini, Hillis, Moore, Sugaya

ABSENT: Borden

MOTION: [18692](#) 

15a. [2012.0033ACEFU](#) 

(S. VELLVE: (415) 558-6263)

218 – 220 BUCHANAN STREET (aka 55 LAGUNA STREET) - most of the blocks bounded by Laguna, Haight, Buchanan and Hermann Streets, Lots 1, 2 and a portion of Lot 3 in Assessor's Block 870 and Lots 1 and 1A in Assessor's Block 857 - Request for Conditional Use Authorization under Planning Code Sections 303 and 304 to modify the previously approved Planned Unit Development, to change the project's site plan, request exceptions to the rear yard location, transparency and active uses for street frontages in NC Districts, and dwelling unit exposure. The project proposes up to 330 market-rate family units with an inclusionary component, up to 110 affordable senior units, up to 310 off-street parking spaces, a public park (Waller Park), a community center in Woods Hall Annex, a community garden and retail space. The property is located in the NC-3 (Moderate-Scale Neighborhood Commercial), RM-3 (Residential, Mixed, Medium-Density) Districts, and the Laguna, Haight, Buchanan and Hermann Streets Special Use District within the 40-X, 50-X AND 85-X Height and Bulk Districts.

Preliminary recommendation: Approval with conditions

SPEAKERS: Jeffrey Cuffey, Marcy Adelman, Lawrence Li, Ruth Robertson, Jon-Edmond Abraham, Jackie Collins, David Axel, M.J. Isabell, David Polizzi, Peter Straus, Pam Quiton, Tim Alcober, Robin F. Levitt, Jim Marshall, Chris Durazo – representing Supervisor Olague, Peter Cohen, Jason Henderson, Rebecca Rolke, Tes Welborn, Brian Basinger, Tommi Avicolu, Larry Zabo, Norm Burns, Angus AWhyte, David Pierce Welay, Felicia Elizondo, Ray Rudolph

ACTION: Approved with amended conditions

AYES: Fong, Wu, Antonini, Hillis, Sugaya

ABSENT: Borden and Moore

MOTION: [18693](#) 

15b. [2012.0033U](#) 

(K. DISCHINGER: (415) 558-6284)

218 – 220 BUCHANAN STREET (aka 55 LAGUNA STREET) IN-KIND AGREEMENT - the Project sponsor requests a waiver from the impact fee obligation under Section 421.3 Market and Octavia Community Infrastructure Impact Fee, per the City and the Project Sponsors "In-Kind Agreement" for the provision of a new public park, community center, and community garden at 55 Laguna Street. This project is within the Market and Octavia Plan Area. The proposed improvements were approved by the Planning Commission; approval of this agreement will formalize the community improvements agreement.

Preliminary Recommendation: Approval

SPEAKERS: Same as Item 15a.

ACTION: Intent to approve. Final Language 9/20/12

AYES: Fong, Wu, Antonini, Hillis, Sugaya

ABSENT: Borden and Moore

16. [2012.0668D](#)  (D. SANCHEZ: (415) 575-9082)

2520 MISSION STREET - west side between 21<sup>st</sup> and 22<sup>nd</sup> Streets; Lot 061 in Assessor's Block 3616 - Mandatory Discretionary Review of Building Permit Application No. 2012.04.25.9059, proposing to establish a Medical Cannabis Dispensary (dba Morado Collective) as defined in Planning Code Section 790.141 at a mixed use building within the Mission Street Neighborhood Commercial Transit District and a 55-X / 65-B Height and Bulk District.

Preliminary Recommendation: Do not take Discretionary Review and approve as proposed

SPEAKERS: Car Connell, Victor M. Marquez, Rebecca Rolfe, Ludmila Pavlin, Eduardo Morales, Erick Arguello, John Mendoza, Kaushik, Jason Bennett, Chip Supanich, Eric Carlson, Geraldo Marin, Jaime Botello, Juan Ramon Davila

ACTION: Approved

AYES: Fong, Wu, Antonini, Hillis, Moore, Sugaya

ABSENT: Borden

DRA #: [0288](#) 

17. [2010.1011DD](#)  (A. STARR: (415) 558-6362)

4334 GEARY BOULEVARD - north side between 7<sup>th</sup> and 8<sup>th</sup> Avenues; Lot 021 in Assessor's Block 1439 - Staff-Initiated and Neighbor-Initiated Requests for Discretionary Review of Building Permit Application No. 2010.10.04.2197 proposing to construct a new three-story, approximately 9,515 square foot, 40-foot tall dental office building following the demolition of the existing two-story, approximately 4,900 square foot commercial structure within the NC-3 (Neighborhood Commercial, Moderate Scale) Zoning District and 40-X Height and Bulk District.

Staff Analysis: Full Discretionary Review

Preliminary Recommendation: Take Discretionary Review and approve with modifications

SPEAKERS: Chuck Lamere, Wei-Der, Eva Chao, Melina Valencia, Michael Pulizzano, William Libermann, David Ramirez, Azilian Evo, Sherrie Matza, Chuan Chiang Cheng, Joe O'Donoghue, Weillie Eastman, Woodson S. Weinrichter, John Wiley, Dorothy Chao, Billy Chao, "Tee", John Kerley

ACTION: Took Discretionary Review and approved with modifications

AYES: Fong, Wu, Antonini, Hillis, Sugaya

ABSENT: Borden and Moore

DRA #: [0289](#) 

G. PUBLIC COMMENT

At this time, members of the public may address the Commission on items of interest to the public that are within the subject matter jurisdiction of the Commission except agenda items. With respect to agenda items, your opportunity to address the Commission will be afforded when the item is reached in the meeting with one exception. When the agenda item has already been reviewed in a public hearing at which members of the public were allowed to testify and the Commission has closed the public hearing, your opportunity to address the Commission must be exercised during the Public Comment portion of the Calendar. Each member of the public may address the Commission for up to three minutes.

The Brown Act forbids a commission from taking action or discussing any item not appearing on the posted agenda, including those items raised at public comment. In response to public comment, the commission is limited to:

- (1) responding to statements made or questions posed by members of the public; or
- (2) requesting staff to report back on a matter at a subsequent meeting; or
- (3) directing staff to place the item on a future agenda. (Government Code Section 54954.2(a))

None

Adjournment: 8:23 PM

Approved: September 6, 2012

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# SAN FRANCISCO PLANNING DEPARTMENT

## Executive Summary Conditional Use

HEARING DATE: AUGUST 16, 2012

*Date:* August 2, 2012  
*Case No.:* **2012.0033 ACEFU**  
*Project Address:* **218 – 220 BUCHANAN STREET**  
(aka – 55 Laguna Street)  
*Zoning:* NC-3 (Neighborhood Commercial, Moderate Scale)  
RM-3 (Residential, Mixed, Medium Density)  
Laguna, Haight, Buchanan and Hermann Streets Special Use District  
40-X, 50-X, 85X Height and Bulk Districts  
*Block/Lot:* 870/001, 002 and portions of Lot 003  
0857/001,001A  
*Project Representative:*  
Steve Vettel, Farela, Braun + Martel  
Russ Building, 235 Montgomery, 17<sup>th</sup> Floor  
San Francisco, CA 94104  
*Project Sponsors:* Alta Laguna, LLC  
c/o Brian Pianca, Alta Laguna, LLC  
20 Sunnyside Avenue, Suite B  
Mill Valley, CA 94941  
55 Laguna, LP  
c/o Seth Kilbourn, Openhouse  
870 Market Street, Suite 458  
San Francisco, CA 94102  
c/o Ramie Dare, Mercy Housing California  
1360 Mission Street, #300  
San Francisco, CA 94103  
*Staff Contact:* Sara Vellve – (415) 558-6263  
sara.vellve@sfgov.org  
*Recommendation:* **Approval with Conditions**

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### PROJECT DESCRIPTION

This Conditional Use application is to modify the project known as the “55 Laguna Project”, which was approved as a Conditional Use (Planned Unit Development) in January, 2008. Modifications to the original project’s site plan through the rearrangement of building footprints, changes in building

architecture and massing; locations of courtyards and open space; and the elimination of interior streets that provided vehicular access have altered how the project meets, or does not meet, various Planning Code requirements. In addition, a number of Planning Code requirements have been adopted since the original Conditional Use/Planned Unit Development entitlement was approved in January, 2008. These project changes require additional Planning Commission review and approval for changes to a previously-approved Conditional Use authorization as a Planned Unit development for modifications to the location of the required rear yard throughout the development, dwelling unit exposure for 53 dwelling units, and transparency and active uses for street frontages in a Neighborhood Commercial District for uses in Richardson Hall fronting Laguna Street.

As with the original project, the land will remain under the ownership of the Regents of the University of California, which will enter into long-term ground-leases with the project sponsors for site development.

Site Layout. The project site would be divided into two separate areas north to south with the proposed Waller Park (located in the former Waller Street right-of-way) bisecting the two distinct areas. The proposed buildings would also be oriented north to south and “read” as ten separate structures; however, one below-grade parking garage, accessed from Laguna Street, would connect buildings 2C, D and E (as well as some above-grade enclosed corridors) and one below-grade parking garage, accessed from Buchanan Street, would connect buildings 1A and B (also with above-grade enclosed corridors). The community garden would be located behind Woods Hall Annex and accessed from Laguna and Haight Streets. The project layout has been modified from the layout approved in 2008 to eliminate an “L”-shaped street configuration that previously bisected the site. The north - south portion of the former Lindhardt Lane has been modified into Palm Lane, a pedestrian and bike thoroughfare, and provides access to the interior of the site from Hermann Street. Buildings are now oriented north to south and step down the site from west to east with the slope of the site.

Dwelling Units. Up to 440 rental units would be constructed and located in eight of the ten buildings on the site. The only buildings not containing dwelling units would be Woods Hall Annex (community center) and the amenity building proposed to contain a resident lounge, clubhouse and gym. On August 4, 2011, the City of San Francisco and Alta Laguna, LLC entered into a Costa-Hawkins agreement to provide for an exception to the rent restrictions of the Costa-Hawkins Act for the development’s inclusionary units.

Inclusionary Housing. On August 4, 2011, the Planning Commission approved Motion 18427 under Case No. 2011.0450C, modifying the inclusionary affordable housing component of the project entitled in 2008. Under Motion 18427, the requirements of Planning Code Section 415 would be met through a combination of on-site units and payment of a fee – to provide a minimum of 10% of the requirement as on-site units and up to the required 15% in the market-rate housing development, or between 32 and 50 BMR on-site units within the market-rate housing development and payment of an Affordable Housing Fee of up to approximately \$6.3 million to comply with Planning Code Section 415. This modification from the definitive 50 on-site BMR units included in the original Conditional Use Authorization was necessitated by the Mayor’s Office of Housing’s inability to immediately fund the full subsidy for the 55 Laguna, LP project that it committed to in the original entitlement process.

As of July 13, 2012, the Mayor’s Office of Housing (MOH) has indicated that financing for up to 35% of the ground lease for the affordable senior housing had been identified in its approved budget. MOH

will request approval of this funding from the Citywide Affordable Housing Loan Committee in September 2012. In addition, the Transit-Oriented Affordable Housing Fund (TOAH) is expected to issue a commitment to fund the remaining ground lease payment for the senior affordable housing component proposed by 55 Laguna, L.P.. Should both of these two sources of funding be secured, Alta Laguna, LLC, would fulfill its inclusionary housing obligation by providing the full 50 BMR units on site, which would fulfill the goal identified during the Stakeholder meeting process in 2011.

Parking. The project will replace three existing surface parking lots with approximately 310 off-street parking spaces in two underground garages. As part of the lease agreement with UC, the project sponsors must replace 51 existing off-street parking spaces for the UC Dental Clinic. Dental Clinic parking would be accessed from Buchanan Street and located under Building 1. No less than 10 car share spaces would be located in the garage below Building 2 with access to Laguna Street. Up to 249 off-street parking spaces would be dedicated to *all* the development's rental dwelling units managed by all project sponsors. As there would be no more than 249 off-street parking spaces for 440 dwelling units, the parking ratio for the development would be .57 parking spaces for each dwelling unit, consistent with the parking standards of the Laguna, Haight, Buchanan and Hermann Streets Special Use District. Of the 249 residential off-street parking spaces approximately 154 will be located in space-efficient stackers. All parking will be "unbundled." No less than 126 Class I bicycle storage spaces will be provided throughout the project.

Publicly Accessible Open Space. As part of the project's public benefits, two new publicly accessible open spaces, Waller Park and a community garden, would be created and maintained by Alta Laguna, LLC. Waller Park, of approximately 28,000 square feet, would extend from the intersection of Waller and Buchanan Streets through the site to the corner of Waller and Laguna Streets. The Park would include benches, built-in seating, trees, at-grade landscaping and overlooks to San Francisco and the East Bay.

A no-fee community garden of not less than 10,600 square feet would be developed and made available to the public and development residents by Alta Laguna LLC. The garden would be located behind Woods Hall Annex at the northeast corner of the site. Access to the garden would be via a stairway and accessible ramp fronting Laguna Street, as well as a stair and gate leading from Haight Street.

#### Pedestrian, Bicycle and Vehicular Circulation

Pedestrians could cross the site from east to west through Waller Park (the former Waller Street right-of-way) between Laguna and Buchanan Streets. Palm Lane, which provides access north to south, allows pedestrians to cross the site from Hermann Street to Haight Street through Woods Hall Annex or the garden entry on Haight Street. There would be no at-grade vehicular penetration into the site. At-grade bicycle access to the site would be from Palm Lane at Hermann Street.

#### Rehabilitation and Demolition of Landmark Buildings

On April 18, 2007 the Board of Supervisors designated Richardson Hall (except its Administration Wing), Woods Hall and Woods Hall Annex as local landmarks pursuant to Article 10 of the Planning Code under Ordinance 216-07. Buildings and features to be retained are identified in the Ordinance. Rehabilitation of Woods Hall, Woods Hall Annex, and most of Richardson Hall would be primarily restricted to the interior of these buildings, without substantial alterations to their exterior facades or rooflines, with the exception of new windows on the interior courtyards and window and door openings on street frontages. Along the south wall of the auditorium in Richardson Hall, original window

openings that were filled in during an earlier renovation would be opened up and new window openings would be added.

The portion of Richardson Hall to be demolished would be the single-story Administration Wing which sits atop the retaining wall facing Laguna Street near Waller Street and a small one-story connecting structure adjacent to the Administration Wing. The proposed new Openhouse building would be constructed in the general location of the Administration Wing of Richardson Hall, and would be separated from the remaining portions of Richardson Hall by a new wall. In addition, Middle Hall would be demolished to accommodate construction of Building 1B, dwelling units and site improvements. The retaining wall along Laguna Street between Waller and Haight Streets and extending westward on Haight Street would also be demolished.

In accordance with the Mitigation Monitoring and Reporting Program, the Historic Preservation Commission approved a Certificate of Appropriateness for alterations to the landmark buildings on May 16, 2012, Case No. 2012.0033A, Motion 0157. The Board of Supervisors voted to uphold the Certificate of Appropriateness under an appeal heard on July 31, 2012.

#### Retail and Office Space in Richardson Hall

There are two scenarios for the adaptive reuse of Richardson Hall's ground floor at the corner of Hermann and Laguna Streets, which is currently a solid retaining wall. Under Variant A, up to 2,500 square feet of retail space would occupy the ground floor with approximately 2,700 square feet of office space to be occupied by operational offices for Openhouse immediately north of the retail space. Under Variant B, up to 2,500 square feet of space at the corner would be occupied by operational offices for Openhouse and up to three dwelling units, a residential lobby, storage space and building systems would be located immediately north of the office space and fronting Laguna Street.

#### Senior Community Center in Newly Constructed Openhouse Building

Openhouse will include in its new residential building a senior center of approximately 7,500 square feet. The center would provide senior programming in the activity areas and dining in the larger activity room on the second floor. It is expected that transportation for residents will be provided by van service. It is anticipated that 100-150 people will use the facility each day.

## **SITE DESCRIPTION AND PRESENT USE**

The 5.4-acre (236,113 square feet) project site is located in the Hayes Valley neighborhood north of Market Street on two city blocks (Block 857, Lots 001 and 001A; and Block 870, Lots 001, 002, and a portion of Lot 003) bounded by Haight Street to the north, Laguna Street to the east, Hermann Street to the south, and Buchanan Street to the west at the former University of California Berkeley Extension Campus. The project site was rezoned under the previous entitlement from P (Public) Zoning District within the 80-B and 40-X Height and Bulk Districts, to NC-3 (Moderate-Scale Neighborhood Commercial) and RM-3 (Residential, Mixed, Medium-Density) Districts, the Laguna, Haight, Buchanan and Hermann Streets Special Use District within the 40-X, 50-X AND 85-X Height and Bulk Districts.

The 236,113 square-foot project site (not including the Dental Clinic) currently contains five buildings totaling 119,910 square feet, which were used until 2003 by the University of California (UC)-Berkeley as an extension campus and by the French-American International School (FAIS). These now-unoccupied

buildings include Woods Hall, Woods Hall Annex, Richardson Hall and its Administration Building, and Middle Hall.

A sixth building, located on the southwestern corner of Block 870, Lot 003 at the intersection of Hermann and Buchanan Streets, is a two-story dental clinic of approximately 18,000 square feet in size that is currently occupied by the University of California San Francisco (UCSF) Dental School. The Dental Clinic is not part of the project site and is not proposed to be altered, closed or relocated as part of this Project. At this time, the University of California has no plan for changing the use of this site.

The project site slopes steeply downward from northwest to southeast and is divided into two terraces. The majority of the existing buildings occupy the periphery of the site on the upper and lower terraces, with surface parking generally in the center of the site. The five existing buildings on the site were constructed between 1924 and 1935 as the campus of the San Francisco State Teachers College (now San Francisco State University), which traded the property to the University of California when it relocated to its current campus on 19th Avenue in the 1950s.

## **SURROUNDING PROPERTIES AND NEIGHBORHOOD**

The project site is surrounded primarily by residential and institutional land uses. Multi-family residential buildings ranging from two to seven stories in height and single-family attached row houses ranging from two to three stories in height are the predominant uses on the streets immediately surrounding the project site. Institutional uses in the immediate vicinity include the Walden House Adolescent Facility, located along Haight Street across from Woods Hall Annex, the University of California San Francisco AIDS Health Project building, located on Hermann Street across from Richardson Hall, and the U.S. Mint, which sits atop a rocky promontory at the intersection of Buchanan and Hermann Streets to the northwest of the project site. Commercial uses in the project vicinity primarily occur along Market Street, about half a block from the site.

## **ENVIRONMENTAL REVIEW**

The original project reviewed in the 55 Laguna Mixed Use Project Final Environment Impact Report (FEIR) was certified by the Planning Commission on January 17, 2008. An Addendum to the 55 Laguna Mixed Use Project Final Environmental Impact Report (FEIR) was prepared and issued May 8, 2012. The Addendum concluded that the analyses conducted and the conclusions reached in the FEIR remain valid for the modified project, and that no supplemental environmental review is required for the proposed project modifications. The modified project would neither cause new significant impacts not identified in the FEIR, or result in a substantial increase in the severity of previously identified significant impacts. No changes have occurred with respect to circumstances surrounding the original project that would cause significant environmental impacts to which the modified project would contribute significantly, and no new information has been put forward which shows that the modified project would cause significant environmental impacts. Therefore, no supplemental environmental review was required beyond the addendum.

## HEARING NOTIFICATION

TYPE	REQUIRED PERIOD	REQUIRED NOTICE DATE	ACTUAL NOTICE DATE	ACTUAL PERIOD
Classified News Ad	20 days	July 27, 2011	July 27, 2011	20 days
Posted Notice	20 days	July 27, 2011	July 27, 2011	20 days
Mailed Notice	20 days	July 27, 2011	July 27, 2011	20 days

The proposal requires a Section 312-neighborhood notification, which was conducted in conjunction with the Conditional Use authorization process.

## PUBLIC COMMENT

- As of August 2, the Department has received two letters expressing concern about the revised project. On April 30, 2012, The Hayes Valley Neighborhood Association (HVNA) submitted a letter to the Department expressing concerns that include: that the amount of off-street parking is excessive; the design of garage entrances, newly constructed buildings, and Waller Park are not satisfactory; improved safety and activation of Haight Street; and in support of a retail occupant at the corner of Hermann and Laguna Streets. A second letter from a member of the public expressed concerns about traffic patterns created by the garage on Laguna street and the width of garage entries.

## IN-KIND AGREEMENT

On January 17, 2008, under Motion 17537, the San Francisco Planning Commission approved the Conditional Use Authorization/Planned Unit Development allowing construction of a moderate density mixed use development of approximately 330 dwelling units, approximately 110 affordable senior dwelling units, neighborhood-serving retail, parking, and requesting community improvements to include a publicly accessible community facility space, and two separate publicly-accessible open spaces.

Subsequently the Market and Octavia Area Plan was adopted, including enabling legislation which enacted now Section 421 Market and Octavia Development Impact Fee, with an option for providing community improvements in-kind. The Planning Department has worked with the project sponsor to formalize the 2008 proposed in-kind agreement to be consistent with the requirements of Section 421 of the Planning Code and related policies. The attached in-kind agreement is consistent with the proposed 2008 in kind proposal.

The Project Sponsor has submitted a request for a fee waiver for the 55 Laguna Street project based on the draft In-Kind Agreement for the provision of no less than 12,000 square feet of community facility space, no less than 28,000 square feet of open space (the proposed Waller Park) and no less than 10,600 square feet of community gardening space (“In-Kind Improvements”), located at 55 Laguna Street.

All proposed in-kind improvements will be privately operated publicly accessible community improvements. The in-kind agreement and related operations plans will detail steps the project sponsor will take to ensure that the community improvements function as publicly accessible

spaces. The newly created community garden and open space will be maintained and operated by the Project Sponsor. The newly created community facility will be made available to a third party free of rent.

<b>Community Infrastructure Improvement</b>	<b>2008 Estimated Value</b>	<b>2012 Value included for In-Kind Agreement</b>
Waller Park Improvements (25,000 sf)	\$4,050,000	\$6,776,000
Community Garden (10,600 sf)	\$575,000	
Wood Hall Annex Community Center (12,000 sf)	\$1,200,000	
<b>Sub Total</b>	<b>\$5,825,000</b>	<b>\$6,776,000</b>
Community Center Rent Subsidy	\$400,000	None.
Pedestrian Improvements (Laguna-Hermann, Laguna-Waller and Waller Buchanan bulb-outs)	\$140,000	None. Required by Planning Code.
On Street Bicycle Racks (7 racks)	\$6,000	None. Required by Planning Code.
<b>Total</b>	<b>\$6,371,000</b>	<b>\$6,776,000</b>

Based on 2012 fee rates the proposed project would be required to contribute \$4,237,047 to the Market and Octavia Community Improvements Fund. The project sponsor proposes to provide in-kind improvements with an estimated value of \$6,776,000.

**ISSUES AND OTHER CONSIDERATIONS**

- Waller Street: The City retains ownership of the land underlying Waller Street as this land was never conveyed to another entity (notwithstanding the public street vacation in the 1920s). Accordingly, the project sponsor must obtain approval from the City for use of this land prior to issuance of any building permit for the project. Introduction of an Ordinance for the transfer is expected at the Board of Supervisors in September 2012. The sponsor has submitted an application for the required General Plan Referral.
- Community Facility Programming: The process of determining specific programming for the facility would ultimately be developed in consultation with the community to offer a variety of programs. Alta Laguna, LLC has pledged to fund structural upgrades to the proposed

community center, and will continue to work with the City to determine if ongoing funding dedicated to operation of the center can be leveraged through the Mills Act.

- Historic Preservation Commission (HPC): On July 18, 2012, the San Francisco Historic Preservation Commission reviewed the revised development per the Mitigation Monitoring and Reporting Program of Case No. 2004.0770E and adopted Resolution 0686, which is included in this packet.

## **REQUIRED COMMISSION ACTION**

In order for the revised project to proceed, the Commission must approve Conditional Use authorization to allow for changes to the project approved pursuant to Case No. 2004.0773E!MZTC and Motion 17537. As a result of altering the project's site plan, the following Planning Code modifications must be approved.

- Location of the required rear yard, per Planning Code Section 134, for a rear yard that is provided throughout the development rather than in one contiguous area parallel to the front property line.
- Dwelling unit exposure, per Planning Code Section 140, for 53 dwelling units that do not meet the 25 foot dimensional exposure requirement.
- Transparency and active uses for street frontages in a Neighborhood Commercial District, per Planning Code Section 145.1, for uses at the ground floor of Richardson Hall fronting Laguna Street.

In order for the In-Kind Agreement to proceed, the Commission must approve an impact fee waiver.

*\*At the time the case documents were distributed, the In-Kind Agreement and accompanying Motion were not complete. These documents will be provided to the Planning Commission on Thursday, August 9, 2012.*

## **BASIS FOR RECOMMENDATION**

- The revised project reintegrates the site with the surrounding neighborhood and City fabric by proposing buildings with fenestration and openings where a retaining wall currently exists, increasing pedestrian activity through a mix of uses and interior pedestrian circulation system, encouraging neighborhood-serving retail and a community facility uses, and introducing Palm Alley (the former Lindhardt Lane) to enable pedestrian penetration into the site.
- As the University of California Regents are not be regulated by the City, the project, which is sponsored by private entities, affords the City the ability to impose zoning controls and design standards.
- The project would provide a net increase of approximately 440 dwelling units where three surface parking lots are currently located. Up to 110 dwelling units will be 100% affordable to seniors (55 Laguna, LP) and up to 330 dwelling units are subject to an inclusionary housing component (Alta Laguna, LLC).

- Alta Laguna, LLC will create Waller Park on the vacated Waller Street right-of-way. This 28,000 square foot pedestrian and passive-use open space will be open to the public and appropriately landscaped for the user's enjoyment.
- Alta Laguna, LLC would create a community garden of 10,600 square feet that would be available to project residents and the public.
- The project would create a 12,000 square foot community center. Alta Laguna, LLC will structurally upgrade an existing building and seek funding opportunities for ongoing financial support of the center.
- The project site is well served by public transit and incorporates parking performance standards to reduce the overall use of vehicles. There would be on-site storage for 126 bicycles. The project would provide seven additional car share spaces than are required by the Planning Code.
- The project promotes the adaptive reuse of Landmark buildings.
- Identified Plan Need. The Market and Octavia Plan identified a need for open space and community facilities within the plan area. These improvements are eligible for fee expenditure per Section 421 of the Planning Code.
- Community Support for Proposed Improvements. The project sponsors continue to work with the community to identify, refine and develop the proposed community improvements including the open space, community garden and proposed community center. The proposed community improvements are consistent with the 2008 Planning Commission approved public benefits proposal.

<b>RECOMMENDATION:</b>	<b>Approval with Conditions</b>
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**Attachments:**

- Draft Motion
- Zoning District Map
- Special Use District Map
- Height and Bulk Map
- Sanborn Map
- Context Photographs
- Historic Preservation Commission Resolution No. 0686
- Addendum to Environmental Impact Report
- Project Sponsor Submittal
- Project Sponsor Graphics Submittal:
  - Project data
  - Floor Plans
  - Arial Photo
  - Openhouse Plans
  - Site Plan
  - Richardson Hall Plans
  - Renderings
  - Woods Hall Plans
  - Elevations

Draft Planning Commission Motion approving proposed in-kind agreement (*Thursday, August 9, 2012*)  
Draft In-kind Agreement for 55 Laguna Street (*Thursday, August 9, 2012*)

Attachment Checklist

- |   |  |
|---|--|
| <input checked="" type="checkbox"/> Executive Summary   | <input checked="" type="checkbox"/> Project sponsor submittal  |
| <input checked="" type="checkbox"/> Draft Motion        | Drawings: <u>Existing Conditions</u>                           |
| X Environmental Determination                           | Check for legibility   |
| <input checked="" type="checkbox"/> Zoning District Map | Drawings: <u>Proposed Project</u>                              |
| <input checked="" type="checkbox"/> Height & Bulk Map   | <input checked="" type="checkbox"/> Check for legibility       |
| Parcel Map  | <input type="checkbox"/> Wireless Telecommunications Materials |
| <input checked="" type="checkbox"/> Sanborn Map         | <input type="checkbox"/> Health Dept. review of RF levels      |
| <input checked="" type="checkbox"/> Aerial Photo        | <input type="checkbox"/> RF Report                             |
| <input checked="" type="checkbox"/> Context Photos      | <input type="checkbox"/> Community Meeting Notice              |
| <input checked="" type="checkbox"/> Site Photos         | <input type="checkbox"/> Housing Documents                     |
| X Historic Preservation                                 | <input type="checkbox"/> Inclusionary Affordable Housing       |
| Commission Resolution No. 0686                          | Program: Affidavit for Compliance                              |
|   | <input type="checkbox"/> Residential Pipeline                  |

Exhibits above marked with an "X" are included in this packet

SV

Planner's Initials

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# SAN FRANCISCO PLANNING DEPARTMENT

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*Subject to: (Select only if applicable)*

- |   |   |
|---|---|
| <input checked="" type="checkbox"/> Affordable Housing (Sec. 415) | <input checked="" type="checkbox"/> First Source Hiring (Admin. Code) |
| <input type="checkbox"/> Jobs Housing Linkage Program (Sec. 413)  | <input type="checkbox"/> Child Care Requirement (Sec. 414)            |
| <input type="checkbox"/> Downtown Park Fee (Sec. 412)             | <input checked="" type="checkbox"/> Other (In-lieu Fee Agreement)     |

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## Planning Commission Draft Motion

HEARING DATE: AUGUST 16, 2012

*Date:* August 2, 2012  
*Case No.:* **2012.0033 ACFEU**  
*Project Address:* **218 – 220 BUCHANAN STREET**  
(aka – 55 Laguna Street)  
*Zoning:* NC-3 (Neighborhood Commercial, Moderate Scale)  
RM-3 (Residential, Mixed, Medium Density)  
Laguna, Haight, Buchanan and Hermann Streets Special Use District  
40-X, 50-X, 85 X Height and Bulk Districts  
*Block/Lot:* 870/001, 002 and portions of Lot 003  
0857/001,001A  
*Project Representative:*  
Steve Vettel, Farela, Braun + Martel  
Russ Building, 235 Montgomery, 14<sup>th</sup> Floor  
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*Project Sponsors:* Alta Laguna, LLC  
c/o Brian Pianca, Alta Laguna, LLC  
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55 Laguna, LP  
c/o Seth Kilbourn, Openhouse  
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San Francisco, CA 94102  
  
c/o Ramie Dare, Mercy Housing California  
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*Staff Contact:* Sara Vellve – (415) 558-6263  
sara.vellve@sfgov.org

ADOPTING FINDINGS RELATING TO THE APPROVAL OF A MODIFICATION FOR A PREVIOUSLY APPROVED PLANNED UNIT DEVELOPMENT (CASE No. 2004.07703C) FOR A MIXED-USE PROJECT OF TEN ABOVE-GRADE STRUCTURES (SEVEN NEWLY-CONSTRUCTED BUILDINGS AND THREE TO BE ADAPTIVELY REUSED) CONTAINING UP TO 330 MARKET-RATE RENTAL UNITS (INCLUDING 32 – 50 AFFORDABLE UNITS) AND UP TO 110 SENIOR AFFORDABLE RENTAL DWELLING UNITS, APPROXIMATELY 310 OFF-STREET PARKING SPACES, UP TO 2,500 SQUARE FEET OF RETAIL SPACE, APPROXIMATELY 2,700 SQUARE FEET OF OFFICE SPACE, NO LESS THAN 12,000 SQUARE FEET OF COMMUNITY FACILITY SPACE, NO LESS THAN 28,000 SQUARE FEET OF OPEN SPACE (THE PROPOSED WALLER PARK) AND NO LESS THAN 10,600 SQUARE FEET OF COMMUNITY GARDENING SPACE PURSUANT TO PLANNING CODE SECTIONS 303 AND 304 FOR A PLANNED UNIT DEVELOPMENT TO ALLOW MODIFICATIONS TO THE LOCATION OF THE REAR YARD (SECTION 134), TRANSPARENCY AND ACTIVE USES FOR STREET FRONTAGES IN NC DISTRICTS (SECTION 145.1), AND THE DWELLING UNIT EXPOSURE REQUIREMENT (SECTION 140) FOR PROPERTY LOCATED IN THE NC-3 (MODERATE-SCALE NEIGHBORHOOD COMMERCIAL), RM-3 (MIXED RESIDENTIAL, MIXED, MEDIUM-DENSITY) DISTRICTS, AND THE LAGUNA, HAIGHT, BUCHANAN AND HERMANN STREETS SPECIAL USE DISTRICT WITHIN THE 40-X, 50-X AND 85-X HEIGHT AND BULK DISTRICTS, AND ADOPTING FINDINGS UNDER THE CALIFORNIA ENVIRONMENTAL QUALITY ACT AND PLANNING CODE SECTION 101.1.

## PREAMBLE

On January 17, 2008, under Case No. 2004.0770E!MZTC and Motion 17537, the San Francisco Planning Commission approved the Conditional Use Authorization/Planned Unit Development pursuant to Planning Code Sections 303 and 304 allowing construction of a moderate density mixed use development of approximately 330 dwelling units, approximately 110 affordable senior dwelling units, with community facility space, neighborhood-serving retail, parking and two separate publicly-accessible open spaces. The Planning Commission also approved modifications of Planning Code requirements related to location of the required rear yard, dwelling unit exposure, the open space dimensional requirements; made CEQA findings; and forwarded resolutions that the Board of Supervisors approve a General Map Amendment, Special Use District, and change the Zoning Map to reflect new use districts and height/bulk districts. The CU/PUD was upheld on appeal by the Board of Supervisors (Motion M08-0040) on March 4, 2008 (“the original project”).

On April 15, 2008, the Board of Supervisors amended the General Plan, approved ordinances to amend the use districts and height/bulk districts, and create Planning Code Section 249.32, the Laguna, Haight, Buchanan and Hermann Streets Special Use District.

On July 28, 2011, the San Francisco Planning Commission approved a Conditional Use Authorization to modify Conditions of Approval relating to the project’s compliance with the Inclusionary Affordable Housing Program pursuant to Case No. 2011.0450C and Motion No. 18427.

On January 13, 2012, Steve Vettel filed an application (in Conditional Use Application No. 2012.0033C) on behalf of Alta Laguna, LLC and 55 Laguna, LP (hereinafter “Project Sponsor”) with the Planning Department (hereinafter “Department”) for Conditional Use Authorization under Planning Code Sections

303 and 304 to modify the previously approved Planned Unit Development to modify the project's site plan, request exceptions to the rear yard location, transparency and active uses for street frontages in NC Districts, and dwelling unit exposure for property located in the NC-3 (Moderate-Scale Neighborhood Commercial), RM-3 (Residential, Mixed, Medium-Density) Districts, and the Laguna, Haight, Buchanan and Hermann Streets Special Use District within the 40-X, 50-X AND 85-X Height and Bulk Districts ("the modified project").

On July 18, 2012, the San Francisco Historic Preservation Commission reviewed the revised development per the MMRP of Case No. 2004.0770E, and adopted Resolution No. 0686 to be forwarded to the Planning Commission.

On August 16, 2012, the San Francisco Planning Commission (hereinafter "Commission") conducted a duly noticed public hearing at a regularly scheduled meeting on Conditional Use Application No. 2012.0033C.

The original project reviewed in the 55 Laguna Mixed Use Project Final Environment Impact Report (FEIR) was certified by the Planning Commission on January 17, 2008. An Addendum to the 55 Laguna Mixed Use Project Final Environmental Impact Report (FEIR) was prepared and issued May 8, 2012. The Addendum concluded that the analyses conducted and the conclusions reached in the FEIR remain valid for the modified project, and that no supplemental environmental review is required for the proposed project modifications. The modified project would neither cause new significant impacts not identified in the FEIR, or result in a substantial increase in the severity of previously identified significant impacts. No changes have occurred with respect to circumstances surrounding the original project that would cause significant environmental impacts to which the modified project would contribute significantly, and no new information has been put forward which shows that the modified project would cause significant environmental impacts. Therefore, no supplemental environmental review was required beyond this addendum.

The Board of Supervisors affirmed the FEIR certification on April 8, 2012, and the San Francisco Superior Court and California Court of Appeal upheld the adequacy of the FEIR in the case entitled *Save the Laguna Street Campus v. City and County of San Francisco*.

To provide current project information to the Planning Commission and the public, this motion contains a full description of the development (the original project as modified) and its compliance with the Planning Code and General Plan.

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 requested in Application No. 2012.0033C, subject to the conditions of Motion Nos. 17537 and 18427, except as specifically modified herein, 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. **Site Description and Present Use.** The 5.4-acre (236,113 square feet) project site is located in the Hayes Valley neighborhood north of Market Street on two city blocks (Block 857, Lots 001 and 001A; and Block 870, Lots 001, 002, and a portion of Lot 003) bounded by Haight Street to the north, Laguna Street to the east, Hermann Street to the south, and Buchanan Street to the west at the former University of California Berkeley Extension Campus. The project site was rezoned under the previous entitlement from P (Public) Zoning District within the 80-B and 40-X Height and Bulk Districts, to NC-3 (Moderate-Scale Neighborhood Commercial) and RM-3 (Residential, Mixed, Medium-Density) Districts, the Laguna, Haight, Buchanan and Hermann Streets Special Use District and the 40-X, 50-X and 85-X Height and Bulk Districts.

The 236,113 square-foot project site (not including the dental clinic) contains five buildings totaling 119,910 square feet, which were used until 2003 by the University of California (UC)–Berkeley as an extension campus and by the French-American International School (FAIS). These now-unoccupied buildings include Woods Hall, Woods Hall Annex, Richardson Hall and its Administration Building, and Middle Hall.

A sixth building, located on the southwestern corner of Block 870, Lot 003 at the intersection of Hermann and Buchanan Streets, is a two-story dental clinic of approximately 18,000 square feet in size that is currently occupied by the University of California San Francisco (UCSF) Dental School. The Dental Clinic is not part of the project site and is not proposed to be altered, closed or relocated as part of this Project.

The project site slopes steeply downward from northwest to southeast and is divided into two terraces. The majority of the existing buildings occupy the periphery of the site on the upper and lower terraces, with surface parking generally in the center of the site. The five existing buildings on the site were constructed between 1924 and 1935 as the campus of the San Francisco State Teachers College (now San Francisco State University), which traded the property to the University of California when it relocated to its current campus on 19th Avenue in the 1950s.

The five project-related buildings generally exhibit the Spanish Colonial Revival style of architecture with red tile roofs and stucco siding. Woods Hall, constructed in 1926, is a two-story, L-shaped building located at the northwestern corner on the upper terrace of the site along Buchanan and Haight Streets. Attached to Woods Hall is Woods Hall Annex, a two-story building constructed in 1935, located along Haight Street and positioned on the lower terrace. Richardson Hall, constructed in 1924 and 1930, is a one- and two-story, L-shaped building located at the corner of Hermann and Laguna Streets. Woods Hall, Woods Hall Annex and Richardson Hall (except its Administration building) are designated landmarks pursuant to Article 10 of the Planning Code.

Along the Laguna Street side of Richardson Hall is a two-story auditorium and an attached single story Administration Building. Middle Hall, originally built as a gymnasium in 1924 with classroom and office space added later, is a one-and-a-half- to two-and-a-half-story building located behind the west wing of Woods Hall. The Administration Wing of Richardson Hall, Middle Hall, and the remainder of the Site are not designated landmarks pursuant to Article 10.

The remainder of the site is occupied by 278 off-street parking spaces contained in three lots. One parking lot is on the upper terrace between the dental clinic and Woods and Middle Halls, accessed from Buchanan Street. This lot has about 50 spaces, which are currently used primarily by the dental clinic. The remaining 228 parking spaces are contained within two lots on the lower terrace accessed from Laguna Street; one lot is behind Richardson Hall and the other is located at the corner of Haight and Laguna Streets. These lots currently provide daytime commuter parking for University of California San Francisco employees who work at other UCSF locations off-site and to employees of California Pacific Medical Center.

There are approximately 111 trees on site, 27 of which are “significant” trees pursuant to Public Works Code Section 810A. There are no “landmark” trees as defined by Public Works Code Section 810 on the site. All of the significant trees are proposed for removal and replacement. One existing tree, the “Sacred Palm” which was included in the landmark designation of Woods Hall, and one other palm tree, will be temporarily removed and relocated on the site. Removal and replacement of the significant trees will require a permit from the Department of Public Works. Up to 36 existing street trees are proposed to be replaced.

3. **Surrounding Properties and Neighborhood.** The project site is surrounded primarily by residential and institutional land uses. Multi-family residential buildings ranging from two to seven stories in height and single-family attached row houses ranging from two to three stories in height are the predominant uses on the streets immediately surrounding the project site. Institutional uses in the immediate vicinity include the Walden House Adolescent Facility, located along Haight Street across from Woods Hall Annex, the University of California San Francisco AIDS Health Project building, located on Hermann Street across from Richardson Hall, and the U.S. Mint, which sits atop a rocky promontory at the intersection of Buchanan and Hermann Streets to the northwest of the project site. Commercial uses in the project vicinity primarily occur along Market Street, about half a block from the site.
4. **Modified Project Description.**

Site Control

The land will remain under the ownership of the Regents of the University of California, which will enter into long-term ground-leases to the project sponsors for site development. Alta Laguna LLC an affiliate of Wood Partners (who purchased the original project sponsor, AF Evans, Inc’s interest in the project) will develop market rate and affordable family housing, Waller Park, a community garden and center, the pedestrian mews, street improvements and off-

street parking. 55 Laguna LP will develop the affordable senior housing, a senior community center, retail space and office space.

#### Site Layout

The project site would be divided into two separate areas north to south with the proposed Waller Park (located in the former Waller Street right-of-way) bisecting the two distinct areas. The proposed buildings would also be oriented north to south and “read” as ten separate structures; however, one below grade parking garage, accessed from Laguna Street, would connect buildings 2C, D and E (as well as some above-grade enclosed corridors) and one below-grade parking garage, accessed from Buchanan Street, would connect buildings 1A and B (also with above-grade enclosed corridors). The community garden would be located behind Woods Hall Annex and accessed from Laguna and Haight Streets. The project layout has been modified from the layout approved in 2008 to eliminate an “L” shaped street configuration that previously bisected the site. The north - south portion of the former Lindhardt Lane has been modified into a pedestrian/bicycle only Palm Lane and provides access to the interior of the site from Hermann Street. Buildings are now oriented north to south and step down the site from west to east with the slope of the site.

#### Urban Design

The proposed development would transform the site from an unmaintained and underutilized site that is cut off from the surrounding neighborhood to an active, pedestrian friendly and vibrant amenity that knits the site into the neighborhood. This would be accomplished by: the demolition of retaining walls that limit visual and physical penetration into the site; the introduction of public pedestrian thoroughfares (Waller Park, and Palm Lane) that will permit pedestrians to transverse the site from the east, west and south; and by creating numerous unit and building entrances around the site’s perimeter.

Woods Hall would be adaptively reused as 21 dwelling units. Woods Hall Annex would be adaptively reused as a community center. Richardson Hall (except the Administration Building to be demolished) would be adaptively reused as 40 senior affordable dwelling units, retail space and offices for Openhouse. Middle Hall and the retaining walls on Haight and Laguna Streets would be demolished.

The proposed new buildings would be designed to complement the architectural character of the remaining Landmark buildings, and the surrounding neighborhood. The overall variation of building heights is intended to relate to the size and scale of buildings across Buchanan and Laguna Streets while accounting for the site’s topography.

The proposed new buildings would range in height between four and seven stories. Building 1A and 1B, on the north and south sides of the proposed Waller Park at Buchanan Street would be four stories in height at Buchanan Street, and generally reflect the height of buildings on the opposite blockface. These buildings would replace a chain-link fence and surface parking lot with two volumes and seven new unit entrances and a garage opening on Buchanan Street. Buildings 1A and 1B, and their unit entrances, would also front Waller Park and Palm Lane. Building 2E, at

three stories on Haight Street and seven stories at the corner of Laguna and Waller Streets, would front Waller Park, Palm Lane, and Laguna and Haight Streets. On Laguna Street, the existing retaining wall would be replaced with one building of approximately 275 feet in length that has been separated into at least three different volumes through altering window openings, building detail, fenestration and material changes along the facade. Building 2E would introduce entrances to dwelling units, a single garage entrance and the community garden on Laguna Street, and unit and garden entrances on Haight Street. Dwelling unit entrances would be created on Waller Park. Buildings 2C and 2D are five stories in height, fronts on and would have unit entrances on Waller Park and Palm Lane. At seven stories, the new Openhouse building (Building 5) would be constructed where the existing Administration Wing of Richardson hall now stands. This building would introduce transparent windows facing the sidewalk at Laguna Street with the main entrance at the corner of Laguna Street and the proposed Waller Park. The windows and entrance would replace an existing retaining wall with no openings. Building 3, a gym, clubroom and resident lounge would be located between the west end of Building 1B and Woods Hall.

