

EASTERN NEIGHBORHOODS

LAND USE COMMITTEE ADOPTION HEARING 4:
INFRASTRUCTURE; PIPELINE



SAN FRANCISCO
PLANNING
DEPARTMENT

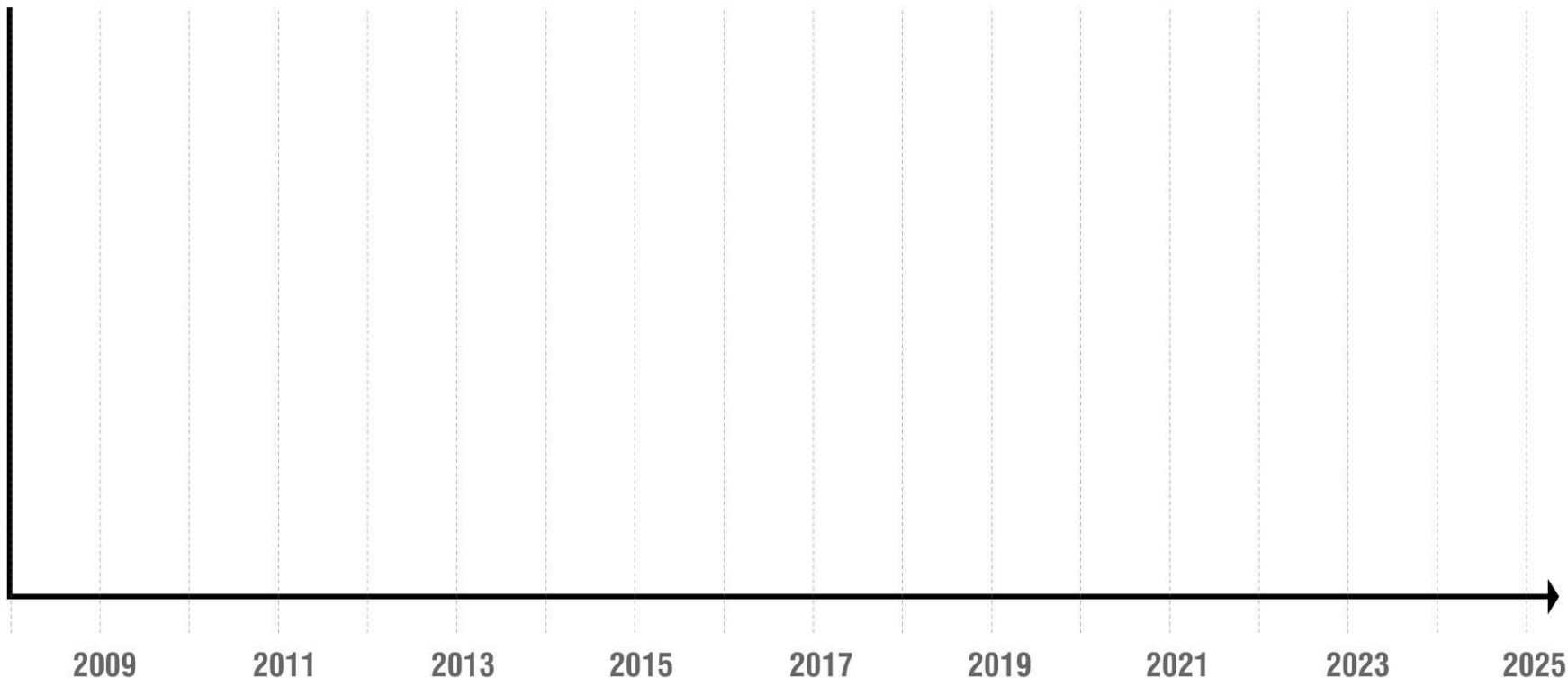
OCTOBER 1, 2008

Schedule of Land Use Committee Hearings

TOPIC (S)	DATE
Places for Jobs	September 17
Places to Live	September 22
Height Limits, Preservation, Implementation	September 29
Complete Neighborhoods; Pipeline	October 1
Economic Impact Report and Discussion of Committee Action	October 6
Possible Committee Action	October 8