Through the introduction of individual lobbies, stoops, porches and/or bay windows along the street frontages, Waller Park and Palm Lane, an active pedestrian environment would be created. These features facilitate pedestrian access and use, landscaping, street furniture and a sense of place. The result is a design that integrates the private residential units directly into the vitality of the street level, and introduces a neighborhood where none currently exists.

#### Dwelling Units

Up to 440 rental units would be constructed and located in eleven of the thirteen buildings on the site. The only buildings not containing dwelling units would be Woods Hall Annex (community center) and the amenity building proposed to contain a resident lounge, clubhouse and gym. Alta Laguna LLC would develop and manage up to 330 market-rate rental units in Buildings 1 (new), 2 (new), and 4 (adaptive reuse of Woods Hall). Of these units, approximately 76 would be studio/junior on-bedroom units, 150 would contain one bedroom, 102 would contain two bedrooms and two would contain three bedrooms. Unit size ranges from 650 to 1,541 square feet. The Alta Laguna LLC project would include 32-50 inclusionary below market rate rental units. 55 Laguna LP, a partnership of Openhouse, a non-profit developer serving the LGBT senior community, and Mercy Housing of California would develop and manage up to 110 senior affordable rental units in buildings 5 (new) and 6 (adaptive reuse of Richardson Hall). Of these units, approximately 11 would be studios, 95 would contain one bedroom and four would contain two bedrooms. Unit size ranges from 325 to 840 square feet. The senior affordable units are subject to Planning Code Section 102.6.1, requiring specific physical attributes of senior housing, minimum number of units, minimum age and occupancy.

As a result of the ownership and development structure, all dwelling units, including those fulfilling the inclusionary affordable housing requirement, would be available only for rent. On August 4, 2011, the City of San Francisco and Alta Laguna, LLC entered into a Costa-Hawkins agreement to provide for an exception to the rent restrictions of the Costa-Hawkins Act for the development's inclusionary units.

Vehicular and Bicycle Parking: The project will replace three existing parking lots with approximately 310 off-street parking spaces in two underground garages. As part of the lease agreement with UC, project sponsor(s) must replace up to 51 existing off-street parking spaces for the dental clinic. Dental clinic parking would be accessed from Buchanan Street and located under Building 1. No less than 10 car share spaces would be located in the garage below Building 2 with access to Laguna Street. Up to 249 off-street parking spaces would be dedicated to all the development's rental dwelling units constructed and managed by all project sponsors. Planning Code Section 249.32, the Laguna, Haight, Buchanan and Hermann Streets Special Use District (SUD), restricts residential off-street parking to .75 spaces for each dwelling unit, including senior dwelling units. As there would be no more than 249 off-street parking spaces for 440 dwelling units, the parking ratio for the development would be .57 parking spaces for each dwelling unit. It should be noted that Planning Code Section 151(b) does not require off-street parking for senior affordable housing (the 55 Laguna, LP development). Of the 249 off-street parking spaces provided, no less than 154 of those spaces will be space efficient. Per Exhibit "B", the development meets this standard through the use of parking "stackers." No less than 8 handicapped spaces would be provided. No Less than 126 secure, on-site bicycle parking spaces would be located in four different rooms throughout the site and accessed from both garages and Palm Lane.

Parking fees would be "unbundled." Residents who choose to store their car on site would be offered parking for a fee. Those who do not wish to pay for off-street parking would not be charged a fee for off-street parking. Consistent with the Market and Octavia Area Plan's reliance on "unbundling" of parking from housing costs, parking fees would not be included in the residents' base housing payments.

The dental clinic parking would be made available to the public and residents for a fee outside of its dental clinic business hours.

The project is not required to and does not provide any off-street loading. The project sponsors will apply for white zones on Laguna and Buchanan Streets to accommodate loading needs.

#### Publicly Accessible Open Space

As part of the development's public benefits, two new publicly accessible open spaces, Waller Park and a community garden, would be created and maintained by Alta Laguna, LLC. Waller Park would extend from the intersection of Waller and Buchanan Streets through the site to the corner of Waller and Laguna Streets, effectively re-introducing Waller Street through the site as a public amenity. Waller Park would provide approximately 28,000 square feet of publicly accessible open space and passive recreational uses. Upper Waller Park would include benches, and trees and would take advantage of the steep slope of the project site by providing a scenic overlook with views of the East Bay and downtown San Francisco. Lower Waller Park would include hard and softscape areas with trees, benches, and built-in seating on the slope, overlooking the end of Waller Park. Street trees would be planted along all four exterior streets as well as along all internal pedestrian ways.

A no-fee community garden of no less than 10,600 square feet would be developed and made available to the public and development residents by Alta Laguna LLC. The garden would be located behind Woods Hall Annex at the northwest corner of the site. Access to the garden would be through a stairway and accessible ramp fronting Laguna Street, as well as a stair and gate leading from Haight Street.

Private open space would be provided, respectively, through patios and decks for individual units. Common open space would be provided in the large courtyards between buildings and Palm Lane. It is not necessary to count the area of Waller Park or the community garden to satisfy open space requirements of the dwelling units.

At this time the City retains ownership of Waller Street. The Project Sponsor must obtain approval from the City in its proprietary capacity prior to issuance of any building permit for the Project to develop Waller Park.

The project would include landscaping throughout the Project area in the form of trees, shrubs and native plantings based on the Landscaping plan contained in Exhibit B.

#### Community Facility Space

As part of the development's public benefits, Alta Laguna, LLC will undertake seismic and accessibility building shell improvements to Woods Hall Annex to be used as a rent-free community center/facility of no less than 12,000 square feet. The use will be determined in consultation with the community. Alta Laguna, LLC will work with the City to determine if ongoing funding dedicated to operation of the center can be leveraged through the Mills Act.

#### Pedestrian, Bicycle and Vehicular Circulation

Pedestrians could transverse the site from east to west through Waller Park (the former Waller Street right-of-way) between Laguna and Buchanan Streets. Through creation of Palm Lane, which provides access north to south, pedestrians could transverse the site from Hermann Street to Haight Street through Woods Hall Annex or the garden entry on Haight Street. Waller Park and Palm Lane intersect at approximately midway through the site. Vehicular ingress and egress would be limited to the garage entrances on Buchanan and Laguna Streets. There would be no at-grade vehicular penetration into the site. At-grade bicycle access to the site would be from Palm Lane at Hermann Street.

#### Rehabilitation and Demolition of Landmark Buildings

On April 18, 2007 the Board of Supervisors designated Richardson Hall (except its Administration Wing), Woods Hall and Woods Hall Annex as local landmarks pursuant to Article 10 of the Planning Code under Ordinance 216-07. Buildings and features to be retained are identified in the Ordinance.

Rehabilitation of Woods Hall, Woods Hall Annex, and most of Richardson Hall would be primarily restricted to the interior of these buildings, without substantial alterations to their

exterior facades or rooflines, with the exception of new windows on the interior courtyards and window and door openings on street frontages. The ground floor of Richardson Hall would be altered to accommodate the proposed ground-floor retail space, Openhouse office space, and/or three senior affordable units at the corner of Laguna and Hermann Streets. The sidewalk at the intersection of Laguna and Hermann Streets would also be widened in this location. Along the south wall of the auditorium in Richardson Hall, original window openings that were filled in during an earlier renovation would be opened up as well as the addition of new window openings. There may be new entrances along Laguna and Hermann Streets at the second level of Richardson Hall to allow resident only access to the existing roof deck.

The portion of Richardson Hall to be demolished would be the single-story Administration Wing which sits atop the retaining wall facing Laguna Street near Waller Street and a small one story connecting structure adjacent to the Administration Wing. The proposed new Openhouse building would be constructed in the general location of the Administration Wing of Richardson Hall, and would be separated from the remaining portions of Richardson Hall by a new wall. In addition, Middle Hall would be demolished to accommodate construction of Building 1B, dwelling units and site improvements. The retaining wall along Laguna Street between Waller and Haight Streets and extending westward on Haight Street would also be demolished.

In accordance with the Mitigation Monitoring and Reporting Program, the Historic Preservation Commission approved a Certificate of Appropriateness for alterations to the landmark buildings on May 16, 2012, Case No. 2012.0033A, Motion 0157. The Board of Supervisors voted to uphold the Certificate of Appropriateness under an appeal heard on July 31, 2012.

#### Retail and Office Space in Richardson Hall

At the time of Planning Commission review, there are two scenarios for the adaptive reuse of Richardson Hall's ground floor at the corner of Hermann and Laguna Streets, which is currently a solid retaining wall. Under Variant A, up to 2,500 square feet of retail space would occupy the ground floor of Richardson Hall at corner of Hermann and Laguna Streets with approximately 2,700 square feet of office space to be occupied by operational offices for Openhouse immediately north of the retail space and fronting Laguna Street. Under Variant B, up to 2,500 square feet of space at the corner would be occupied by operational offices for Openhouse and up to three dwelling units, a residential lobby, storage space and building systems would be located immediately north of the office space and fronting Laguna Street.

#### Senior Community Center in Newly Constructed Openhouse Building

Openhouse will include in its new residential building a senior center of approximately 7,500 square feet. The center would provide senior programming in the activity areas and dining in the larger activity room on the second floor. It is expected that transportation for residents will be provided by van service. It is anticipated that 100-150 people will use the facility each day.

#### Green Building Features

This project is a nationally recognized LEED ND (leadership in energy and environmental design for neighborhood developments) project. LEED ND is a program for certifying outstanding

neighborhood scale developments currently being implemented by the United States Green Building Council. It is anticipated that the project is certifiable at the GOLD level. This is primarily due to excellence in site planning, the mix of uses, the transit emphasis, and innovative environmental measure incorporated into the project. These measures include:

#### Sustainable Site

- Urban Infill Site utilizing existing infrastructure
- Transit Oriented Development: Direct access to Haight and Market Street Transit lines
- Secure Bicycle Storage
- Reduced parking ratio
- Proposed largest City Car Share pod in the City
- High density mixed use development

#### Water Efficiency

- Water Efficient Landscaping components
- Seasonal water collection and filtration at Waller Park
- Permeable paving at internal lanes

#### Energy and Atmosphere

- Energy efficient heating system
- 100% fluorescent lighting
- Cat-V cabling to all units
- Energy Star appliances
- Insulated Windows with low E coating
- Proposed photovoltaic solar electric and solar thermal hot water systems

#### Materials & Resources

- Storage and collection of Recyclables for residents
- Re-use Existing Buildings
- Divert at least 50% of construction waste from landfills
- High fly-ash concrete mix
- Recycled content carpet and/or natural linoleum flooring

#### Indoor Environmental Quality

- Natural through ventilation in many units
- Daylight at least 75% of all interior spaces
- Paint, adhesives and sealants with low VOC contents

#### Phasing

Construction of the project elements may be phased, with demolition of Middle Hall and the Administration Wing of Richardson Hall and construction of the family dwelling units, Waller Park, Palm Lane, the community garden, and the community facility developed in two initial phases by Alta Laguna, LLC; and the two affordable senior buildings (rehabilitation of

Richardson Hall and Building 5) developed in two subsequent phases when adequate public subsidies are available to 55 Laguna, L.P. for each building.

5. **Public Comment.** As of August 2, the Department has received two letters expressing concern about the revised project. On April 30, 2012, The Hayes Valley Neighborhood Association (HVNA) submitted a letter to the Department expressing concerns that include: that the amount of off-street parking is excessive; the design of garage entrances, newly constructed buildings, and Waller Park are not satisfactory; improved safety and activation of Haight Street; and in support of a retail occupant at the corner of Hermann and Laguna Streets. A second letter from a member of the public expressed concerns about traffic patterns created by the garage on Laguna street and the width of garage entries.
6. **Entitlements Required:** This Conditional Use application is to modify the project known as the “55 Laguna Project”, which was approved as a Conditional Use (Planned Unit Development) in January, 2008. Modifications to the original project’s site plan through the rearrangement of building footprints, changes in building architecture and massing; locations of courtyards and open space; and the elimination of interior streets that provided vehicular access have altered how the project meets, or does not meet, various Planning Code requirements. In addition, a number of Planning Code requirements have been adopted since the original Conditional Use/Planned Unit Development entitlement was approved in January, 2008. These project changes require additional Planning Commission review and approval for changes to a previously-approved Conditional Use authorization as a Planned Unit development for modifications to the location of the required rear yard throughout the development, dwelling unit exposure for 53 dwelling units, and transparency and active uses for street frontages in a Neighborhood Commercial District for uses in Richardson Hall fronting Laguna Street.
7. **Planning Code Compliance:** The Commission finds that the modified Project is consistent with the relevant provisions of the Planning Code in the following manners:

Planning Code requirements for which modifications through a Planned Unit Development are requested.

- A. **Rear Yard.** Planning Code Section 134(a)(1) requires that a rear yard equal to 25 percent of the lot depth be provided for the lot on which each building is situated. Further, Section 134(a)(1)(A) requires that in RM-3 districts, rear yards be provided at grade level and at each succeeding level or story of the building. Section 134(a)(1)(C) requires that in NC-3 Districts, rear yards must be provided at the lowest story containing a dwelling unit, and at each succeeding story of the building. For the subject site, a required rear yard would need to be approximately 59,029 square feet and located at the opposite end of the site’s frontage.  
*Proposed Parcel A, which will contain the family rental units, is approximately 162,700 square feet (not including Waller Park) with buildings covering approximately 94,700 square feet for an overall lot coverage of 58%, or 42% of undeveloped area that could be considered a rear yard. It should be noted that the lot area below at least four proposed above-grade “bridges” connecting Buildings 2E and D, 1B, and 1A have not been subtracted from the overall square footage of Parcel*

A. However, the rear yard area of Parcel A far exceeds the rear yard requirement so that the area not subtracted from the overall totals would not change the development's compliance with the rear yard requirement. Lot Proposed Parcel B.1 is approximately 14,800 square feet with a building coverage of approximately 9,600 square feet for an overall lot coverage of 64% or 36% of undeveloped area that could be considered a rear yard. Proposed Parcel B.2 is approximately 28,400 square feet with a building covering approximately 19,000 square feet for an overall lot coverage of approximately 66%, or 44% of undeveloped area that could be considered a rear yard. Not including Waller Park, the development includes approximately 82,600 square feet of at-grade undeveloped land that could be counted towards the rear yard requirement or 40% of the entire development area. Although the development exceeds the amount of undeveloped land to be counted towards the rear yard requirement, it will not be provided in a single rear yard configuration. Therefore, this Conditional Use/PUD authorization includes a modification to the rear yard requirement so that the open space can be provided throughout the site instead of in one continuous space on the lot that is opposite the site's frontage.

- B. Dwelling Unit Exposure. Planning Code Section 140 requires that all dwelling units face a public street or side yard at least 25 feet in width, a required rear yard, or an open area of 25 feet in width.

*Though most units in the development will meet this requirement, a PUD modification is required for 53 units in the development that do meet this requirement.*

<b>Bldg. No.</b>	<b># of units</b>	<b>Issue</b>
1	8	Face courtyard of 16'.
2	7	Face courtyard of lot of 11' on lot A. Requirement is met if shared courtyard dimension of lot A and B.1 (15 feet) is counted.
4	1	Face courtyard of 16'.
5	23	On property line with Waller Park (more than 25' wide).
6	14	Face courtyards of less than 25'.
<b>Total</b>	<b>53</b>	

- C. Street Frontages in NC Districts: Planning Code Section 145.1(a)(2)(A), as it relates to the subject development, requires active uses at the street, controls the amount of linear feet that must be dedicated to residential entrances, and provides an exception for historic buildings.

*The proposal contains two variants (A and B) for the ground-floor façade design and use of Richardson Hall. At a Historic Preservation Commission (HPC) hearing on May 16, 2012, the HPC voted to limit the number of openings on the ground floor of Richardson Hall fronting Laguna Street to one at the main Openhouse lobby per Variant A. Variant A complies with Section 145.1 because the retail and office uses are "actives uses." However, under Variant B, the ground floor would contain three dwelling units (an active use) that face Laguna Street, but do not provide direct access to the street as required by Section 145.1. Therefore, if dwelling units are proposed for the ground floor in the future, the requirements of Section 145.1 would not be met.*

*To avoid additional Planning Commission review in the future, a modification for dwelling unit entrances on Laguna Street is included in the PUD request.*

*The proposed Openhouse building at the corner of Waller Park and Laguna Street is not subject to Section 145.1, as under the Building Code the occupied area accessible from the street is defined as a basement and not a ground floor.*

- D. Transparency on Street Frontage in NC District: Planning Code Section 145(c)(6) requires non-active street frontages to provide a minimum transparency of no less than 60 percent of the street frontage.

*Modifications to the ground floor of Richardson Hall (Level 1) include new openings in the retaining wall fronting Richardson Hall, a designated City Landmark. In its approval of a Certificate of Appropriateness for Richardson Hall on May 16, 2012, the Historic Preservation Commission limited the number and size of openings on the ground floor of Richardson Hall to preserve the character defining solidarity of the ground floor. This limitation does not meet the 60 percent transparency requirement. A historic building modification from this Code requirement is necessary.*

The Development complies with the following Planning Code requirements.

- E. Use. The development includes residential, institutional, community facility, retail, office and accessory uses in the Laguna, Haight, Buchanan and Hermann Streets Special Use District, and RM-3 and NC-3 Districts.

*The RM-3 District would include up to 218 market-rate and inclusionary family dwelling units, a community center and garden, an amenity building containing a gym, clubroom and lounge for project residents and accessory uses such as a bicycle maintenance, music and storage rooms. Per Planning Code Section 209.1, the residential use is a principally permitted use in the RM-3 District. The community center requires Conditional Use authorization; however, this use was entitled through Case No. 2004.0773C and Motion 17537. The remaining gym, bicycle and music and storage rooms would be considered accessory uses to the residential use per Planning Code Section 204.1, and are thus permitted. The NC-3 District would include up to 222 senior affordable and market rate and inclusionary family dwelling units, an institutional use of up to 7,500 square feet (senior community center operated by Openhouse), retail space up to 2,500 square feet, approximately 2,700 square feet of Openhouse office space, and tenant storage. Per Planning Code Section 712.90 residential uses are principally permitted uses in the NC-3 District. Planning Code Section 790.50, a large institutional use, the Openhouse community center is permitted in the NC-3 District. Planning Code Sections 712.40 and 712.21 principally permit retail uses up to 5,999 square feet; and Section 712.53 and 712.21 principally permit offices uses up to 5,999 square feet; therefore the retail and office use in Richardson Hall would be permitted. The project complies with use limitations.*

- F. Density. Planning Code Sections 209.1 and 712 establish density restrictions for dwelling units in Residential and Neighborhood Commercial districts, respectively. The proposed

residential density is within the limits of these sections. No increase in density is sought by the PUD.

*Section 207.4 allows density in NC-3 districts to be equal to that permitted in the nearest Residential District, provided that the maximum density is no less than 1:600. Here, the nearest R zone to the NC-3 district is RM-3, which has a density ratio of 1:400 and 1:200 for senior units. There are 268 units permitted in the project's NC-3 district where 222 units are proposed. The 1:400 density in the site's RM-3 zone permits up to 319 units where 218 units are proposed. The project complies with density limitations.*

- G. Floor Area Ratio (FAR). Planning Code Section 124 limits the building square footage in both RM-3 and NC-3 districts to 3.6 square feet of building area for every 1 square feet of lot area. In the NC-3 and RM-3 Districts, FAR limits do not apply to dwellings or to other residential uses, nor do they apply to accessory off-street parking per Planning Code Section 124(b).

*The development site would be split into three lots. Parcel A, of approximately 162,700 square feet (not including Waller Park of approximately 28,000 square feet), would contain the Alta Laguna, LLC, residential development, an approximately 12,000 gross square foot community center where FAR limits applicable development to approximately 585,600 square feet. Parcel B.1, of approximately 14,800 square feet, would contain the new Openhouse residential building and community center of approximately 7,500 square feet where FAR limits applicable development to 53,244 square feet. Parcel B.2, of approximately 28,400 square feet, would contain the Openhouse/ Richardson Hall residential units and approximately 2,500 square feet of retail space and 2,700 square feet of office space where FAR limits applicable development to approximately 102,240 square feet. UC has required the garage containing the 51 dental school parking spaces to be a separate lot, proposed Parcel D, of approximately 21,400 square feet to support the 18,000 square foot dental clinic on proposed Parcel C. Under Section 249.32(b)(1), the 51 parking spaces in Parcel D are permitted as accessory parking for the Parcel C dental clinic. The project complies with the FAR limits in both use districts.*

- H. Open Space. Planning Code Section 135 requires that 80 square feet of private usable open space be provided for every dwelling unit in NC-3; in RM-3 districts, 60 square feet of private usable open space is required to be provided for every dwelling unit. The open space requirement must be multiplied by 1.33 when provided as common open space. For senior housing, the amount of required open space is ½ the amount otherwise required.

- *NC-3 District – 17 of the family dwelling in the NC-3 district have private open space meeting the minimum requirements of the Planning Code, leaving 95 family units (a requirement of approximately 10,010 square feet) and 110 senior units (a requirement of approximately 5,852 square feet) requiring common open space, for a total of approximately 15,960 square feet of required common open space. The NC-3 district provides approximately 16,000 square feet of common open space.*

- *RM-3 District – 24 of the family dwelling in the RM-3 district have private open space meeting the minimum requirements of the Planning Code, leaving 194 family units (a*

requirement of approximately 15,481 square feet) requiring common open space. The RM-3 District provides more than 17,000 square feet of common open space.

Collectively, the project provides a minimum of 33,740 square feet of common open space meeting the dimensional requirements of Section 135, and thus satisfies open space requirements. Neither Waller Park nor the community garden is included in this calculation of common open space.

- I. Height. Planning Code Section 260 requires that all structures be no taller than the height prescribed in the subject height and bulk district. The development approved in 2008 required legislation to change the height and bulk districts from 40-X and 80-X to 40-X, 50-X and 85-X.

Height of the development has been measured at four points around the site. The project sponsor has chosen to measure the height of Buildings 1A and 1B from Buchanan Street. Building 1A is located in the 50-X District and is approximately 42 feet in height to the roof top measured from the curb on Buchanan Street. Building 1B is primarily located in the 50-X District and is approximately 42 feet in height to the roof top measured from the curb on Buchanan Street, with the portion of the building located in the 40-X District less than 40 feet in height as measured from Buchanan Street. Stair and mechanical penthouses would project slightly above 50 feet, but are exempt per Section 260(b). The project sponsor has chosen to measure the height of Building 2C from Hermann Street. Building 2C is located in the 85-X District and is approximately 63 feet in height measured to the roof top from the curb on Hermann Street. Proposed penthouses would not exceed the height limit. The project sponsor has chosen to measure the height of Buildings 2E and 2D from Haight Street. Building 2E is located in both the 40-X and 50-X Districts, is approximately 260 feet long from Haight Street to Waller Park, is three stories at Haight Street and seven stories at Waller Park, and on a down-sloping lot from Haight Street. At Haight Street, the building is approximately 33 feet in height and complies with the 40-X District. Although the building is seven stories at Waller Park, it complies with the 50-X District as the measurement is taken from Haight Street. Per Planning Code Section 102.12.(b), the measurement of height for this building can exceed a depth of 100 feet because the building does not extend beyond a line that is equidistant between Haight and Hermann Streets. Penthouses for this building extend above the 50-foot height limit, but are exempt per Planning Code Section 260(b). Building 2E is subject to Planning Code Section 260 for buildings on a lateral slope where the height limit is 65 feet or less. The building complies with this requirement as the slope of Haight Street is approximately 12% and no portion of the building exceeds a width of approximately 65 feet. Building 2D is located in both the 40-X and 50-X District, is 33 feet in height as measured from Haight Street. The project sponsor has chosen to measure the height of Building 3 from Haight Street. Building 3 is located in the 40-X District and is approximately 10 feet in height to the roof top measured from the curb on Haight Street. The project sponsor has chosen to measure the height of Building 5 from Laguna Street. Building 5 is located in the 85-X District and is approximately 76 feet in height to the roof top measured from the curb on Laguna Street. The building includes a penthouse of which only a small portion exceeds the height limit. Buildings 4A (Woods Hall), 4A (Woods Hall Annex) and 6 (Richardson Hall) are existing buildings with no proposed vertical additions.

- J. Bulk. Planning Code Section 270 limits the bulk of buildings and structures, and assigns maximum plan dimensions.  
*The site's height and bulk districts are 40-X, 50-X and 85-X. The "X" bulk control has no specific limitations on building bulk. The proposed buildings comply with the bulk requirements.*
- K. Off-Street Parking. Planning Code Section 249.32(i-xi), the Laguna, Haight, Buchanan and Hermann Streets Special Use District (SUD), establishes specific off-street parking requirements for any development within the SUD.  
*No change is the number of parking spaces from that approved by Motion No. 17537 is proposed (310 spaces, including 51 replacement spaces for the UC Dental Clinic and 10 car share spaces) and the parking complies with the requirements of Section 249.32.*
- The development (senior affordable units and market-rate units) meets the off-street parking standards of the SUD in the following manners. (i) Ingress and egress for the parking garages do not exceed a width of 20 feet on either Buchanan or Laguna Streets. Haight Street is a Transit Preferential Street; however, there are no curb cuts or garage entries on this street. (ii) Off-street parking is located more than 25 feet from Laguna Street and wrapped with dwelling units. Off-street parking along Buchanan is below the street level. (iii) At-grade vehicular access within the development has been eliminated which will improve pedestrian movement and safety through Waller Park and Palm Lane. The development relocates two existing curb cuts and driveways, ingress and egress improvements through streetscape design will increase pedestrian safety. (iv) Off-street parking will not be visible from any public right-of-way or Waller Park. Off-street parking would be located in two garages, one accessible from Buchanan Street and one accessible from Laguna Street. (v) Off-street parking will be enclosed and entrances, curb cuts and driveways will be no wider than 20 feet. (vi) The project would contain up to 440 dwelling units and no more than 249 off-street parking spaces for a ratio of .57:1, less than the .75:1 ratio permitted. Of the 249 off-street parking spaces no fewer than 154 spaces or 62% of all off-street residential parking, would be accommodated in 2 and 3 car "stackers," in excess of percentage required. (vii) The development provides up to 51 off-street parking spaces for use by UC's dental clinic. The development would provide up to 10 car share spaces where three would be required. (viii) The development does not include a retail use larger than 20,000 square feet. (ix) The development proposes 10 car share spaces where three are required. (x) This requirement is fulfilled through the development's conditions of approval. (xi) Parking will be unbundled and available to all development residents.*
- L. Car Share Parking. Planning Code Section 166 requires two car share parking space be provided for up to 201 dwelling units and 1 more space for each additional 200 units, or three spaces for the Project. Section 249.32 requires 5% of the 51 non-residential spaces to be for vanpool, car share other joint use spaces, or three spaces for the Project.  
*The Project would provide 10 car share parking spaces, seven more than required by the Planning Code, to be located in the garage with egress to Laguna Street.*

- M. Off-Street Loading. Planning Code Section 249.32 provides that no off-street loading is required and a maximum of two off-street loading spaces could be provided for residential projects that have between 100,001 and 200,000 square feet of floor area.  
*The project sponsor has elected not to provide off-street loading on the site and will apply for on-street “white” loading zones on the Laguna and Buchanan Street frontages.*
- N. Street Trees. Planning Code Section 138.1 requires street trees and other streetscape improvements to be installed by a project sponsor constructing a new building in an RM-3 or NC-3 District at the rate of one tree for each 20 feet of frontage of the property along each street.  
*Up to 36 existing trees within the public right-of-way and in front setback areas along Haight and Buchanan Streets are proposed to be removed. As required, the development would provide a minimum of 55 street trees; although, the plans for the development’s Better Streets requirement indicates that up to 80 new street trees are proposed.*
- O. Shadows. Planning Code Section 295 generally does not permit new buildings over 40-feet in height to cast new shadows on a property owned and operated by the Recreation and Park Commission.  
*A shadow fan analysis conducted for the Environmental Impact Report per Case 2004.0770E concluded that the Project would not create any new shade on any Department of Recreation and Park properties protected under Planning Code Section 295. An addendum to address revisions to the project was issued per Case 2012.0033E, and the conclusion regarding shadow had not changed.*
- P. Street Frontages: Planning Code Section 144 promotes visually interesting and attractive street frontages in relation to the pattern of the neighborhood in R districts so that adequate areas are provided for front landscaping, street trees and on-street parking between driveways. Planning Code Section 145.1 promotes visually interesting and attractive street frontages in relation to the pattern of the neighborhood in NC districts so that adequate areas are provided for front landscaping, street trees and on-street parking between driveways. Specifically, entrances to off-street parking may not exceed one-third of any ground-story frontage, any parking entrance may not exceed 20 feet in width, and entrances to parking shall be at least six feet from a lot corner located at an intersection.  
*The 55 Laguna development would relocate two existing curb cuts and driveways, each approximately 30 feet wide each on Buchanan and Laguna Streets, both at the Waller Street right-of-way. The curb cut on Buchanan Street would be relocated approximately 100 feet south of its current location and provide access to up to 51 off-street parking spaces for use by the UC Dental Clinic and 70 residential parking spaces. The garage openings for this entry would be no more than 20 feet wide on a building frontage that is approximately 110 feet long. The curb cut on Laguna Street would be relocated approximately 100 feet north of its current location and provide access to up to 189 off-street parking spaces for use by residents of the market rate and all affordable dwellings and car share spaces. The garage openings for this entry would be no more than 18 feet wide on a building frontage that is approximately 260 feet long. The relocation of both*

*curb cuts from either end of the Waller Street right-of-way will help to create Waller Park, a publicly-used park. On-street parking will continue to be provided on all street frontages.*

*Overall, all four street frontages will be improved by the proposal through the creation of new plantings in the front setback areas, street trees, street pavers and bulb outs at three intersections and the top and bottom of Waller Park. The development will bring pedestrian interest to all frontages through the introduction of dwelling unit stoops and entries, building lobbies, a retail use, lobbies of up to two community centers and the community garden.*

- Q. Bird-Safe Standards: Planning Code Section 139 creates standards for new building construction and replacement facades by regulating building siting and certain building features, such as the square footage of uninterrupted glazing.  
*The development site is not immediately adjacent to, or within 300 feet of, an open space of at least two acres. As proposed, Waller Park is approximately 28,000 square feet, about ¼ of an acre. The proposed development is located in an R (Residential) zoning district, and exceeds a height of 45 feet in places; therefore, the project will comply with the feature-related glazing treatments required by Planning Code Section 139.*
- R. Streetscape and Pedestrian Improvements: Planning Code Section 138.1 implements the Better Streets Plan to improve the public rights-of-way so they are safe, accessible, convenient and attractive to pedestrians and all modes of travel.  
*The development will greatly improve an existing site that is primarily used as off-street parking and is visually cut off at the pedestrian level with tall retaining walls and chain link fences. The sidewalks of all four street frontages will be resurfaced and will include street trees in basins with a permeable material, landscaping in front setback areas, bulb outs, and permeable pavers between street trees.*
- S. Market and Octavia Area Plan Fees: Under Article 4 of the Planning Code, certain housing and community impact fees are required for developments within the Market and Octavia Area Plan.  
*Between 2004 and 2008, when the initial 55 Laguna project sponsored by AF Evans was under review, the Market and Octavia Area Plan was being developed and reviewed by the Planning Commission and Board of Supervisors. At that time, rather than be subject to fees, the project sponsor wished to provide public amenities such as Waller Park, the community garden, the community center, greening, and pedestrian and bicycle improvements worth approximately \$6,371,000. Language that allows these amenities to be provided rather than pay the fees is incorporated into the Laguna, Haight, Buchanan and Hermann Streets Special Use District, Section 249.32. An In-Kind Agreement for the amenities will be required to ensure they are constructed at the cost not less than the otherwise applicable Market and Octavia Community Infrastructure Impact Fee.*

Community Infrastructure Improvement	2008 Estimated Value	2012 Value included for In-Kind Agreement
Waller Park Improvements (25,000 sf)	\$4,050,000	\$6,776,000
Community Garden (10,600 sf)	\$575,000	
Wood Hall Annex Community Center (12,000 sf)	\$1,200,000	
<b>Sub Total</b>	<b>\$5,825,000</b>	<b>\$6,776,000</b>
Community Center Rent Subsidy	\$400,000	None.
Pedestrian Improvements (Laguna-Hermann, Laguna-Waller and Waller Buchanan bulb-outs)	\$140,000	None. Required by Planning Code.
On Street Bicycle Racks (7 racks)	\$6,000	None. Required by Planning Code.
<b>Total</b>	<b>\$6,371,000</b>	<b>\$6,776,000</b>

Based on 2012 fee rates the proposed project would be required to contribute \$4,237,047 to the Market and Octavia Community Improvements Fund. The project sponsor proposes to provide in-kind improvements with an estimated value of \$6,776,000.

- T. Bicycle Parking: Planning Code Section 155.5 requires bicycle parking for residential uses. Housing dedicated to seniors is exempt from this requirement.  
*For projects of over 50 dwelling units, 25 Class 1 spaces are required, plus one space for every four units over 50. The development would construct up to 330 non-senior units for an overall requirement of 70 Class 1 spaces. The proposal includes up to 125 Class 1 bicycle parking spaces located in at least three separate buildings throughout the site. The Better Streets plan includes five parking racks at the base of Waller Park at Laguna Street and eight parking racks on Haight Street close to the community center entrance.*
- U. Inclusionary Affordable Housing: Planning Code Section 415 requires housing project that consists of five or more units where an individual project or a phased project is to be undertaken and where the total undertaking comprises a project with five or more units, even if the development is on separate but adjacent lots to comply with the Inclusionary Affordable Housing Program.  
*Relevant to the Inclusionary Affordable Housing Program, the 55 Laguna project proposes two types of housing: up to 330 market-rate family housing units to be developed by Alta Laguna, LLC and up to 110 senior affordable housing units to be developed by 55 Laguna, LP.*

*On August 4, 2011, the Planning Commission approved Motion 18427 under Case No. 2011.0450C, modifying the inclusionary affordable housing component of the project entitled in 2008. Under Motion 18427, Wood Development would satisfy the requirements of Planning Code*

*Section 415 through Alternative #3 in Section 415.5(g) – a combination of on-site units and payment of a fee – to provide a minimum of 10% of the requirement as on-site units and up to the required 15% in the market rate housing development. This equates to approximately between 32 and 50 BMR on-site units within the market rate housing development and payment of an Affordable Housing Fee of up to approximately \$6.3 million to comply with Planning Code Section 415. This modification from the definitive 50 on-site BMR units included in the original Conditional Use Authorization has been necessitated by the Mayor’s Office of Housing’s inability to immediately fund the full subsidy for the 55 Laguna, LP project that it committed to in the original entitlement process. However, with that “hybrid” inclusionary program proposed by the market rate project sponsor, the Mayor’s Office of Housing had a year to attempt to secure the additional funds to meet its subsidy commitment to the Openhouse project and then provide some or all of the remaining 18 units to achieve the original BMR commitment. The senior housing development would remain 100% affordable. The modified project does not alter the overall number of market rate or affordable senior housing units to be provided within the overall development previously approved.*

*As of July 13, 2012, the Mayor’s Office of Housing (MOH) has indicated that financing for up to 35% of the ground lease for the affordable senior housing had been identified in its approved budget. MOH will request approval of this funding from the Citywide Affordable Housing Loan Committee in September 2012. In addition, the Transit-Oriented Affordable Housing Fund (TOAH) is expected to issue a commitment to fund the remaining ground lease payment for the senior affordable housing component proposed by 55 Laguna, L.P.. Should both of these two sources of funding be secured, Alta Laguna, LLC, would fulfill its inclusionary housing obligation by providing the full 50 BMR units on site, which would fulfill the goal identified during the Stakeholder meeting process in 2011 and described above.*

- V. Lot Size: Planning Code Section 712.11 requires Conditional Use Authorization for lots over 10,000 square feet within the NC-3 (Moderate-Scale Neighborhood Commercial) District.

*The current proposal includes three separate lots within the NC-3 District that each exceed 10,000 square feet in area. Parcel A, to be developed by Alta Laguna, LLC, would span both the RH-3 and NC-3 zoning district, with approximately 63,200 square feet of Parcel Area located in the NC-3 District. Parcel B.1, which would contain the newly constructed Openhouse building, would be approximately 14,800 square feet. Parcel B2, containing Richardson Hall, would be approximately 28,400 square feet. Although each of these lots would exceed the principally permitted lot size, the development approved under Case No. 2004.07703, Motion 17537 included conditional use approval and findings for one lot for the entire development site of more than 109,000 square feet.*

8. **Planning Code Section 303** establishes criteria for the Planning Commission to consider when reviewing applications for Conditional Use approval. On balance, the project does comply 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 project proposes to convert the vacant 236,113 sq. ft. (5.4 acre) UC Extension campus to a moderate density mixed use development of up to 330 market-rate and inclusionary family dwelling units, no less than 12,000 square feet of community space, Waller Park of no less than 28,000 square feet, and a community garden of no less than 10,600 square feet developed by Alta Laguna, LLC, and up to 110 senior affordable dwelling units, no more than 2,500 square feet of neighborhood-serving retail space, approximately 2,700 square feet of office space for Openhouse, and a senior center of up to 7,500 square feet developed by 55 Laguna, L.P. In doing so, the project will result in the adaptive reuse of two and most of a third historically significant buildings, the demolition of the heavily altered Middle Hall and the one-story Administration Wing of Richardson Hall, and the construction of seven new building volumes, two of which would front Buchanan Street, two along Laguna Street, one fronting Haight Street, with the remaining buildings fronting either Waller Park on the former Waller Street right-of-way or Palm Lane. There would be a total of 10 buildings on the project site. Pedestrian access would be provided at the east and west ends of Waller Park, and to Palm Lane/Palm Alley from Hermann Street.*

*The proposed mixed use project provides: 1. Up to 440 family and senior dwelling units; 2. A pedestrian scale, neighborhood-serving retail use at the corner of Hermann and Laguna Streets; 3. An internal open space system (some of which would be publicly accessible) and a landscaped, attractive internal pedestrian and bicycle circulation system; 4. 12,000 square feet of community facility space in an adaptively reused Woods Hall Annex facing Haight Street; and 5. A community center for seniors residing in the project and throughout the City.*

*The project's use, size, density and height are compatible with the surrounding community. The mixed use character of the project is compatible with adjacent and nearby land uses. The surrounding neighborhoods include a wide range of residential, commercial, institutional and mixed uses and varying building heights, including mid-rise apartment buildings located primarily on corner lots, with smaller low-rise residential buildings located toward the center of the peripheral blocks.*

*Similar to the existing pattern of built forms, the project would locate the single taller building (Openhouse) nearer Market Street and shorter residential buildings closer to the lower-scale residential uses along the site's Haight and Buchanan Street frontages. Project buildings would be three to seven stories in height. New buildings along Buchanan Street would be four stories in height, while new buildings along Laguna Street would range from four to seven stories. New buildings on the interior of the site would be four to six stories in height. The proposed four story buildings on the project site would be approximately one story higher than the predominantly three-story residential buildings along the site's perimeter streets, such as Buchanan, Haight, and Laguna Streets. For example, diagonally across the intersection of Buchanan and Haight Streets, to the project site's northwest, are 195 units in three-story, buildings that comprise the HOPE VI*

*Western Addition housing development. Immediately west of the project site along Laguna Street and south of the project site along Hermann Street are mid-rise apartment buildings which range in height from four to seven stories. The recently-constructed 93 units at three and four stories located at Church and Hermann Streets are about one block southwest of the project site.*

*The project building heights reflect nearby building heights and those set forth in the Market and Octavia Area Plan Element of the San Francisco General Plan, adopted by the Board of Supervisors on October 24, 2007 in Ordinance 24607 (“Area Plan”). The Area Plan created 85-foot height limits along Market Street, as well as on Hermann and Laguna Streets across the street from the single proposed mid-rise element of the project. Diagonally across the intersection of Hermann and Buchanan Streets to the site’s southwest, is the approximately 60-foot-tall United States Mint. The tallest project buildings, the two 7-story buildings at the intersection of Waller and Laguna Streets (north and south of the proposed Waller Park), would be generally similar in height to existing residential buildings that surround the site, such as the seven-story (80 foot) apartment buildings at 1900 Market Street, 78 and 300 Buchanan Street, 50 Waller Street, and 16 and 50 Laguna Street. Thoughtful use of the site’s topography and the surrounding neighborhood streetscape enables the project to be integrated into the surrounding neighborhood and prevents it from appearing walled-off, as it currently exists.*

*The density of the project is consistent with the surrounding area. As stated above, there are numerous high-density apartment buildings near the site that would be mirrored in the placement of the site’s higher density buildings. Similarly, the lower density buildings along the Haight and Buchanan boundaries, and part of Laguna Street, would be consistent with the residential uses on those perimeter streets. The site’s overall density reflects the surrounding neighborhood as a result of the reestablishment of the Waller Street right-of-way as a publicly accessible pedestrian street (Waller Park) in two ways. First, inserting such a wide interior thoroughway into the center of the project site allows the buildings to be dispersed on the site with adequate pedestrian access to each. Second, Waller Park would create distinct northern and southern blocks on the project site, making the project’s blocks similar in size to the blocks surrounding the project. The additional internal Palm Alley would further break down the project site. Lastly, to further enhance the site’s moderate density, most of the residential buildings will have stoops and individual entries at the street. This feature is consistent with the residential character of the surrounding neighborhood. All of these features contribute to the moderate scale density and character of the project.*

*The project provides multiple community benefits. Waller Park would transverse the site from east to west in the former Waller Street right-of-way, with new public plazas at each end. A new ground-level retail use along the site’s southeastern corner at Laguna and Hermann Streets in the existing Richardson Hall is proposed. Woods Hall Annex would be adaptively reused as a rent-free community center. A community center would be provided in the new Openhouse building to provide social services to development residents and seniors throughout the City. The project would thus integrate the site’s proposed new uses into the surrounding neighborhood, adding numerous heretofore unavailable community benefits, while enhancing pedestrian connectivity to (and through) a site that in the past was effectively walled off from the surrounding neighborhood.*

*This development is a nationally recognized LEED ND (leadership in energy and environmental design for neighborhood developments) project. LEED ND is a program for certifying outstanding neighborhood scale developments currently being implemented by the United States Green Building Council. It is anticipated that the project is certifiable at the GOLD level. This is primarily due to excellence in site planning, the mix of uses, the transit emphasis, and innovative environmental measure incorporated into the project.*

*Lastly, the project will provide affordable and high- quality dwelling units with numerous amenities for residents and the public. The development's inclusionary affordable housing component was addressed per Motion 18427 and Case No. 2011.0450C*

- 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 the area, in that:
- i. Nature of proposed site, including its size and shape, and the proposed size, shape and arrangement of structures;

*The site is rectangular in size, occupying 5.4 acres in the Hayes Valley neighborhood bordering Market Street. It occupies most of two city blocks surrounded by Hermann, Buchanan, Laguna and Haight Streets. The site's educational uses relocated in 2002 and 2003. The majority of the existing buildings occupy the periphery of the site with surface parking clustered toward the center of the site. The east side of the site is surrounded by a retaining wall that runs the length of Laguna Street and westward up Haight Street. The site's topography is extreme: The project site slopes steeply downward from its highest elevation at the corner of Buchanan and Haight Streets (170 feet above sea level), to its lowest elevation at the corner of Hermann and Laguna Streets (90 feet above sea level), in a northwest to southeast direction.*