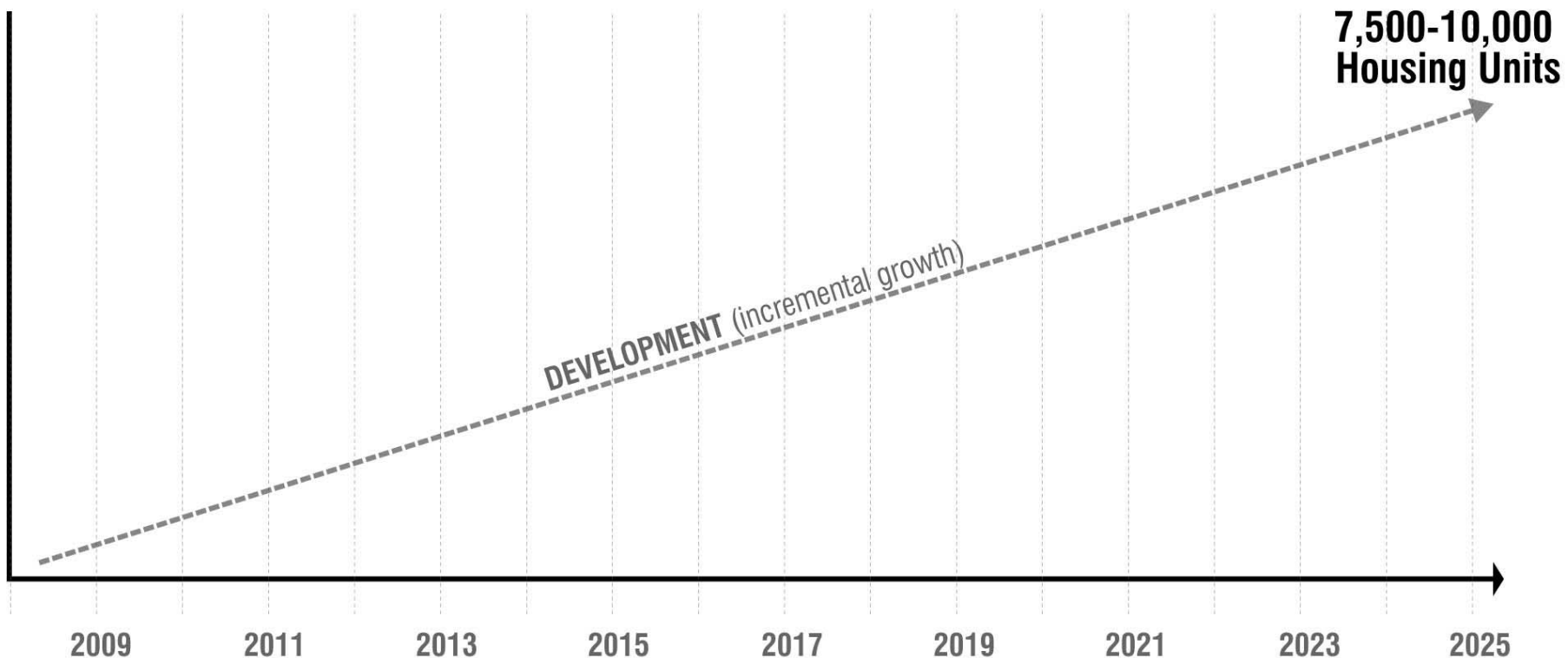
Infrastructure* & Development Timeline

*Planned AND funded capital projects



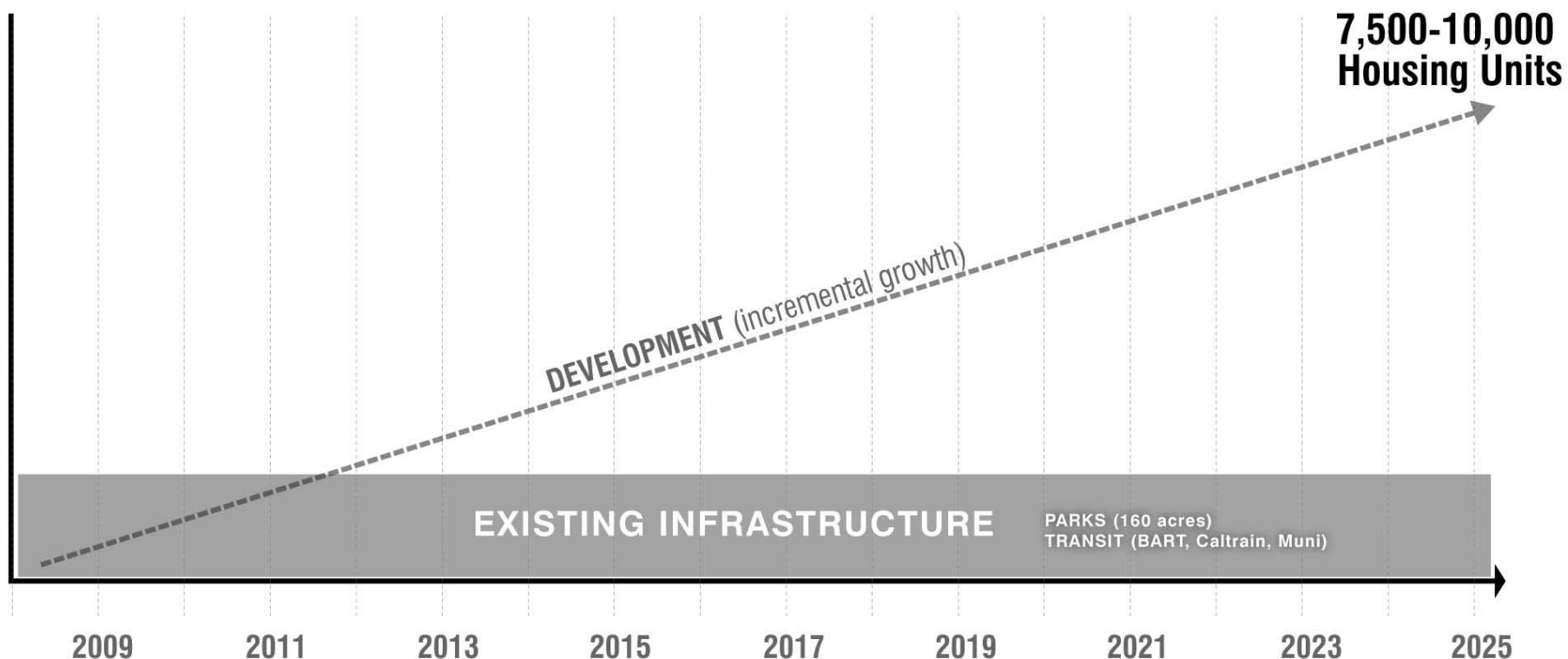
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