*The ten new buildings are configured to enhance the site's natural topography, public accessibility and integration into the residential fabric of the neighborhood while still maximizing habitable space and availability of space for ground floor mixed uses. To be consistent with surrounding building heights, the two tallest two buildings would be constructed along Laguna Street at Waller Park in close proximity to buildings of similar heights on Laguna and Hermann Streets. The rest of the buildings are generally 3 to 5 stories, consistent with the prevailing building heights along the site's Buchanan and Haight Street frontages. The reintroduction of Waller Street as a publicly accessible park creates a block pattern that is more consistent with that of the surrounding neighborhood than the current lot configuration. The proposed Palm Alley will provide an internal, and also publicly accessible, north – south break to the block pattern. The new buildings are thus able to be sited around an internal circulation system that mirrors more closely the prevailing neighborhood pattern. Residents and visitors could traverse the site that more closely resembles a typical block size. The massing and scale of the new buildings is*

*further broken down with the use of materials, colors and architectural features, including stoops, bay windows and building articulation.*

- ii. 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;

*Currently there are 278 off-street surface parking spaces contained in three lots. One lot containing approximately 50 spaces and used primarily by the dental clinic is located on the upper terrace between the dental clinic and Woods and Middle Halls. The remaining 228 parking spaces are contained within two lots on the lower terrace accessed from Laguna Street; one lot is behind Richardson Hall and the other is located at the corner of Haight and Laguna Streets. The lots are currently used by UCSF and California Pacific Medical Center employees for commuter parking.*

*The project will replace these lots with up to 310 off-street spaces in two below-grade parking garages, one accessible from Buchanan Street and one accessible from Laguna Street. The development complies with the off-street parking requirements for the Laguna, Haight, Buchanan and Hermann Streets Special Use District. The proposed number of space efficient parking spaces exceeds the SUD requirement. Approximately 125 secure, on-site bicycle parking spaces would be available in at least four different locations throughout the development.*

*A traffic study completed for the project's EIR (assuming 450 dwelling and residential care units, rather than the currently proposed 440 dwelling units) found that the project will generate about 260 new p.m. peak hour auto trips. The project would also generate an increase of about 280 transit trips and 112 "other" trips in the weekday p.m. peak hour. Based on the expected number of vehicle trips, the reduced availability of on-site parking, and the 10 on-site car share parking spaces, the parking ratio of roughly .60 space per unit furthers the Area Plan's objective of lessening parking availability to increase use of transit and alternative modes of travel.*

*Pedestrians would be able to walk the length of the former Waller Street right-of-way between Laguna and Buchanan Streets via the proposed Waller Park. To help facilitate pedestrian and bicycle circulation throughout the site, the project proposes to add Palm Alley off of Hermann Street to facilitate north-south access through the site.*

- iii. The safeguards afforded to prevent noxious or offensive emissions such as noise, glare, dust and odor;

*Since this will primarily be a residential project, unusual noise, odor, dust and glare as a result of its operations will generally not occur. The buildings will comply with Title 24 standards for noise insulation. The materials for the facades of the buildings will not result in glare. The project would generate additional night lighting, but not in amounts*

*unusual for an urbanized area. Design of exterior lighting will ensure that off-site glare and lighting spillover are minimized.*

*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 November 2008). 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 sponsor and construction contractor would be required to follow specified practices to control construction dust and compliance with this new ordinance.*

*2,500 square feet of retail space will be provided at the corner of Laguna and Hermann Streets that may contain a food service use. The proposed food uses are subject to the standard conditions of approval for restaurants and outlined in Exhibit A. Conditions 5 and 6 specifically obligates the project sponsor to mitigate odor and noise generated by the restaurant use.*

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

*The project's open space plan is unique for a private development. The project would construct Waller Park, of approximately 28,000 square feet, in the former Waller Street right-of-way, a publicly accessible open space that would provide various landscaped seating and passive recreational areas its entire length between Buchanan and Laguna Streets. The upper park area at Buchanan Street would take advantage of the steep slope of the project site by providing a scenic overlook with views of downtown San Francisco and the East Bay. A plaza is proposed at the parks lower end at Laguna Street. Waller Park would include numerous benches and trees, a bioswale for water collection.*

*Palm Alley would be landscaped with trees on either side, planter boxes and street furniture for seating.*

*Other privately owned though publicly accessible open spaces would include a 10,600 square foot community garden behind Woods Hall Annex.*

*Private open spaces for many units would be in the form of balconies and stoops and semi-private courtyards. Common open space in an amount in excess of Planning Code requirements is also provided, in addition to Waller Park and the community garden.*

*As required by the Planning Code, the development complies with the Better Streets Plan and proposes up to 80 new street trees on all four street frontages, in tree basins that meet minimum*

*standards with permeable paving between the trees. Front setback areas on Buchanan and Haight Street would be landscaped as well. Dwelling unit entrances on Buchanan, Haight and Laguna Streets include planter boxes in the entry areas.*

*Parking will be appropriately screened from view. Site lighting will be a combination of pole, building mounted and low level lighting to provide necessary illumination levels, while complementing the site design. The lighting will be designed to support the security of the site and the surrounding neighborhood. The project sponsor intends to utilize full cut off light shields to limit light pollution and to investigate the use of solar powered lighting to mitigate energy consumption.*

- 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 NC-3 Districts in that the intended retail use at the corner of Hermann and Laguna Street use is located at the ground floor, will provide a compatible convenience service for the immediately surrounding neighborhoods during daytime hours.*

9. **Planning Code Section 304** establishes criteria and limitations for the Planning Commission to consider when reviewing applications for the authorization of PUD's over and above those applicable to Conditional Uses. On balance, the project does comply with said criteria and limitations in that:

- a. Affirmatively promote applicable objectives and policies of the Master Plan;

*This project furthers multiple existing General Plan and proposed Area Plan policies relating to housing, transportation and circulation, recreation and open space, urban design and historic resources. They are listed in their entirety in Finding10 below.*

*Specifically this mixed use project will create approximately 440 dwelling units of varying sizes, types and affordability levels in 11 moderately dense buildings in the highly urbanized neighborhood of Hayes Valley bordering Market Street. The project will provide affordable and high quality living units, some of which will be family-sized. In addition, the project will include a community center welcoming to LGBT seniors and their friends.*

*The project is adaptively reusing a vacant educational site that contains some historic buildings. In reusing some of these buildings, the applicant has hired a qualified preservation architect to adaptively reuse these historic properties.*

*The project is also reintegrating the site back into the immediate neighborhood. It is doing so by reintroducing Waller Street, which was vacated in 1922, back into the site as a publicly-accessible park that will bisect the site into east-west portions. The site is further bisected by a new Mews (Palm Alley) which will enhance internal access and circulation to the interior of the site.*

*Creation of this block pattern at the site results in buildings of thoughtful and sensitive design particularly as concerns the existing topography of the site and the prevailing height patterns along the site's perimeter. The project sites the tallest buildings within close proximity to neighboring buildings of similar heights. Similarly, the lower (e.g., 3-4 story) residential buildings will face streets where the predominant heights are also 3-4 story buildings.*

*The project's novel approach to public open space is in the use of the former Waller Street right-of-way as a publicly accessible park. Waller Park will consist of both multiple open space opportunities and also serve as pedestrian access through the site. A community garden is also proposed behind Woods Hall Annex.*

*The new buildings do not mimic the historic Spanish Colonial Revival buildings stylistically, but sympathetically respond to them in terms of scale, massing, proportion, fenestration, color and materials. This way of distinguishing new construction from historic buildings is in keeping with the Secretary of the Interior's Standards and creates a dynamic site that allows for a clear record of its development history. The architecture will be generally modest in character with an emphasis on a timeless, simple and modern aesthetic. The detailing and ornamentation will be restrained, but elegant and appropriate with an emphasis on how the buildings meet the ground.*

*The richness and variety of architecture emanates from the spaces between the buildings – a response to the characteristics of each street, courtyard, mews and park including its scale, fabric and sun orientation. The architecture along Palm Lane is finer grain and more simple and calm. It emphasizes a 20-foot vertical proportion with continuous front stoops leading to two story townhouses with the building mass above stepping back. The building material is a combination of horizontal cementitious siding and cement plaster. The Waller Park elevations have more variation in scale and height. Bay windows and numerous projecting terraces help take advantage of views up and down the park with most of the terraces on the sunny south facing facades. A leasing office and unit entries face onto the park creating additional activity. Buchanan and Haight Street elevations are lower in scale, also with 20-foot townhouses all with street facing front stoops. The scale and cadence will be very similar to the existing architectural character on these streets. Laguna Street also has front stoops and an entrance to one of the building lobbies as well as the entry into one of the garages. There is a strong rhythm of vertical articulation to help break down the scale of the facade. The overall palette of colors across the site will include subtle variations of white and grey cement plaster with the horizontal siding a darker warm gray. The windows will be aluminum and set back from the building face several inches to create a rich shadow line.*

*In terms of promoting the City's transportation policies, the project provides on-site parking of up to 310 spaces, including replacement of the dental clinic parking. The cost of the parking space will be unbundled from the housing costs borne by the residents. Consistent with the City's Transit First policy, the uses that are neighborhood oriented (e.g., retail and community facility) are located closest to Market Street's multiple transit lines. Pedestrian circulation through the site is encouraged by Waller Park, Palm Lane, and by the wide sidewalks and bulb-outs that occur at the site's corners.*

- B. Provide off street parking adequate for the occupancy proposed;

*The project will provide 310 off-street parking spaces in two underground garages. The garage accessed from Laguna Street would include approximately 10 car share spaces, 94 single-car parking spaces, 85 space efficient parking spaces. The garage accessed from Buchanan Street would contain up to 51 single-car replacement spaces for the exclusive use of the dental clinic during business hours, and 69 space efficient parking spaces. Of the total amount of off-street parking, approximately 12 spaces will be handicapped accessible, 6 in each garage. Approximately 125 secure, on-site bike parking spaces would be available, in four locations throughout the development.*

*The project would provide adequate on-site parking under the Area Plan and the SUD and be consistent with the parking generated by the site's proposed uses. With 10 on-site car share spaces, the parking ratio of approximately .60 spaces per dwelling unit furthers the Plan's objective of reducing parking availability to increase transit and alternative modes of travel and will provide adequate parking for the proposed occupancies.*

- C. Provide open space usable by the occupants and, where appropriate, by the general public, at least equal to the open spaces required by this Code;

*The private, common and public open space provided on site totals approximately 80,000 square feet. The requirements for residential private and common open space under the RM-3 zoning is 60 square feet of private open space per dwelling unit or 80 square feet of common open space per dwelling unit. The requirements for residential private and common open space for NC-3 zoning districts are 80 square feet of private open space per dwelling unit or 106.4 square feet of common open space per dwelling unit. The open space requirement for senior housing is one half of the amount required for family housing. Including Waller Park and Palm Alley there is a surplus of approximately 41,000 square feet of usable open space on the site.*

- D. Be limited in dwelling unit density to less than the density that would be allowed by Article 2 of this Code for a district permitting a greater density, so that the PUD will not be substantially equivalent to a reclassification of property;

*The project does not seek any density increase. Under the RM-3 zoning for the northern portion of the site, up to 319 units would be permitted (1:400). There are 268 units permitted in the project's NC-3 district where 222 units are proposed. The 1:400 density in the site's RM-3 zone*

*permits up to 319 units where 218 units are proposed. The project complies with density limitations.*

- E. In R Districts, include commercial uses only to the extent that such uses are necessary to serve residents of the immediate vicinity, subject to the limitations for NC-1 (Neighborhood Commercial Cluster) districts under the Code;

*This criterion is applicable only for the portion of the site that is zoned RM-3. The development does not include any commercial/retail activities in the RM-3 District.*

- F. Under no circumstances be excepted from any height limit established by Article 2.5 of this Code, unless such exception is explicitly authorized by the terms of this Code. In the absence of such an explicit authorization, exceptions from the provisions of this Code with respect to height shall be confined to minor deviations from the provisions for measurement of height in Sections 260 and 261 of this Code, and no such deviation shall depart from the purposes or intent of those sections;

*Planning Code Section 260 requires that all structures be no taller than the height of the applicable height and bulk district. The Project site has height limits of 40-X, 50-X and 85-X. Per the Planning Code analysis above, the Project will comply with the proposed height limits, and thus no exception to height limit is sought.*

- G. In NC Districts, be limited in gross floor area to that allowed under the Floor Area Ratio limit permitted for the district in Section 124 and Article 7 of this Code.

*The 2,500 gross square feet of retail area and 2,700 square feet of office space fall below the allowable gross floor area ratio (3.6:1) of up to 386,471 square feet allowed in the NC-3 district. This standard is met.*

- H. In NC Districts, not violate the use limitations by story set forth in Article 7 of this Code.

*All retail, and office, uses are restricted to the first floor of Richardson Hall, in compliance with the proposed NC-3 controls. The dwelling units and Openhouse institutional uses are permitted uses on all floors in an NC-3 district.*

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

Housing Element

OBJECTIVE 1: Identify and make available for development adequate sites to meet the City's housing needs, especially permanently affordable housing.

Policy 1.1: Plan for the full range of housing needs in the City and County of San Francisco, especially affordable housing.

Policy 1.10: Support new housing projects, especially affordable housing, where households can easily rely on public transportation, walking and bicycling for the majority of daily trips.

*The project provides a range of rental housing types and sizes, affordable family housing and affordable senior housing in an area where households can easily rely on public transportation on Haight and Market Streets, walking and bicycling for many of their daily trips.*

OBJECTIVE 4: Foster a housing stock that meets the needs of all residents across lifecycles.

Policy 4.2 Provide a range of housing options for residents with special needs for housing support and services.

Policy 4.3 Create housing for people with disabilities and aging adults by including universal design principles in new and rehabilitated housing units.

Policy 4.4: Encourage sufficient and suitable rental housing opportunities, emphasizing permanently affordable rental units wherever possible.

Policy 4.5 Ensure that new permanently affordable housing is located in all of the City's neighborhoods, and encourage integrated neighborhoods, with a diversity of unit types provided at a range of income levels.

*The project provides housing for LGBT and other senior and includes universal design principals in the senior units. The project also provides rental apartments with a permanent affordable housing component integrated into an established mixed-income neighborhood.*

OBJECTIVE 5: Ensure that all residents have equal access to available units.

Policy 5.1 Ensure all residents of San Francisco have equal access to subsidized housing units.

Policy 5.4: Provide a range of unit types for all segments of need, and work to move residents between unit types as their needs change.

*Residents of all income levels will have access to the 330 family dwelling units developed by Alta Laguna, LLC. All lower income seniors will have equal access to the affordable senior units developed by 55 Laguna, L.P. The project provides a range of unit types that would enable residents to move throughout the development as their needs change.*

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 respects existing neighborhood character.

Policy 11.3: Ensure growth is accommodated without substantially and adversely impacting existing residential neighborhood character.

- Policy 11.5: Ensure densities in established residential areas promote compatibility with prevailing neighborhood character.
- Policy 11.6: Foster a sense of community through architectural design, using features that promote community interaction.
- Policy 11.7: Respect San Francisco's historic fabric, by preserving landmark buildings and ensuring consistency with historic districts.

*The development is well designed, respects the neighborhood character through building height and design, and does not substantially and adversely affect the character of the existing Hayes Valley neighborhood, and is compatible with the three Landmark buildings on-site, which will be preserved and adaptively reused. The project fosters community interaction by including publicly accessible open space, multiple entrances and townhouse units along Laguna, Haight and Buchanan Streets.*

OBJECTIVE 12: Balance housing growth with adequate infrastructure that serves the City's growing population.

- Policy 12.2: Consider the proximity of quality of life elements, such as open space, child care, and neighborhood services, when developing new housing units.
- Policy 12.3: Ensure new housing is sustainably supported by the City's public infrastructure systems.

*The development is sited in an area that currently provides adequate access to infrastructure. As part of the development, new public open space, street improvements, a community center, senior services and a community garden will be constructed. As set forth in the Market and Octavia Area Plan (which the development is located within), the project site is well served by infrastructure and other quality of life elements, including open space and neighborhood services. In addition, the project incorporates significant new open space, community facilities, neighborhood retail and senior services.*

OBJECTIVE 13: Prioritize sustainable development in planning for and constructing new housing.

- Policy 13.1: Support "smart" regional growth that locates new housing close to jobs and transit.
- Policy 13.2: Promote sustainable land use patterns that integrate housing with transportation in order to increase transit, pedestrian, and bicycle mode share.

*The project incorporates sustainable development elements to qualify for LEED-ND certification, is located in close proximity to jobs in downtown San Francisco, and has easy access to public transportation, pedestrian and bicycle routes.*

#### Transportation Element

- Objective 1: Meet the needs of all residents and visitors for safe, convenient, and inexpensive travel within San Francisco and between the city and other parts of the region while maintaining the high quality living environment of the Bay Area.

Policy 1.2        Ensure the safety and comfort of pedestrians throughout the city.

*Pedestrians would be able to walk the length of the former Waller Street right-of-way, east to west, between Laguna and Buchanan Streets via the proposed Waller Park. To help facilitate pedestrian and bicycle circulation throughout the site, the project will add a Mews to bisect the site from north to south with an entrance from Hermann Street and termination at Woods Hall. Vehicular entrances to parking garages would be on Laguna and Waller Streets with minimal curb cuts. At least three bulb-outs around the site, and at the top and bottom of Waller Park, will enhance pedestrian safety at most frontages. The only corner without a bulb out will be at the dental school, the intersection of Hermann and Buchanan Streets.*

Policy 1.3        Give priority to public transit and other alternatives to the private automobile as the means of meeting San Francisco’s transportation needs, particularly those of commuters.

*The project meets this policy through a number of methods. First, the project complies with the Area Plan’s discouragement of on-site parking through a parking ratio of approximately 0.60 space per unit and approximately 159 space- efficient parking stackers. No less than 10 car share parking spaces are provided to decrease the need for residents to own their own vehicles. No less than 126 Class I bicycle storage spaces will be provided in four areas throughout the development. Fourth, the project’s location furthers the City’s Transit First policy. There are numerous MUNI lines within easy walking distance of the project. For example, 12 MUNI bus lines (6-Parnassus, 7-Haight, 14-Mission, 14L-Mission Limited, 16AX-Noriega “A” Express, 16BX-Noriega “B” Express, 22-Fillmore, 26-Valencia, 47-Van Ness, 49-Van Ness/Mission, the 71-L Haight/Noriega Limited and 71-Haight/Noriega) run near the project site. MUNI light rail lines J, K, L, M, and N and the F-Market line run on or under Market Street. Due to the frequency and number of MUNI routes near the site, the site should have the high rate of ridership similar to the rest of the neighborhood.*

Objective 11     Establish public transit as the primary mode of transportation in San Francisco and as a means through which to guide future development and improve regional mobility and air quality.

Policy 11.3      Encourage development that efficiently coordinates land use with transit service, requiring that developers address transit concerns as well as mitigate traffic problems.

*The project’s location furthers the City’s Transit First policy. There are numerous MUNI lines within easy walking distance of the project. For example, 12 MUNI bus lines (6-Parnassus, 7-Haight, 14-Mission, 14L-Mission Limited, 16AX-Noriega “A” Express, 16BX-Noriega “B” Express, 22-Fillmore, 26-Valencia, 47-Van Ness, 49-Van Ness/Mission, the 71-L Haight/Noriega Limited and 71-Haight/Noriega) run near the project site. MUNI light rail lines J, K, L, M, and N and the F-Market line run on or under Market Street. Due to the frequency and number of MUNI routes near the site, the site should have the high rate of ridership similar to the rest of the neighborhood. The Final EIR determined that the Project will have no significant transportation impacts, including traffic, transit, pedestrian or bicycle impacts.*

Objective 34     Relate the amount of parking in residential and neighborhood commercial districts to the capacity of the city's street system and land use patterns.

Policy 34.1     Regulate off-street parking in new housing so as to guarantee needed spaces without requiring excesses and to encourage low auto ownership in neighborhoods that are well served by transit and are convenient to neighborhood shopping.

*The development complies with this policy by limiting parking to .75 spaces/unit. The project's 310 on-site spaces is below that ratio, resulting in approximately .60 spaces per unit. The project further satisfies this policy by its transit-rich location. There are numerous MUNI lines within easy walking distance of the project. For example, 12 MUNI bus lines (6-Parnassus, 7-Haight, 14-Mission, 14L-Mission Limited, 16AX-Noriega "A" Express, 16BX-Noriega "B" Express, 22-Fillmore, 26-Valencia, 47-Van Ness, 49-Van Ness/Mission, the 71-L Haight/Noriega Limited and 71-Haight/Noriega) run near the project site. MUNI light rail lines J, K, L, M, and N and the F-Market line run on or under Market Street. Due to the frequency and number of MUNI routes near the site, the site should have the high rate of ridership similar to the rest of the neighborhood.*

Policy 34.3     Permit minimal or reduced off-street parking for new buildings in residential and commercial areas adjacent to transit centers and along transit preferential streets.

*The project is adjacent to transit preferential streets (Haight Street and Market Street). The SUD complies with this policy by limiting parking to .75 spaces per unit. The project's approximately 310 on-site parking spaces are below that ratio, resulting in less in approximately .60 spaces per unit.. By placing a maximum on the overall permitted project parking, the project satisfies this policy.*

Commerce and Industry Element

Objective 1     Manage economic growth and change to ensure enhancement of the total city living and working environment.

Policy 1.1     Encourage development which provides substantial net benefits and minimizes undesirable consequences. Discourage development which has undesirable consequences which cannot be mitigated.

*This project provides substantial net benefits in the form of adaptively reusing a vacant and underutilized site in the Hayes Valley neighborhood. It provides approximately 440 dwelling units in 11 buildings, including the preservation of three City landmarks on this site. There are 41,000 square feet of publicly accessible open space, including the passive recreation uses provided by Waller Park and Palm Lane. There will be a 12,000 square foot community center for social and cultural use by the neighborhood residents and no more than 2,500 square feet of neighborhood serving retail uses.*

*All of the new buildings would feature lobbies, and those along public streets and Palm Lane would include individual stoops, porches and/or bay windows to promote an active pedestrian environment. These*

*features facilitate pedestrian access, landscaping and street furniture. The presence of this expanded public use area complements the stoops, porches and bay windows present on many of the ground floor units. The result is a design that integrates the private residential units directly into the vitality of the street level.*

*The Project complies with the Area Plan' reliance on transit and limited parking by being subject to a maximum residential parking limit of .75 spaces/unit. It is also located close to numerous MUNI lines which are expected to have the high rates of ridership seen elsewhere in this neighborhood.*

Objective 6      Maintain and strengthen viable neighborhood commercial areas easily accessible to City Residents.

Policy 6.1      Ensure and encourage the retention and provision of neighborhood-serving goods and services in the city's neighborhood commercial districts, while recognizing and encouraging diversity of those districts.

*The existing educational site is unused (except for the dental clinic). No existing neighborhood-serving retail business will be displaced. The proposed project will provide up to 2,500 square feet of ground floor, neighborhood serving retail uses. This retail space will provide opportunities for on-site resident employment as well as employment opportunities for residents in the surrounding neighborhoods.*

#### Urban Design Element

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 site slopes steeply downward from northwest to southeast and is divided into two terraces. The majority of the existing buildings occupy the periphery of the site on the upper and lower terraces, with surface parking generally in the center of the site. The new buildings would be designed to complement the architectural character of the existing buildings that will remain and the surrounding neighborhood.*

*The proposed new buildings would be compatible with its surrounding street pattern by being three to seven stories in height. New buildings along Buchanan Street would be four stories while new buildings along Laguna Street would be between four and seven stories. The tallest buildings would be on the north and south sides of Waller Park at Laguna Street. This variation of building heights is intended to relate to the size and scale of other buildings in the Hayes Valley neighborhood and to take into consideration the existing topography.*

Policy 1.3      Recognize that buildings, when seen together, produce a total effect that characterizes the city and its districts.

*The new buildings along with the three preserved landmarks are reflective of the architectural character of the surrounding neighborhood. The buildings' heights will generally reflect those of buildings that front the surrounding streets. All the buildings feature elements that create an active pedestrian environment (e.g.,*

*stoops and porches at ground floor residential units) and elements that minimize the massing of the buildings by use of breaking up facades at upper building levels.*

*The adaptive reuse of the vacant educational site with new and rehabilitated buildings carefully designed and sited will result in a site design and architectural character unique to the site. The building's designs take into account the site's topography and extreme grades as well as its Hayes Valley location. The resulting effect will reflect Hayes Valley's varied architecture and highlight the site's prominence in both size and location to the overall neighborhood character.*

Objective 3      Moderation of major new development to complement the City pattern, the resources to be conserved, and the neighborhood environment.

Policy 3.1      Promote harmony in the visual relationships and transitions between new and older buildings.

*The new buildings are designed to be compatible in massing, materials and color with the three landmark structures to be preserved, as well as the predominant urban design of the surrounding neighborhood.*

Policy 3.2      Avoid extreme contrast in color, shape and other characteristics which will cause new buildings to stand out in excess of their public importance

*The massing, materials and color of proposed buildings are consistent with the existing landmark buildings already constructed on the site. The proposed buildings will be consistent with the surrounding neighborhoods in terms of height and unit stoops and entrances.*

Policy 3.5      Relate the height of buildings to important attributes of the city pattern and to the height and character of existing development.

*Similar to the existing land use pattern, the project would locate the taller residential buildings closer to Market Street and shorter residential buildings closer to the lower-scale residential uses along the site's Haight and Buchanan Street frontages. Project buildings would be three to seven stories in height. New buildings along Buchanan Street would be four stories in height, while new buildings along Laguna Street would range from four to seven stories. New buildings on the interior of the site would be four to six stories in height. The proposed four story buildings on the project site would be approximately one story higher than the predominantly three-story residential buildings along the site's perimeter streets, such as Buchanan, Haight, and Laguna Streets.*

*The tallest project buildings, the 7-story buildings on either side of Waller Park at Laguna Street, would be generally similar in height to existing residential buildings that surround the site, such as the seven-story (80 foot) apartment buildings at 1900 Market Street, 78 and 300 Buchanan Street, 50 Waller Street, and 16 and 50 Laguna Street.*

Recreation and Open Space Element

- Objective 4 Provide opportunities for recreation and the enjoyment of open space in every San Francisco neighborhood.
- Policy 4.5 Require private usable outdoor open space in new residential development.
- Policy 4.6 Assure the provision of adequate public open space to serve new residential development. The acreage of new neighborhood serving parkland and open space should be related to the size of the potential population and the availability of other nearby open space. Major new residential development should be required to provide open space accessible to the general public. This will compensate for the pressure the increased population will put on existing public facilities.
- The requirement of providing publicly accessible open space could be satisfied in a number of ways. Land on a site that is suitable for recreation purposes could be improved and maintained by the developer and made available to the general public.

*The Project would provide open space to serve project residents at least equal to the requirements of the Planning Code. In addition, it would provide approximately 41,000 square feet of publicly accessible open space. Waller Park would be privately built and maintained but publicly accessible open space. It would provide 28,000 square feet of open space for passive recreational uses. Upper Waller Park would include benches and trees and would take advantage of the steep slope of the project site by providing a scenic overlook with views of the Bay and downtown San Francisco. Lower Waller Park would include hard and softscape areas with trees, benches, and potentially built-in seating on the slope, overlooking the end of Waller Park. Street trees would be planted along all four exterior streets as well as along all internal streets. A new alley ("Palm Lane") would also be privately owned though publicly accessible through the site. These open spaces would also serve for pedestrian access and circulation.*

*Other privately built and maintained though publicly accessible open spaces include a 10,600 square feet community garden behind Woods Hall. In total, there would be approximately 41,000 square feet of publicly accessible open space provided, all in excess of the open space requirements necessary to serve the approximately 440 proposed dwelling units.*

#### Air Quality Element

- Objective 3 Decrease the air quality impacts of development by coordination of land use and transportation decisions.
- Policy 3.1 Take advantage of the high density development in San Francisco to improve the transit infrastructure and also encourage high density and compact development where an extensive transportation infrastructure exists.

*The project satisfies this policy by its location near numerous MUNI lines located on Haight and Market Streets.*

Policy 3.2 Encourage mixed land use development near transit lines and provide retail and other types of service oriented uses within walking distance to minimize automobile dependent development.

*The project satisfies this policy by its location near numerous MUNI lines. It is also within walking distance of the retail opportunities on Haight and Market Streets. In addition, reliance on private cars is minimized by the SUD's cap on parking to .75 spaces/unit.*

Policy 3.4 Continue past efforts and existing policies to promote new residential development in and close to the downtown area and other centers of employment, to reduce the number of auto commute trips to the city and to improve the housing/job balance within the city.

*The project satisfies this policy by maximizing its reliance on transit and limited parking by being subject to a maximum residential parking limit of .75 space per unit. The project's approximately 310 on-site parking spaces are below that ratio, resulting in approximately .60 spaces per unit. There may be even fewer cars to and from the site due to the project's proximity to numerous MUNI lines. For example, 12 MUNI bus lines (6-Parnassus, 7-Haight, 14-Mission, 14L-Mission Limited, 16AX-Noriega "A" Express, 16BX-Noriega "B" Express, 22-Fillmore, 26-Valencia, 47-Van Ness, 49-Van Ness/Mission, the 71-L Haight/Noriega Limited and 71-Haight/Noriega) run near the project site. MUNI light rail lines J, K, L, M, and N and the F-Market line run on Market Street. Due to the frequency and number of MUNI routes near the site, the site should have the high rate of ridership similar to the rest of the neighborhood.*

Policy 3.6 Link land use decision making policies to the availability of transit and consider the impacts of these policies on the local and regional transportation system.

*The site-specific SUD ensures this policy is met by imposing a maximum of .75 spaces/unit. This policy is also furthered by the project's transit-rich location.*

11. **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.

*The existing educational site is unused (except for the dental clinic). No existing neighborhood serving retail business will be displaced. The proposed project will provide up to 2,500 square feet of ground floor, neighborhood serving retail uses. Those businesses will provide opportunities for on-site resident employment as well as employment opportunities for residents in the surrounding neighborhoods.*

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

*The almost vacant site (except for the dental clinic) was used throughout its life as an educational facility. It has never provided housing. The four institutional buildings on the site are being maintained by the property owner, UC Regents, but in their current unused condition, do not enhance or augment the neighborhood's cultural or economic diversity.*

*The project proposes to revitalize the site and the neighborhood in the following ways. First, the project will provide approximately 440 dwelling units and a community center serving seniors living on site and throughout the City. In addition, the project provides approximately 41,000 square feet of publicly accessible open space. Some of that open space will double as internal pedestrian circulation, as the project will reintroduce the former Waller Street right-of-way as a throughway. The project further enhances site accessibility and circulation by creating a Mews. By doing so, the block pattern of the project site more closely resembles the block pattern in the neighborhood. To further enhance the site's character and make it more closely resemble the surrounding neighborhood, some of the buildings feature stoops and porches, directly integrating the new housing units into the existing residential fabric of the surrounding neighborhood.*

*Lastly, the site includes up to 2,500 square feet of ground floor, neighborhood serving retail space and 12,000 square feet of community center space. This active, pedestrian oriented space will enhance the livability and activities of the project site itself, being a destination for both residents of the project and the surrounding neighborhoods.*

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

*There is currently no housing on the site. The project will include 110 affordable senior housing units and the family rental project will comply with the Inclusionary Affordable Housing Program per Motion 18427 and Case No. 2011.0450C.*

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

*Neither existing on-street parking supply nor MUNI will be detrimentally affected by the project. First, the project complies with the Market and Octavia Area Plan's discouragement of on-site parking through a variety of mechanisms (e.g., parking ratio of in approximately .60 spaces per unit. and space efficient parking stackers). Second, the project provides adequate on-site parking for residents via two underground parking garages thus minimizing competition for on-street parking resources in the surrounding neighborhood. 10 carshare parking spaces are provided to decrease the need for residents to own their own vehicles.*

*Third, the project's location furthers the City's Transit First policy. There are numerous MUNI lines within easy walking distance of the project. For example, 12 MUNI bus lines (6 Parnassus, 7-Haight, 14-Mission, 14L-Mission Limited, 16AX-Noriega "A" Express, 16BX Noriega "B" Express, 22 Fillmore, 26-Valencia, 47-Van Ness, 49-Van Ness/Mission, the 71 L Haight/Noriega Limited and 71-Haight/Noriega) run right near the project site. MUNI light rail lines J, K, L, M, and N and the F Market line run on Market Street. Due to the frequency and number of MUNI routes near the site, the*

*site should have the high rate of ridership similar to the rest of the neighborhood. Even with a high rate of ridership, there would be no significant effect on MUNI operations.*

*Fourth, the development proposes up to 125 Class I bicycle spaces in at least four different locations throughout the site.*

- 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 largely vacant and underused UC Extension campus is not and has never been used for industrial or service oriented functions. Moreover, the project does not propose any commercial office development that will displace any industrial or service sector uses or employment. The dental clinic at the site's southwestern corner will remain in its current location and continue to provide dental services to the broader community.*

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

*The adaptive reuse of the largely vacant UC Extension campus will result in three of the existing buildings being seismically retrofitted in compliance with current Building Codes and engineering/excavation practices for enhanced seismic safety. The new construction will also comply with current Building Codes and engineering/excavation practices for enhanced seismic safety. The regrading of the site will also enhance the site's ability to withstand life and property damage from an earthquake by eliminating steep areas of the site that can contribute to instability during a seismic event.*

- G. That landmarks and historic buildings be preserved.

*Woods Hall, Woods Hall Annex and Richardson Hall (except for its one-story Administration Wing) are designated as landmarks pursuant to Article 10 of the Planning Code. The Project will result in the adaptive reuse of these three City landmark buildings, the demolition of the heavily altered Middle Hall and the one-story Administration Wing of Richardson Hall, and the construction of proposed infill buildings.*

*The project would demolish Middle Hall and the Administration Wing of Richardson Hall, as well as the retaining wall along Laguna and Haight Streets. Woods Hall, and Richardson Hall would be rehabilitated to provide residential units, plus retail space in the first floor of Richardson Hall. Woods Hall Annex would be converted into community facility space. The proposed retail space located at the basement level of Richardson Hall near the intersection of Hermann and Laguna Streets would necessitate new openings in the retaining wall to access this new use.*

*On May 16, 2012, the Historic Preservation Commission approved Certificates of Appropriateness for new façade modifications to Richardson Hall, Woods Hall and Woods Hall Annex. At an appeal hearing on July 31, 2012, the Board of Supervisors upheld the Certificates of Appropriateness.*

*The project would cause demolition and/or alteration of individually eligible historic resources. To minimize the impact to historic resources, the project sponsor has hired a qualified preservation architect to be involved in the design process to ensure the compatibility and differentiation of the new structures with the existing buildings and neighboring buildings. The preservation architect is also involved in the rehabilitation process and has provided guidance to the project architects. As a result, renovations to Richardson Hall, Woods Hall, and Woods Hall Annex would result in preservation of their historic character-defining features, consistent with their landmark status. However, the project would result in the loss of the historic character-defining features of Middle Hall, and the Administration Wing of Richardson Hall, as well as the retaining wall. Those elements of the site were not designated as landmarks by the Board of Supervisors.*

*Page & Turnbull independently evaluated the eligibility of the project site buildings and the site as a whole for the National Register of Historic Places, the California Register of Historic Resources, and as a San Francisco landmark or historic district. Consistent with California Office of Historic Preservation findings, this evaluation found that three of the four buildings--Richardson Hall, Woods Hall, and Woods Hall Annex – are potentially eligible for National Register, which renders them potentially eligible for the California Register. Page & Turnbull did not find that the campus as whole had sufficient integrity and character-defining features to be eligible as an historic district.*

*The Planning Department, in contrast to Page & Turnbull's findings, determined that Middle Hall, while not individually eligible, would contribute to a potential campus historic district, as would the other three buildings described above, landscape features dating from 1921 – 1955, and the retaining wall along Laguna and Haight Street. The Planning Department additionally found that, "The new construction would not comply with four out of ten of the Secretary of the Interior's Standards for Rehabilitation (Standards 1, 2, 9, and 10) because the new structures may impact the spatial relationships, including the internally-focused 'quadrangle' design that characterizes the existing campus."*

*Thus, for purposes of this Priority Policy finding, consistent with the EIR findings based on the Page & Turnbull and Planning Department's reports, all buildings on the project site (Richardson Hall, Woods Hall, Woods Hall Annex, and Middle Hall) qualify as "historical resources".*

*EIR Alternatives B (Preservation Alternative) and C (New College/Global Citizen Center Alternative) and a Modified Preservation Alternative, each of which would include the rehabilitation of Middle Hall and the Administration Wing of Richardson Hall and retention of the Laguna and Haight Street retaining walls are not feasible for the reasons set forth in the CEQA Findings, Exhibit C of Motion 17537, Case No. 2004.0773E. On balance, the project would meet the City's preservation goals.*

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

*A shadow fan analysis conducted for the Environmental Impact Report per Case 2004.0770E concluded that the Project would not create any new shade on any Department of Recreation and Park properties protected under Planning Code Section 295. An addendum to address revisions to the project was issued per Case 2012.0033E, and the conclusion regarding shadow had not changed.*

12. **California Environmental Quality Act (CEQA) Findings Regarding Alternatives and Overriding Considerations.** The Commission hereby incorporates and restates the CEQA Findings, Exhibit C of Motion 17537, Case No. 2004.0773E in their entirety. The CEQA Findings determined that FEIR Alternatives A, B and C and the Modified Preservation Alternative are each infeasible and that there are overriding benefits of the project that outweigh the unavoidable adverse environmental effects to historic resources. The CEQA Findings apply equally to the project as modified by this approval, and there is no evidence that the financial analyses and conclusions by the prior project sponsor and by Seifel Associates concerning the feasibility of the proposed project and the alternatives have changed since 2008.
13. **Ordinance 66-08.** In its 2008 ordinance amending the General Plan, the Board of Supervisors required (1) that the Planning Commission review the design of the new buildings to assure they are compatible with the existing historic and landmark structures; (2) that the Director consult with the Historic Preservation Commission to ensure the compatibility of the seven newly constructed buildings with the three existing landmark buildings (Woods Hall, Woods Hall Annex and portions of Richardson Hall not to be demolished); and (3) that the Historic Preservation Commission adopt a motion setting forth its recommendation on the compatibility of the new buildings.  
*On July 18, 2012, at a regularly scheduled hearing of the Historic Preservation Commission (HPC), the Director consulted with the HPC on the compatibility of the seven new buildings and the HPC adopted a motion setting forth its compatibility recommendations. The recommendations are set forth in HPC Resolution No. 0686. The project complies with Ordinance 66-08.*
14. 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.
15. 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 Application No. 2012.0033C** for modification of a project approved under Case No. 2004.0773C and Motion 17537, subject to the following conditions attached hereto as "EXHIBIT A" and subject to the Conditions of Approval for Planning Commission Motions 17537 and 18427 in general conformance with

plans on file, dated August 16, 2012, 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 No. XXXXX. 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.

I hereby certify that the Planning Commission ADOPTED the foregoing Motion on August 16, 2012.

Linda D. Avery  
Commission Secretary

AYES:

NAYS:

ABSENT:

ADOPTED: August 16, 2012

## EXHIBIT A

### AUTHORIZATION

This authorization is to modify a previously approved Conditional Use Authorization/Planned Unit Development (Case No. 2004.0773E!MTZC) to allow a mixed-use development of up to 330 family rental units, 110 senior affordable rental units, an approximately 28,000 square foot public park (Waller Park), an approximately 12,000 square foot community center, an approximately 10,600 square foot community garden, an approximately 7,500 square foot senior center, approximately 2,500 square foot retail space, approximately 2,700 square feet of office space, approximately 310 off-street parking spaces, known as the “55 Laguna” development located at 218 – 220 Buchanan Street, Blocks and Lots 870/001, 002 and portions of Lot 003, 0857/001,001A, pursuant to Planning Code Section(s) 303 and 304 within the NC-3 (Neighborhood Commercial, Moderate Scale) District, RM-3 (Residential, Mixed, Medium Density) District, and Laguna, Haight, Buchanan and Hermann Streets Special Use District and the 40-X, 50-X, 85X Height and Bulk Districts; in general conformance with plans, dated August 16, 2012, and stamped “EXHIBIT B” included in the docket for Case No. 2012.0033ACEF and subject to conditions of approval reviewed and approved by the Commission on August 16, 2012 under Motion No XXXXXX. 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 **August 16, 2012** under Motion No XXXXXX.

### PRINTING OF CONDITIONS OF APPROVAL ON PLANS

The conditions of approval under the 'Exhibit A' of this Planning Commission Motion No. XXXXXX 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 for Motion 17537

The following Conditions contained in Motion 17537 are to be rescinded as the Department has either modified the format of Exhibit A, modified standard language, or modified the condition based on the revised project.

No.	Topic	No.	Topic
1	Format & Language Change	17	Format & Language Change
2	Format & Language Change	20	Subject to Motion No. 18427
3	Format & Language Change	21	Subject to Motion No. 18427
5	Format & Language Change	29	Subject to Motion No. 18427
6	Language Change & Proj. Specific Condition	43	Language Change
9	Format Change & Project Specific Condition	44	Duplicate
11	Format & Language Change	45	Language Change
12	Format & Language Change	51	Format Change & Project Specific Condition
13	Format & Language Change	52	Format Change
15	Format & Language Change	53	Project Specific Condition
16	Project Specific Condition	54	Format Change
		55, 56 ,57	Format Change
		33	Format Change/Language

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

### PERFORMANCE

**1a.2012 Validity and Expiration (Excluding Building 5).** The authorization and right vested by virtue of this action is valid for three years from the effective date of the Motion for all permits excluding Building 5 (newly constructed Openhouse senior affordable housing). A building permit from the Department of Building Inspection to construct the project and/or commence the approved use must be issued as this Conditional Use authorization is only an approval of the proposed project and conveys no independent right to construct the project or to commence the approved use. The Planning Commission may, in a public hearing, consider the revocation of the approvals granted if a site or building permit has not been obtained within three (3) years of the date of the Motion approving the Project. 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. The Commission may also consider

revoking the approvals if a permit for the Project has been issued but is allowed to expire and more than three (3) years have passed since the Motion was approved.

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

**1b.2012 Validity and Expiration of Building 5.** The authorization and right vested by virtue of this action is valid for five years from the effective date of the Motion for all permits relating to Building 5 (newly constructed Openhouse/senior affordable housing). A building permit from the Department of Building Inspection to construct the project and/or commence the approved use must be issued as this Conditional Use authorization is only an approval of the proposed project and conveys no independent right to construct the project or to commence the approved use. The Planning Commission may, in a public hearing, consider the revocation of the approvals granted if a site or building permit has not been obtained within five (5) years of the date of the Motion approving the Project. 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. The Commission may also consider revoking the approvals if a permit for the Project has been issued but is allowed to expire and more than three (3) years have passed since the Motion was approved.

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

**2. Extension.** This authorization may be extended at the discretion of the Zoning Administrator only where failure to issue a permit by the Department of Building Inspection to perform said tenant improvements is caused by a delay by a local, State or Federal agency or by any appeal of the issuance of such permit(s).

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

**3. Mitigation Measures.** Mitigation measures described in the MMRP attached as Exhibit C of Motion 17537 are necessary to avoid potential significant effects of the proposed project and have been agreed to by the project sponsor. Their implementation is a condition of project approval.