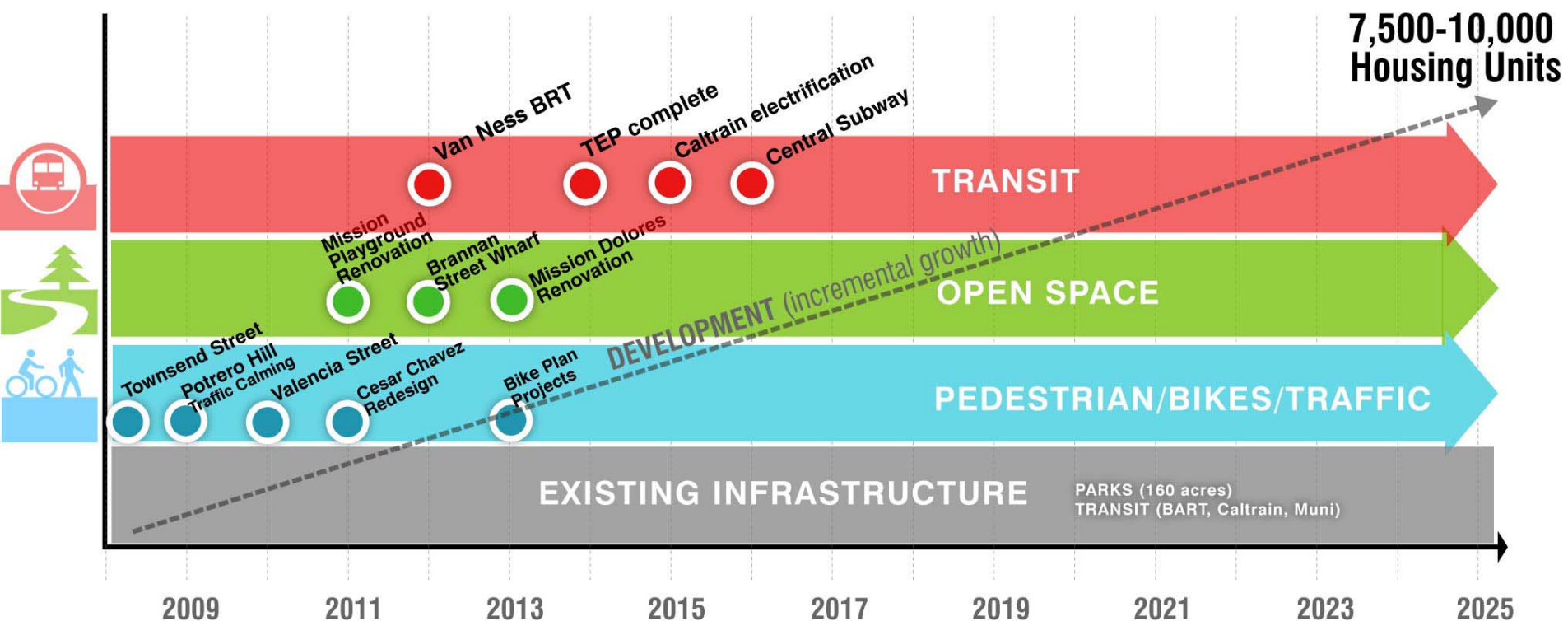
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Infrastructure* & Development