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

## DESIGN

**4. Architecture.** The sponsors will continue to work with Planning Department staff on building and site design relating, but not limited to: the Laguna Street frontage of Building 2E; Building 3/Amenity Building, its adjacent courtyard and stairway; Waller Park (specifically the wall and courtyard at Laguna Street); window and building details; and the massing and architectural details of Building 5/Openhouse. 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)*

5. **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 for each building. 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)*
6. **Lighting Plan.** The Project Sponsor shall submit an exterior lighting plan to the Planning Department prior to Planning Department approval of the building / site permit application for each building.  
*For information about compliance, contact the Case Planner, Planning Department at 415-558-6378, [www.sf-planning.org](http://www.sf-planning.org)*
7. **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 the adjacent buildings. The sponsor will provide bulb outs at the corners of Hermann/Laguna, Haight /Buchanan and Haight/Laguna unless it is clearly demonstrated by another City department that they are unable to be constructed. Bulb outs at the top and bottom of Waller Park shall be configured so that the curb cuts and crosswalks align with those on the facing street.  
*For information about compliance, contact the Case Planner, Planning Department at 415-558-6378, [www.sf-planning.org](http://www.sf-planning.org)*
8. **Transformer Vault.** The location of individual project PG&E Transformer Vault installations has significant effects to San Francisco streetscapes when improperly located. However, they may not have any impact if they are installed in preferred locations. Therefore, the Planning Department recommends the following preference schedule in locating new transformer vaults, in order of most to least desirable:
  - a. On-site, in a basement area accessed via a garage or other access point without use of separate doors on a ground floor façade facing a public right-of-way;
  - b. On-site, in a driveway, underground;
  - c. On-site, above ground, screened from view, other than a ground floor façade facing a public right-of-way;
  - d. Public right-of-way, underground, under sidewalks with a minimum width of 12 feet, avoiding effects on streetscape elements, such as street trees; and based on Better Streets Plan guidelines;
  - e. Public right-of-way, underground; and based on Better Streets Plan guidelines;
  - f. Public right-of-way, above ground, screened from view; and based on Better Streets Plan guidelines;

- g. On-site, in a ground floor façade (the least desirable location).

Unless otherwise specified by the Planning Department, Department of Public Work's Bureau of Street Use and Mapping (DPW BSM) should use this preference schedule for all new transformer vault installation requests.

*For information about compliance, contact Bureau of Street Use and Mapping, Department of Public Works at 415-554-5810, <http://sfdpw.org>*

9. **Overhead Wiring.** The Property owner will allow MUNI to install eyebolts in the building adjacent to its electric streetcar line to support its overhead wire system if requested by MUNI or MTA.

*For information about compliance, contact San Francisco Municipal Railway (Muni), San Francisco Municipal Transit Agency (SFMTA), at 415-701-4500, [www.sfmta.org](http://www.sfmta.org)*

10. **Street Trees.** Pursuant to Planning Code Section 138.1 (formerly 143), the Project Sponsor shall submit a site plan to the Planning Department prior to Planning approval of the building permit application for each building indicating that street trees, at a ratio of one street tree of an approved species for every 20 feet of street frontage along public or private streets bounding the Project, with any remaining fraction of 10 feet or more of frontage requiring an extra tree, shall be provided. The street trees shall be evenly spaced along the street frontage except where proposed driveways or other street obstructions, such as street lights, do not permit or public safety could be improved. The exact location, size and species of tree shall be as approved by the Department of Public Works (DPW). In any case in which DPW cannot grant approval for installation of a tree in the public right-of-way, on the basis of inadequate sidewalk width, interference with utilities or other reasons regarding the public welfare, and where installation of such tree on the lot itself is also impractical, the requirements of this Section 428 may be modified or waived by the Zoning Administrator to the extent necessary.

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

11. **Landscaping.** Pursuant to Planning Code Section 132, the Project Sponsor shall submit a site plan to the Planning Department prior to Planning approval of the building permit application for each building indicating that 50% of the front setback areas shall be surfaced in permeable materials and further, that 20% of the front setback areas shall be landscaped with approved plant species. The size and specie of plant materials and the nature of the permeable surface shall be as approved by the Department of Public Works.

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

12. **Screening.** Pursuant to Planning Code Section 132, the Project Sponsor shall submit a site plan to the Planning Department prior to Planning approval of the building permit application indicating that the area of land dedicated to the construction of Building 5 shall be attractively screened from view around its perimeter while construction of that building is pending.

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

- 13. 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 architectural addenda. 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).*

- 14. Public Access to Waller Park and Palm Alley.** There shall be no gates, chains, signage, medallions or similar feature(s) serving to regulate pedestrians or bicycles at the entrances, exits or thoroughfares of Waller Park or Palm Alley at any time. To prevent vehicles from entering Palm Lane, up to three narrow removable bollards (or similar feature) may be located at the entrance to Palm Lane at Hermann Street.

*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

- 15. Parking for Affordable Units.** All off-street parking spaces shall be made available to all Project residents (including Openhouse residents) only as a separate “add-on” option for purchase or rent and shall not be bundled with any Project dwelling unit for the life of the dwelling units. The required parking spaces may be made available to residents within a quarter mile of the project. All inclusionary affordable family dwelling units pursuant to Planning Code Section 415 shall have equal access to use of the parking as the market rate units, with parking spaces priced commensurate with the affordability of the dwelling unit. Each unit within the Project shall have the first right of refusal to rent or purchase a parking space until the number of residential parking spaces are no longer available. No conditions may be placed on the purchase or rental of dwelling units, nor may homeowner’s rules be established, which prevent or preclude the separation of parking spaces from dwelling units.

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

- 16. Parking Maximum.** Pursuant to Planning Code Section 249.32, the Laguna, Haight, Buchanan and Hermann Streets Special Use District the Project shall provide no more than **310** off-street parking spaces.

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

- 17. 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

- 18. Market and Octavia Community Improvements Fund.** Pursuant to Planning Code Section 421 (formerly 326), the Project Sponsor shall comply with the Market Octavia Community Improvements Fund provisions through payment of an Impact Fee in full to the Treasurer, or the execution of a Waiver Agreement, or an In-Kind agreement approved as described per Planning Code Section 421 (formerly 326) prior to the issuance by Department of Building Inspection of the first construction document for the development project.

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

- 19. Waller Park.** Contingent upon the above-mentioned approval for the use of Waller Street, the Project Sponsor shall improve approximately 28,000 square feet of the former Waller Street right-of-way as publicly accessible open space in accordance with a plan approved by the City. The Project Sponsor must enter into an agreement with the City, with such terms as may be agreed upon by the parties each in their sole discretion, to maintain public access to those open space improvements, to assume maintenance and liability responsibilities, and not to permit any aboveground structures to be built on the land other than a small number of encroaching stoops leading to individual unit entrances, landscaping, an approximately 1,500 square foot portion of Palm Lane, landscaping and pedestrian furniture.

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

- 20. Community Garden.** The Project Sponsor shall improve approximately 10,600 square feet of the site in the area to the south of Woods Hall Annex as a publicly accessible community garden and to assume maintenance and liability responsibilities for the common areas of the garden. Garden plots shall be made available at no fee to members of the public, including Project residents, for gardening purposes on a non-discriminatory manner providing all interested gardeners an equal opportunity to be selected for a garden plot. Public access to the garden shall be provided via a ramp and stairway accessed from Laguna Street and an entry from Haight Street. Members of the public maintaining garden plots shall be afforded the same gardening hours and access as Project residents.

*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

- 21. 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)*

- 22. 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

- 23. Garbage, Recycling, and Composting Receptacles.** Garbage, recycling, and compost containers shall be kept within the premises and hidden from public view, and placed outside only when being serviced by the disposal company. Trash shall be contained and disposed of pursuant to garbage and recycling receptacles guidelines set forth by the Department of Public Works.

*For information about compliance, contact Bureau of Street Use and Mapping, Department of Public Works at 415-554-5810, <http://sfdpw.org>*

- 24. 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>*

- 25. Noise Control.** The retail premises shall be adequately soundproofed or insulated for noise and operated so that incidental noise shall not be audible beyond the premises or in other sections of the building and fixed-source equipment noise shall not exceed the decibel levels specified in the San Francisco Noise Control Ordinance.

*For information about compliance with the fixed mechanical objects such as rooftop air conditioning, restaurant ventilation systems, and motors and compressors with acceptable noise levels, contact the Environmental Health Section, Department of Public Health at (415) 252-3800, [www.sfdph.org](http://www.sfdph.org)*

*For information about compliance with the construction noise, contact the Department of Building Inspection, 415-558-6570, [www.sfdbi.org](http://www.sfdbi.org)*

*For information about compliance with the amplified sound including music and television contact the Police Department at 415-553-0123, [www.sf-police.org](http://www.sf-police.org)*

- 26. Odor Control. Odor Control.** While it is inevitable that some low level of odor may be detectable to nearby residents and passersby, appropriate odor control equipment shall be installed in any food service use in conformance with the approved plans and maintained to prevent any significant noxious or offensive odors from escaping the premises.  
*For information about compliance with odor or other chemical air pollutants standards, contact the Bay Area Air Quality Management District, (BAAQMD), 1-800-334-ODOR (6367), [www.baaqmd.gov](http://www.baaqmd.gov) and Code Enforcement, Planning Department at 415-575-6863, [www.sf-planning.org](http://www.sf-planning.org)*
- 27. 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 with written notice of the name, business address, and telephone number of the community liaison. Should the contact information change, the Zoning Administrator 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)*
- 28. 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)*



# SAN FRANCISCO PLANNING DEPARTMENT

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## Addendum to Environmental Impact Report

*Addendum Date:* May 8, 2012  
*Case No.:* **2012.0033E**  
*Project Title:* 218 Buchanan Street, AKA 55 Laguna street  
*EIR:* 55 Laguna Mixed Use Project Final EIR  
SCL No. 2005062084, certified January 17, 2008  
*Zoning:* RM-3, NC-3, Laguna, Haight, Buchanan, & Hermann Streets SUD  
*Height and Bulk:* 40-X, 50-X, 85-X  
*Block/Lots:* 0857/001 and 001A; 0870/001, 002, 003  
*Lot Size:* 253,000  
*Project Sponsor:* Jonathan Hayes, Wood Partners, (415) 888-2432  
20 Sunnyside Ave, Suite B, Mill Valley, CA 94941  
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## REMARKS

### ***Background***

On January 17, 2008 the San Francisco Planning Commission (Commission) certified the 55 Laguna Mixed Use Project Final Environmental Impact Report EIR (FEIR). This certification was upheld at the Board of Supervisors on March 4, 2008. The proposed project evaluated in the FEIR included approximately 430,800 square feet (sq. ft.) of residential space, up to 5,000 occupied sq. ft. of retail space, approximately 10,000 sq. ft. of community facility space, and approximately 127,360 sq. ft. of parking (310 off-street parking spaces) in seven new buildings and two underground garages on the project site on the former University of California, Berkeley Extension campus. The analyzed project included up to 450 residential units constructed in seven new buildings and three rehabilitated buildings (Woods Hall, Woods Hall Annex, and Richardson Hall). Ground floor retail was proposed to be located at the corner of Laguna and Herman streets in the renovated Richardson Hall, and community space was proposed in the existing Woods Hall Annex. Six of the proposed seven buildings were proposed to be 40-50 feet in height, and a seventh building (the Openhouse building) would be approximately 85 feet in height. See Appendix A. The University of California would retain ownership of the land (to be ground leased to the project sponsors), and the existing U.C. San Francisco Dental Clinic at the corner of Hermann and Buchanan Streets would remain in operation and is not part of the approved or proposed project.

The San Francisco Planning Commission (Planning Commission) adopted a conditional use authorization for a planned unit development (PUD) on the site on January 17, 2008 (Planning Commission Motion 17537). At the time the project included 450 total residential units, including 88 units of senior housing. The San Francisco Board of Supervisors (BOS) adopted the CEQA Findings and project approvals including a General Plan amendment, rezoning and enactment of the Laguna, Haight, Buchanan and Hermann Streets Special Use District on April 15, 2008. The overall number of units approved was reduced from the number analyzed in the FEIR to 418-440 total residential units, including between 88 and 110 senior units (BOS Ordinances 66-08, 67-08, and 68-08). On August 4, 2011, the Planning

Commission approved Motion 18427 modifying the affordable housing conditions of Motion 17537, to permit a mix of on-site affordable units and payment of an affordable housing fee.

## **PROJECT DESCRIPTION**

The project sponsor proposes to further modify the project. This modified project would include a revised site plan and building lay-out for the two-block site. A total of six new buildings are proposed. (Seven new buildings were proposed under the approved project.) The modified project retains the mix of approximately 330 dwelling units and 110 senior affordable dwelling units and the 10,000 sq. ft. community facility space, that was included in the adopted project, but would reduce or eliminate the 4,999 sq. ft. of retail space in the ground floor of Richardson Hall and provide office/program space for Openhouse in its place. Off-street parking would remain at 310 off-street spaces. Buildings would range in height from 45 feet to 85 feet in conformance with the height and bulk limits on the project site, compared to heights from 40 feet to 85 feet in the approved project. Rear yard configuration and unit exposure PUD modifications would continue to be required. Table 1 summarizes the proposed changes to the project.

The project would retain the 25,000 sq. ft. of publicly accessible open space known as Waller Park, the 10,000 sq. ft. of community facility center in Woods Hall Annex and a community garden space near Woods Hall Annex. The two subterranean parking garages would be retained, with up to 51 spaces reserved for use by the UCSF Dental Clinic. One of the previously proposed alleys, Micah Way, would be eliminated, and access to the lower parking garage would be moved out of Waller Park and relocated to the curb cut previously proposed for the Micah Way entrance location on Laguna Street. Garage entries would be located on Buchanan and Laguna streets, respectively. An emergency vehicle entry/exit to the site would be located on Hermann Street.

Wood Partners purchased AF Evans Inc.'s, the previous project sponsor, interest in the project, and will develop the project's dwelling units, parking, open space and community facility space. The senior affordable portion of the project will be developed by 55 Laguna, L.P., a partnership of Openhouse and Mercy Housing California.

The 330 market-rate apartments to be developed by Wood Partners would be located in Woods Hall and five newly constructed buildings. The prior plan assumed six new buildings for the family units. The senior affordable apartments would be located in two buildings: Richardson Hall (previously proposed to be market rate units) and one new building proposed to be located immediately north of Richardson Hall along Laguna street. This building would be reduced in height from the previous proposal from 85 feet to 75 feet. The previous plan assumed the senior housing would occur in only one new building. The current plan includes a senior community center and office/program space for Openhouse. Two variants are proposed for Richardson Hall. One variant includes approximately 2,400 square feet of retail space on the ground floor and the second variant would not include any retail space.

Project construction for the proposed project was estimated in the FEIR to occur in three overlapping phases, lasting an estimated 36 months. The construction duration for the modified project is estimated to last approximately 48 months. The market rate residential portion of the proposed project is estimated to start with demolition in the Fall 2012 and to continue for 30 months. The senior affordable residential portion of the project would lag behind construction of the market rate units because of financing requirements. The work on Richardson Hall is estimated to start in Spring 2014, with the new senior building beginning in Fall 2015, with completion in Spring 2017. The modified project would excavate to a depth of between 12 and 20 feet for the construction of the underground garages. If the soil is suitable

for foundation design then no import of soil would be required. If the soil is unsuitable for foundation design then approximately 40,000CY would be exported as stated in the FEIR and approximately 20,000 – 25,000CY would be imported.

### ***Approvals Required***

San Francisco Planning Commission approval of a conditional use of the site as a modified PUD.

San Francisco Board of Supervisors approval of the land underlying the proposed Waller Park land transfer from the City to the University of California with deed restrictions requiring development and maintenance of the park.

San Francisco Historic Preservation Commission approval of Certificate of Appropriateness for alterations to Richardson Hall, Woods Hall and Woods Hall Annex.

San Francisco Department of Public Works approval of new curb cuts on Buchanan and Laguna Streets to provide site access.

### **ANALYSIS OF POTENTIAL ENVIRONMENTAL EFFECTS**

San Francisco Administrative Code Section 31.19(c)(1) states that a modified project must be reevaluated and that "If, on the basis of such reevaluation, the Environmental Review Officer determines, based on the requirements of CEQA, that no additional environmental review is necessary, this determination and the reasons therefore shall be noted in writing in the case record, and no further evaluation shall be required by this Chapter."

CEQA Guidelines Section 15164 provides for the use of an addendum to document the basis of a lead agency's decision not to require a Subsequent or Supplemental EIR for a project that is already adequately covered in an existing certified EIR. The lead agency's decision to use an addendum must be supported by substantial evidence that the conditions that would trigger the preparation of a Subsequent EIR, as provided in CEQA Guidelines Section 15162, are not present.

The previously approved project was the subject of an Environmental Impact Report that was certified by the Planning Commission on January 17, 2008. An appeal of the certification of the Final EIR was filed and the Board of Supervisors overturned the appeal and upheld the EIR on March 4, 2008 (Motion No. 17532).

The EIR's Initial Study analyzed the potential impacts of the project as originally proposed and found that it would not have a significant effect on the environment on the following: Land Use (1a), Population and Housing (3b and 3c) Noise, Wind and Shadow, Recreation, Utilities/Public Services, Biology, Geology/Topography, Water, and Energy/Natural Resources, Hazards and Archaeological Resources. The EIR's Initial Study identified the following mitigation measures related to the original 55 Laguna proposed project. Mitigation Measure 1 – Construction Air Quality, to reduce fugitive dust effects during construction work; Mitigation Measure 2 – Avian Survey, to protect nesting birds during construction; Mitigation Measure 3 – Hazards, to protect workers and the general public by preparation and implementation of a site-specific soil management plan (SMP) and a site-specific health and safety plan (HSP); and Mitigation Measure 4 – Archaeology to avoid potentially significant impacts on buried or submerged historical resources. The Initial study identified these measures for the entirety of work at the project site, and all measures would be implemented prior to or during the construction activities at the project site. With regard to Mitigation Measure 1, Construction Air Quality, this measure is no longer deemed applicable. Since certification of the FEIR, the Board of Supervisors passed Ordinance 176-08 (effective July 30, 2008) which requires sponsors to prepare and implement a dust control plan under

review by the Department of Public Health. This ordinance includes all substantive elements and actions called for in Mitigation Measure 1.

The FEIR for the original proposed project analyzed the potential impacts in the areas of Land Use, Visual Quality and Urban Design, Transportation Circulation and Parking, Air Quality, Historic Architectural Resources, Population and Housing, Landmark and Significant Trees, Growth inducement and Other CEQA Topics. Mitigation measures identified in the FEIR, which were adopted as conditions of approval, include: MM HR-1, HABS-Level Recordation to document and record historical resources that would be lost as part of the proposed project; MM HR-2, Interpretive Display, to describe to the public the long and significant history of the site as an early California normal school and as the original site of San Francisco State University, as well as its WPA-era associations, including information about the existing WPA-era mural(s) in Woods Hall Annex; MM-HR-3, Preservation Architect, to retain a qualified preservation architect to act with overall responsibility to ensure compatibility of new structures with the existing buildings and sit, implement historic resource mitigations, monitor work performed, and report to the City bi-monthly and to the State Office of Historic Preservation and National Park Service as requested; MM HR-4, Mural Identification, Testing, and Preservation Procedures, through the Preservation Architect, to design a plan to address protection of significant interior finishes, including murals, during construction; MM HR-5, Arborist, to retain a qualified arborist to ensure the successful re-location of a Canary Palm called the "Sacred Palm."

The original project would result in three impacts that cannot be reduced to a less-than-significant level:

- The substantial alteration or demolition of existing structures which qualify as historical resources (Administrative Wing of Richardson Hall, Middle Hall and the Laguna retaining wall;
- The project may no longer be eligible as a potential campus historic district after completion of the project; and
- Rezoning of the project site would have significant impacts to historic resources that are similar to those of the project.

Since certification of the EIR, the Market/Octavia Plan was adopted (May 30, 2008). The certified EIR evaluated the proposed project in the context of the Market/Octavia Plan and proposed site rezoning in conformity with the Plan. Modifications to the original CU motion, were approved by the Planning Commission after the adoption of the Plan (August 4, 2011), to permit a mix of on-site affordable units and payment of an affordable housing fee. No other changes have occurred in the circumstances under which the original project or the modified project as currently proposed would be implemented, that would change the severity of the physical impacts of implementing the 55 Laguna Mixed Use Project as explained herein, and no new information has emerged that would materially change the analyses or conclusions set forth in the FEIR.

Further, the proposed modified project, as demonstrated below, would not result in any new significant environmental impacts, substantial increases in the significance of previously identified effects, or necessitate implementation of additional or considerably different mitigation measures than those identified in the FEIR. The effects associated with the modified Project would be substantially the same as those reported for the project in the 55 Laguna Mixed Use Project FEIR. The following discussion provides the basis for this conclusion.

### ***Land Use, Plans and Policies***

The land uses proposed for the modified project are nearly identical to those analyzed in the original project. The modified project includes six new buildings instead of the proposed seven new buildings for the approved project. The configuration of the buildings and open space has changed slightly as a result, as shown in Appendix A. Similar to the FEIR findings, the modified project would generally reflect, and be compatible with, the surrounding medium-density residential land use in the surrounding area. The modified project would contain the same land uses as the approved project and a similar arrangement of open space and public accessibility. The reduction in or elimination of the retail use at the corner of Laguna and Hermann Street, as proposed in the two variants, respectively, would not change the FEIR conclusions. Further, the modified project, similar to the original project would adaptively reuse buildings on the project site and construct new buildings at a scale generally consistent with the surrounding neighborhood. Building heights would be within the range of heights in the neighborhood and within the height limits allowed for the site. The modified project would reestablish Waller Street, and further integrate the site into the surrounding neighborhood by eliminating surface parking, and creating usable public open space where none currently exists. In sum, changes proposed under the modified project would not result in adverse land use impacts either individually or cumulatively.

### ***Visual Quality and Urban Design***

The modified project would result in changes to the project site's visual character and views similar to the approved project as evaluated in the FEIR. The most substantial change in the modified project is that the footprints of the proposed new buildings have been reoriented in some places and consolidated in others. The overall height and massing is similar to the adopted project, and similarly compatible in bulk and scale with several mid-rise buildings in the immediate vicinity of the project site. As with the proposed project, the overall character of the site would appear more intensely developed than under current conditions, but this visual change would not cause significant adverse impacts to the existing visual character of the site. The site would reestablish Waller Street and provide open space, landscaping, and walkways that do not exist currently which would encourage pedestrian traffic through the site.

The modified project would eliminate one building and a portion of a second building which may be considered an historical resource. These demolitions are identical to those proposed for the adopted project and the project evaluated in the FEIR. The impact on historical resources is discussed in the Historic Architectural Resources section of this Addendum. Detailed building design will be developed pursuant to the Market and Octavia Area Plan, and *A Policy Guide to Considering Reuse of the University of California Berkeley Extension's Laguna Street Campus*. The ground floor would be designed consistent with the *Draft Ground Floor Residential Design Guidelines*.

The FEIR concluded that although the adopted project could alter existing views from public viewpoints, because of the proposed development onsite, it would not have a substantial adverse effect on scenic views or vistas. The modified project is similar to the adopted project in height, bulk, and building square footage and open space placement, and would result in similar changes to existing views immediately surrounding the project site boundaries. Similar to the adopted project and the project analyzed in the FEIR, the modified project would not substantially or adversely degrade public views or scenic vistas, result in a degradation of the visual quality or character of the site or surroundings or create substantial new sources of light or glare. Project and cumulative aesthetic effects would be less than significant.

## **Transportation**

The modified project involves construction of the same number of residential units as those analyzed for the approved project: 330 market rate residential units, 110 senior affordable units. The variants for retail space proposed for the site under the modified project are none or 2,410 sq. ft. Under the Approved project, 4,999 square feet of retail was proposed.

### **Traffic**

The FEIR analyzed vehicular entrances and exits to the project site at four access locations: 1) the intersection of Waller and Laguna Streets, 2) the intersection of the proposed Micah Way and Laguna Street, 3) the intersection of the proposed Lindhardt Lane and Herman Street, and 4) from Buchanan Street just north of the dental clinic. The modified project includes only one access/egress on Laguna Street, and an emergency turn-around accessed from Herman Street, and would retain the existing access/egress at the dental clinic on Buchanan Street. The net increase in traffic volumes associated with the adopted project would have resulted in minor changes to the average delay per vehicle at the study intersections, which would continue to operate at LOS D or above. Because the number of units and size of the modified project is identical to the adopted project, with less retail proposed for the modified project, the impacts to vehicular service levels would be less than significant, similar to the conclusions reached in the FEIR. The modified project's contribution to cumulative conditions at the intersection of Market/Laguna/Hermann/Guerrero Streets and Market/Church/14<sup>th</sup> Streets would be similar to the adopted project and would not be significant.

### **Transit**

Similar to the conclusions reached in the FEIR, the modified project would not cause a substantial increase in transit demand which cannot be accommodated by existing transit capacity. As part of the modified project, the project sponsor would, consistent with the landmark status of Woods Hall and Woods Hall Annex, install eyebolts or make provision for the direct attachment of eyebolts for trolley wires on the project building whenever necessary, or agree to waive all rights to refuse the attachment of eyebolts to the project building if such attachment is done at the City's expense.

### **Pedestrians**

As with the adopted project, new pedestrian trips associated with the modified project would be accommodated on the existing sidewalks and crosswalks adjacent to the project and would not substantially affect current pedestrian conditions. Therefore the modified project's impacts to the pedestrian network would be less than significant.

### **Bicycle**

The modified project would provide 125 bicycle parking spaces, compared to the 126 bicycle spaces proposed for the adopted project. The modified project would provide adequate bicycle parking and would not interfere with existing bicycle facilities and/or plans. The modified project's impact to bicycle circulation would be less than significant.

### **Parking**

Consistent with the findings reported in the Final EIR and presented here for informational purposes, implementation of the modified project would increase parking occupancy (e.g., decrease supply) in the area. San Francisco does not consider parking supply as part of the permanent physical environment. Parking conditions are not static, as parking supply and demand varies from day to day, from day to

night, from month to month, etc. Hence, the availability of parking spaces (or lack thereof) is not a permanent physical condition, but changes over time as people change their modes and patterns of travel.

Parking deficits are considered to be social effects, rather than impacts on the physical environment as defined by CEQA. Under CEQA, a project's social impacts need not be treated as significant impacts on the environment. Environmental documents should, however, address the secondary physical impacts that could be triggered by a social impact (CEQA Guidelines § 15131(a)). The social inconvenience of parking deficits, such as having to hunt for scarce parking spaces, is not an environmental impact, but there may be secondary physical environmental impacts, such as increased traffic congestion at intersections, air quality impacts, safety impacts, or noise impacts caused by congestion. In the experience of San Francisco transportation planners, however, the absence of a ready supply of parking spaces, combined with available alternatives to auto travel (e.g., transit service, taxis, bicycles or travel by foot) and a relatively dense pattern of urban development, induces many drivers to seek and find alternative parking facilities, shift to other modes of travel, or change their overall travel habits. Any such resulting shifts to transit service in particular, would be in keeping with the City's "Transit First" policy. The City's Transit First Policy, established in the City's Charter Section 8A.115 provides that "parking policies for areas well served by public transit shall be designed to encourage travel by public transportation and alternative transportation."

The transportation analysis accounts for potential secondary effects, such as cars circling and looking for a parking space in areas of limited parking supply, by assuming that all drivers would attempt to find parking at or near the project site and then seek parking farther away if convenient parking is unavailable. Moreover, the secondary effects of drivers searching for parking is typically offset by a reduction in vehicle trips due to others who are aware of constrained parking conditions in a given area. Hence, any secondary environmental impacts which may result from a shortfall in parking in the vicinity of the modified project would be minor. Potential secondary effects associated air quality, noise and pedestrian safety analyses were analyzed in the FEIR and found to be less than significant.

### **Loading**

Similar to the adopted project, the modified project would be required to provide a total of three off-street loading spaces, and proposes to provide one off-street space accessed from Laguna Street. The sponsor would seek an exception for the off-street loading requirement, and approval for up to three curb loading spaces from MTA. With one off-street loading space and additional curb loading spaces, the modified project would have a less than significant impact.

### **Construction**

Construction of the modified project would take approximately 48 months, longer than the 36 months estimated in the FEIR. Construction of market rate units is estimated to begin late 2012/early 2013 and will last approximately 30 months. Richardson Hall would be rehabilitated from approximately Spring 2014 to Spring 2015. Construction of the 70 unit senior building is estimated to begin Fall 2015 and would be complete in Spring 2017. Similar to the project evaluated in the FEIR, sidewalks would be closed during the installation of street trees, and would be open at all other times. Construction staging would occur onsite, and there would be sufficient space to accommodate temporary off-loading and stacking materials. Construction worker parking is also expected to be accommodated on site. It is anticipated that no regular travel lanes or bus stops would need to be closed or relocated during the construction period. Construction-related impacts to transportation, circulation, and parking would be temporary and would be less than significant.

### ***Air Quality***

The FEIR found that the project as approved would not violate ambient air quality standards, expose sensitive receptors to substantial pollutant concentrations, create objectionable odors or have a significant impact on cumulative air quality in the Bay Area. The modified project would result in the same impacts. The modified project's contribution to operational emissions would not exceed the Air District's significance thresholds for criteria pollutants. The modified project, which proposes the same number of residential units and off-street parking spaces, would therefore result in less-than-significant project and cumulative impacts related to air quality and greenhouse gas emissions, similar to the findings in the FEIR.

For construction activities, the air quality mitigation measures set forth in the 2004 EIR would no longer apply to the proposed project. San Francisco has adopted a Dust Control Ordinance (Ordinance 176-08, effective July 30, 2008). The Construction Dust Control Ordinance was adopted 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 on-site workers, minimize public nuisance complaints, and avoid orders to stop work by the Department of Building Inspection (DBI).

The proposed modification would not significantly change the project's air quality impacts with respect to either construction or operational effects. Effective 2010, the State revised Appendix G of the CEQA Environmental Checklist to include two criteria that relate to Greenhouse Gas Emissions. These criteria require that a project's impacts on Greenhouse Gas Emissions be evaluated in the context of whether the modified project would generate greenhouse gas emissions that may have a significant impact on the environment, and whether the project would conflict with any applicable plan, policy or regulation adopted for the purpose of reducing greenhouse gases. The modified project would comply with various San Francisco regulations that are part of San Francisco's GHG reduction plan which is considered a "qualified greenhouse gas reduction strategy" and thus the modified project would not contribute significantly to global climate change.

### ***Historic Architectural Resources***

The FEIR concluded that all buildings on the project site, which include Richardson Hall, Woods Hall and Woods Hall Annex, and Middle Hall qualify as historical resources for CEQA purposes. These buildings, as well as remnant landscape features dating from 1921-1955 and the retaining wall along Laguna and Haight Streets, would contribute to a potential campus historic district that also qualifies as a historical resource for CEQA purposes. The existing parking lots and associated landscaping would not contribute to a potential campus historic district, and therefore would not qualify as historical resources for CEQA purposes.

Preservation staff has reviewed the modified project and found that there is no substantial change from the adopted project. The modified project would cause no greater impact to historical resources than the project evaluated in the FEIR under Case Number 2004.0773E. The most substantial changes between the modified project and the adopted project are the footprints of the proposed new buildings, which have been reoriented in some places and consolidated in others. The massing and height of the modified project buildings are essentially the same. On balance, these changes would have no greater or lesser impact to the setting of the historic district than the adopted project. Therefore, the modified project would continue to cause significant adverse impacts to historic resources at the site that cannot be

mitigated to a less than significant level. No adverse impacts would be avoided by the Modified project. The significant adverse impacts are:

- 1) The substantial alteration or demolition of existing structures which qualify as historical resources under CEQA (Administration Wing of Richardson Hall, Middle Hall and the Laguna Street retaining wall);
- 2) The project site may no longer be eligible as a potential campus historic district after completion of the modified project;<sup>1</sup> and,
- 3) The rezoning of the project site would have significant impacts to historic resources that are similar to those of the adopted project.<sup>2</sup>

As the project impacts to historic resources would not change, the mitigation measures identified in the EIR and listed below would remain in place:

- 1) HR-1 (HABS Level Recordation),
- 2) HR-2 (Interpretative Display),
- 3) HR-3 (Preservation Architect),
- 4) HR-4 (Mural Identification, Testing, and Restoration Procedures), and
- 5) HR-5 (Arborist)

Since the EIR was published, HR-3 (Preservation Architect) has been partially completed. As prescribed by the mitigation measure, a window and door survey was completed in November 2008, a mural investigation was completed in October 2008, and design guidelines were completed in December 2008. As per the mitigation measure, a preservation architect will continue to work with the project team to assist in ensuring compatibility of the new structures with the individual historic resources within the historic district; to manage treatment of the retained historic resource buildings; and to act with overall responsibility to implement historic resource mitigations, monitor work performed, and to report to the City through the end of construction.

### ***Population and Housing***

The modified project would introduce housing where none currently exists. The modified project is expected to accommodate 814 new residents on the project site, which would result in a population increase of approximately 13 percent within Census Tract 168, or a 25 percent increase in the residential population immediately surrounding the project site. While the proposed project would result in localized population growth at the project site, its population effects would not be considered substantial in the context of the surrounding urban neighborhood or the City as a whole. The project's residential density would fall within the range of densities in the census blocks immediately surrounding the project site. It cannot be concluded that the project would directly or indirectly induce substantial population growth that could have adverse effects on the environment, and therefore the project's population effects are considered less than significant. The project would displace no housing or people; therefore impacts related to displacement are less than significant.

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<sup>1</sup> The San Francisco Normal School/State Teacher's College campus was listed on the National Register of Historic Places as a historic district January 7, 2008. Because all of the contributing elements of the historic district were presumed to be historic resources in the EIR analysis, the listing has not resulted in any changes to the level of impact assessed for the project evaluated in the FEIR.

<sup>2</sup> The rezoning of the project site occurred in January 2008. The current project does not propose any further rezoning of the site.

### ***Landmark and Significant Trees***

The project site contains approximately 110 trees, inclusive of street trees. Of these, about 60 trees are located toward the center of the site would be removed. These trees are generally ornamental landscape trees with an average trunk diameter of eight to ten inches. There are several large, healthy trees on the project site that may be candidates for landmark designation upon further evaluation. The "Sacred Palm", a large Canary Palm behind Woods Hall was designated as an historic landmark by the Board of Supervisors on August 14, 2007, pursuant to Article 10 of the Planning Code. "Significant trees are defined as being greater than 12 inches in diameter or greater than 20 feet tall, or have a canopy greater than 15 feet, and are within 10 feet of a public right-of way. The site contains approximately 27 trees that meet these criteria. Removal of "significant" trees requires a tree removal permit from the Department of Public Works (DPW). The proposed project, similar to the approved project would remove all of the trees on the project site, with the exception of the "Sacred Palm" and another large palm tree, both of which would be boxed, stored during construction, and replanted after construction. Implementation of mitigation measure HR-5, which requires retention of a qualified arborist to ensure successful relocation of the sacred Palm, and the requirement by DPW for replacement of all significant trees would ensure a less-than-significant impact on biological resources on the project site.

### ***Other Issues***

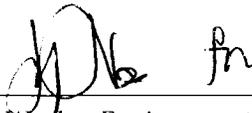
The Initial Study for the Laguna Hill Residential Project determined that, for the following topics, any environmental effects associated with the project would either be insignificant or would be reduced to a level of less-than-significant by implementation of the mitigation measures adopted as conditions of project approval: Land Use (1a), Population (3b and c)Noise, (Wind and Shadow, Utilities/Public Services, Biology, Geology/Topography, Water, Energy/Natural Resources, Hazards, and Archaeological Resources. The FEIR did not discuss these issues further. The Initial Study's mitigation measures would be implemented prior to, or during construction, as applicable to the effect they are intended to address. The significance conclusions reached in the Initial Study would not change based on the project modifications and all mitigation measures from the Initial Study and the FEIR would be applied to the modified project, except the Construction Air Quality Mitigation Measure as discussed above.

### ***CONCLUSION***

Based on the foregoing, the Department concludes that the analyses conducted and the conclusions reached in the FEIR certified on January 17, 2008 remain valid, and that no supplemental environmental review is required for the proposed project modifications. The modified project would neither cause new significant impacts not identified in the FEIR, or result in a substantial increase in the severity of previously identified significant impacts, nor result in a substantial increase in the severity of previously identified significant impacts. No changes have occurred with respect to circumstances surrounding the original project that would cause significant environmental impacts to which the modified project would contribute significantly, and no new information has been put forward which shows that the modified project would cause significant environmental impacts. Therefore, no supplemental environmental review is required beyond this addendum.

I do hereby certify that the above determination has been made pursuant to State and Local requirements.

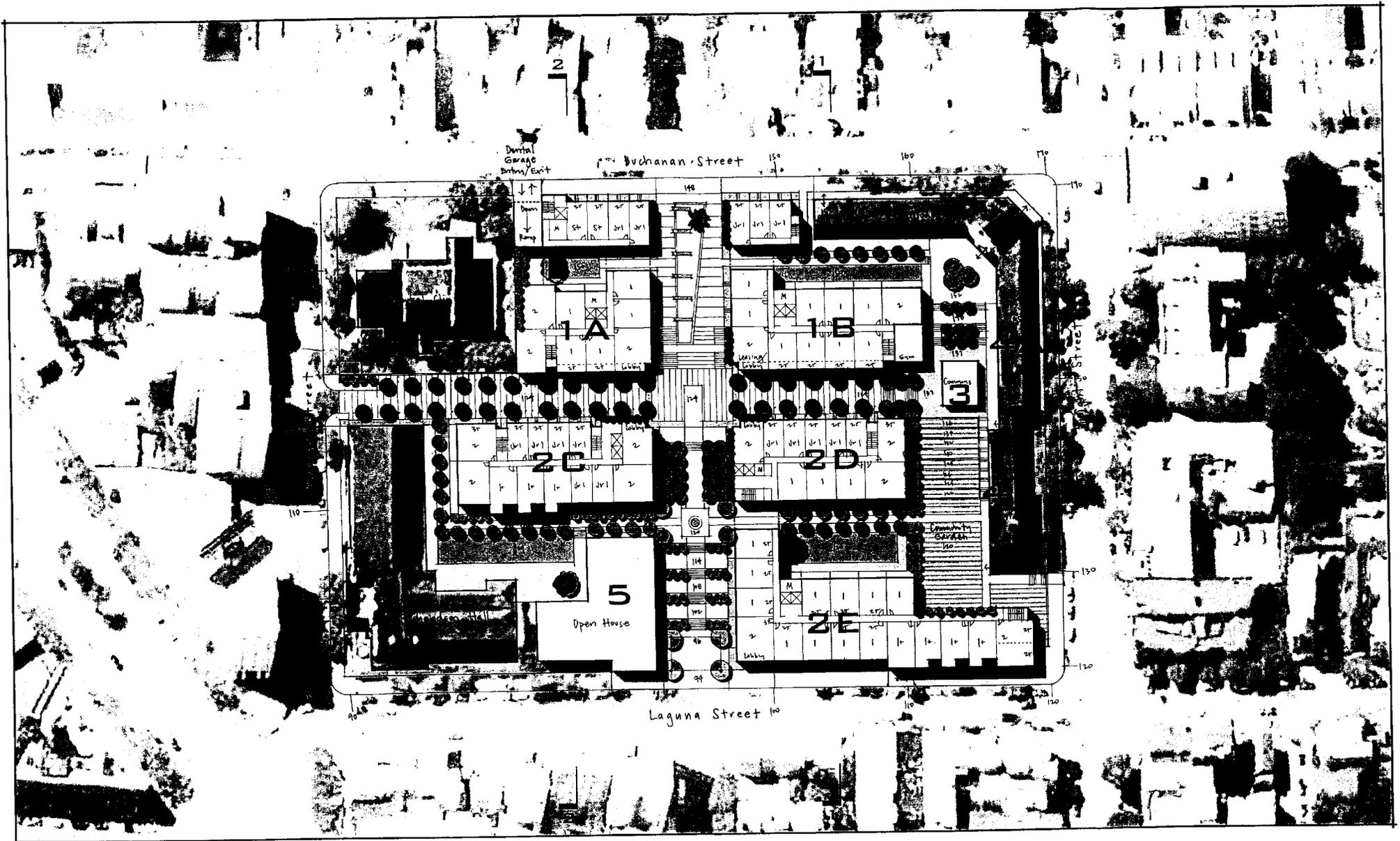
DATE 5/7/12

  
\_\_\_\_\_  
Bill Wycko, Environmental Review Officer  
for John Rahaim, Director of Planning



**APPENDIX A**





55 LAGUNA

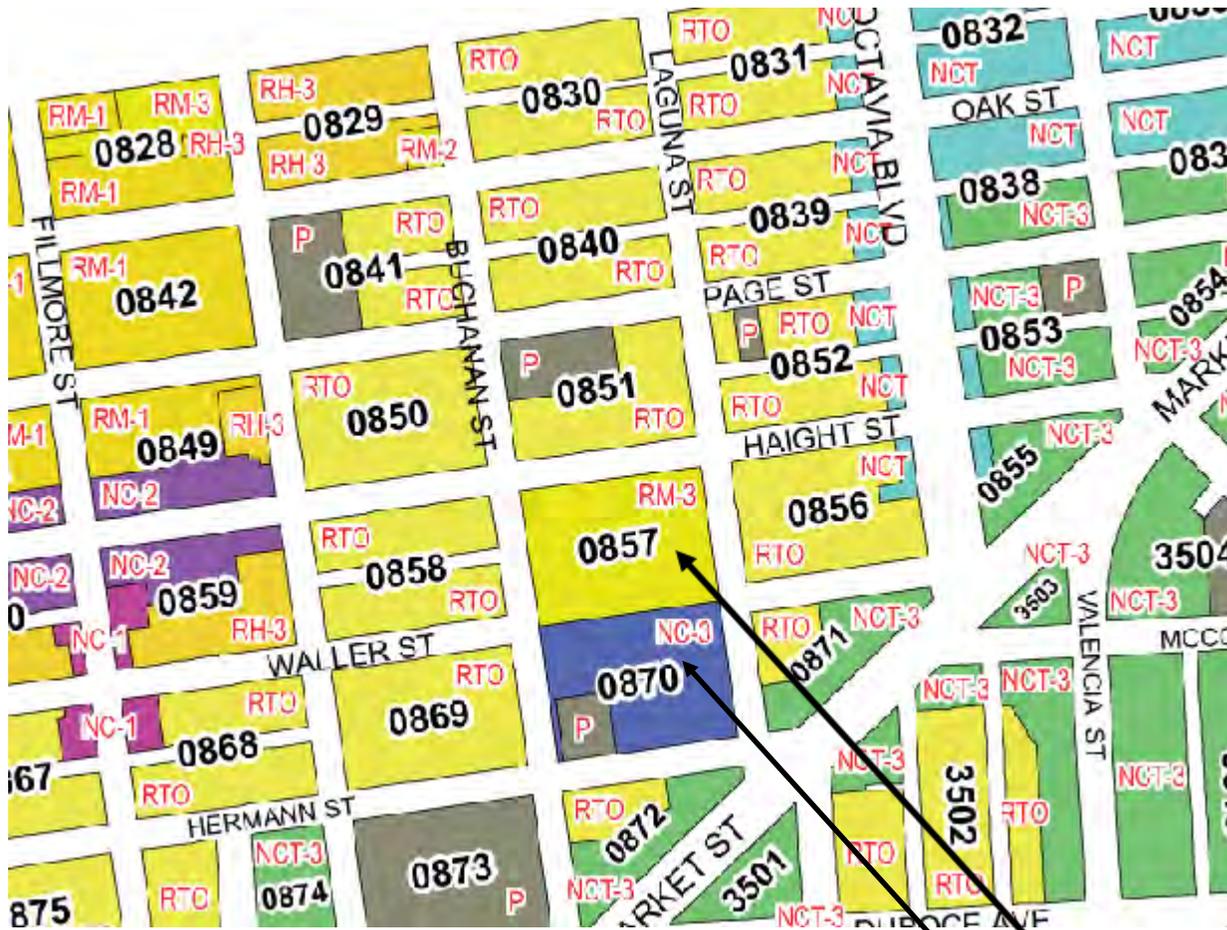
SAN FRANCISCO, CA

SITE PLAN

01.10.2012



# Zoning District Map



**SUBJECT PROPERTY**

## ZONING USE DISTRICTS

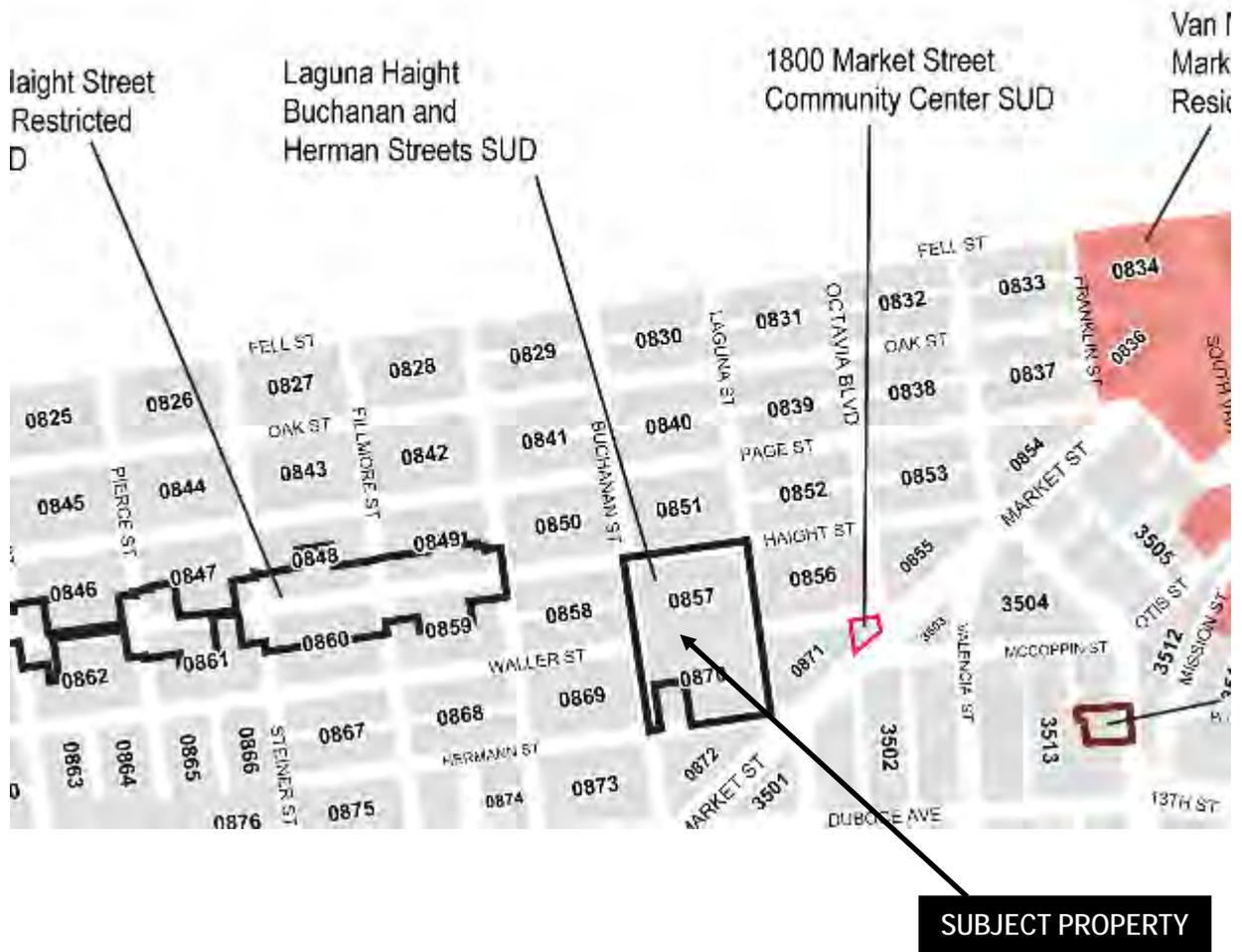
- RESIDENTIAL, HOUSE DISTRICTS
  - RH-1(D) RH-1 RH-1(S) RH-2 RH-3
- RESIDENTIAL, MIXED (APARTMENTS & HOUSES) DISTRICTS
  - RM-1 RM-2 RM-3 RM-4
- NEIGHBORHOOD COMMERCIAL DISTRICTS
  - NC-1 NC-2 NC-3 NCD NC-S
- SOUTH OF MARKET MIXED USE DISTRICTS
  - SPD RED RSD SLR SLI SSO
- COMMERCIAL DISTRICTS
  - C-2 C-3-S C-3-G C-3-R C-3-O C-3-O(SD)
- INDUSTRIAL DISTRICTS
  - C-M M-1 M-2

- CHINATOWN MIXED USE DISTRICTS
  - CRNC CVR CCB
- RESIDENTIAL-COMMERCIAL DISTRICTS
  - RC-3 RC-4
- REDEVELOPMENT AGENCY DISTRICTS
  - MB-RA HP-RA
- DOWNTOWN RESIDENTIAL DISTRICTS
  - RH DTR TB DTR
- MISSION BAY DISTRICTS
  - MB-OS MB-O
- PUBLIC DISTRICT
  - P



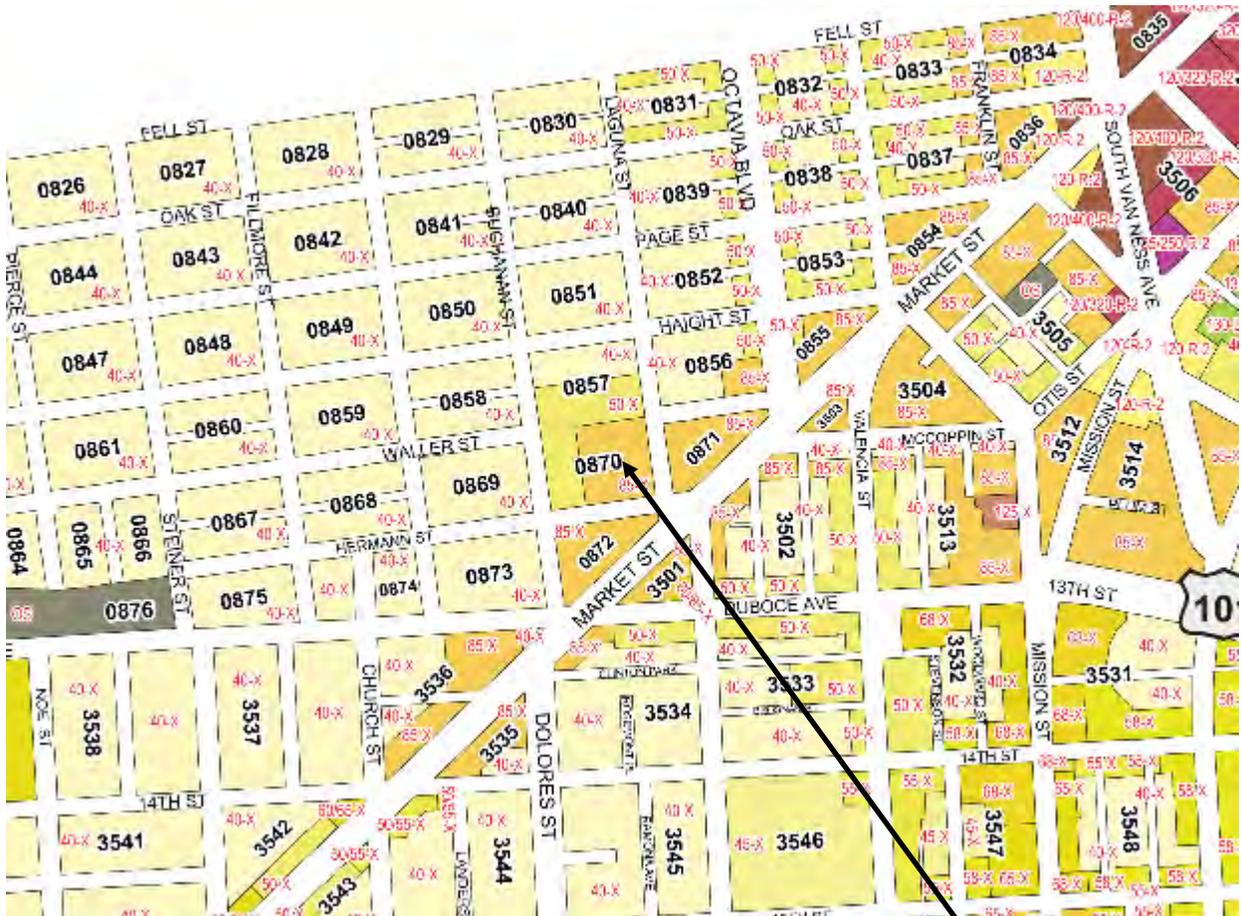
Conditional Use Hearing  
 Case Number 2012.0033ACFEU  
 218-220 Buchanan Street  
 55 Laguna Project

# Special Use District Map



Conditional Use Hearing  
Case Number 2012.0033ACFEU  
218-220 Buchanan Street  
55 Laguna Project

# Height and Bulk Map

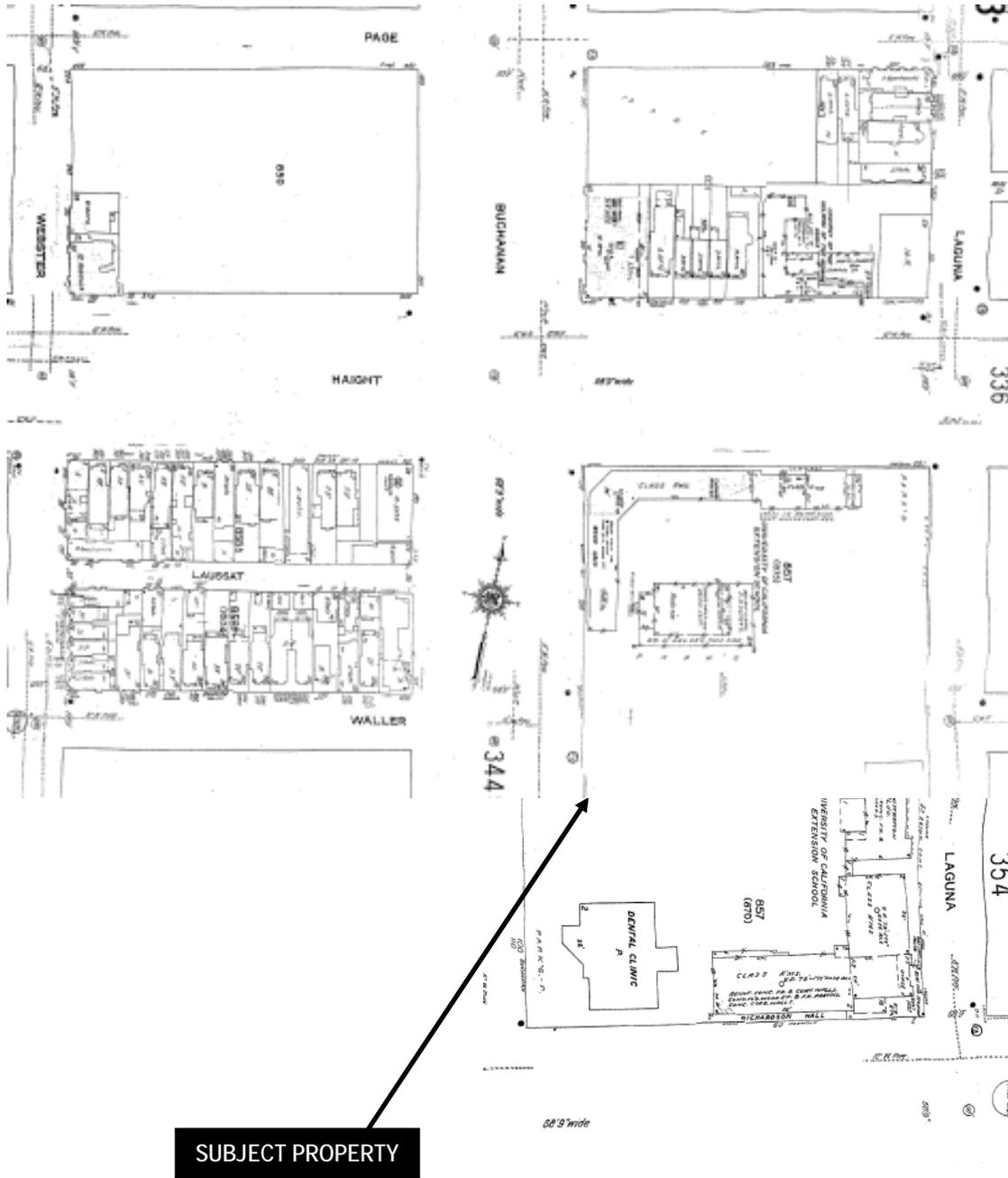


**SUBJECT PROPERTY**



Conditional Use Hearing  
Case Number 2012.0033ACFEU  
218-220 Buchanan Street  
55 Laguna Project

# Sanborn Map\*



\*The Sanborn Maps in San Francisco have not been updated since 1998, and this map may not accurately reflect existing conditions.



Conditional Use Hearing  
Case Number 2012.0033ACFEU  
218-220 Buchanan Street  
55 Laguna Project

# Context Photos



Looking south on Laguna Street from the intersection of Haight Street. Retaining wall to be demolished is on the right.



Looking north on Laguna Street from the intersection of Hermann Street. Richardson Hall to be adaptively reused is on the left.

Conditional Use Hearing  
Case Number 2012.0033ACFEU  
218-220 Buchanan Street  
55 Laguna Project

# Context Photos



Looking west on Hermann Street from the intersection of Laguna Street. Richardson Hall to be adaptively reused is on the right.



Looking north on Buchanan Street from the intersection of Hermann Street. Dental Clinic is on the right.

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218-220 Buchanan Street  
55 Laguna Project

# Context Photos



Looking east on Haight Street from the intersection of Buchanan Street. Woods Hall to be adaptively reused is on the right.



Looking east at the top of the proposed Waller Park. Middle Hall to be demolished is on the left.



Looking west at the bottom of the proposed Waller Park. The Administration Building to be demolished is on the left and retaining wall to be demolished is on the right.

Conditional Use Hearing  
Case Number 2012.0033ACFEU  
218-220 Buchanan Street  
55 Laguna Project



# SAN FRANCISCO PLANNING DEPARTMENT

## Historic Preservation Commission Resolution No. 0686

HEARING DATE: JULY 18, 2012

*Filing Date:* January 10, 2012 (Conditional Use Authorization);  
January 17, 2012 (Environmental Evaluation)

*Case No.:* **2012.0033CE**

*Project Address:* **55 Laguna Street**

*Historic Landmark:* Nos. 257, 258 & 259 - Richardson Hall, Woods Hall & Woods Hall Annex

*Zoning:* RM-3 (Residential, Mixed, Medium Density), NC-3 (Moderate-Scale Neighborhood Commercial), and Laguna-Haight-Buchanan-Hermann Streets SUD (Special Use District) Zoning Districts; 40-X, 50-X, and 85-X Height and Bulk District

*Block/Lot:* 0857/ 001 & 001a  
0870/ 001, 002, & 003

*Applicant:* Steven Vettel, Farella Braun + Martell LLP  
235 Montgomery Street, 17th Floor  
San Francisco, CA 94104

*Staff Contact* Shelley Caltagirone - (415) 558-6625  
[shelley.caltagirone@sfgov.org](mailto:shelley.caltagirone@sfgov.org)

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**ADOPTING FINDINGS FOR THE PROPOSED PROJECT AT 55 LAGUNA STREET (LOTS 001 AND 001A IN ASSESSOR'S BLOCK 0857 AND LOTS 001-003 IN ASSESSOR'S BLOCK 0870), LOCATED WITHIN RM-3 (RESIDENTIAL, MIXED, MEDIUM DENSITY), NC-3 (MODERATE-SCALE NEIGHBORHOOD COMMERCIAL), AND LAGUNA-HAIGHT-BUCHANAN-HERMANN STREETS SUD (SPECIAL USE DISTRICT) ZONING DISTRICTS AND A 40-X, 50-X, AND 85-X HEIGHT AND BULK DISTRICTS .**

### PREAMBLE

WHEREAS, on January 10, 2012 and on January 17, 2012, Steven Vettel, Farella Braun + Martell LLP, (Project Sponsor) filed applications with the San Francisco Planning Department (hereinafter "Department") for a Conditional Use Authorization and Environmental Evaluation to adaptively re-use the San Francisco Normal School/State Teacher's College campus, including demolition of the Richardson Hall Administration Wing and Middle Hall; rehabilitation of Richardson Hall, Woods Hall, and Woods Hall Annex; construction of six (6) infill buildings; and the introduction of new interior pathways and landscaping, including re-location of the Sacred Palm.

WHEREAS, Mitigation Measure HR-3 of the 55 Laguna Street Mixed Use Project Final Environmental Impact Report (FEIR) calls for a preservation architect to “assist with ensuring the compatibility of the new structures with the National Register-listed San Francisco Normal School/State Teacher’s College Historic District and the retained individual historic resource buildings in terms of their location, scale, massing, fenestration pattern, details, and materials, so as not to detract from the character of the historic district or the setting of the retained individual historic resource buildings.

WHEREAS, the project is also required by the Conditional Use (CU) Authorization issued under Case File No. 2004.0773E!CMTR to seek guidance from the Historic Preservation Commission (hereinafter “Commission”) to create compatible infill design at the site.

WHEREAS, the Project Sponsor’s preservation architect, Page & Turnbull, evaluated the proposed infill buildings and submitted a Compatibility Analysis Report documenting their findings to the Commission.

WHEREAS, on July 18, 2012, the Department presented the Project to the Commission for review of the proposed new construction for the 55 Laguna Street Mixed Use Project with the intent to forward comments to the Planning Commission prior to the scheduled August 16, 2012 Conditional Use Authorization hearing.

WHEREAS, in reviewing the Project, the Commission has had available for its review and consideration case reports, plans, and other materials pertaining to the Project contained in the Department's case files, has reviewed and heard testimony and received materials from interested parties during the public hearing on the Project.

**THEREFORE BE IT RESOLVED** that the Historic Preservation Commission has reviewed the proposed new construction at 55 Laguna Street, and the Commission found the following elements to be incompatible with the character of the San Francisco Normal School/State Teacher’s College Historic District and the individual landmarks on the site:

- The Open House Building is not compatible. The Commission recommended modifying the building’s massing and articulation at the upper floors to mitigate its large scale, which is incompatible with the campus buildings.
- The Amenities Building is not compatible. There was a range of opinion among the Commissioners regarding how to modify the area, including removal of the building, reduction of the scale, revision of the architecture in a more contextual style, and relocation of the building farther from the Woods Hall entry.
- The circular stair feature at the terminus of the mews is not compatible. The Commission recommended removal of the structure and replacement with an open stair.

**BE IT FURTHER RESOLVED** that the Historic Preservation Commission hereby directs its Recording Secretary to transmit this Resolution, and other pertinent materials in the Case File No. 2012.0033CE, to the Planning Commission.

I hereby certify that the Historical Preservation Commission **ADOPTED** the foregoing Resolution on July 18, 2012.

Linda D. Avery  
Commission Secretary

**AYES:** Commissioners Chase, Hasz, Johns, Martinez, Matsuda, and Wolfram

**ABSENT:** Commissioner Damkroger

**ADOPTED:** July 18, 2012



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August 2, 2012

Hon. Rodney Fong, President  
San Francisco Planning Commission  
1650 Mission Street, 4<sup>th</sup> Floor  
San Francisco CA 94103

Re: 55 Laguna Street: Modified conditional use  
Case No. 2012.0033 ACFEU  
Hearing: August 16, 2012

Dear President Fong and Commissioners:

I am writing on behalf of Openhouse and Mercy Housing California (partnered as 55 Laguna, L.P.) and Alta Laguna, LLC, an affiliate of Wood Partners, the project sponsors of the 55 Laguna Street project, to request your support of our requested modifications to the previously approved conditional use/PUD and for an in-kind agreement. The project includes 330 rental apartments (including on-site BMR units), 110 affordable senior apartments welcoming to LGBT seniors and a senior activities center to be operated by Openhouse, public open space and community facilities, and retail space in seven new buildings and the three rehabilitated landmarks on the two-block former UC Berkeley Extension Campus in Hayes Valley. Compared to the 2008 preliminary design, the revised plan and building layout improves the permeability of the site, increases pedestrian interaction with the neighborhood, provides more separation between the landmark buildings and the new buildings, and achieves compatibility between the landmarks and the new buildings.

Included in your packet are a current set of drawing prepared by the five architects for the project (BAR Architects, Santos Prescott & Associates, Van Meter Williams Pollack, Meyers + Silberberg Land Architects, and Harry Wolf Architecture) plus our preservation architect, Page & Turnbull. The hearing on August 16 is for the Commission to consider this final site plan and building designs, while the land uses, affordability, parking, car share and bike parking, and overall project remains the same as that approved by you in 2008 and 2011.

**Background.** 55 Laguna has been the subject of at least eight prior hearings, with unanimous approvals by each approval body:



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- In 2007, upon the Commission's unanimous recommendation, the Board of Supervisors unanimously landmarked Richardson Hall, Woods Hall and Woods Hall Annex but declined to landmark the entire site.
- In January 2008, the Commission unanimously certified a Final EIR and approved the 55 Laguna project.
- In April 2008, the Board of Supervisors unanimously upheld the EIR certification and approved General Plan amendments, rezoning and a Special Use District for the project.
- In 2009, in a lawsuit filed by Save the Laguna Street Campus, the San Francisco Superior Court upheld the adequacy of the Final EIR and the City's CEQA Findings.
- In 2010, the California Court of Appeal affirmed the Superior Court's judgment.
- In 2011, this Commission unanimously modified the inclusionary housing conditions of the 2008 approval.
- In May 2012, the Historic Preservation Commission unanimously approved three Certificates of Appropriateness to approve the proposed alterations to Richardson Hall (Landmark #256) to convert it to affordable senior housing welcoming to the LGBT senior community to be owned and operated by Openhouse and Mercy Housing California; convert Woods Hall (Landmark #257) to rental family apartments; and convert Woods Hall Annex (Landmark #258) to a community center.
- On July 18, 2012, the HPC unanimously adopted a motion commenting on the compatibility of seven new buildings with the three landmarks, finding general compatibility but making two specific design recommendations.
- Two days ago, on July 31, 2012, the Board of Supervisors unanimously rejected an appeal of the Certificates of Appropriateness filed by Save the Laguna Street Campus.

**Current Design.** The proposal before you responds to the HPC's two design comments by eliminating a previously proposed circular stairway and the third floor of the proposed amenities building (Building 3) to render it almost completely below grade next to Woods Hall and by including a condition of approval that 55 Laguna, L.P. continue to work with Department staff to refine the massing and architectural details of the 7-story Openhouse building. In all other respects, the HPC and Planning staff have found the new design successfully achieves compatibility with the three landmarks, while turning this inward facing campus into a welcoming place open to the entire neighborhood.

**Revised Site Plan.** Seven new buildings are proposed (six residential and one amenities building), similar to the seven new buildings in the 2008 approved plan, together with the rehabilitation of the three landmark buildings on site. Buildings will occupy 53% of the site, leaving 47% as open areas. One new mid-block pedestrian mews (Palm Lane) is proposed, rather than two pedestrian/vehicle alleys in the previous project; and Waller Park is enlarged by



3,000 square feet (to a total of 28,000 square feet) by eliminating the driveway that encroached on the park in the prior site plan. The main new residential buildings run north-south, parallel to the contours of the site. The buildings step up the site from Laguna to reinforce the natural topography. Ample space is provided between the new and historic buildings to help emphasize the importance of Woods Hall, Woods Hall Annex and Richardson Hall. The height of the new buildings varies from 4 to 7 stories with the tallest buildings along Laguna Street where there are two existing 7-story buildings across the street. The majority of the top floor along Laguna Street from Waller Park to Haight Street is set back approximately 6 feet to reduce apparent mass from the street. The new buildings along Haight and Buchanan are 3-4 stories in keeping with the lower existing buildings on those streets including the existing Woods Hall and Woods Hall Annex.

The building footprints have been established to provide an urban edge to the surrounding streets. The density of this edge has been maximized and given scale by the provision of townhouses on all streets. The site plan also focuses much of its energy and connections to the new Waller Park. The park forms a series of spaces for respite, activity, views and a meeting place for the general public as well as the residents of 55 Laguna. A pedestrian Palm Lane runs north south with a connection to Hermann Street and intersects Waller Park to form a central plaza. Palm Lane will be a wonderful space, solely for pedestrians and cyclists with front stoops, planter benches and Ginkgo trees at every front door as well as lobby entries and a bike shop for residents. The buildings along Waller Park all have portals from the park that lead into semi private residential courtyards and building lobbies forming a rich network of pedestrian connections throughout the site.

Architectural Design. The design of the new buildings responds to the unique existing context of the historic buildings on the site and the context of the surrounding neighborhood. It connects those who experience this place with what is special and particular about San Francisco, about Hayes Valley and about this site; to connect past and present with a link to the future. The design follows the Market & Octavia Area Plan Fundamental Design Principals and the Planning Department's *A Policy Guide to Considering Reuse of the University of California Berkeley Extensions Laguna Street Campus*, as well as the Design Guidelines and Compatibility Analysis by Page and Turnbull dated December 10, 2008, and approved by the prior Landmarks Preservation Advisory Board.

The new buildings do not mimic the historic Spanish Colonial Revival buildings stylistically, but sympathetically respond to them in terms of scale, massing, proportion, fenestration, color and materials. This way of distinguishing new construction from historic buildings is in keeping with the Secretary of the Interior's Standards and creates a dynamic site that allows for a clear record of its development history. The architecture will be generally modest in character with an emphasis on a timeless, simple and modern aesthetic. The detailing and ornamentation will be restrained, but elegant and appropriate with an emphasis on how the buildings meet the ground.

The richness and variety of architecture emanates from the spaces between the buildings – a response to the characteristics of each street, courtyard, mews and park including its scale,



fabric and sun orientation. The architecture along the mews is finer grain and more simple and calm. It emphasizes a 20-foot vertical proportion with continuous front stoops leading to two story townhouses with the building mass above stepping back. The building material is a combination of horizontal cementitious siding and cement plaster. The Waller Park elevations have more variation in scale and height. Bay windows and numerous projecting terraces help take advantage of views up and down the park with most of the terraces on the sunny south facing facades. A leasing office and unit entries face onto the park creating additional activity. Buchanan and Haight Street elevations are lower in scale, also with 20-foot townhouses all with street facing front stoops. The scale and cadence will be very similar to the existing architectural character on these streets. Laguna Street also has front stoops and an entrance to one of the building lobbies as well as the entry into one of the garages. There is a strong rhythm of vertical articulation to help break down the scale of the facade. The overall palette of colors across the site will include subtle variations of white and grey cement plaster with the horizontal siding a darker warm gray. The windows will be aluminum and set back from the building face several inches to create a rich shadow line.

The project design strives to create a richly engaging, varied yet coherent community.

**Community Amenities.** An In-Kind Agreement is before you on August 16 to approve use of the otherwise payable Market and Octavia Community Infrastructure Fee (about \$4.2 million) to be used on-site to support three community amenities, the cost of which will exceed \$6 million.

Waller Park. Reestablishment of the former Waller Street right of way through the site as a 24/7 publicly accessible park has long been seen as a major community amenity of the project. The current concept plans for Waller Park are in your packet.

Community Center in Woods Hall Annex. Alta Laguna will undertake seismic and accessibility building shell improvements to Woods Hall Annex to enable the building to be used as a rent-free community center/facility. Alta Laguna has engaged community stakeholders, the Planning Department and others in a process to develop a range of program options for the community center and identify a potential operator of the facility. Alta Laguna will prepare and submit an application for a Mills Act contract for the historic buildings on the site. Should the application be approved by the Assessor and Board of Supervisors, any property tax savings attributable to the historic buildings will be used to fund operational expenses of the community center to be located within Woods Hall Annex.

Community Garden. The Community Garden, which will have allotment plots available to all neighbors and residents of 55 Laguna is located behind Woods Hall Annex. Access to the community garden will occur directly from Haight Street and Laguna Street.

**Affordable Housing.** On August 4, 2011, the Planning Commission modified the inclusionary affordable housing component of the family rental element of the project (Motion No. 18427), whereby the requirements of Planning Code Section 415 would be met by Alta Laguna providing a minimum of 10% and up to 15% on-site units (or between 32 and 50 BMR on-site units within the market-rate family housing development) and payment of an Affordable



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Housing Fee of up to approximately \$6.3 million if there are less than 15% on-site BMR units. This modification was to permit the up to \$6.3 million fee to be used to subsidize the 100% affordable senior project's ground lease payment to UC. This modification was necessitated by the Mayor's Office of Housing's inability to immediately fund the full subsidy for the affordable senior project's ground lease payment that MOH had committed to during the original entitlement process in 2008.

As of today, the Mayor's Office of Housing has indicated that financing for up to 35% of the ground lease for the affordable senior housing had been identified in its approved 2012-2013 budget. MOH will request approval of this funding from the Citywide Affordable Housing Loan Committee in September 2012. In addition, the Transit-Oriented Affordable Housing Fund (TOAH) is expected to issue a commitment to fund the remaining ground lease payment for the senior affordable housing in the near future. Should both of these sources of funding be secured, Alta Laguna will fulfill its inclusionary housing obligation by providing the full 50 BMR units on-site, which would fulfill the goal identified during the stakeholder meeting process in 2011. We are confident that both of these funding commitments will be secured in the near future.

**Conclusion.** The revised 55 Laguna project has widespread support, evidenced by the prior unanimous approvals by the Planning Commission, HPC and Board of Supervisors. The project will bring needed affordable senior housing welcoming to LGBT seniors, Openhouse's senior activities center, rental apartments with on-site BMR units, and public amenities including a new park, community garden, community center and retail space to a currently vacant, blighted and inward-looking former college campus. The project is well-designed in compliance with the Market and Octavia Plan and the Planning Code, respects existing neighborhood character, does not adversely affect the character of the Lower Haight and Hayes Valley neighborhoods and adaptively reuses three City landmarks in conformance with Article 10 and the Secretary of the Interior's Standards.

We request that the Commission approve these modifications to the 2008 PUD authorization. Please contact me or any other member of our team prior to August 16 if we can provide you with any other information or if you would like to meet prior to the hearing.

Sincerely,

Steven L. Vettel

cc: John Rahaim, Planning Director  
Sara Vellve, Planner  
Seth Kilbourn, Openhouse  
Brian Pianca and Tovey Giezentanner, Wood Partners  
Ramie Dare, Mercy Housing California

## EXHIBIT C

### CALIFORNIA ENVIRONMENTAL QUALITY ACT FINDINGS

The San Francisco Planning Commission (hereinafter “Commission”) hereby ADOPTS THESE CEQA FINDINGS for the Final Environmental Impact Report identified as case file No. 2004.0773E, for the proposed development at 55 Laguna Street (hereinafter “Project”). The following findings are hereby adopted by the San Francisco Planning Commission pursuant to the requirements of the California Environmental Quality Act, California Public Resources Code 21000 et seq. (“CEQA”) with respect to the 55 Laguna Mixed-Use Project, in light of substantial evidence in the record of Project proceedings, including but not limited to, the 55 Laguna Mixed-Use Project Final Environmental Impact Report (“EIR”) prepared pursuant to CEQA, the State Guidelines for Implementation of CEQA, Sections 15000 et seq., (the “CEQA Guidelines”), and Chapter 31 of the San Francisco Administrative Code.

In determining to approve the proposed Project, the San Francisco Planning Commission (“Planning Commission” or “City”) makes and adopts the following findings of fact and adopts the following evaluation and recommendations regarding mitigation measures and alternatives with respect to the Project, in light of substantial evidence in the whole record of Project proceedings, including but not limited to, the EIR and pursuant to the requirements of CEQA, particularly Sections 21081 and 21081.5, the CEQA Guidelines, particularly Sections 15091 through 15093, and Chapter 31 of the San Francisco Administrative Code.

#### 1) INTRODUCTION AND PROJECT DESCRIPTION

This document is organized as follows:

**Section 1** provides a description of the Project, the environmental review process for the Project, and the location of records.

**Section 2** provides a description of the Planning Commission actions to be taken.

**Section 3** evaluates the different project alternatives and the economic, legal, social, technological, and other considerations that support the rejection of the alternatives;

**Section 4** identifies potentially significant impacts that are avoided or reduced to less-than-significant levels and makes findings regarding Mitigation Measures.

**Section 5** states that there are significant unavoidable impacts to historic resources that cannot be avoided or reduced to less-than-significant levels through Mitigation Measures.

Section 6 makes findings in support of a statement of overriding considerations such that the economic, legal, social, technological, or other benefits of the project outweigh the unavoidable adverse environmental effects, rendering the adverse environmental effects acceptable.

Attached to these findings as Exhibit C is the Mitigation Monitoring and Reporting Program for the mitigation measures that have been proposed for adoption. The Mitigation Monitoring and Reporting

Program is required by CEQA Section 21081.6 and CEQA Guidelines Section 15091. It provides a table setting forth each mitigation measure listed in the Final EIR that is required to reduce or avoid a significant adverse impact. Exhibit C also specifies the agency responsible for implementation of each measure and establishes monitoring actions and a monitoring schedule.

**A. Project Description**

The project analyzed in the EIR would allow for the construction, on an approximately 236,113 square-foot site encompassing Assessor's Blocks/Lots: 870/1, 2 and a portion of Lot 3; and 857/1 & 1A, a moderate density mixed use development of approximately 330 dwelling units proposed by AF Evans, approximately 110 affordable senior dwelling units proposed by openhouse welcoming to the lesbian, gay, bisexual and transgender (LGBT) senior community and all seniors, approximately 12,000 square feet of community facility space, and approximately 5,000 occupied square feet of neighborhood-serving retail space in a total of 10 buildings on the Property. Not less than 15% of the dwelling units developed by AF Evans (and as many as 20% if state tax-exempt bond financing is allocated to the Project) will be affordable units under the City's inclusionary housing ordinance. The approximately 110 senior dwelling units developed by openhouse would be 100% affordable at 50% of San Francisco median income. The Project will also include approximately 90,690 square feet of parking in two underground garages and 14 surface spaces which would be on Micah Way or Lindhardt Lane (two proposed private alleys), for a total of approximately 310 spaces, and approximately 35,000 square feet of publicly accessible open space, created by the reintroduction of the Waller Street right-of-way and a community garden (in addition to private and common open space for residents) in a P (Public) District. The Project would also include the rezoning of the Property from P (Public) to RM-3 and NC-3 Districts and the Laguna, Haight, Buchanan and Hermann Streets Special Use District (the "SUD"), an ordinance to create the SUD as proposed Planning Code Section 249.32, and reclassification of the height and bulk districts from 40-X and 80-B to 40-X, 50-X and 85-X Height and Bulk Districts. The Project will result in the adaptive reuse of three City landmark buildings, the demolition of the heavily altered Middle Hall and the one-story Administration Wing of Richardson Hall, the retaining walls along Laguna and Haight Street, and the construction of seven new buildings.

**B. Environmental Review**

A Notice of Preparation ("NOP") and Public Scoping Meeting was issued by the Planning Commission on June 15, 2005, and was circulated for public comments. A scoping meeting was held on June 29, 2005, to provide the public with an opportunity to comment on the scope and content of the EIR. Based on the comments received, the Planning Department determined that the Initial Study, published on May 6, 2006, was the best means to focus the scope of the Environmental Impact Report (EIR) to analyze the environmental impacts of the Project in accordance with the California Environmental Quality Act. On January 27, 2007, the Planning Department published the Draft EIR and provided public notice of the

availability of the Draft EIR for public review and comment. The public comment period for the Draft EIR ran from January 27, 2007 through May 2, 2007.

A Notice of Completion ("NOC") and copies of the Draft EIR were distributed to the State Clearinghouse on January 27, 2007, as well as local and State responsible and trustee agencies. A Notice of Availability ("NOA") for the Draft EIR was distributed to all responsible and trustee agencies, other local and Federal

agencies, interested groups, organizations, and individuals on January 27, 2007. The NOA was also sent to all tenants and property owners within a 300 foot radius of the subject property, anyone who had requested to be included on the mailing list for the proposed project, and local media and community groups.

The Planning Commission held a duly advertised public hearing on said Draft EIR on April 19, 2007, at City Hall. At this hearing, opportunity for public comment was given, and public comment was received on the Draft EIR. The period for acceptance of written comments ended on May 2, 2007. The Planning Department prepared responses to comments on environmental issues received at the public hearing and in writing, prepared revisions to the text of the Draft EIR in response to comments received or based on additional information that became available during the public review period. This material was presented in the "Comments and Responses," published on November 29, 2007, was distributed to the Planning Commission and to all parties who commented on the Draft EIR, and was available to others upon request at the Planning Department's office. A Final EIR has been prepared by the Planning Department, consisting of the Draft EIR, any consultations and comments received during the review process, any additional information that became available, and the Comments and Responses ("Final EIR").

On January 17, 2008, the Planning Commission reviewed and considered the Final EIR, and found that the contents of said report and the procedures through which the EIR was prepared, publicized and reviewed comply with the provisions of CEQA, the CEQA Guidelines and Chapter 31.

**C. Location of Records**

The public hearing transcript, a copy of all letters regarding the Draft EIR received during the public review period, the administrative record, and background documentation for the Final EIR including all of the documents that comprise the Final EIR are located at the Planning Department, 1650 Mission Street, 4<sup>th</sup> Floor, San Francisco, California. The Planning Department is the custodian of these documents and materials.

These findings are based upon substantial evidence in the entire record before the Planning Commission. The references set forth in these findings to certain pages or sections of the EIR or responses to comments in the Final EIR are for ease of reference and are not intended to provide an exhaustive list of the evidence relied upon for these findings.

**2) PLANNING COMMISSION ACTIONS**

The Planning Commission is considering various actions ("Actions"), in furtherance of the Project, which include the following:

- a) Certification of the Final EIR.
- b) Approval of a Conditional Use / Planned Unit Development authorization for the Project pursuant to Planning Code Sections 712.11, 712.21, 209.4, 303, 304 and proposed Section 249.32; including adoption of these CEQA Findings, mitigation measures, and a mitigation monitoring and reporting program ("MMRP").

- c) Review and action on Landmark Preservation Advisory Board's recommendation as to issuance of Certificates of Appropriateness for alteration to three City landmarks, Richardson Hall, Woods Hall and Woods Hall Annex.
- d) San Francisco Planning Commission recommendation to the Board of Supervisors on the General Plan Amendment, proposed adoption of the rezoning of the Project site from P (Public) to RM-3 and NC-3, reclassification of the Height and Bulk Districts from 40-X and 80-B to 40-X, 50-X and 85-X, and creation and designation of the Laguna, Haight, Buchanan and Hermann Streets Special Use District ("SUD"), Planning Code Section 249.32.

**3) CONSIDERATION OF PROJECT ALTERNATIVES**

The EIR concluded that the project will have significant unmitigated environmental impacts to the site's historic resources. Alternatives are thus discussed and analyzed here. The Planning Commission certifies that it has independently reviewed and considered the information on the alternatives provided in the EIR and in the record. The EIR reflects the Planning Commission's and the City's independent judgment as to the alternatives. The Planning Commission finds that the Project provides the best balance between satisfaction of the project objectives and mitigation of environmental impacts to the extent feasible, as described and analyzed in the EIR and adopts a statement of overriding considerations.

**The project sponsors' objectives are as follows.**

The objectives of the Regents of the University of California are:

- 1. Convey the property to a development team qualified to develop the property in a financially feasible manner that contributes to the quality of life of the surrounding neighborhood and the City of San Francisco.
- 2. Retain the existing UCSF Dental Clinic.
- 3. Fulfill fiduciary responsibility to receive fair market value return on University assets in order to support the University's academic mission.

The objectives of A.F. Evans Development, Inc. and openhouse are:

- 1. Provide moderate-density housing near downtown and accessible to various modes of public transit, thereby implementing the objectives of the General Plan Housing Element to construct additional residential units in established neighborhoods that will contribute significantly to the City's housing supply.
- 2. Provide a variety of housing types for a broad range of households, including studio, one-bedroom and multi-bedroom units and including below market rate units pursuant to the inclusionary affordable housing requirements of Sections 315-315.9 of the Planning Code.
- 3. Develop a mixed-use project that is generally consistent with the objectives and policies of the Market and Octavia Better Area Plan and with the Planning Department's Policy Guide to

Considering Reuse of the University of California Berkeley Extension Laguna Street Campus (December 2004).

4. Provide residential units in several different buildings, including both adaptive re-use of portions of the existing on-site buildings and in new construction, in order to provide a variety of architectural expressions and lifestyle choices.
5. Provide affordable senior dwelling units welcoming to the lesbian, gay, bisexual, and transgender (LGBT) senior communities and all seniors, combined with social, educational, and health services for seniors both in residence and from the community at large.
6. Seismically retrofit and adaptively reuse the majority of the existing buildings on the site where feasible.
7. Reintroduce the former Waller Street right-of-way as a publicly accessible way through the site to subdivide the site into two development blocks and provide publicly accessible open space.
8. Create neighborhood serving retail space and community serving space to serve the needs of both project residents and area neighbors.
9. Create a series of public, semi-public and private open spaces at the ground level of the project to provide neighborhood open space amenities and pedestrian access through the site, provide protected internal courtyards for use by residents, and to break up the mass of the project into several discrete buildings.
10. Provide adequate on-site parking primarily in underground garages to meet the needs of the project and the UCSF Dental Clinic, while allowing residents the option of not having a parking space should they not desire one.
11. Provide space for an on-site car sharing operation to serve project residents and neighbors.
12. Construct a high-quality residential mixed-use development that produces a reasonable return on investment for the project sponsors and their investors and is able to attract equity investors, construction, and permanent financing.

Pursuant to CEQA, the Planning Commission considered the following alternatives to the Project described in the EIR, which would reduce or avoid project-specific and cumulative impacts, and rejected them as infeasible for the reasons set forth below.

The Planning Commission adopts the EIR's analysis and conclusions regarding alternatives eliminated from further consideration, both during the scoping process and in response to comments.

A. **Alternative A**, the "No Project Alternative," would entail no physical land use changes at the project site. Since the proposed project will have a significant and unmitigated environmental impact to historic resources, the EIR described and evaluated the potential environmental effects of Alternative A. Under this Alternative, the former UC buildings on the project site would remain locked and vacant as they are currently, with the exception of the UC Dental Clinic, which would continue to operate as a

UCSF facility. The parking areas in the center of the site would remain used for UC and CPMC Davies parking purposes only, as under current conditions. All other portions of the site would remain off-limits to the general public. This alternative assumes that UC would perform minimal maintenance on the vacant buildings for safety and security purposes, but would not make wholesale improvements or renovations to them.

Under this Alternative, the 365 dwelling units and approximately 110 affordable senior dwelling units would not be developed. In addition, the site would not have the on-site social services for seniors in the neighborhood and citywide nor would the neighborhood benefit from the 10,000 square-foot community center or the 5,000 square-foot neighborhood-serving, retail use.

The No Project Alternative is hereby found by the Commission to be infeasible and is rejected because it would not achieve the key objectives of the proposed project, and is inconsistent with many of the objectives and goals of the General Plan, including but not limited to:

**Housing Element**

Objective 1 - To provide new housing, especially permanently affordable housing, in appropriate locations which meets identified housing needs and takes into account the demand for affordable housing created by employment demand.

Policy 1.4: Locate in-fill housing on appropriate sites in established residential neighborhoods.

Objective 4 Support affordable housing production by increasing site availability and capacity.

Policy 4.2: Include affordable units in larger housing projects.

Policy 4.5: Allow greater flexibility in the number and size of units within established building envelopes, potentially increasing the number of affordable units in multi-family structures.

Objective 8 Ensure equal access to housing opportunities.

Policy 8.1: Encourage sufficient and suitable rental housing opportunities and emphasize permanently affordable rental units wherever possible.

Policy 8.10: Ensure an equitable distribution of quality board and care centers, and adult day care facilities throughout the City.

Objective 11 - In increasing the supply of housing, pursue place making and neighborhood building principles and practices to continue San Francisco's desirable urban fabric and enhance livability in all neighborhoods.

- Policy 11.1: Use new housing development as a means to enhance neighborhood vitality and diversity.
- Policy 11.2: Ensure housing is provided with adequate public improvements, services, and amenities.
- Policy 11.3: Encourage appropriate neighborhood-serving commercial activities in residential areas, without causing affordable housing displacement.
- Policy 11.5: Promote the construction of well-designed housing that enhances existing neighborhood character.
- Policy 11.7: Where there is neighborhood support, reduce or remove minimum parking requirements for housing, increasing the amount of lot area available for housing units.
- Policy 11.8: Strongly encourage housing project sponsors to take full advantage of allowable building densities in their housing developments while remaining consistent with neighborhood character.
- Policy 11.9: Set allowable densities and parking standards in residential areas at levels that promote the City's overall housing objectives while respecting neighborhood character and scale.
- Policy 11.10: Include energy efficient features in new residential development and encourage weatherization in existing housing to reduce overall housing costs and the long-range cost of maintenance.