Timeline

EARLY START PROJECTS

*Planned AND funded capital projects

TRANSIT

#22 Trolley Extension

STREETS

16th St streetscape

Folsom streetscape

Townsend ped. improvements

PARKS

17th & Folsom park

Draves Park ped improvements

Showplace Square Open Space

Plan/Design/Project

Eastern Neighborhoods Projects

OPEN SPACE:

New Parks and Open Spaces

Park Renovation

PUBLIC REALM:

Green/Living Streets

Civic Boulevard (Folsom) Streetscape Improvements

TRANSPORTATION:

Transit Improvements

Ped/Bike/Traffic Calming

COMMUNITY FACILITIES:

Childcare

Library Materials

7,500-10,000 Housing Units

Plan Adoption

2009

2011

2013

2015

2017

2019

2021

2023

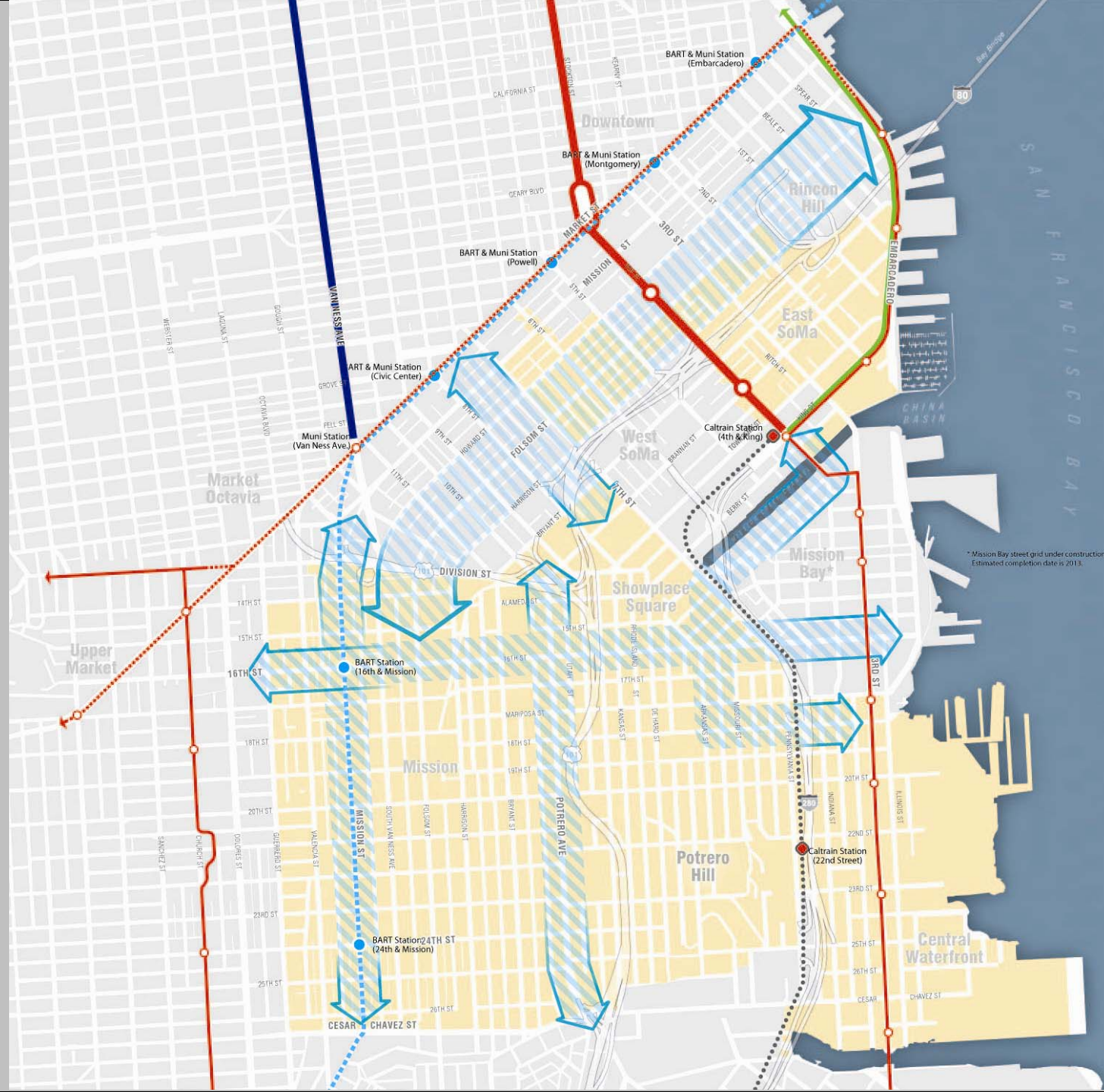
2025

An aerial photograph of San Francisco, showing the city's dense urban grid, major highways, and the bay area. The word "TRANSPORTATION" is overlaid in large, bold, red capital letters in the center of the image.

TRANSPORTATION

Transportation Improvements in the EN Program

1. Growth drives transportation demand
 - Development occurs over time
2. EN plans propose concept-level improvements
 - Developed and vetted with MTA and SFCTA staff
3. Detailed design and environmental clearance in funded “EN TRIPS” process
4. Funding plan (to be discussed later in this presentation)



* Mission Bay street grid under construction. Estimated completion date is 2013.