**Residence Element**

- Objective 1: To provide new housing, especially permanently affordable housing, in appropriate locations which meets identified needs and takes into account the demand for affordable housing created by employment growth.
- Policy 1.4: Locate infill housing on appropriate sites in established neighborhoods.
- Objective 2: To increase the supply of housing without overcrowding or adversely affecting the prevailing character of existing neighborhoods.
- Policy 2.1: Set allowable densities in established residential areas at levels which will promote compatibility with prevailing neighborhood scale and character.
- Policy 2.2: Encourage higher residential density in areas adjacent to downtown and industrial areas proposed for conversion to housing, and in neighborhood commercial districts where higher density will not have harmful effects, especially if the higher density provides a significant number of units that are permanently affordable to lower income households.
- Policy 2.3: Allow flexibility in the number and size of units within permitted volumes of larger multi-unit structures, especially if the flexibility results in creation of significant number of dwelling units that are permanently affordable to lower-income households.
- Policy 2.4: Adopt specific zoning districts which conform to a generalized land use and density plan and the Master Plan.

- Objective 7: To increase land and improve building resources for permanently affordable housing.
- Policy 7.2: Include affordable units in larger housing projects.
- Policy 7.5: Encourage energy efficiency in new residential development and weatherization in existing housing to reduce overall housing costs.
- Objective 12: To provide a quality living environment.
- Policy 12.1: Assure housing is provided with adequate public improvements, services and amenities.
- Policy 12.2: Allow appropriate neighborhood serving commercial activities in residential areas.
- Policy 12.4: Promote construction of well-designed housing that conserves existing neighborhood character.
- Policy 12.5: Relate land use controls to the appropriate scale for new and existing residential areas.
- Objective 13: To provide maximum housing choice.
- Policy 13.3: Increase the availability of units suitable for special user groups with special housing needs including large families, the elderly and the homeless.
- Policy 13.5: Encourage economic integration in housing by ensuring the new permanently affordable housing is located in all of the City's neighborhoods, and by requiring that new, large, market-rate residential developments include affordable units.
- Policy 13.6: Provide adequate rental housing opportunities.
- Policy 13.8: Amend regulations relating to group housing to ensure a distribution of quality board and care, adult day care facilities and single room occupancies.

**Transportation Element**

- Objective 1: Meet the needs of all residents and visitors for safe, convenient, and inexpensive travel within San Francisco and between the city and other parts of the region while maintaining the high quality living environment of the Bay Area.
- Policy 1.2: Ensure the safety and comfort of pedestrians throughout the city.
- Policy 1.3: Give priority to public transit and other alternatives to the private automobile as the means of meeting San Francisco's transportation needs, particularly those of commuters.
- Objective 11: Establish public transit as the primary mode of transportation in San Francisco and as a means through which to guide future development and improve regional mobility and air quality.
- Policy 11.3: Encourage development that efficiently coordinates land use with transit service, requiring that developers address transit concerns as well as mitigate traffic problems.
- Objective 34: Relate the amount of parking in residential and neighborhood commercial districts to the capacity of the city's street system and land use patterns.

Policy 34.1: Regulate off-street parking in new housing so as to guarantee needed spaces without requiring excesses and to encourage low auto ownership in neighborhoods that are well served by transit and are convenient to neighborhood shopping.

Policy 34.3: Permit minimal or reduced off-street parking for new buildings in residential and commercial areas adjacent to transit centers and along transit preferential streets.

**Commerce and Industry Element**

Objective 1: Manage economic growth and change to ensure enhancement of the total city living and working environment.

Policy 1.1: Encourage development which provides substantial net benefits and minimizes undesirable consequences. Discourage development which has undesirable consequences which cannot be mitigated.

Objective 6 Maintain and strengthen viable neighborhood commercial areas easily accessible to City Residents.

Policy 6.7: Promote high quality urban design on commercial streets.

**Urban Design Element**

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.

Policy 1.3: Recognize that buildings, when seen together, produce a total effect that characterizes the city and its districts.

Objective 3 Moderation of major new development to complement the City pattern, the resources to be conserved, and the neighborhood environment.

Policy 3.1: Promote harmony in the visual relationships and transitions between new and older buildings

Policy 3.3: Promote efforts to achieve high quality of design for buildings to be constructed at prominent locations.

Policy 3.5: Relate the height of buildings to important attributes of the city pattern and to the height and character of existing development.

**Recreation and Open Space Element**

Objective 4 Provide opportunities for recreation and the enjoyment of open space in every San Francisco neighborhood.

- Policy 4.5: Require private usable outdoor open space in new residential development.
- Policy 4.6: Assure the provision of adequate public open space to serve new residential development. The acreage of new neighborhood serving parkland and open space should be related to the size of the potential population and the availability of other nearby open space. Major new residential development should be required to provide open space accessible to the general public. This will compensate for the pressure the increased population will put on existing public facilities.
- The requirement of providing publicly accessible open space could be satisfied in a number of ways. Land on a site that is suitable for recreation purposes could be improved and maintained by the developer and made available to the general public.

### **Air Quality Element**

- Objective 3: Decrease the air quality impacts of development by coordination of land use and transportation decisions.
- Policy 3.1: Take advantage of the high density development in San Francisco to improve the transit infrastructure and also encourage high density and compact development where an extensive transportation infrastructure exists.
- Policy 3.2: Encourage mixed land use development near transit lines and provide retail and other types of service oriented uses within walking distance to minimize automobile dependent development.
- Policy 3.4: Continue past efforts and existing policies to promote new residential development in and close to the downtown area and other centers of employment, to reduce the number of auto commute trips to the city and to improve the housing/job balance within the city.
- Policy 3.6: Link land use decision making policies to the availability of transit and consider the impacts of these policies on the local and regional transportation system.

### **Market & Octavia Area Plan**

- Objective 1.1: Create a land use plan that embraces the Market and Octavia Neighborhood's potential as a mixed-use urban neighborhood.
- Policy 1.1.2: Concentrate more intense uses and activities in those areas best served by transit and most accessible on foot.
- Policy 1.1.3: Encourage housing and retail infill to support the vitality of the Hayes-Gough, Upper Market, and Valencia Neighborhood Commercial Districts.
- Policy 1.1.9: Allow small-scale neighborhood serving retail and other community-serving uses at intersections in residential districts.
- Objective 1.2: Encourage the urban form that reinforces the Plan Area's unique place in the city's larger urban form and strengthens its physical fabric and character.
- Policy 1.2.1: Relate the prevailing height of buildings to street widths throughout the plan area.
- Policy 1.2.2: Maximize housing opportunities and encourage high-quality commercial spaces on the ground floor.

- Objective 2.2: Encourage construction of residential infill throughout the Plan Area.
- Policy 2.2.2: Ensure a mix of unit sizes is built in new development and maintained in the existing housing stock.
- Policy 2.2.3: Eliminate residential parking requirements and introduce a maximum parking cap.
- Policy 2.2.4: Encourage new housing above ground-floor commercial uses in new development and in expansions of existing commercial buildings.
- Objective 2.4: Provide increased housing opportunities affordable to households at varying income levels.
- Policy 2.4.1: Disaggregate the cost of parking from the cost of housing and space for other uses.
- Policy 2.4.3: Encourage innovative programs to increase housing rental and ownership opportunities and housing affordability.
- Objective 3.1: Encourage new buildings that contribute to the beauty of the built environment and the quality of streets as public space.
- Policy 3.1.1: Ensure that new development adheres to principles of good urban design.
- Objective 3.2: Promote the preservation of notable historic landmarks, individual historic buildings, and features that help to provide continuity with the past.
- Policy 3.2.6: Encourage rehabilitation and adaptive reuse of historic buildings and resources
- Policy 3.2.12: Encourage new building design that respects the character of nearby older development.
- Policy 3.2.13: Promote preservation incentives that encourage reusing older buildings.
- Policy 3.2.17: To maintain the City's supply of affordable housing, historic rehabilitation projects may need to accommodate other considerations in determining the level of restoration.
- Objective 4.1: Provide safe and comfortable public rights-of-way for pedestrian use and for the public life of the neighborhood.
- Policy 4.1.1: Widen sidewalks and shorten pedestrian crossings with corner plazas and boldly marked crosswalks where possible without affecting traffic lanes.
- Policy 4.1.2: Enhance the pedestrian environment by planting trees along sidewalks, closely planted between pedestrians and vehicles.
- Policy 4.1.5: Do not allow the vacation of public rights-of-way, especially alleys. Where new development creates the opportunity, extend the area's alley network.
- Objective 5.2: Develop and implement parking policies for areas well served by public transit that encourage travel by public transit and alternative transportation modes and reduce traffic congestion.
- Policy 5.2.1: Eliminate minimum off-street parking requirements and establish parking caps for residential and commercial parking.
- Policy 5.2.2: Encourage the efficient use of space designated for parking.
- Policy 5.2.6: Make parking costs transparent to users.
- Objective 5.3: Eliminate or reduce the negative impact of parking on the physical character and quality of the neighborhood.
- Policy 5.3.1: Encourage the fronts of buildings to be lined with active uses and, where parking is provided, require that it be setback and screened from the street.

Policy 5.5.2: Provide secure and convenient bicycle parking throughout the plan area.

Objective 6.1: Ensure that new development is innovative and yet carefully integrated into the fabric of the area.

Alternative A is also infeasible because it fails to achieve the Project Sponsors' objectives, including but not limited to:

- a) This alternative would not convey the property to a development team qualified to develop the property in a financially feasible manner that contributes to the quality of life of the surrounding neighborhood and the City of San Francisco, and would not fulfill the University's fiduciary responsibility to receive fair market value return on University assets in order to support the University's academic mission.
- b) This alternative would not result in the development of a moderate density, mixed use residential project, and thus would conflict with the objective of the project sponsors to provide such housing near downtown that is accessible to various modes of public transit. It would also conflict with the sponsors' objective to develop a project consistent with the Market & Octavia Better Neighborhoods Area Plan and with the Planning Department's Policy Guide to Considering Reuse of the University of California Berkeley Extension Laguna Street Campus.
- c) This alternative would not satisfy the project sponsors' goal of providing affordable senior dwelling units welcoming to the lesbian, gay, bisexual, and transgender (LGBT) senior communities, combined with services for LGBT seniors both in residence and from the community at large.
- d) This alternative would preclude satisfaction of the sponsors' objective of providing a variety of housing types for a broad range of households, including below market rate units pursuant to Planning Code Section 315, the City's inclusionary housing ordinance.
- e) This alternative would not result in the adaptive reuse, including the seismic upgrade, of the existing buildings. By leaving buildings in their current underused state, this alternative may impede the Regents' goal of receiving fair market value for the site in the future.
- f) This alternative would not meet the project sponsors' objective of reintroducing the former Waller Street right-of-way as a publicly accessible way. It would also provide less publicly accessible open space than the project which could be used by existing neighborhood residents and programs.
- g) Because this alternative leaves intact a vacant and underutilized educational facility, the surrounding neighborhood-serving businesses will have fewer customers than would be generated by the project.
- h) Without the project, the sponsors' objective of providing the neighborhood residents a community center for social, cultural and educational programming would not be met.

- i) This alternative would not meet the project sponsors' objective of underground parking for the project and the existing UC Dental Clinic. It would also not provide the spaces for carshare organizations that could be used by neighbors as well as residents.
- j) Without the density provided by the seven new buildings and three adaptively reused buildings, the project sponsors' objective of earning a reasonable return on their investment so that equity investors, construction, and permanent financing could be obtained would not be met.

B. **Alternative B**, the "Preservation Alternative," would retain all buildings on the site for renovation and adaptive reuse, including the 3 landmark buildings-- Richardson Hall (including its one-story Administration Wing), Woods Hall, Woods Hall Annex, and Middle Hall and the retaining wall along Laguna and Haight Streets, which would be demolished under the project. This alternative would construct new in-fill residential uses in a manner similar to the proposed project, yet at a reduced size and density; up to 253 dwelling units and about 79 senior dwelling units and approximately 335 parking spaces, for a 1:1 parking ratio. This alternative would provide 10,000 square feet of community space, to be located entirely within Middle Hall, and up to 5,000 square feet of retail space, to be located at the basement (ground floor) level of Richardson Hall. This alternative would result in six new buildings, compared to the proposed project's seven. In contrast to the project, this alternative would restrict vehicular access through the site by eliminating the through streets Lindhardt Lane and Micah Way. The parking garage access driveways would remain at Laguna and Waller Streets, as well as on Hermann and Buchanan Streets. The proposed openhouse building would be constructed in a new courtyard immediately behind Richardson Hall, and would be eight stories or approximately 80 feet in height. All other new buildings would be between three to four stories, or a maximum of approximately 40 feet in height, consistent the site's existing 80-B and 40-X Height and Bulk District. All existing historic buildings would be upgraded for ADA and seismic code compliance.

Generally, Alternative B would have similar environmental effects as the proposed project except that it would reduce the project impacts to historical resources to a less-than-significant level. This alternative would retain all buildings that the Planning Department has identified as being individually eligible for listing on the California Register of Historical Resources (CRHR), including Richardson Hall in its entirety, Woods Hall and Woods Hall Annex, as well as the contributors to a potential campus historic district, which include Middle Hall, the retaining wall along Laguna and Haight Streets, and much of the associated landscaping from the period of significance (1921 to 1955). By eliminating the through-streets of Lindhardt Lane and Micah Way and reducing the overall scale and density of the development from up to 450 residential units to 332 units (a 26 percent reduction in density), this alternative would additionally reduce the project impacts to the site as a potential campus historic district to a less-than-significant level.

Since the proposed project will have significant and unavoidable environmental impacts to historic resources, the EIR presented and analyzed this Alternative B. Specific economic, social, environmental, technological, legal or other considerations make infeasible the Preservation Alternative identified in the EIR for the following reasons.

Alternative B is hereby found by the Commission to be infeasible and is rejected because it would not achieve many of the key objectives of the proposed project, and because it would create fewer dwelling unit, fewer inclusionary below market rate units, and less publicly accessible open space, and be less consistent than the proposed Project with many of the objectives and goals of the General Plan, including but not limited to:

**Housing Element**

- Objective 4      Support affordable housing production by increasing site availability and capacity.
  
- Policy 4.2:      Include affordable units in larger housing projects.
  
- Policy 4.5:      Allow greater flexibility in the number and size of units within established building envelopes, potentially increasing the number of affordable units in multi-family structures.
  
- Objective 11     In increasing the supply of housing, pursue place making and neighborhood building principles and practices to continue San Francisco’s desirable urban fabric and enhance livability in all neighborhoods.
  
- Policy 11.1:     Use new housing development as a means to enhance neighborhood vitality and diversity.
  
- Policy 11.2:     Ensure housing is provided with adequate public improvements, services, and amenities.
  
- Policy 11.7:     Where there is neighborhood support, reduce or remove minimum parking requirements for housing, increasing the amount of lot area available for housing units.
  
- Policy 11.8:     Strongly encourage housing project sponsors to take full advantage of allowable building densities in their housing developments while remaining consistent with neighborhood character.
  
- Policy 11.9:     Set allowable densities and parking standards in residential areas at levels that promote the City’s overall housing objectives while respecting neighborhood character and scale.

**Residence Element**

- Objective 2:     To increase the supply of housing without overcrowding or adversely affecting the prevailing character of existing neighborhoods.
  
- Policy 2.1:      Set allowable densities in established residential areas at levels which will promote compatibility with prevailing neighborhood scale and character.
  
- Policy 2.2:      Encourage higher residential density in areas adjacent to downtown and industrial areas proposed for conversion to housing, and in neighborhood commercial districts where higher density will not have harmful effects, especially if the higher density provides a significant number of units that are permanently affordable to lower income households.

- Policy 2.3: Allow flexibility in the number and size of units within permitted volumes of larger multi-unit structures, especially if the flexibility results in creation of significant number of dwelling units that are permanently affordable to lower-income households.
- Policy 2.4: Adopt specific zoning districts which conform to a generalized land use and density plan and the Master Plan.
- Objective 7: To increase land and improve building resources for permanently affordable housing.
- Policy 7.2: Include affordable units in larger housing projects.
- Policy 7.5: Encourage energy efficiency in new residential development and weatherization in existing housing to reduce overall housing costs.
- Objective 13: To provide maximum housing choice.
- Policy 13.5: Encourage economic integration in housing by ensuring the new permanently affordable housing is located in all of the City's neighborhoods, and by requiring that new, large, market-rate residential developments include affordable units.
- Policy 13.6: Provide adequate rental housing opportunities.

**Transportation Element**

- Objective 11: Establish public transit as the primary mode of transportation in San Francisco and as a means through which to guide future development and improve regional mobility and air quality.
- Policy 11.3: Encourage development that efficiently coordinates land use with transit service, requiring that developers address transit concerns as well as mitigate traffic problems.
- Objective 34: Relate the amount of parking in residential and neighborhood commercial districts to the capacity of the city's street system and land use patterns.
- Policy 34.1: Regulate off-street parking in new housing so as to guarantee needed spaces without requiring excesses and to encourage low auto ownership in neighborhoods that are well served by transit and are convenient to neighborhood shopping.
- Policy 34.3: Permit minimal or reduced off-street parking for new buildings in residential and commercial areas adjacent to transit centers and along transit preferential streets.

**Recreation and Open Space Element**

- Objective 4 - Provide opportunities for recreation and the enjoyment of open space in every San Francisco neighborhood.
- Policy 4.6: Assure the provision of adequate public open space to serve new residential development. The acreage of new neighborhood serving parkland and open space should be related to the size of the potential population and the availability of other nearby open space. Major new residential development should be required to provide

open space accessible to the general public. This will compensate for the pressure the increased population will put on existing public facilities.

The requirement of providing publicly accessible open space could be satisfied in a number of ways. Land on a site that is suitable for recreation purposes could be improved and maintained by the developer and made available to the general public.

### **Air Quality Element**

- Objective 3: Decrease the air quality impacts of development by coordination of land use and transportation decisions.
- Policy 3.1: Take advantage of the high density development in San Francisco to improve the transit infrastructure and also encourage high density and compact development where an extensive transportation infrastructure exists.
- Policy 3.2: Encourage mixed land use development near transit lines and provide retail and other types of service oriented uses within walking distance to minimize automobile dependent development.
- Policy 3.4: Continue past efforts and existing policies to promote new residential development in and close to the downtown area and other centers of employment, to reduce the number of auto commute trips to the city and to improve the housing/job balance within the city.
- Policy 3.6: Link land use decision making policies to the availability of transit and consider the impacts of these policies on the local and regional transportation system.

### **Market & Octavia Plan**

- Objective 1.1: Create a land use plan that embraces the Market and Octavia Neighborhood's potential as a mixed-use urban neighborhood.
- Policy 1.1.2: Concentrate more intense uses and activities in those areas best served by transit and most accessible on foot.
- Objective 1.2: Encourage the urban form that reinforces the Plan Area's unique place in the city's larger urban form and strengthens its physical fabric and character.
- Policy 1.2.2: Maximize housing opportunities and encourage high-quality commercial spaces on the ground floor.
- Policy 2.2.3: Eliminate residential parking requirements and introduce a maximum parking cap.
- Objective 2.4: Provide increased housing opportunities affordable to households at varying income levels.
- Policy 2.4.3: Encourage innovative programs to increase housing rental and ownership opportunities and housing affordability.
- Policy 3.2.17: To maintain the City's supply of affordable housing, historic rehabilitation projects may need to accommodate other considerations in determining the level of restoration.
- Objective 4.1: Provide safe and comfortable public rights-of-way for pedestrian use and for the public life of the neighborhood.

- Policy 4.1.5: Do not allow the vacation of public rights-of-way, especially alleys. Where new development creates the opportunity, extend the area's alley network.
- Objective 5.2: Develop and implement parking policies for areas well served by public transit that encourage travel by public transit and alternative transportation modes and reduce traffic congestion.
- Policy 5.2.1: Eliminate minimum off-street parking requirements and establish parking caps for residential and commercial parking.
- Policy 5.2.2: Encourage the efficient use of space designated for parking.
- Policy 5.2.6: Make parking costs transparent to users.
- Objective 6.1: Ensure that new development is innovative and yet carefully integrated into the fabric of the area.
- Policy 6.2.2.: Any future reuse of the UC Berkeley Laguna Extension Campus should balance the need to reintegrate the site with the neighborhood and to provide housing, especially affordable housing, with the provision for public uses such as education, community facilities and open space.

Alternative B is also found infeasible and rejected because it would not meet the Project Sponsors' objectives, including, but not limited to:

- a) Because this alternative would produce 23% fewer family dwelling units — 253 dwelling units in Alternative B as compared to 328 dwelling units in the Proposed Project — it would not meet the project sponsors' objective of providing moderate density housing near downtown to the same extent as the Proposed Project.
- b) Because this alternative would result in a parking ratio of 1:1, this alternative would not meet the project sponsors' objective of developing a mixed use project that is consistent with the Market & Octavia Area Plan, which encourages parking ratios of less than 1:1.
- c) Because this alternative does not provide the internal circulation routes of Lindhardt Lane and Micah Way, it would not meet the project sponsors' objective of creating pedestrian access through the site and providing protected internal courtyards. This alternative also fails to satisfy the project sponsors' objective of creating a variety of publicly accessible open spaces
- d) Because this alternative would result in a commensurately smaller project, with fewer dwelling units, it would not meet the project sponsors' objective of constructing a high-quality development at a reasonable cost that can attract equity investors, construction, and permanent financing. According to the Alternatives Feasibility Analysis found in case file No. 2004.0773EC, the total construction cost (excluding the openhouse building) of the Proposed Project is estimated to be \$170,956,393. The Proposed Project could support a permanent debt amount of \$121,283,133. The remaining balance between the costs and the permanent debt would be contributed by an equity investor. In 2020, the estimated value of the project would cover the debt as well as the investor's equity, giving the investor a 16% return on the investment (or IRR – internal rate of return). A prudent investor would be willing to invest in the Proposed Project

providing this IRR. By comparison, the total construction cost (excluding the openhouse building) of Alternative B is estimated at \$150,782,632. Alternative B could support a permanent debt amount of \$84,265,032. The remaining balance between the costs and the permanent debt would need to be contributed by an equity investor. In 2020, the estimated value of the property would not cover the debt on the property, and therefore the net gain (or IRR – internal rate of return) to the investor would be less than zero. A prudent investor is unlikely to invest in the Preservation Alternative B given that there would be no return or a negative return on the investment.

- e) Because it would be infeasible for the Project Sponsor or any other developer to construct this alternative, Alternative B would not result in the conveyance of the property to a development team qualified to develop the property in a financially feasible manner, and thus would not fulfill the University's fiduciary responsibility to receive fair market value return on University assets in order to support the University's academic mission.
- f) Because it would infeasible for the Project Sponsor or any other developer to construct this alternative, openhouse would not be able to sublease a portion of the site to construct its proposed residential dwelling units welcoming to LGBT seniors.

C. **Alternative C**, the "New College of California/Global Citizen Center Concept Plan ("NC/GCC") Alternative," would retain the project site under its existing P (Public) Zoning District and 80-B and 40-X Height and Bulk District, retain and reuse all existing historic buildings on the project site, and construct new classroom, student and faculty housing and non-profit commercial uses, parking and open space uses. This alternative assumes that a private, non-profit educational institution in partnership with a non-profit green business organization, such as the New College of California and the Global Citizen Center (NC/GCC), would construct a new mixed use campus on the project site. NC/GCC would either purchase the subject property from the University of California or ground lease the property from the University. Under this Alternative C, New College would be accommodated primarily within the existing buildings of Richardson Hall, Middle Hall, Woods Hall, and Woods Hall Annex. These buildings would be reused for educational and community serving purposes, and would undergo seismic and accessibility upgrades. Most of the GCC's programs would be in three new buildings to be constructed toward the center of the site, totaling approximately 227,000 square feet of new construction. The GCC buildings would be between two-to-four stories in height above parking.

The GCC facilities would include the following uses: commercial office for nonprofit organizations and socially responsible Green Enterprises, supportive tenant and community services including a business incubator and a multi-media production studio, event and meeting venues for conferences and lectures, exhibition space for educational installations, a Green action center, and a mix of Green retail goods and services. This Alternative C would accommodate 243 total parking spaces, including 51 spaces for the Dental School, 12 spaces for car share organizations, 65 for a daycare facility, and 115 spaces to be shared by the NC/GCC. Similar to the proposed project, a pedestrian path would reestablish the former Waller Street right-of-way through the site, from Buchanan Street to Laguna Street. Generally, Alternative C would have similar environmental effects as the proposed project, but would have fewer impacts to historic resources than the proposed project. Alternative C would however generate more traffic than the

proposed project but would provide fewer parking spaces to accommodate the heightened parking demand.

Specific economic, social, environmental, technological, legal or other considerations make infeasible the NC/GCC Alternative identified in the Final EIR for the following reasons.

Alternative C is hereby found by the Commission to be infeasible and is rejected because it would not achieve the key objectives of the proposed project, and because it would create fewer dwelling unit, fewer inclusionary below market rate units, and is less consistent than the proposed Project with many of the objectives and goals of the General Plan, including but not limited to:

**Housing Element**

- Objective 1      To provide new housing, especially permanently affordable housing, in appropriate locations which meets identified housing needs and takes into account the demand for affordable housing created by employment demand.
  
- Policy 1.4:      Locate in-fill housing on appropriate sites in established residential neighborhoods.
  
- Objective 4      Support affordable housing production by increasing site availability and capacity.
  
- Policy 4.2:      Include affordable units in larger housing projects.
  
- Policy 4.5:      Allow greater flexibility in the number and size of units within established building envelopes, potentially increasing the number of affordable units in multi-family structures.
  
- Objective 8      Ensure equal access to housing opportunities.
  
- Policy 8.1:      Encourage sufficient and suitable rental housing opportunities and emphasize permanently affordable rental units wherever possible.
  
- Policy 8.10:      Ensure an equitable distribution of quality board and care centers, and adult day care facilities throughout the City.
  
- Objective 11     In increasing the supply of housing, pursue place making and neighborhood building principles and practices to continue San Francisco’s desirable urban fabric and enhance livability in all neighborhoods.
  
- Policy 11.5:      Promote the construction of well-designed housing that enhances existing neighborhood character.
  
- Policy 11.8:      Strongly encourage housing project sponsors to take full advantage of allowable building densities in their housing developments while remaining consistent with neighborhood character.

Policy 11.9: Set allowable densities and parking standards in residential areas at levels that promote the City's overall housing objectives while respecting neighborhood character and scale.

**Residence Element**

Objective 1: To provide new housing, especially permanently affordable housing, in appropriate locations which meets identified needs and takes into account the demand for affordable housing created by employment growth.

Policy 1.4: Locate infill housing on appropriate sites in established neighborhoods.

Objective 2: To increase the supply of housing without overcrowding or adversely affecting the prevailing character of existing neighborhoods.

Policy 2.1: Set allowable densities in established residential areas at levels which will promote compatibility with prevailing neighborhood scale and character.

Policy 2.2: Encourage higher residential density in areas adjacent to downtown and industrial areas proposed for conversion to housing, and in neighborhood commercial districts where higher density will not have harmful effects, especially if the higher density provides a significant number of units that are permanently affordable to lower income households.

Policy 2.3: Allow flexibility in the number and size of units within permitted volumes of larger multi-unit structures, especially if the flexibility results in creation of significant number of dwelling units that are permanently affordable to lower-income households.

Policy 2.4: Adopt specific zoning districts which conform to a generalized land use and density plan and the Master Plan.

Objective 7: To increase land and improve building resources for permanently affordable housing.

Policy 7.2: Include affordable units in larger housing projects.

Policy 7.5: Encourage energy efficiency in new residential development and weatherization in existing housing to reduce overall housing costs.

Objective 12: To provide a quality living environment.

Policy 12.1: Assure housing is provided with adequate public improvements, services and amenities.

Policy 12.4: Promote construction of well-designed housing that conserves existing neighborhood character.

Policy 12.5: Relate land use controls to the appropriate scale for new and existing residential areas.

Objective 13: To provide maximum housing choice.

Policy 13.3: Increase the availability of units suitable for special user groups with special housing needs including large families, the elderly and the homeless.

- Policy 13.5: Encourage economic integration in housing by ensuring the new permanently affordable housing is located in all of the City's neighborhoods, and by requiring that new, large, market-rate residential developments include affordable units.
- Policy 13.6: Provide adequate rental housing opportunities.
- Policy 13.8: Amend regulations relating to group housing to ensure a distribution of quality board and care, adult day care facilities and single room occupancies.

**Market & Octavia Plan**

- Objective 1.1: Create a land use plan that embraces the Market and Octavia Neighborhood's potential as a mixed-use urban neighborhood.
- Policy 1.1.3: Encourage housing and retail infill to support the vitality of the Hayes-Gough, Upper Market, and Valencia Neighborhood Commercial Districts.
- Objective 1.2: Encourage the urban form that reinforces the Plan Area's unique place in the city's larger urban form and strengthens its physical fabric and character.
- Policy 1.2.2: Maximize housing opportunities and encourage high-quality commercial spaces on the ground floor.
- Objective 2.2: Encourage construction of residential infill throughout the Plan Area.
- Policy 2.2.2: Ensure a mix of unit sizes is built in new development and maintained in the existing housing stock.
- Policy 2.2.3: Eliminate residential parking requirements and introduce a maximum parking cap.
- Policy 2.2.4: Encourage new housing above ground-floor commercial uses in new development and in expansions of existing commercial buildings.
- Objective 2.4: Provide increased housing opportunities affordable to households at varying income levels.
- Policy 2.4.3: Encourage innovative programs to increase housing rental and ownership opportunities and housing affordability.
- Objective 4.1: Provide safe and comfortable public rights-of-way for pedestrian use and for the public life of the neighborhood.
- Policy 4.1.5: Do not allow the vacation of public rights-of-way, especially alleys. Where new development creates the opportunity, extend the area's alley network.

Alternative C is also found infeasible and rejected because it would not meet the Project Sponsors' objectives, including, but not limited to:

- a) Because this alternative would be developed by NC/GCC, the Regents' objective of conveying the property to a qualified development team may not be fulfilled under this alternative since NC/GCC has no track record as a developer of such a project
- b) Because this alternative would produce commensurately fewer dwelling and senior dwelling units than the proposed project — 90 as compared to 440 — it would not meet the project sponsors' objective of providing a moderate density residential development near downtown.

- c) Because the only housing proposed under this alternative is student and faculty housing, this alternative would not meet the project sponsors' objective of providing a variety of housing types for a broad range of households.
  - d) Because the only housing proposed under this alternative is student and faculty housing, this alternative would not meet the project sponsors' objective of providing affordable senior dwelling units welcoming to the LGBT community and their friends.
  - e) According to the Alternatives Feasibility Analysis found in case file No. 2004.0773EC, the estimated construction cost of the NC/GCC Alternative is roughly \$82,000,000. Based on the estimated enrollment (1,649 students) and faculty numbers (94 full time staff), New College would be able to support approximately \$37,700,000 in debt. This leaves a gap of approximately \$60,600,000 that the College and GCC would have to fundraise in a capital campaign. Such a capital campaign appears highly unlikely to succeed given that New College is experiencing financial and accreditation challenges.
  - f) Both New College and the Global Citizens Center have stopped actively pursuing this alternative, and no other institution has expressed an interest in pursuing this alternative.
  - g) Because it would infeasible for New College and GCC (or any other educational user) to construct this alternative, it would not result in the conveyance of the property to a development team qualified to develop the property in a financially feasible manner, and thus would not fulfill the University's fiduciary responsibility to receive fair market value return on University assets in order to support the University's academic mission.
  - h) Because this alternative does not provide land for construction of affordable senior dwelling units, openhouse's objective of subleasing a portion of the site to construct its proposed affordable senior dwelling units welcoming to LGBT seniors would not be fulfilled.
- 4) POTENTIALLY SIGNIFICANT IMPACTS THAT ARE AVOIDED OR REDUCED TO A LESS-THAN-SIGNIFICANT LEVEL AND FINDINGS REGARDING MITIGATION MEASURES**
- a) The potentially significant impacts of the project that will be mitigated through implementation of mitigation measures include construction air quality, wildlife, hazards, and archaeological resources.
  - b) The Project Sponsor has agreed to implement all mitigation measures identified in the EIR, and the Commission has imposed those mitigation measures as conditions of approval, attached as Exhibit C to its Motion.
  - c) Pursuant to CEQA Section 21081.6, adopted mitigation measures will be implemented and monitored as described in the Mitigation Monitoring and Reporting Plan that is attached hereto as Exhibit C and incorporated herein by reference.
  - d) The required mitigation measures are fully enforceable and are included as conditions of approval in the Planning Commission's Planning Code Section 712.11, 712.21, 209.4, 249.32, 303,

and 304 proceeding or will be enforced though inclusion as conditions of approval in any building permits issued for the Project by the San Francisco Department of Building Inspection.

- e) With the required mitigation measures, all potential project impacts except historic resources would be avoided or reduced to a less-than-significant level.

As authorized by CEQA Section 21081 and CEQA Guidelines Section 15091, 15092, and 15093, based on substantial evidence in the whole record of this proceeding, the City finds that, unless otherwise stated, all of the changes or alterations to the Project listed herein have been required in, or incorporated into, the project to mitigate or avoid the significant or potentially significant environmental impacts listed herein, as identified in the EIR, that these mitigation measures will be effective to reduce or avoid the potentially significant impacts as described in the EIR, and these mitigation measures are feasible to implement and are within the responsibility and jurisdiction of the City and County of San Francisco to implement or enforce.

The mitigation measures proposed for adoption in this section are the same as the mitigation measures identified in the EIR. Further, the Planning Commission finds that the mitigation measures identified in this section are appropriate and feasible for adoption; the Mitigation Monitoring and Reporting Program (attached as Exhibit C) is designed to ensure compliance with the mitigation measures that are identified in this section and includes the same mitigation measures described herein. Thus the Program set forth in Exhibit C should be adopted and implemented.

**5) SIGNIFICANT ENVIRONMENTAL IMPACTS THAT ARE LESSENERD BUT NOT MITIGATED TO INSIGNIFICANCE THROUGH MITIGATION MEASURES**

In certifying the 55 Laguna Mixed-Use Project Final EIR and based on substantial evidence in the whole record, the Planning Commission finds that, with implementation of the mitigation measures described in the Final EIR and set forth in the Mitigation Monitoring and Reporting Plan (Exhibit C hereto), potentially significant impacts due to the Project individually and cumulatively, except as to historic resources, would be reduced to a less-than-significant level or eliminated. However, because of the unmitigable impact to historic resources, the proposed project would result in significant unavoidable impacts that could not be reduced to an insignificant level through implementation of mitigation measures.

Accordingly, pursuant to Section 21067 of CEQA and Sections 15040, 15081, and 15082 of the State CEQA Guidelines, the Planning Commission finds that the proposed project would result in three impacts that cannot be avoided if the proposed project is implemented; 1) the substantial alteration or demolition of existing structures which qualify as historical resources under CEQA (Administration Wing of Richardson Hall, Middle Hall and the Laguna Street retaining wall), 2) project site may no longer be eligible as a potential campus historic district after completion of the project, and 3) rezoning of the project site would have significant impacts to historic resources that are similar to those of the proposed project. The Planning Commission further finds that although Mitigation Measures HR-1 (HABS Level Recordation), HR-2 (Interpretative Display), HR-3 (Preservation Architect), HR-4 (Mural Identification, Testing, and Restoration Procedures) and HR-5 (Arborist) have been recommended to reduce the project impacts to historic resources, they would not avoid the impacts entirely, in which case the impacts would remain significant and unavoidable if the project were implemented.

**6) FINDINGS OF OVERRIDING BENEFITS OF THE PROJECT**

Pursuant to CEQA Guidelines Section 15093, the Planning Commission has considered the following benefits provided by the project:

1. The project will provide approximately 330 family dwelling units (developed by AF Evans) of varying sizes, not less than 15% of which will be affordable under Planning Code Section 315. It is currently contemplated that all of these units will be held as rental units because the ground will be leased from the University of California, making sale of condominiums units unlikely. Very few rental projects, especially ones containing family units, have been developed in San Francisco in the recent past. The project sponsor has also committed to seeking California Debt Limit Allocation Committee (CDLAC) bond financing for the project, which if allocated, would result in 20% of the dwelling units be affordable to households earning up to 50% of area median income. Not less than 15% of the dwelling units developed by AF Evans (and as many as 20% if state tax-exempt bond financing is allocated to the Project) will be affordable units under the City's inclusionary housing ordinance. All senior dwelling units will be affordable at 50% of San Francisco's median income.
2. The project will provide approximately 110 affordable senior dwelling units welcoming to LGBT seniors and the citywide senior community. The project will provide on-site support services for this senior population and other seniors residing off-site. No other senior projects in the City are aimed at welcoming this underserved community.
3. An approximately 12,000 square foot community center in a rehabilitated Woods Hall Annex will be available for cultural, social and educational programming to the residents the surrounding Hayes Valley and Lower Haight neighborhood.
4. The project provides approximately 35,000 square feet of publicly accessible open space, including active and passive recreation uses and a community garden, all in excess of the open space required by the Planning Code to be provided to serve on-site uses.
5. To reintegrate this currently walled-off site into the surrounding neighborhood, the project reintroduces the vacated Waller Street right-of-way as publicly accessible open space and introduces two new alleys onto the site.
6. In furtherance of the Market and Octavia Area Plan's emphasis on transit-dependence and minimum on-site parking, the project results in a parking ratio of approximately .60 space/unit, and meets all of the other parking standards of the Market and Octavia Area Plan.
7. Consistent with the Area Plan's goal of reinvigorating this site and the Hayes Valley neighborhood with infill housing and commercial activity, the site proposes a 5,000 square foot neighborhood serving retail space.
8. The project results in the adaptive reuse of three City landmarks.

9. The Project will generate a variety of fiscal benefits to the City, including possessory interest taxes and sales taxes (on property where no property, possessory interest or sales taxes are now generated).
10. This project is a nationally recognized LEED ND (leadership in energy and environmental design for neighborhood developments) pilot project. LEED ND is a program for certifying outstanding neighborhood scale developments currently being piloted by the United States Green Building Council. It is anticipated that the project is certifiable at the GOLD level. This is primarily due to excellence in site planning, the mix of uses, the transit emphasis, and innovative environmental measure incorporated into 55 Laguna. These measures include:

Sustainable Site

- Urban Infill Site utilizing existing infrastructure
- Transit Oriented Development: Direct access to Haight and Market Street Transit lines
- Secure Bicycle Storage
- Reduced parking ratio
- Proposed largest City Car Share pod in the City
- High density mixed use development

Water Efficiency

- Water Efficient Landscaping components
- Seasonal water collection and filtration at Waller Park
- Permeable paving at internal lanes

Energy and Atmosphere

- Energy efficient heating system
- 100% fluorescent lighting
- Cat-V cabling to all units
- Energy Star appliances
- Insulated Windows with low E coating
- Proposed photovoltaic solar electric and solar thermal hot water systems

Materials & Resources

- Storage and collection of Recyclables for residents
- Re-use Existing Buildings
- Divert at least 50% of construction waste from landfills
- High fly-ash concrete mix
- Recycled content carpet and/or natural linoleum flooring

Indoor Environmental Quality

- Natural through ventilation in many units
- Daylight at least 75% of all interior spaces
- Paint, adhesives and sealants with low VOC contents

10. The project is consistent with and implements many objectives and policies of the General Plan, especially the Market and Octavia Area Plan Element, including but not limited to the following:

**Housing Element**

Objective 1 - To provide new housing, especially permanently affordable housing, in appropriate locations which meets identified housing needs and takes into account the demand for affordable housing created by employment demand.

Policy 1.4: Locate in-fill housing on appropriate sites in established residential neighborhoods.

Objective 4 Support affordable housing production by increasing site availability and capacity.

Policy 4.2: Include affordable units in larger housing projects.

Policy 4.5: Allow greater flexibility in the number and size of units within established building envelopes, potentially increasing the number of affordable units in multi-family structures.

Objective 8 Ensure equal access to housing opportunities.

Policy 8.1: Encourage sufficient and suitable rental housing opportunities and emphasize permanently affordable rental units wherever possible.

Policy 8.10: Ensure an equitable distribution of quality board and care centers, and adult day care facilities throughout the City.

Objective 11 - In increasing the supply of housing, pursue place making and neighborhood building principles and practices to continue San Francisco's desirable urban fabric and enhance livability in all neighborhoods.

Policy 11.1: Use new housing development as a means to enhance neighborhood vitality and diversity.

Policy 11.2: Ensure housing is provided with adequate public improvements, services, and amenities.

Policy 11.3: Encourage appropriate neighborhood-serving commercial activities in residential areas, without causing affordable housing displacement.

Policy 11.5: Promote the construction of well-designed housing that enhances existing neighborhood character.

Policy 11.7: Where there is neighborhood support, reduce or remove minimum parking requirements for housing, increasing the amount of lot area available for housing units.

Policy 11.8: Strongly encourage housing project sponsors to take full advantage of allowable building densities in their housing developments while remaining consistent with neighborhood character.

Policy 11.9: Set allowable densities and parking standards in residential areas at levels that promote the City's overall housing objectives while respecting neighborhood character and scale.

Policy 11.10: Include energy efficient features in new residential development and encourage weatherization in existing housing to reduce overall housing costs and the long-range cost of maintenance.

**Residence Element**

Objective 1: To provide new housing, especially permanently affordable housing, in appropriate locations which meets identified needs and takes into account the demand for affordable housing created by employment growth.

Policy 1.4: Locate infill housing on appropriate sites in established neighborhoods.

Objective 2: To increase the supply of housing without overcrowding or adversely affecting the prevailing character of existing neighborhoods.

Policy 2.1: Set allowable densities in established residential areas at levels which will promote compatibility with prevailing neighborhood scale and character.

Policy 2.2: Encourage higher residential density in areas adjacent to downtown and industrial areas proposed for conversion to housing, and in neighborhood commercial districts where higher density will not have harmful effects, especially if the higher density provides a significant number of units that are permanently affordable to lower income households.

Policy 2.3: Allow flexibility in the number and size of units within permitted volumes of larger multi-unit structures, especially if the flexibility results in creation of significant number of dwelling units that are permanently affordable to lower-income households.

Policy 2.4: Adopt specific zoning districts which conform to a generalized land use and density plan and the Master Plan.

Objective 7: To increase land and improve building resources for permanently affordable housing.

Policy 7.2: Include affordable units in larger housing projects.

Policy 7.5: Encourage energy efficiency in new residential development and weatherization in existing housing to reduce overall housing costs.

Objective 12: To provide a quality living environment.

Policy 12.1: Assure housing is provided with adequate public improvements, services and amenities.

Policy 12.2: Allow appropriate neighborhood serving commercial activities in residential areas.

Policy 12.4: Promote construction of well-designed housing that conserves existing neighborhood character.

Policy 12.5: Relate land use controls to the appropriate scale for new and existing residential areas.

Objective 13: To provide maximum housing choice.

- Policy 13.3: Increase the availability of units suitable for special user groups with special housing needs including large families, the elderly and the homeless.
- Policy 13.5: Encourage economic integration in housing by ensuring the new permanently affordable housing is located in all of the City's neighborhoods, and by requiring that new, large, market-rate residential developments include affordable units.
- Policy 13.6: Provide adequate rental housing opportunities.
- Policy 13.8: Amend regulations relating to group housing to ensure a distribution of quality board and care, adult day care facilities and single room occupancies.

**Transportation Element**

- Objective 1: Meet the needs of all residents and visitors for safe, convenient, and inexpensive travel within San Francisco and between the city and other parts of the region while maintaining the high quality living environment of the Bay Area.
- Policy 1.2: Ensure the safety and comfort of pedestrians throughout the city.
- Policy 1.3: Give priority to public transit and other alternatives to the private automobile as the means of meeting San Francisco's transportation needs, particularly those of commuters.
- Objective 11: Establish public transit as the primary mode of transportation in San Francisco and as a means through which to guide future development and improve regional mobility and air quality.
- Policy 11.3: Encourage development that efficiently coordinates land use with transit service, requiring that developers address transit concerns as well as mitigate traffic problems.
- Objective 34: Relate the amount of parking in residential and neighborhood commercial districts to the capacity of the city's street system and land use patterns.
- Policy 34.1: Regulate off-street parking in new housing so as to guarantee needed spaces without requiring excesses and to encourage low auto ownership in neighborhoods that are well served by transit and are convenient to neighborhood shopping.
- Policy 34.3: Permit minimal or reduced off-street parking for new buildings in residential and commercial areas adjacent to transit centers and along transit preferential streets.