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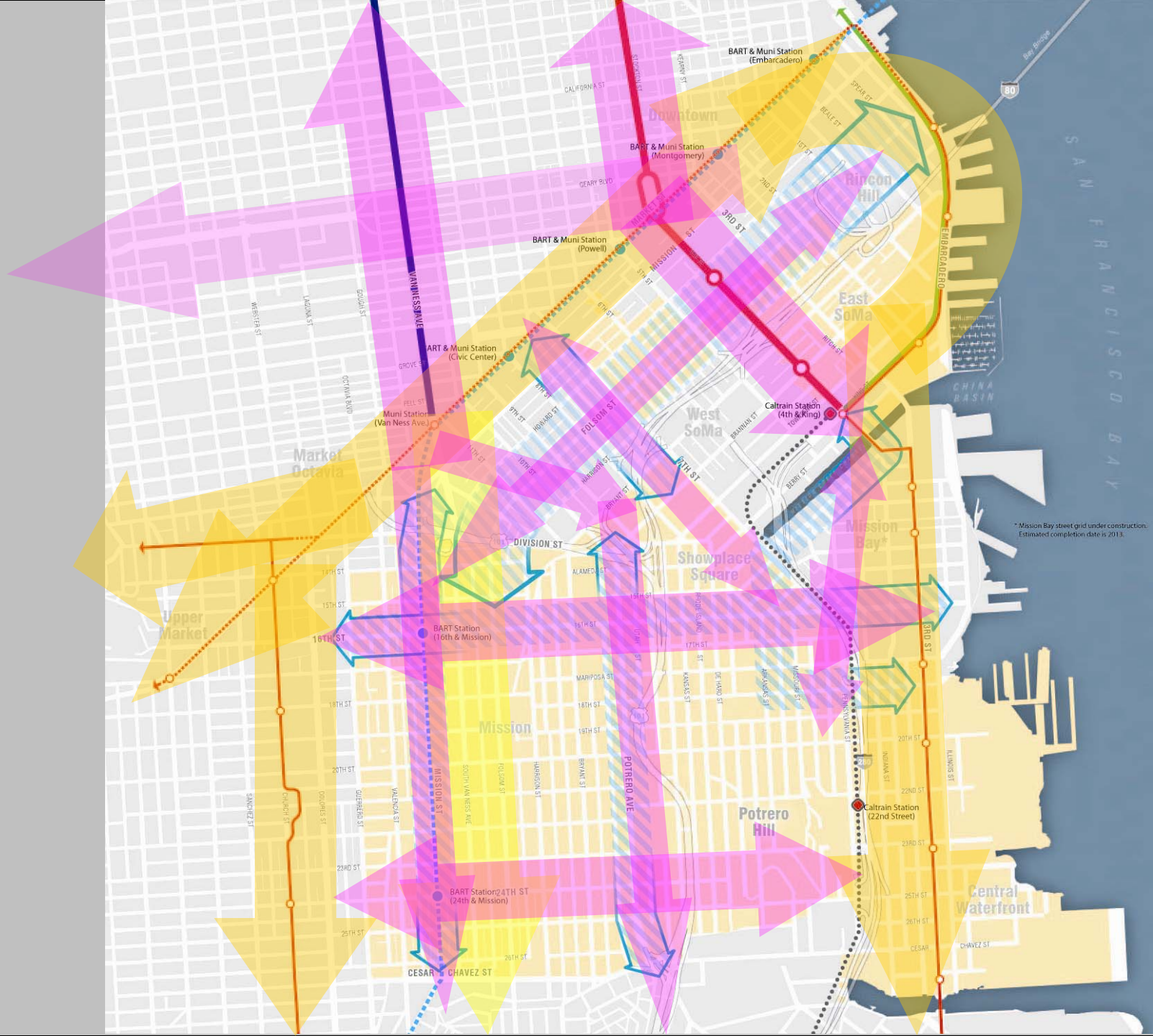