**Commerce and Industry Element**

- Objective 1: Manage economic growth and change to ensure enhancement of the total city living and working environment.
- Policy 1.1: Encourage development which provides substantial net benefits and minimizes undesirable consequences. Discourage development which has undesirable consequences which cannot be mitigated.
- Objective 6: Maintain and strengthen viable neighborhood commercial areas easily accessible to City Residents.
- Policy 6.7: Promote high quality urban design on commercial streets.

**Urban Design Element**

- 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.
- Policy 1.3: Recognize that buildings, when seen together, produce a total effect that characterizes the city and its districts.
- Objective 3: Moderation of major new development to complement the City pattern, the resources to be conserved, and the neighborhood environment.
- Policy 3.1: Promote harmony in the visual relationships and transitions between new and older buildings
- Policy 3.3: Promote efforts to achieve high quality of design for buildings to be constructed at prominent locations.
- Policy 3.5: Relate the height of buildings to important attributes of the city pattern and to the height and character of existing development.

**Recreation and Open Space Element**

- Objective 4: Provide opportunities for recreation and the enjoyment of open space in every San Francisco neighborhood.
- Policy 4.5: Require private usable outdoor open space in new residential development.
- Policy 4.6: Assure the provision of adequate public open space to serve new residential development. The acreage of new neighborhood serving parkland and open space should be related to the size of the potential population and the availability of other nearby open space. Major new residential development should be required to provide open space accessible to the general public. This will compensate for the pressure the increased population will put on existing public facilities.

The requirement of providing publicly accessible open space could be satisfied in a number of ways. Land on a site that is suitable for recreation purposes could be improved and maintained by the developer and made available to the general public.

**Air Quality Element**

- Objective 3: Decrease the air quality impacts of development by coordination of land use and transportation decisions.

- Policy 3.1: Take advantage of the high density development in San Francisco to improve the transit infrastructure and also encourage high density and compact development where an extensive transportation infrastructure exists.
- Policy 3.2: Encourage mixed land use development near transit lines and provide retail and other types of service oriented uses within walking distance to minimize automobile dependent development.
- Policy 3.4: Continue past efforts and existing policies to promote new residential development in and close to the downtown area and other centers of employment, to reduce the number of auto commute trips to the city and to improve the housing/job balance within the city.
- Policy 3.6: Link land use decision making policies to the availability of transit and consider the impacts of these policies on the local and regional transportation system.

**Market & Octavia Area Plan**

- Objective 1.1: Create a land use plan that embraces the Market and Octavia Neighborhood's potential as a mixed-use urban neighborhood.
- Policy 1.1.2: Concentrate more intense uses and activities in those areas best served by transit and most accessible on foot.
- Policy 1.1.3: Encourage housing and retail infill to support the vitality of the Hayes-Gough, Upper Market, and Valencia Neighborhood Commercial Districts.
- Policy 1.1.9: Allow small-scale neighborhood serving retail and other community-serving uses at intersections in residential districts.
- Objective 1.2: Encourage the urban form that reinforces the Plan Area's unique place in the city's larger urban form and strengthens its physical fabric and character.
- Policy 1.2.1: Relate the prevailing height of buildings to street widths throughout the plan area.
- Policy 1.2.2: Maximize housing opportunities and encourage high-quality commercial spaces on the ground floor.
- Objective 2.2: Encourage construction of residential infill throughout the Plan Area.
- Policy 2.2.2: Ensure a mix of unit sizes is built in new development and maintained in the existing housing stock.
- Policy 2.2.3: Eliminate residential parking requirements and introduce a maximum parking cap.
- Policy 2.2.4: Encourage new housing above ground-floor commercial uses in new development and in expansions of existing commercial buildings.
- Objective 2.4: Provide increased housing opportunities affordable to households at varying income levels.
- Policy 2.4.1: Disaggregate the cost of parking from the cost of housing and space for other uses.
- Policy 2.4.3: Encourage innovative programs to increase housing rental and ownership opportunities and housing affordability.
- Objective 3.1: Encourage new buildings that contribute to the beauty of the built environment and the quality of streets as public space.
- Policy 3.1.1: Ensure that new development adheres to principles of good urban design.

- Objective 3.2: Promote the preservation of notable historic landmarks, individual historic buildings, and features that help to provide continuity with the past.
- Policy 3.2.6: Encourage rehabilitation and adaptive reuse of historic buildings and resources
- Policy 3.2.12: Encourage new building design that respects the character of nearby older development.
- Policy 3.2.13: Promote preservation incentives that encourage reusing older buildings.
- Policy 3.2.17: To maintain the City's supply of affordable housing, historic rehabilitation projects may need to accommodate other considerations in determining the level of restoration.
- Objective 4.1: Provide safe and comfortable public rights-of-way for pedestrian use and for the public life of the neighborhood.
- Policy 4.1.1: Widen sidewalks and shorten pedestrian crossings with corner plazas and boldly marked crosswalks where possible without affecting traffic lanes.
- Policy 4.1.2: Enhance the pedestrian environment by planting trees along sidewalks, closely planted between pedestrians and vehicles.
- Policy 4.1.5: Do not allow the vacation of public rights-of-way, especially alleys. Where new development creates the opportunity, extend the area's alley network.
- Objective 5.2: Develop and implement parking policies for areas well served by public transit that encourage travel by public transit and alternative transportation modes and reduce traffic congestion.
- Policy 5.2.1: Eliminate minimum off-street parking requirements and establish parking caps for residential and commercial parking.
- Policy 5.2.2: Encourage the efficient use of space designated for parking.
- Policy 5.2.6: Make parking costs transparent to users.
- Objective 5.3: Eliminate or reduce the negative impact of parking on the physical character and quality of the neighborhood.
- Policy 5.3.1: Encourage the fronts of buildings to be lined with active uses and, where parking is provided, require that it be setback and screened from the street.
- Policy 5.5.2: Provide secure and convenient bicycle parking throughout the plan area.
- Objective 6.1: Ensure that new development is innovative and yet carefully integrated into the fabric of the area.

Having considered these Project benefits, the Planning Commission hereby finds that these specific project benefits outweigh the unavoidable adverse environmental effects to historic resources. The Planning Commission also finds that there is substantial evidence in the record to find that the three project alternatives described in the EIR—No Project, Preservation Alternative and the NC/GCC Alternative—are infeasible for the reasons stated above.

**A POLICY GUIDE TO CONSIDERING  
REUSE OF THE UNIVERSITY OF CALIFORNIA BERKELEY EXTENSION  
LAGUNA STREET CAMPUS**



San Francisco Planning Department  
Better Neighborhoods Program  
December 2004



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## OVERVIEW

### WHAT IS THIS DOCUMENT?

The University of California at Berkeley Extension (UCBE) has chosen a development / urban design team to explore a re-use of its Laguna Street campus. Redefining two full blocks in the heart of the developed City presents both a unique opportunity and a challenge.

A potential development of this size has many variables and will undoubtedly involve many hours of public meetings, input, hearings and several City approvals over the coming years. Reuse of the site will surely trigger other improvements, both public and private, in the area. The Planning Department believes that a project of this size and complexity requires special attention (prior to any development application being filed) and hopes with this report to clarify the critical public interests in reusing the site.

The potential re-use of the UCBE site was not contemplated by the Draft Market & Octavia Neighborhood Plan and rezoning effort currently underway. This document extends the principles and policies of the Neighborhood Plan to the site. It identifies relevant policies, planning goals, and urban design standards for consideration by the public, UC Berkeley and prospective developers. They can be used to design and evaluate a project and related improvements at this site and to provide other relevant historical, socioeconomic, and procedural information.

Understandably, a policy guide of this nature has limitations. It cannot cover all the potential issues that might arise through development of a site as unique as UCBE. The document attempts to identify larger planning priorities and concepts, and should not be read as proposing specific design solutions. This document can assist in understanding the site's possibilities and can act as a yardstick for measuring more specific proposals.

Accordingly, this document does not comment on any specific proposals put forward by the development team to date. The development team is currently a partnership of A. F. Evans Development, Inc. and Mercy Housing California. The development team primary contact is Ruthy Bennett of A. F. Evans. She can be contacted at: (510) 267-4769 (phone), (510) 891-9004 (fax), and rebennett@afevans.com.

**This document is intended to provide clarity and guidance to the public, UC Berkeley, and the prospective developers on the relevant policies, planning goals, and urban design standards that should be used to design and evaluate a project and related improvements at this site.**

**The document attempts to identify larger planning priorities and concepts, and should not be read as imposing specific design solutions. At best, this document can be used to balance tradeoffs and be a yardstick for the success of future proposals. It is an effort to comprehensively imagine the positive development of the site in a manner that contributes to the city.**

## WHAT CITY APPROVALS WOULD BE REQUIRED?

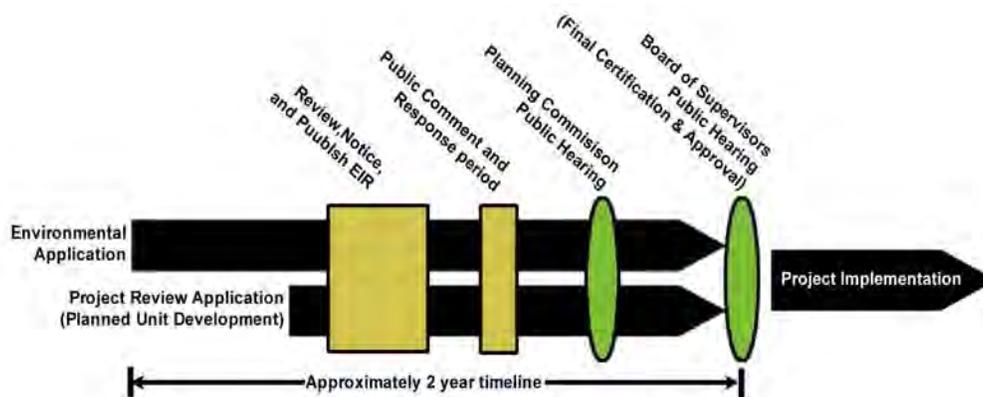
Questions have been raised as to what city processes a development at the UCBE site would require. They include the following:

**Environmental Review:** The potential environmental impacts of any project (from impacts to historical resources to traffic impacts, etc...) are examined separately from the issue of whether or not the project is desirable or a net benefit to the city (which is done during project review, above). The environmental review would be undertaken by the Planning Department, and a recommendation made to the Planning Commission on whether or not to “certify” the review (most likely an Environmental Impact Report, or EIR) as complete and accurate and on whether to impose any possible environmental mitigation measures. The Planning Commission’s certification of the EIR is also appealable to the Board of Supervisors. (Note: on August 4, 2004, an Environmental Evaluation application (Case No. 2004.0773E) was filed for a housing and mixed-use development on the site)

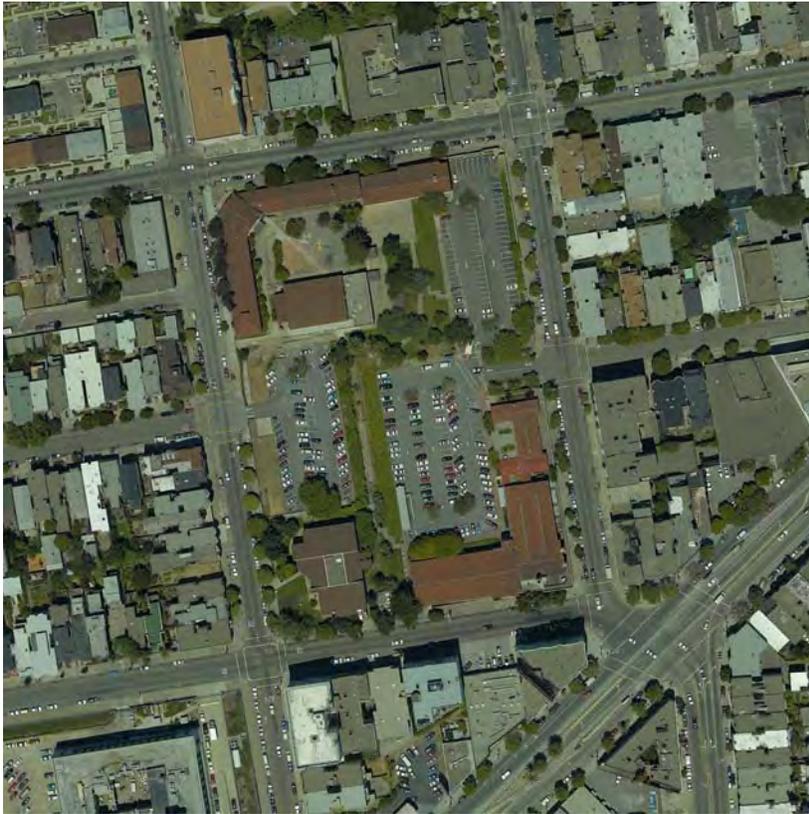
**General Plan amendment and Rezoning:** The zoning for the site is currently “Public,” effectively prohibiting residential or commercial development. A change from this public/institutional use would require both an amendment to the General Plan (the controlling document upon which all City zoning is based) and a change in the zoning map from “Public” to some other zoning designation that would allow private, mixed-use development. This public process ultimately results in a recommendation at a public hearing before the Board of Supervisors (from the Planning Commission subsequent to its own public hearing) to amend the General Plan and Zoning Map (part of the Planning Code) to the appropriate land uses and classifications.

**Project review and approval:** If an application is submitted for a specific proposal on the site, the Planning Department will review the project and make a formal recommendation to the Planning Commission for approval, modification, or disapproval at a public hearing. The Commission’s decision may be appealed to the Board of Supervisors. The project may also require a finding of “appropriateness” of alteration to historic resources, depending primarily on 1) whether some or all of the buildings on the site are found to be eligible for listing on State or National historic registers or as City Landmarks and 2) the extent of the proposed demolition/alteration/reuse of existing buildings. A finding of appropriateness would require a hearing at the Landmarks Preservation board in addition to the Planning Commission.

**Other reviews and approvals outside of City control:** Beyond city approvals, the UC Berkeley Regents, as the property owner (and a public entity) may have other actions including the approval of a long-term land lease, that may be subject to their own or the State of California’s process(es).



## DESCRIPTION OF THE SITE



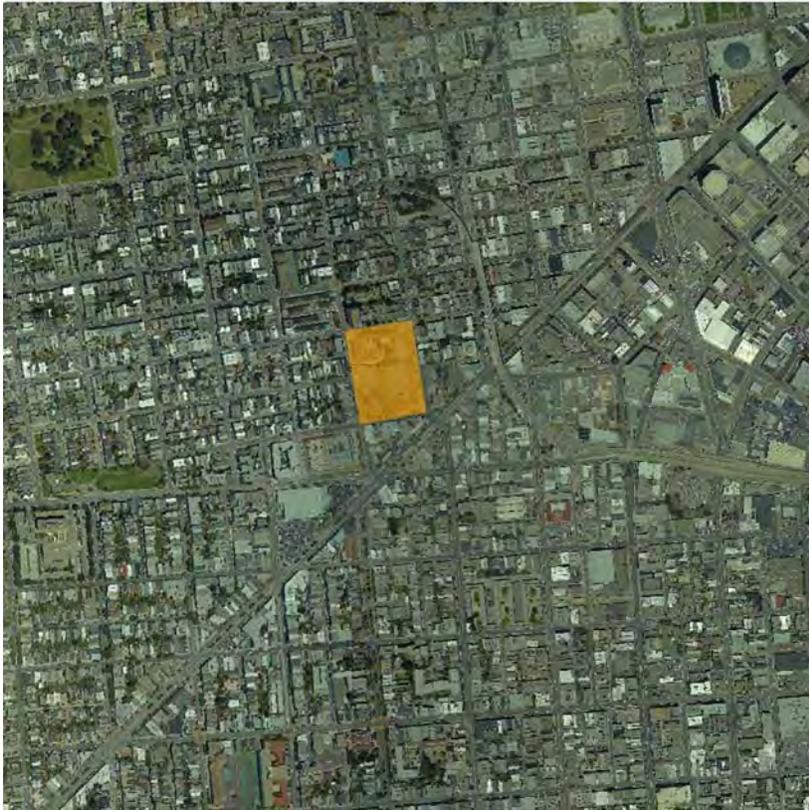
### Blocks 0857 and 0870

The UC Extension Laguna Street campus (UCBE) is an area of two contiguous city blocks bounded by Buchanan, Haight, Laguna and Herman Streets, and comprises approximately 5.8 acres in an established, centrally-located urban neighborhood. The basic topography of the site falls approximately 70 vertical feet from the northwest corner (the intersection of Haight and Buchanan Streets) to the southwest corner (Hermann and Laguna, where they meet Market Street).

The site contains several institutional buildings formerly in use by the University of California Berkeley Extension School, and the French-American School. None, some or all of these structures may be found after further review to be eligible for listing on State or National historic registers or as City Landmarks. The structures are more completely described in a Historical Resources Study (excerpted in Appendix C) available from AF/Evans or viewable at the Planning Department as part of the public record for Environmental Evaluation application No. 2004.0773E. Long Spanish-style facades ranging from 15-40 feet above grade occupy the northeastern and southwestern corners (Richardson Hall and Woods Hall, respectively). The center of the site is comprised of large parking lot terraces. At the southwest corner of the site is a building containing the active UCSF Dental Clinic. This modern-style building, built in 1968, is separated from the street by a drop in grade elevation requiring a bridge from Buchanan Street for pedestrian access.

The perimeter of the site is characterized by long, tall, stepped retaining walls ringing the south, east, north and portions of the west sides. Being two full city blocks, the site is also characterized by its unbroken length along Laguna and Buchanan Streets. Waller Street, which used to pass through the site, was vacated by the City in 1922 and transferred to the San Francisco State Teacher's college for institutional use at that time. Several pedestrian paths weave through the site.

## DESCRIPTION OF THE SURROUNDING CONTEXT



### Surrounding citywide and regional context

What is the relevant ‘context’ for a project of this scale? While any project will produce both benefits and impacts to the immediately surrounding neighborhood, projects of a larger scale must be looked at in a wider, citywide context in order to judge their potential impacts and benefits to the City as a whole, even to the larger Bay Area region. Some aspects of a project that might be viewed favorably by some in the immediate neighborhood (production of large amounts of off-street parking, or very low density development) may conflict with larger citywide goals (such as the production of

transit-oriented development and appropriate densities of housing to respond to a local and regional shortage), and vice versa.

The site is located to the north of Market Street just west of Octavia Boulevard, Van Ness Avenue and the Civic Center area of the city. Market Street is the City’s preeminent transit and shopping street, with a wide array of transit options and commercial variety. In the blocks immediately surrounding the site to the east, north, and west, there is a mix of small-to-medium scale residential development ranging from single-family dwellings to seven-story multiple-unit apartment buildings and a large-lot, 110-unit housing development. One block to the west of the site is a small neighborhood commercial district with a variety of neighborhood-serving businesses.

Lying mostly surrounded by the State-adopted Hayes Valley Historic District, the nearby residential areas are characterized by a high degree of architectural significance and quality (approx. 50% of all properties within one block have at least a minor historical rating) generally consisting of Victorian and Edwardian-style buildings. Other older structures (such as the US Mint and UC Berkeley Extension Buildings), while not contributing to the historic district, are considered meritorious in their own right. Other significant nearby spaces are Koshland Park ½ block to the north, and Rose ‘mini-park’ to the northeast. The site is well served by neighborhood-serving businesses including several delis, a supermarket, retail stores, restaurants, and various other shops, all within a two-block radius.



The intersection of Market and Laguna Streets is an important center of activity for the immediate vicinity, with a large Art Deco apartment building (often called the “Orbit Room building”, for the bar that occupies the ground floor at the corner) that marks the corner on Market Street. The site is served by major transit services on Market Street (11 surface buses and streetcars, the Muni metro and the Castro shuttle). The 7 and 71 lines on Haight Street provide an important connection to the west side of the city. Several major public improvements are underway in the immediate vicinity, most notably the new Octavia Boulevard, which will provide a significant new public space and promenade.

## PLANS AND POLICIES

### *The Draft Market and Octavia Better Neighborhoods Plan*

One of three neighborhoods in the Planning Department's Better Neighborhoods Program, the Market and Octavia area has been the subject of 3 years of intensive community planning. A draft plan for the area was released in December 2003, outlining a comprehensive planning strategy for the area that aims to provide housing in response to human needs, offer people choice in how they get around, and build a "whole" neighborhood around a public realm of the highest quality and a full range of services and amenities close to where people live and work.

The Draft Market and Octavia Better Neighborhoods Plan is the basis for revising zoning and planning code controls, targeting capital investments, and developing strategies for general neighborhood improvement in the area. The following is a summary of the Plan's key proposals for the area:

#### DRAFT MARKET AND OCTAVIA PLAN KEY ELEMENTS

- |  |   |
|--|---|
| 1. Encourage building forms that maximize housing opportunity, provide comfortable street enclosure and sun access, and enhance the area's established physical fabric by contributing to the quality of the place.  | transit and within easy walking distance of all residential areas, reducing the need to drive.  |
| 2. Replace minimum parking requirements with parking maximums, allowing the flexibility to build more housing more affordably, freeing up ground floor space for retail and community services, and supporting more frequent and reliable transit service. | 5. Improve streets and open spaces as the setting for the public life of the area and minimize the negative impacts of auto traffic by rationalizing its movement and reducing conflicts with other street users.                       |
| 3. Eliminate housing density limits, encouraging a variety of creative housing types to be developed and added to existing buildings within a coherent urban design program.   | 6. Prioritize travel modes that move people most efficiently, establish dedicated space for transit vehicles on core transit streets, and improve the comfort and function of local streets to better serve pedestrians and bicyclists. |
| 4. Strengthen neighborhood-serving retail and services on established commercial streets well served by  | 7. Support demolition of the Central Freeway and construction of the new Octavia Boulevard, reintegrating the vacant freeway lands into the fabric of the neighborhood.   |

Each element above is further developed through a series of Objectives and Policies in the Draft Market & Octavia Plan; those most relevant to the UCBE site are listed in Appendix A.

Since its inception, the Draft Better Neighborhoods Plan has served as a catalyst for robust discussion of planning issues in the neighborhoods now affected by the UCBE project. This plan, and the thousands of hours of community discussion and input that it represents, should serve as the primary policy framework for considering any new proposals for the UCBE site. The Draft Market & Octavia Plan is currently undergoing environmental review and is expected to come up for approval hearings in September 2005. Check in at [www.BetterNeighborhoods.org](http://www.BetterNeighborhoods.org) for updates and more information, including downloads of the Draft Plan itself.

## PLANS AND POLICIES (CONTINUED)

### *The General Plan*

While the Draft Market and Octavia Plan touches on most of the critical objectives for the site, and has the benefit of recent and ongoing robust public input from the neighborhood, the City's General Plan is the foundation of the Draft Market and Octavia Plan and all other specific area plans, and lays out additional citywide objectives and policies.

The General Plan Priority Policies (Section 101.1 of the Planning Code) are a distillation of the voluminous and comprehensive General Plan into 8 key Policies that reflect the heart of the Plan and are the basis upon which inconsistencies (or conflicts) within the Plan are resolved: (Also see Appendix B)

#### GENERAL PLAN PRIORITY POLICIES

- |  |  |
|--|--|
| 1. That existing neighborhood-serving retail uses be preserved and enhanced and future opportunities for resident employment in and ownership of such businesses enhanced; | 5. That a diverse economic base be maintained by protecting our industrial and service sectors from displacement due to commercial office development, and that future opportunities for resident employment and ownership in these sectors be enhanced; |
| 2. That existing housing and neighborhood character be conserved and protected in order to preserve the cultural and economic diversity of our neighborhoods;              | 6. That the City achieve the greatest possible preparedness to protect against injury and loss of life in an earthquake;   |
| 3. That the City's supply of affordable housing be preserved and enhanced;   | 7. That landmarks and historic buildings be preserved; and,  |
| 4. That commuter traffic not impede Muni transit service or overburden our streets or neighborhood parking;  | 8. That our parks and open space and their access to sunlight and vistas be protected from development.  |

### *The Planning Code*

The city's Planning Code, which is also based on the General Plan, contains several very specific criteria by which projects on a site of this size must be judged, to be specifically addressed at the time of review and approval by the Planning Commission. Planning Code Sections 304 and 303 include criteria that all Planned Unit Developments (developments on parcels of land over ½ acre in size) and Conditional Uses must, on balance, satisfy. Other sections of the Code may also apply (such as inclusionary housing requirements) depending on the specific nature of the proposal.

#### SELECTED PLANNING CODE CRITERIA

- |   |  |
|---|--|
| <b>Planned Unit Developments shall:</b>   |  |
| 1. Affirmatively promote applicable objectives and policies of the General Plan;  | 4. Be limited in dwelling unit density to less than the density that would be allowed for a district permitting a greater density, so that the PUD will not be substantially equivalent to a reclassification (rezoning) of property. – <i>NOTE: this criterion may not be directly applicable since any private housing development would require an actual rezoning of the site.</i> |
| 2. Provide off-street parking adequate for the occupancy proposed;  |  |
| 3. Provide open space usable by the occupants and, where appropriate, by the general public, at least equal to open spaces required by this Code; | 5. Under no circumstances be excepted from any height limit established by this Code. – <i>NOTE: a rezoning of the site may also include changes to allowable heights.</i>   |

## PLANS AND POLICIES (CONTINUED)

**Conditional Uses** shall be authorized where the facts are present to establish:

1. That the proposed use or feature, at the size and intensity contemplated and at the proposed location, will provide a development that is necessary or desirable for, and compatible with, the neighborhood or the community.
2. That such use or feature as proposed will not be detrimental to the health, safety, convenience or general welfare of persons residing or working in the vicinity, or injurious to the property, improvements or potential development in the vicinity, with respect to aspects including but not limited to the following:
  - a. The nature of the proposed site, including its size and shape, and the proposed size, shape and arrangement of the structures;
  - b. 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;
  - c. The safeguards afforded to prevent noxious or offensive emissions such as noise, glare, dust and odor;
  - d. Treatment given, as appropriate, to such aspects as landscaping, screening, open spaces, parking and loading areas, service areas, lighting and signs; and
3. That such a use or feature as proposed will comply with the applicable provisions of this Code and will not adversely affect the General Plan.

### *The City Charter's "Transit First" Policy*

Perhaps most importantly in a regulatory sense, Section 16.102 of the City Charter (called the "Transit First Policy"), upon which even the General Plan depends, clearly spells out a predisposition toward policies and projects that favor dependence upon and encourage the use and enhancement of public transit and alternative (other than private automobile usage) transportation.

#### TRANSIT FIRST POLICY

The "Transit First" policy states that all officers, boards, commissions, and departments shall implement the following principles in conducting the City and County's affairs (partial list):

1. To ensure quality of life and economic health in San Francisco, the primary objective of the transportation system must be the safe and efficient movement of people and goods.
2. Public transit, including taxis and vanpools, is an economically and environmentally sound alternative to transportation by individual automobiles. Within San Francisco, travel by public transit, by bicycle and on foot must be an attractive alternative to travel by private automobile.
3. Decisions regarding the use of limited public street and sidewalk space shall encourage the use of public rights of way by pedestrians, bicyclists, and public transit, and shall strive to reduce traffic and improve public health and safety.
4. Pedestrian areas shall be enhanced wherever possible to improve the safety and comfort of pedestrians and to encourage travel by foot.
5. Bicycling shall be promoted by encouraging safe streets for riding, convenient access to transit, bicycle lanes, and secure bicycle parking.
6. Parking policies for areas well served by public transit shall be designed to encourage travel by public transit and alternative transportation.
7. The City and County shall encourage innovative solutions to meet public transportation needs wherever possible and where the provision of such service will not adversely affect the service provided by the Municipal Railway.

## PLANNING RECOMMENDATIONS

**The goal of these recommendations is to distill the aforementioned general goals and policies and create a guide to development which is neither overly broad nor overly specific, laying out how the Department believes general citywide planning priorities should be understood at one particular location.**

While this document does NOT propose to prescribe specific design solutions, it DOES set forth policy positions on issues of public importance such as the overall height, density and character of the design or the presence or absence of public open space. While the development team has submitted an application for environmental review (Case No. 2004.0774E), the Planning Department has not made any determination as to whether or not the project does or does comply with the principles below, and will not do so until a project review application (at a higher level of architectural/design detail) is filed.

If the special qualities of the existing site and surroundings are capitalized on, a project here can become a model development locally and nationally. Qualities particular to this site and neighborhood include: a small fine-grained scale, the presence of significant numbers of older, presumed historically significant structures, low rates of auto ownership, dramatic topography, proximity to transit, vibrant local services, and a mix of housing densities and income levels. These qualities, when combined with the ownership of the entire site by a single public entity (University of California), and a development potential for significant quantities of rental and affordable housing, the opportunities for this site cannot be overstated.

To be clear: the Planning Department is producing this document to encourage the highest level of creativity in development proposals for this site. What is possible here may not be possible anywhere else in America. What might work everywhere else will very likely not be appropriate here.

Based on the previously stated general policy framework, the unique characteristics of the site, and larger city and regional context, the most appropriate form of development on the site, if it is to be redeveloped, is predominantly residential with a mix of densities, affordability levels and unit types. New development should be designed in such a way as to fully integrate it into the physical and social fabric of the surrounding neighborhood, encourage new housing to meet the city's housing needs, and contribute substantial new public amenities to the life of the area.

The following principles, adapted to this specific site from the relevant portions of the city's *Charter*, *General Plan*, and the Better Neighborhoods Draft Market and Octavia Plan, should be applied to any planning/development of the site or nearby related improvements:

**Historic Resources:** To the greatest extent possible, retain and reuse structures and resources of historic merit unless their alteration or demolition is clearly and demonstrably outweighed by other public goals and objectives.

**Block and Lot Pattern:** Reinstate Waller Street into the network of city streets by making it publicly accessible (though not necessarily to automobile traffic), reestablishing distinct northern and southern blocks. Development should be in

keeping with the scale and character of surrounding neighborhoods, promoting the scale or appearance of many small buildings rather than a few large buildings

**Streets and Open Spaces:** Retain a portion of the current “Public” zoning and encourage the creation of a significant new publicly accessible open space that takes advantages of the site’s unique topography and location that allows for an important new public vantage point. Improvements in neighboring streets and intersections within and around the site should be encouraged by and coordinated with development on the site to create extensive tree plantings, corner plazas, street furniture, bike parking, and pedestrian- and transit-related street improvements. Pedestrian connections to and through the site and surrounding neighborhood should be enhanced by development of the site.

**Transportation and Land Use:** Maximize opportunities for new housing and other uses that bring new people and activity to the area. New uses should serve while integrating into the existing neighborhood, and build on robust access to public transit and convenient walking and biking access. New development should promote a less auto-dependent lifestyle by encouraging the construction of a substantial amount of new housing to support existing and new neighborhood-serving businesses. Automobile parking should be minimized at this location, consistent with the surrounding neighborhood. Neighborhood-serving commercial/retail uses should be encouraged, and located close to existing uses within the Market Street corridor.

**Height/Scale of buildings:** Carefully relate the height and scale of new buildings to the existing character and scale of buildings on the surrounding blocks. Generally, this will mean grouping taller new structures or additions to the existing historic resources toward Market Street along Hermann and Laguna Streets, with an overall reduction in height and scale toward the smaller scale residential development to the north.

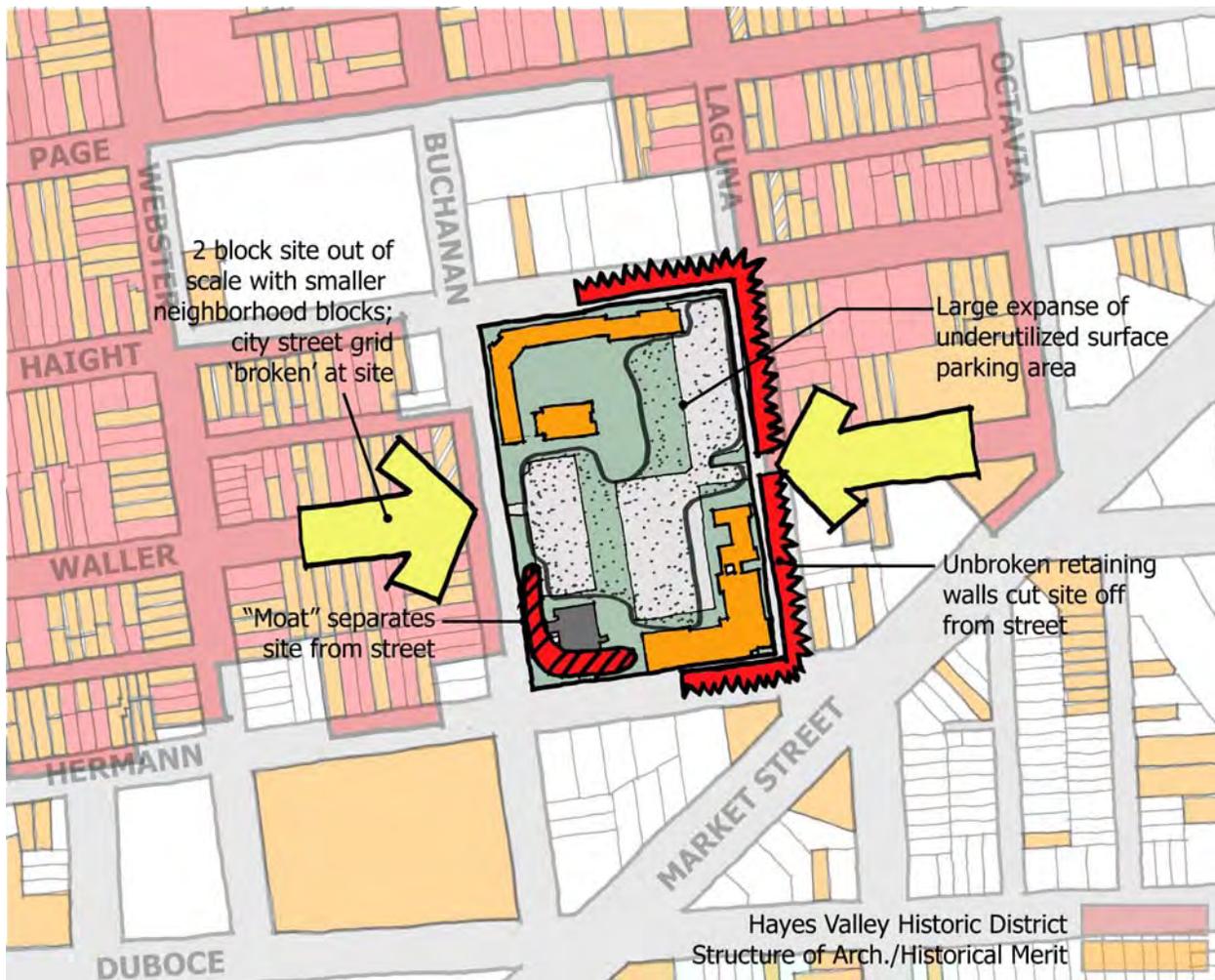
## PLANNING RECOMMENDATION ILLUSTRATIONS

THE FOLLOWING DIAGRAMS ARE ILLUSTRATIVE OF THE CONCEPTS OF THE ABOVE RECOMMENDATIONS AND SHOULD NOT BE READ AS SPECIFIC DESIGN SOLUTIONS.

Example 1, the “Streets, Open Spaces, and Public Views” diagram should be read to encourage a significant publicly accessible open space that takes advantage of the topography of the site. The drawing shows a rough example of physically what this might look like. This diagram is NOT an illustration of a requirement to place an open space of a specific size in a specific place, as there are obviously many ways to achieve the goal of publicly accessible open space.

Example 2, several of the diagrams show Waller Street continuing through the site. This, as the text points out, should be read to encourage the characteristics that will make this part of the site reconnect to Waller Street, NOT necessarily asphalt and full automobile access, though this is one possible option. San Francisco has many different kinds of streets, but all of these streets share the fundamental characteristic of being essentially open, publicly accessible spaces that are used for some or all kinds (pedestrian, bike, wheelchair, automobile, etc...) of transportation and are therefore the primary space of public life.

## HISTORIC RESOURCES

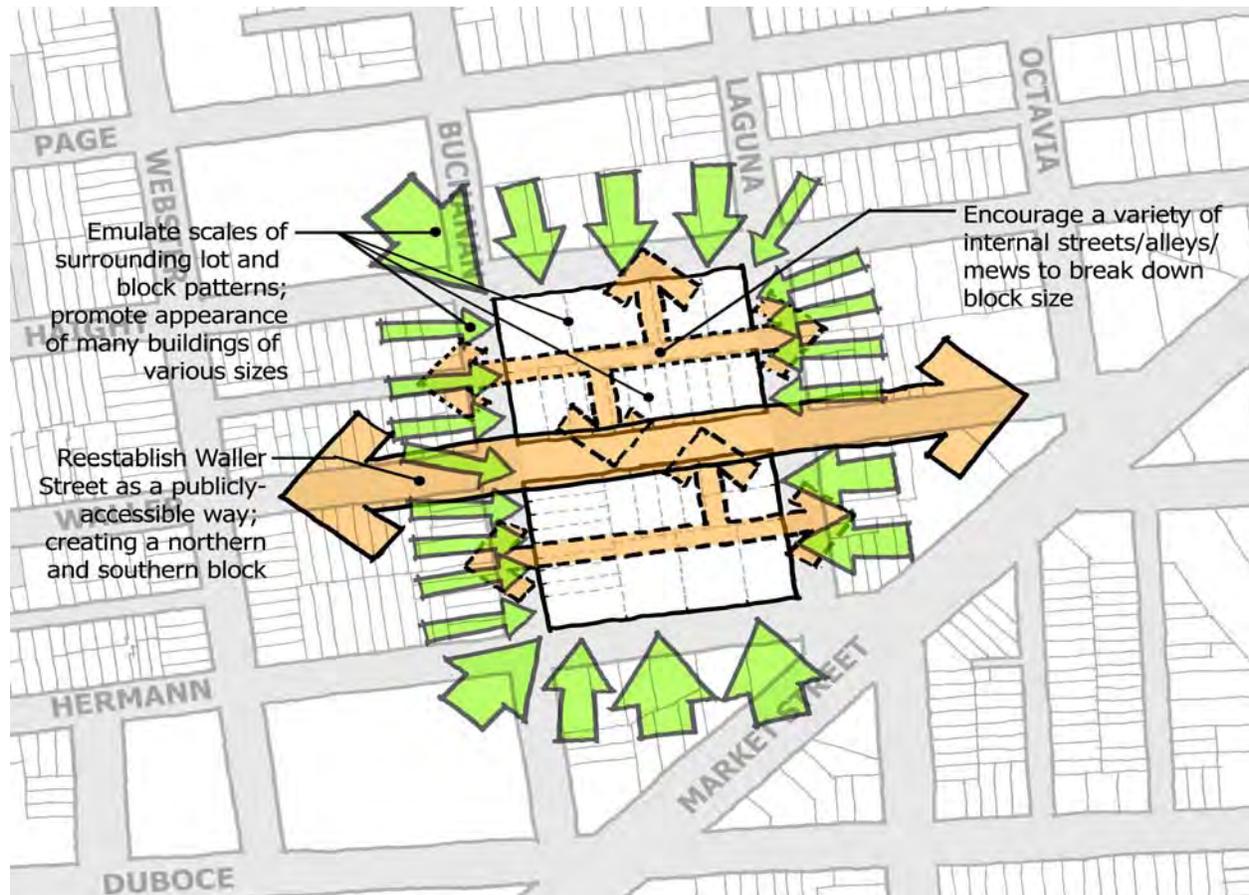


### Historic Resources:

The State-adopted Hayes Valley Historic District surrounds the site. Approximately 50% of all properties within one block have at least a minor historical rating, consisting primarily of Victorian and Edwardian buildings. Clearly, the character of this neighborhood is determined by the presence of a significant number of historic structures. To the greatest extent possible, retain and reuse structures and resources of historic merit unless their alteration or demolition is clearly and demonstrably outweighed by other public goals and objectives.

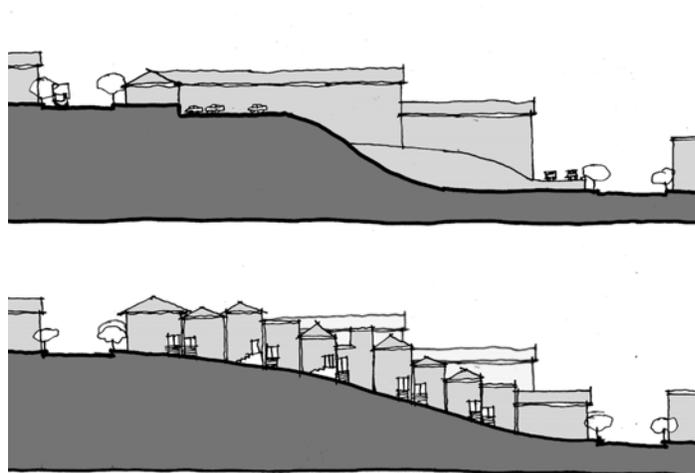
In some cases, **the preservation of buildings of historic merit may conflict with other public goals for this site.** For example, the large, featureless retaining wall that characterizes large portions of the street face of the site does little to promote an active, pedestrian environment. Some of the structures on the site may require such extensive structural or Building Code upgrades as to make their reuse prohibitively expensive or so expensive as to eliminate the possibility of achieving a vibrant mix of unit types, family sizes and incomes (ie; limited to luxury housing). In these cases, creative solutions should be found to adapt the historic resources or the proposal to demolish a resource should be held to the high bar of distinctly improving on that which it replaces, as defined by the planning objectives outlined in this document. Also see Appendix C.

## BLOCK AND LOT PATTERN; TOPOGRAPHY



### Block and Lot pattern:

Reinstate Waller Street into the network of city streets by making it publicly accessible (though not necessarily to automobile traffic), reestablishing distinct northern and southern blocks. Development should be in keeping with the scale and character of surrounding neighborhoods, promoting the scale and appearance of many small buildings rather than a few large buildings.

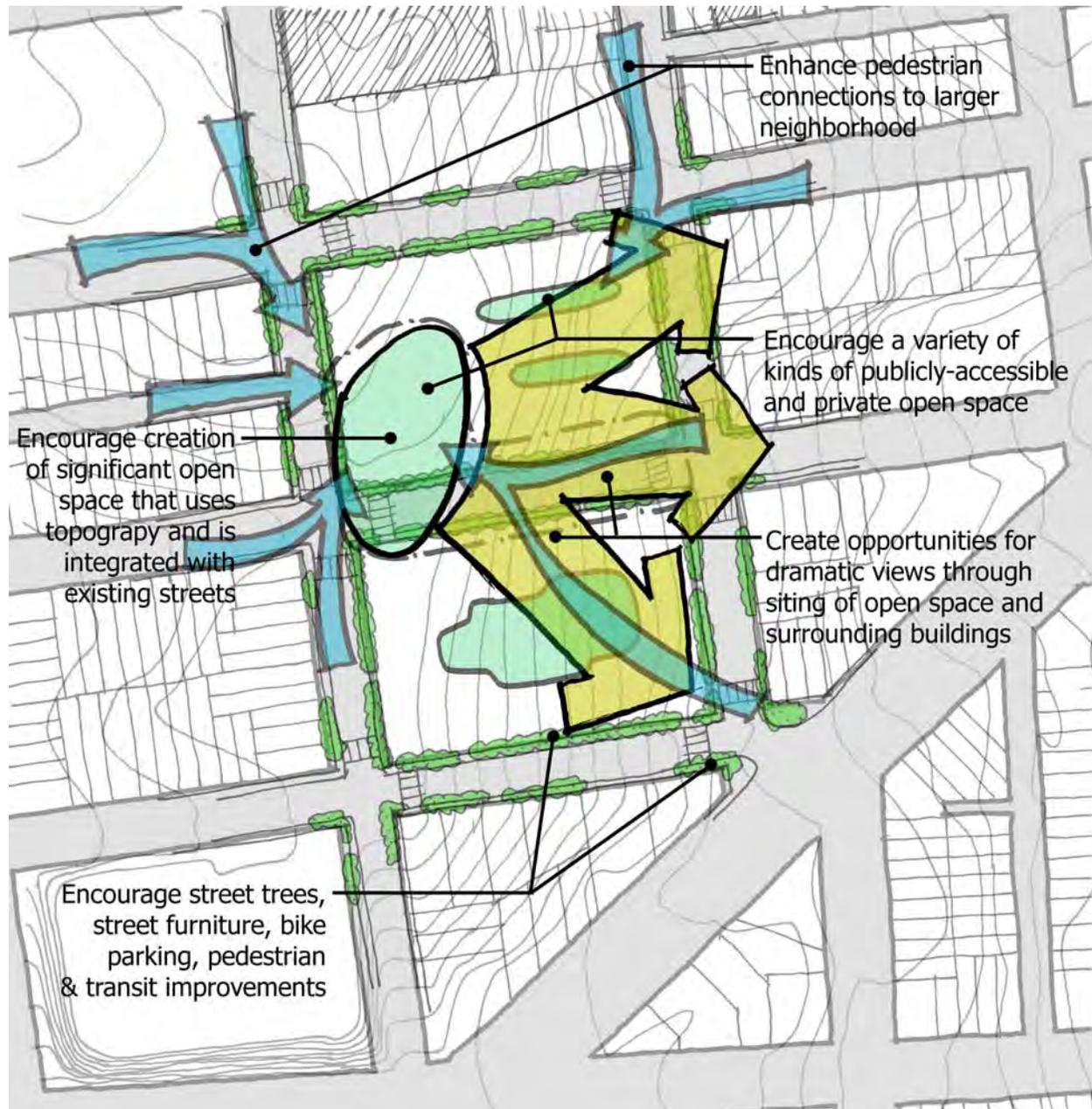


East/West section from Buchanan to Laguna Streets existing (above) and one illustration of topography 'revealed' (below)

### Revealing the topography of the site:

The site currently hides its characteristic San Francisco topography by devoting vast amounts of space to leveled and filled flat surface parking areas navigated by impromptu paths and stairways. Redevelopment of these blocks should encourage the 'revealing' of the natural topography that gives so many San Francisco neighborhoods their local charm.

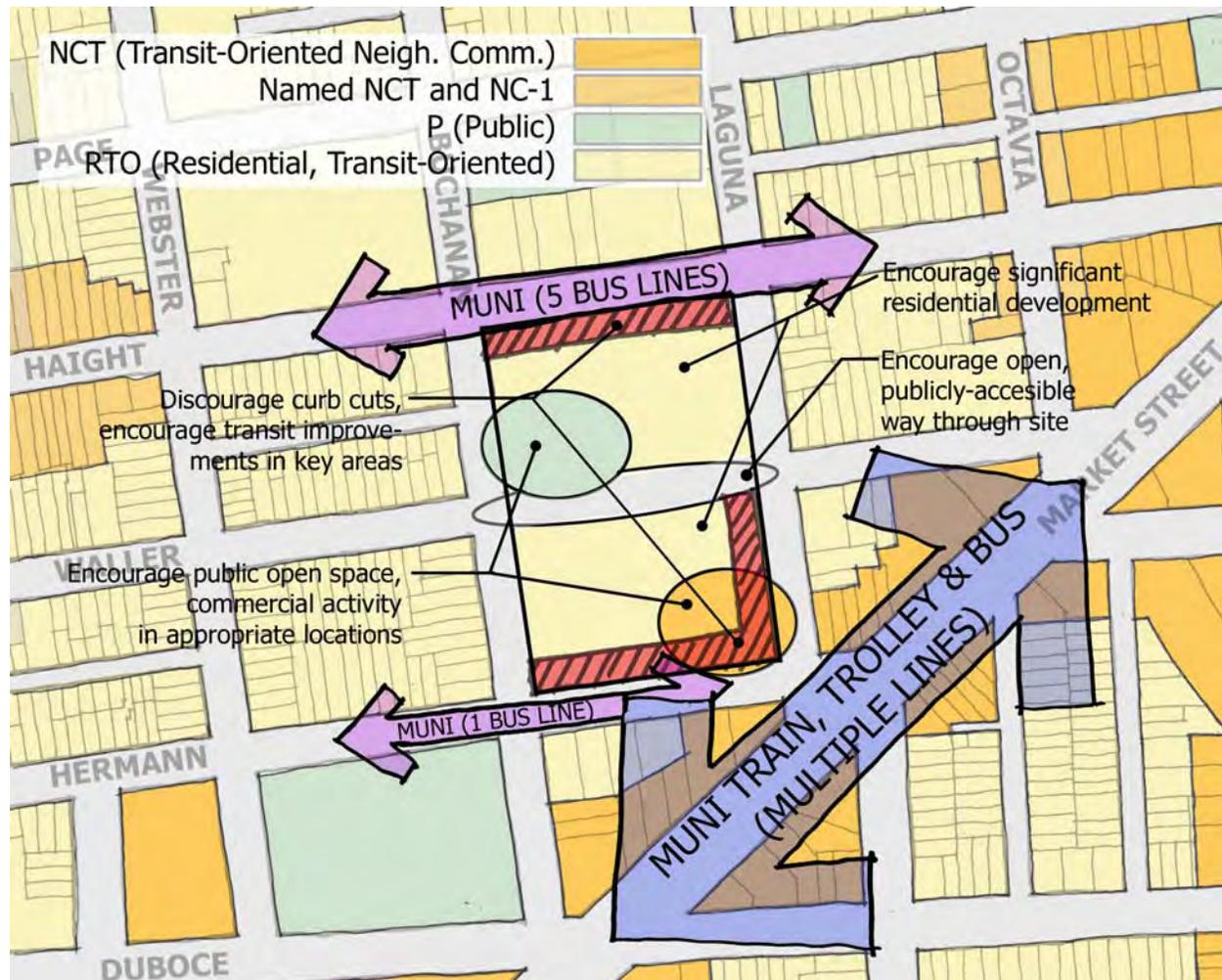
## STREETS, OPEN SPACES, AND PUBLIC VIEWS



### Streets and Open Spaces:

Retain a portion of the current “Public” zoning and encourage the creation of a significant new publicly accessible open space that takes advantages of the site’s unique topography and location that allows for an important new public vantage point. Improvements in neighboring streets and intersections within and around the site should be encouraged by and coordinated with development on the site to create extensive tree plantings, corner plazas, street furniture, bike parking, and pedestrian- and transit-related street improvements. Pedestrian connections to and through the site and surrounding neighborhood should be enhanced by development of the site.

## TRANSPORTATION AND LAND USE

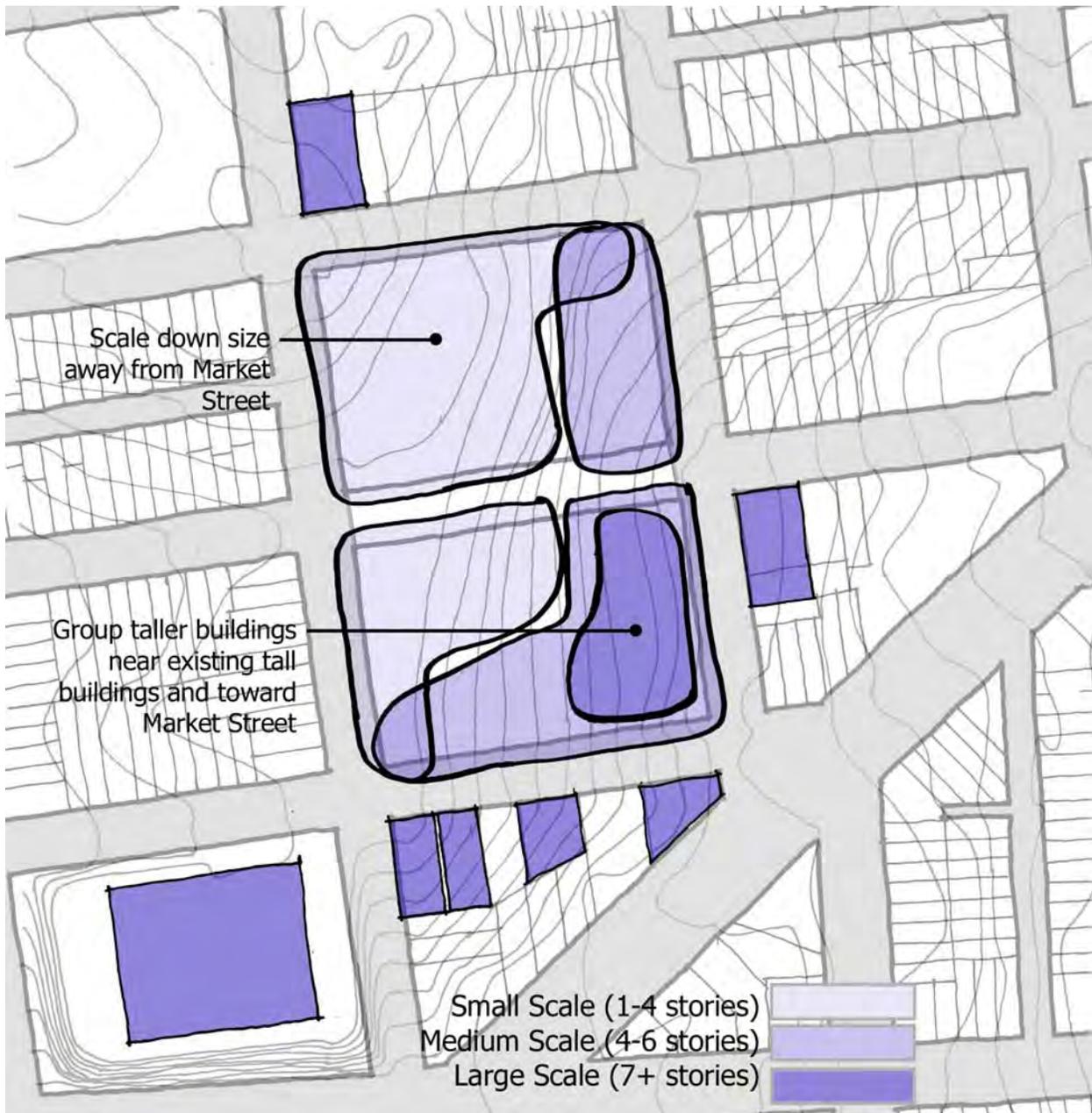


### Transportation and Land Use:

Maximize opportunities for new housing and other uses that bring new people and activity to the area. New uses should serve while integrating into the existing neighborhood, and build on robust access to public transit and convenient walking and biking access. New development should promote a less auto-dependent lifestyle by encouraging the construction of a substantial amount of new housing to support existing and new neighborhood-serving businesses. Automobile parking should be minimized at this location, consistent with the surrounding neighborhood. Neighborhood-serving commercial/retail uses should be encouraged, and located close to existing uses within the Market Street corridor.

**Note:** Please see discussion of proposed Zoning District Classifications in the Draft Market & Octavia Plan, available at [www.BetterNeighborhoods.org](http://www.BetterNeighborhoods.org).

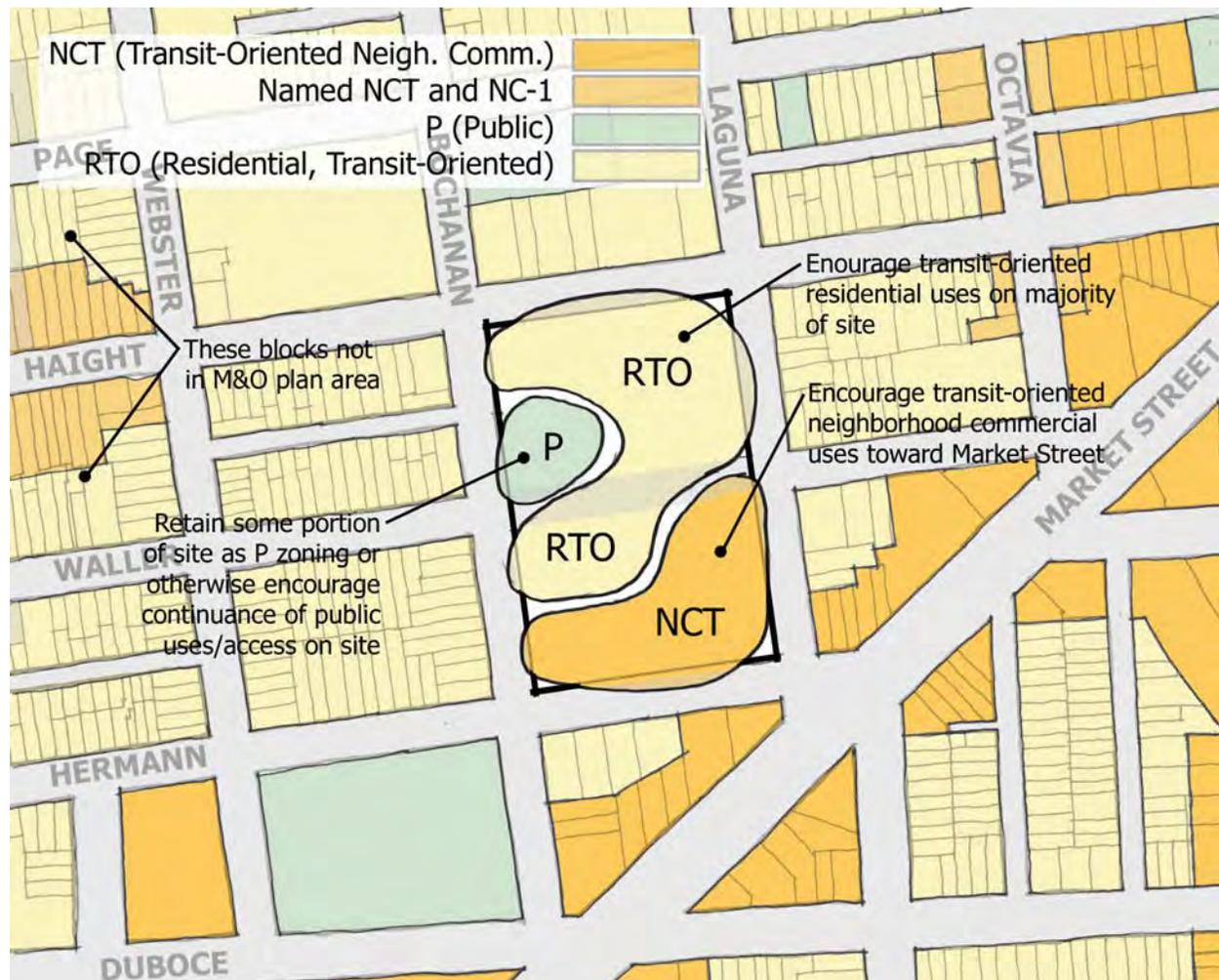
## HEIGHT AND SCALE OF BUILDINGS



### Height/Scale of buildings:

Carefully relate the height and scale of new buildings to the existing character and scale of buildings on the surrounding blocks. Generally, this will mean grouping taller new structures or additions to the existing structures toward Market Street along Hermann and Laguna Streets, with an overall reduction in height and scale toward the smaller scale residential development to the west and north.

## ILLUSTRATIVE REZONING CONCEPT



### Illustrative Rezoning Concept:

New zoning should tier off districts developed for the Draft Market & Octavia Plan. However, because of the large lot size and single ownership of the UCBE parcels (easily the largest development area within the entire Draft Market & Octavia plan area), the zoning controls developed primarily for small-lot development (such as maximum parking amounts) may be inappropriate and may be refined for this site. **The generalized zoning concept above represents one possible zoning scenario for the site**, consisting of primarily transit-oriented residential development, with areas toward Market Street along Buchanan and Laguna targeted for neighborhood-serving commercial uses. Boundaries of this zoning and the zone classifications themselves may shift depending on the extent of ongoing institutional uses (such as the UC Dental Clinic) and community facilities at the site.

**Note:** Please see discussion of proposed Zoning District Classifications in the Draft Market & Octavia Plan, available at [www.BetterNeighborhoods.org](http://www.BetterNeighborhoods.org).

## ILLUSTRATIVE URBAN FORM CONCEPT



### Illustrative Urban Form Concept:

**Allowable heights should tier off height districts developed for the Draft Market & Octavia Plan.** Again, because of the peculiarities of this site such as large lot size, prevalence of significant historic structures and significant topography more flexibility in allowable heights may be appropriate for this site. **The generalized urban form concept above represents one possible mix and orientation of heights in the context of the larger neighborhood.** Taller buildings are grouped toward the perimeter of the site, toward Market Street, along Buchanan and Laguna Streets. For example, the adaptive reuse of Richardson Hall or a new structure at the southeast corner of the site could have ground floor retail with residential uses above, requiring greater height than the more strictly residential areas on other parts of the site. Boundaries of these height districts and the allowable heights themselves may shift depending on the extent of ongoing institutional uses (such as the UC Dental Clinic), community facilities, and publicly accessible open spaces at the site.

Please note: some height districts proposed in the Draft Market & Octavia plan (specifically 30/40 foot districts on some mid-block alleys) are not shown in the diagram above for clarity.

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## APPENDIX A

### Relevant Objectives and Policies from the Draft Market and Octavia Better Neighborhoods Plan

#### OBJECTIVE 1.1

##### **A LAND USE PLAN THAT EMBRACES THE MARKET AND OCTAVIA NEIGHBORHOOD'S POTENTIAL AS A MIXED-USE URBAN NEIGHBORHOOD.**

###### Policy 1.1.2

###### **Concentrate more intense uses and activities in those areas best served by transit and most accessible on foot.**

In keeping with the plan's goal of prioritizing the safe and effective movement of people, the most intense uses and activities are focused where transit and walking are most convenient and attractive—along the Market Street / Mission Street corridor and at the intersection of Market Street and Van Ness Avenue. Concentrating transit-oriented uses in these locations will reduce automobile traffic on city streets and support the expansion of transit service in the area's core urban center.

###### Policy 1.1.3

###### **Encourage housing and retail infill to support the vitality of the Hayes-Gough, Upper Market, and Valencia Neighborhood Commercial Districts.**

There are significant opportunities for new mixed-use infill along neighborhood commercial streets in the plan area. In conjunction with proposals to encourage flexible housing types and to reduce parking requirements, new development along commercial streets will create new retail uses and services oriented to the street, with as much housing as possible on upper floors. New uses will be in keeping with the overall pedestrian orientation of these streets.

###### Policy 1.1.9

###### **Preserve landmark and other buildings of historic value as an invaluable asset to the neighborhood.**

The Market and Octavia neighborhood has a rich built history, as is evidenced by the variety of historic buildings and landmarks throughout the plan area. In keeping with existing General Plan policy and planning code requirements, historic buildings are preserved and celebrated as an integral part of the plan area's living history. The urban design guidelines outlined in Element 3 are included to ensure that new development enhances the area's physical fabric, especially where it is anchored by buildings of particular historic significance. The plan proposes, in many ways, a return to building forms that respond to the established character and scale of the area's historic fabric.

#### OBJECTIVE 1.2

##### **AN URBAN FORM THAT REINFORCES THE PLAN AREA'S UNIQUE PLACE IN THE CITY'S LARGER URBAN FORM AND STRENGTHENS ITS PHYSICAL FABRIC AND CHARACTER.**

###### Policy 1.2.1

###### **Relate the prevailing height of buildings to street widths throughout the plan area.**

It is the height and mass of individual buildings that define the public space of streets. Building heights have historically been strongly related to the width of streets in the Market and Octavia neighborhood and elsewhere in the city. Where building heights are matched to the width of the facing streets, they enclose the street and define it as a comfortable, human-scaled space with ample light and air.

The height districts revise existing heights to strengthen the relationship between the height of buildings and the width of streets, in keeping with the diagram at left.

###### Policy 1.2.2

###### **Maximize housing opportunities and encourage high-quality commercial spaces on the ground floor.**

Height limits are optimized based on the economics of housing construction and building code requirements, in keeping with existing residential development patterns in the plan area, and good urban design principles. Height limits also are tailored to encourage a more generous ceiling height for ground-floor commercial uses, allowing more light and air into these spaces and a superior encouragement of the active public street.

###### Policy 1.2.9

###### **Where the area's traditional pattern of individual buildings on small lot still exists, discourage land assembly.**

A close-knit pattern of individual buildings on small lots is what has made the Market and Octavia neighborhood successful as an urban place over time and is one of its chief assets. The neighborhood is built on a traditional fabric of lots that are narrow and deep, which provides for an enriching block face, diversity of buildings, and stimulating

pedestrian experience. Where this pattern has been disrupted, the area has often lost vibrancy, streets have become less inviting, and development has lost its human scale. Where the pattern of individual buildings on small lots is intact, this pattern is preserved by limiting the assembly of parcels and respecting the prevailing pattern of blocks and lots in the area. Discourage lot assembly by limiting the total area that a single building may occupy to the following maximums: In the NCT District: 10,000 sf. In the RTO District: 5,000 sf.

## **OBJECTIVE 2.2**

### **NEW OPPORTUNITIES FOR RESIDENTIAL INFILL THROUGHOUT THE PLAN AREA.**

#### **Policy 2.2.3**

##### **Encourage new housing above ground-floor commercial uses in new development and in expansions of existing commercial buildings.**

Several stories of housing above ground-floor commercial uses is typical on neighborhood commercial streets throughout San Francisco. This pattern links housing directly to the services on the street, provides a variety of housing types (typically more studio and one-bedroom units) and encourages a 24-hour presence of people living, shopping, and working on the street. This pattern is well established in the Market and Octavia neighborhood; it is built upon and expanded upon by the plan where possible.

## **OBJECTIVE 2.4**

### **INCREASED HOUSING OPPORTUNITIES AFFORDABLE TO A MIX OF HOUSEHOLDS AT VARYING INCOME LEVELS.**

#### **Policy 2.4.1**

##### **Disaggregate the cost of parking from the cost of housing and space for other uses.**

In much of the housing built under current parking requirements, the cost of parking is "bundled" into the cost of owning or renting a home, requiring households to pay for parking whether or not they need it. As part of an overall effort to increase housing affordability in the plan area, costs for parking should be separated from the cost of housing and, if provided, offered optionally.

#### **Policy 2.4.2**

##### **Encourage lending institutions to expand the existing location efficient mortgage program (LEM) and allow residents to leverage the plan area's advantages as walkable, transit-accessible neighborhood.**

Because it is possible to live in the Market and Octavia neighborhood without a car, residents can choose not to pay the relatively high fixed costs of owning and maintaining a private automobile. As part of the burgeoning LEM program, these savings can enable residents to qualify for a larger mortgage for a home.

#### **Policy 2.4.3**

##### **Encourage innovative programs to increase housing opportunity and affordability.**

In addition to encouraging housing production, there is a demonstrated need to reduce the overall cost of housing development and ownership in the Market and Octavia neighborhood. Several innovative approaches were discussed as part of the community planning effort, including the establishment of a community land trust that would hold land in trust and make it available for the development of affordable ownership housing. The city should encourage the further development of a community land trust in the area, and support the exploration of other innovative approaches to reducing housing costs for residents.

## **OBJECTIVE 3.1**

### **NEW BUILDINGS WHICH CONTRIBUTE TO THE BEAUTY OF THE BUILT ENVIRONMENT AND THE QUALITY OF STREETS AS PUBLIC SPACE.**

#### **Policy 3.1.1**

##### **Ensure that new development adheres to principles of good urban design.**

New development is likely to happen at different scales – modest structures will fill in small gaps in the urban fabric, some owners will upgrade their facades, and large underutilized parcels—such as the former Central Freeway parcels—will see dramatic revitalization. While this plan encourages mixed-use development in many parts of the plan area, the following guidelines respond to the variety of places found in the Market and Octavia neighborhood – portions of the downtown with large buildings, various neighborhood commercial districts, as well as purely residential areas – all with a wide-ranging physical character, scale, and intensity. The intent of these guidelines is to apply principles of good design that are general in nature and ensure good new development.

The design guidelines described on pp. 49 – 59 of the Plan should serve as a basis for evaluating the master plan for the site, as well as for reviewing specific buildings as they are proposed.

#### **OBJECTIVE 4.1**

#### **SAFE AND COMFORTABLE PUBLIC RIGHTS-OF-WAY FOR PEDESTRIAN USE AND FOR THE PUBLIC LIFE OF THE NEIGHBORHOOD.**

##### **Policy 4.1.1**

##### **Widen sidewalks and shorten pedestrian crossings with corner plazas and boldly marked crosswalks.**

On streets throughout the plan area, there is a limited amount of space on the street to serve a variety of competing users. Many streets have more vehicular capacity than is needed to carry peak vehicle loads. In accordance with the city's Transit-First Policy\*, street right-of-way should be allocated to make safe and attractive places for people and to prioritize reliable and effective transit service—even if it means reducing the street's car-carrying capacity. Where there is excessive vehicular capacity, traffic lanes should be reclaimed as civic space for widened sidewalks, plazas, and the like.

##### **Policy 4.1.2**

##### **Enhance the pedestrian environment by planting trees along sidewalks, closely planted between pedestrians and vehicles.**

Closely spaced and sizeable trees parallel and close to curbs, progressing along the streets to intersections, create a visual and psychological barrier between sidewalks and vehicular traffic, like a tall but transparent picket fence. More than any other single element, healthy street trees can do more to humanize a street, even a major traffic street. On many streets within the Market and Octavia neighborhood, successful environments can be created through aggressive tree infill, for example on Otis, Mission, Franklin, and Gough Streets north of Market Street. On other streets, such as Gough Street south of Market, Fell, and Oak Streets, and Duboce Avenue, it will mean major new tree planting.

Consistent tree plantings make an important contribution to neighborhood identity. Different tree species can be used on different streets, or even different blocks of the same street, thereby achieving diversity on a broader basis. Rather than removing existing trees from any given street, the dominant tree species—or preferred tree species—on each block should be identified and future tree planting should be of that tree type.

##### **Policy 4.1.4**

##### **Encourage the inclusion of public art projects and programs in the design of streets and public spaces.**

Public art plays an essential role in the civic life of our city. In urban places like the Market and Octavia neighborhood, where streets, parks, and plazas are where civic life unfolds, public art takes on a broad range of meanings that enriches the overall quality of public space. Funding and space for public art should be integrated into all proposals for the physical improvement of streets and open spaces. Major projects such as the new Octavia Boulevard should support more dramatic public art investments throughout the area.

##### **Policy 4.1.5**

##### **Do not allow the vacation of public rights-of-way, especially alleys. Where new development creates the opportunity, extend the area's alley network.**

There are many existing alleys within the plan area, many of which are concentrated in Hayes Valley and in the larger blocks in the South of Market areas. In addition to being the location of considerable neighborhood housing, most of the alleys, by reason of their intimate scale, the diversity of buildings along them, in some cases their trees, and certainly their contrast with surrounding streets, are delightful, valuable urbane places. These alleys are an invaluable part of the neighborhood's system of public ways and, like any public resource, should be protected against proposals to privatize them.

#### **OBJECTIVE 5.2**

#### **PARKING POLICIES FOR AREAS WELL SERVED BY PUBLIC TRANSIT THAT ENCOURAGE TRAVEL BY PUBLIC TRANSIT AND ALTERNATIVE TRANSPORTATION AND REDUCE TRAFFIC CONGESTION.**

##### **Policy 5.2.1**

##### **Eliminate minimum off-street parking requirements and establish parking caps for residential and commercial parking.**

Eliminating parking requirements will support the creation of housing and increase the affordability of housing, as well as encourage new space for small-scale commercial uses and services, in keeping with the scale of existing commercial streets. Limiting the total amount of residential parking is a necessary compliment to improving the accessibility of

transit and services in the plan area. Parking maximums should allow varying amounts of parking depending on a site's proximity to transit and services and the overall intensity of use expected in the future.

### **Policy 5.2.3**

#### **Make the cost of parking visible to users.**

No one should be required to rent parking they do not want nor need. The cost of parking is often aggregated in other costs, however, especially in rents for residential and commercial property. This forces people to lease parking, with no consideration of need or the availability of alternatives to driving. This could be avoided if, for all types of development, city policy was to require parking costs to be made visible and disaggregated from residential or commercial rents. Similarly, employer subsidies for employee parking should be limited as much as possible, and equal subsidies offered to employees who do not drive to work.

### **OBJECTIVE 5.3**

#### **THE LEAST POSSIBLE NEGATIVE IMPACT FROM PARKING ON THE PHYSICAL CHARACTER AND QUALITY OF THE NEIGHBORHOOD.**

### **Policy 5.3.1**

#### **Encourage the fronts of buildings to be lined with active uses and, where parking is provided, require that it be setback and screened from the street.**

Throughout the plan area every effort should be made to maintain an active street front. Off-street parking and the dead spaces created by garage doors discourage use of the adjacent street and are uncomfortable to pedestrians.

### **OBJECTIVE 5.4**

#### **EXISTING PARKING RESOURCES THAT ARE MANAGED TO MAXIMIZE SERVICE AND ACCESSIBILITY TO ALL.**

### **Policy 5.4.4**

#### **Recover the full costs of new parking to the neighborhood and use the proceeds to improve transit.**

Located at the center of several regional traffic corridors, as well as the city's transit network, the Market and Octavia neighborhood's street system is fast reaching capacity. Because parking generates traffic on streets that have limited capacity, it isn't possible to add parking for some users of the system without encouraging others to choose more space-efficient travel modes. In keeping with the goal of moving more people through the overall transportation system, the costs of encouraging other users to shift to alternatives to driving should be borne by new parking facilities built in the plan area.

### **Policy 5.4.7**

#### **Support innovative mechanisms for local residents and businesses to share automobiles.**

Carsharing programs enable local residents to use a car for everyday needs without the need to own or maintain their own car. In recent years, carsharing programs have been introduced with tremendous success in San Francisco as well as several other cities, providing people with the freedom and mobility of a car when they need one, without the everyday burdens of owning a car in the city. As carsharing reduces the need for individual car ownership, it can be an effective tool in reducing the total number of cars in the area and freeing up on-street parking spaces.

Facilities for carshare programs should be encouraged in convenient, visible locations in the plan area for the use of local residents and businesses.

### **OBJECTIVE 5.5**

#### **A BICYCLE NETWORK THAT PROVIDES A SAFE AND ATTRACTIVE ALTERNATIVE TO DRIVING FOR BOTH LOCAL AND CITYWIDE TRAVEL NEEDS.**

### **Policy 5.5.2**

#### **Provide secure and convenient bicycle parking throughout the plan area.**

Providing bicycle parking is important to "closing the loop" in making cycling an attractive alternative to driving. In urban areas like San Francisco, secure and convenient bicycle parking, placed in appropriate locations, is an essential amenity for everyday cyclists. Such bicycle parking reduces theft and provides a needed sense of security.

## **APPENDIX B**

### **Relevant Objectives and Policies from the various Elements of the General Plan**

#### **URBAN DESIGN ELEMENT**

##### **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.”

##### **Policy 1.3:**

“Recognize that buildings, especially when seen together, produce a total effect that characterizes the City and its districts.”

##### **OBJECTIVE 3:**

**“MODERATION OF MAJOR NEW DEVELOPMENT TO COMPLEMENT THE CITY PATTERN, THE RESOURCES TO BE CONSERVED, AND THE NEIGHBORHOOD ENVIRONMENT.”**

##### **Policy 3.1:**

“Promote harmony in the visual relationships and transitions between new and older buildings.”

##### **Policy 3.3:**

“Promote efforts to achieve high quality of design for buildings to be constructed at prominent locations.”

##### **Policy 3.5:**

“Relate the height of buildings to important attributes of the city pattern and to the height and character of existing development.”

#### **RECREATION AND OPEN SPACE ELEMENT**

##### **OBJECTIVE 4**

**”PROVIDE OPPORTUNITIES FOR RECREATION AND THE ENJOYMENT OF OPEN SPACE IN EVERY SAN FRANCISCO NEIGHBORHOOD”**

##### **Policy 4.5:**

”Require private usable outdoor open space in new residential development.”

##### **Policy 4.6 [with extended excerpts]:**

”Assure the provision of adequate public open space to serve new residential development. The acreage of new neighborhood serving parkland and open space should be related to the size of the potential population and the availability of other nearby open space. Major new residential development should be required to provide open space accessible to the general public. This will compensate for the pressure the increased population will put on existing public facilities.

The requirement of providing publicly accessible open space could be satisfied in a number of ways. Land on a site that is suitable for recreation purposes could be improved and maintained by the developer and made available to the general public. Such land could also be dedicated to the City, with a fee to cover development costs or with the land improved by the developer prior to dedication. Alternatively, the developer could pay a fee in-lieu of land dedication based on the fair market value of the land that would be required for land acquisition, plus development costs. The City would use the funds to provide the open space at some other location.”

**OPEN SPACE DISTRIBUTION MAP (FROM THE RECREATION AND OPEN SPACE ELEMENT)**

Existing public open spaces and their neighborhood service area boundaries, which have been adjusted to take into account the surrounding topography, are shown on the map below. Neighborhood areas that fall outside these service area boundaries are not adequately served by public open space.



**PUBLIC OPEN SPACE SERVICE AREAS**

**Map 2**

- EXISTING PUBLIC OPEN SPACE**
- OPEN SPACE SERVICE AREA**  
Areas within acceptable walking distance

**Note:**  
Because of the scale of this map it is not possible to show precise boundaries or exceptionally small open spaces.

Open Space Category	Size in Acres	Service Area Radius in Miles
Citywide	varies 1-1000	1/2
District	over 10	3/8
Neighborhood	1-10	1/4
Subneighborhood	less than 1	1/8

## **HOUSING ELEMENT**

### **OBJECTIVE 1**

**“TO PROVIDE NEW HOUSING, ESPECIALLY PERMANENTLY AFFORDABLE HOUSING, IN APPROPRIATE LOCATIONS WHICH MEETS IDENTIFIED HOUSING NEEDS AND TAKES INTO ACCOUNT THE DEMAND FOR AFFORDABLE HOUSING CREATED BY EMPLOYMENT DEMAND.”**

#### **POLICY 1.1:**

“Encourage higher residential density in areas adjacent to downtown, in underutilized commercial and industrial areas proposed for conversion to housing, and in neighborhood commercial districts where higher density will not have harmful effects, especially if the higher density provides a significant number of units that are affordable to lower income households. Set allowable densities in established residential areas at levels which will promote compatibility with prevailing neighborhood scale and character where there is neighborhoods support.”

#### **POLICY 1.4:**

“Locate in-fill housing on appropriate sites in established residential neighborhoods.”

#### **POLICY 1.5:**

“Support development of affordable housing on surplus public lands.”

#### **POLICY 1.7:**

“Encourage and support the construction of quality, new family housing.”

### **OBJECTIVE 4:**

**“SUPPORT AFFORDABLE HOUSING PRODUCTION BY INCREASING SITE AVAILABILITY AND CAPACITY”**

#### **POLICY 4.2:**

“Include affordable units in larger housing projects.”

#### **POLICY 4.5:**

“Allow greater flexibility in the number and size of units within established building envelopes, potentially increasing the number of affordable units in multi-family structures.”

### **OBJECTIVE 6:**

**“PROTECT THE AFFORDABILITY OF EXISTING HOUSING.”**

#### **POLICY 6.2:**

“Ensure that housing developed to be affordable is kept affordable.”

### **OBJECTIVE 11:**

**“IN INCREASING THE SUPPLY OF HOUSING, PURSUE PLACE MAKING AND NEIGHBORHOOD BUILDING PRINCIPLES AND PRACTICES TO MAINTAIN SAN FRANCISCO’S DESIRABLE URBAN FABRIC AND ENHANCE LIVABILITY IN ALL NEIGHBORHOODS.”**

#### **POLICY 11.1:**

“Use new housing development as a means to enhance neighborhood vitality and diversity.”

#### **POLICY 11.2:**

“Ensure housing is provided with adequate public improvements, services, and amenities.”

#### **POLICY 11.3**

“Encourage appropriate neighborhood-serving commercial activities in residential areas, without causing affordable housing displacement.”

#### **POLICY 11.5**

“Promote the construction of well-designed housing that enhances existing neighborhood character.”

**POLICY 11.6:**

“Employ flexible land use controls in residential areas that can regulate inappropriately sized development in new neighborhoods, in downtown areas and in other areas through a Better Neighborhoods type planning process while maximizing the opportunity for housing near transit.”

**POLICY 11.7:**

“Where there is neighborhood support, reduce or remove minimum parking requirements for housing, increasing the amount of lot area available for housing units.”

**POLICY 11.8:**

“Strongly encourage housing project sponsors to take full advantage of allowable building densities in their housing developments while remaining consistent with neighborhood character.”

**POLICY 11.9:**

“Set allowable densities and parking standards in residential areas at levels that promote the City’s overall housing objectives while respecting neighborhood scale and character.”

**POLICY 11.10:**

“Include energy efficient features in new residential development and encourage weatherization in existing housing to reduce overall housing costs and the long-range cost of maintenance.”

**TRANSPORTATION ELEMENT**

**OBJECTIVE 34:**

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

**Policy 34.1:**

Regulate off-street parking in new housing so as to guarantee needed spaces without requiring excesses and to encourage low auto ownership in neighborhoods that are well served by transit and are convenient to neighborhood shopping.

**Policy 34.3:**

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

**COMMERCE AND INDUSTRY ELEMENT**

**OBJECTIVE 1:**

**MANAGE ECONOMIC GROWTH AND CHANGE TO ENSURE ENHANCEMENT OF THE TOTAL CITY LIVING AND WORKING ENVIRONMENT.**

**Policy 1.1:**

Encourage development which provides substantial net benefits and minimizes undesirable consequences. Discourage development which has substantial undesirable consequences that cannot be mitigated.

**OBJECTIVE 6:**

**MAINTAIN AND STRENGTHEN VIABLE NEIGHBORHOOD COMMERCIAL AREAS EASILY ACCESSIBLE TO CITY RESIDENTS.**

**Policy 6.1:**

Ensure and encourage the retention and provision of neighborhood-serving goods and services in the city’s neighborhood commercial districts, while recognizing and encouraging diversity among the districts.

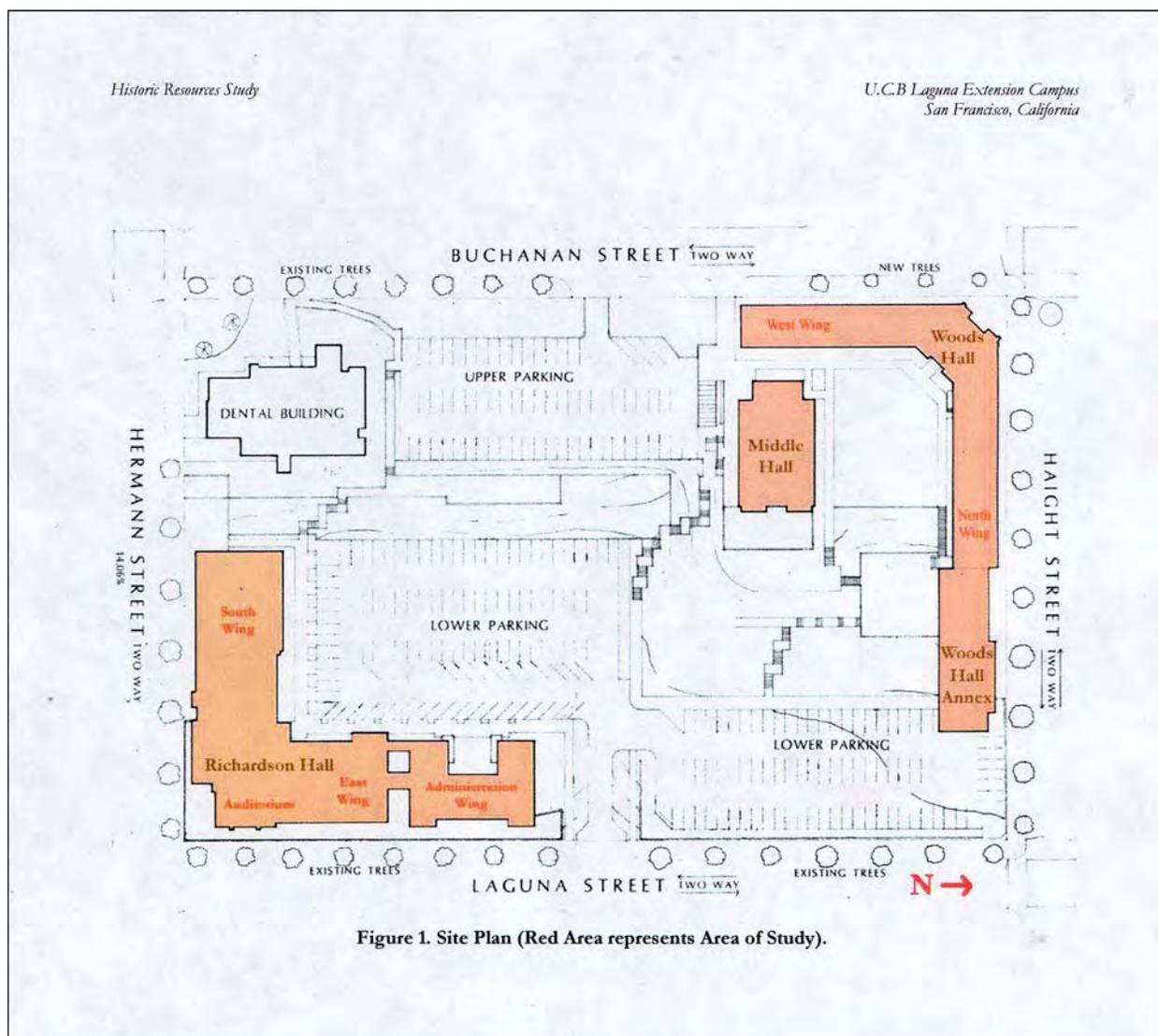
**Policy 6.7:**

Promote high quality urban design on commercial streets.

## APPENDIX C

Excerpts (pages 2 and 52) from the Historical Resources Study submitted with Environmental Evaluation application #2004.0773E, prepared by Page & Turnbull, Inc., May 2004, for A.F Evans Development, Inc. and Mercy Housing California. The entire document is available as part of public record for above application.

Please note that the submitted Historical Resources Study is currently under review as of this writing (December 2004) and no official determination has yet been made as to whether or not any of the existing buildings on the site are eligible for listing on any National, State or Local Register of Historic Resources.



Appendix C, continued

Summary:

In summation, the campus as a whole retains a low to moderate degree of historical integrity due to changes to the setting, which are vital in conveying the campus's historical significance. As individual historic resources, the four buildings on the campus retain varying degrees of historical integrity: the Woods Hall Annex retains a moderate to high degree of historical integrity; Woods Hall retains a moderate degree of historical integrity; Richardson Hall retains a moderate degree of historical integrity; Middle Hall retains a low degree of integrity. For a breakdown the seven characteristics of historical integrity as applied to the four buildings and the campus as a whole, refer to **Table 1**.

CHARACTERISTIC/ BUILDING	ANNEX	WOODS HALL	RICHARDSON HALL	MIDDLE HALL	CAMPUS
LOCATION	High	High	High	High	High
DESIGN (EXT.)	High	High	Moderate	Low	Moderate
DESIGN (INT.)	Mod. to High	Moderate	Low to Mod.	Low	n/a
SETTING	Mod. to High	Low to Mod.	Low	Low to Mod.	Low
MATERIALS (EXT.)	Mod. to High	Mod. to High	Mod. to High	Low to Mod.	Moderate
MATERIALS (INT.)	Moderate	Low to Mod.	Low to Mod.	Low	n/a
WORKMANSHIP (EXT)	High	High	High	Moderate	Mod. to High
WORKMANSHIP (INT.)	Mod. to High	Low to Mod.	Low to Mod.	Low	n/a
FEELING (EXT.)	High	High	High	Mod. to High	Low
FEELING (INT.)	Moderate	Moderate	Moderate	Low	n/a
ASSOCIATION	High	High	High	High	High
<b>SUMMARY</b>	<b>MOD. TO HIGH</b>	<b>MODERATE</b>	<b>MODERATE</b>	<b>LOW</b>	<b>LOW TO MOD.</b>

Table 1. Historical Integrity of the U.C. B Laguna Extension Campus  
(Classified as High, High to Moderate, Moderate, Moderate to Low or Low)