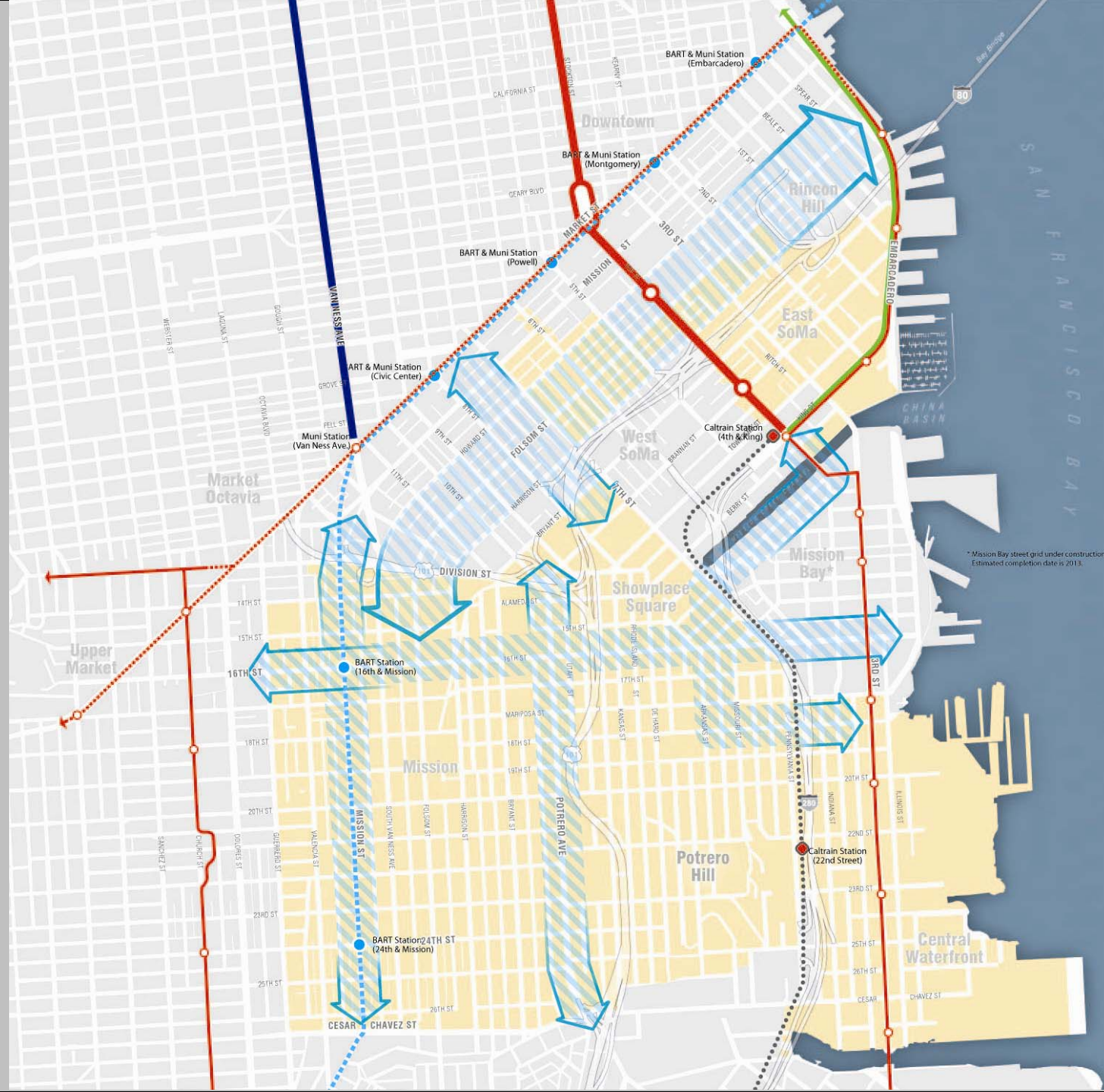




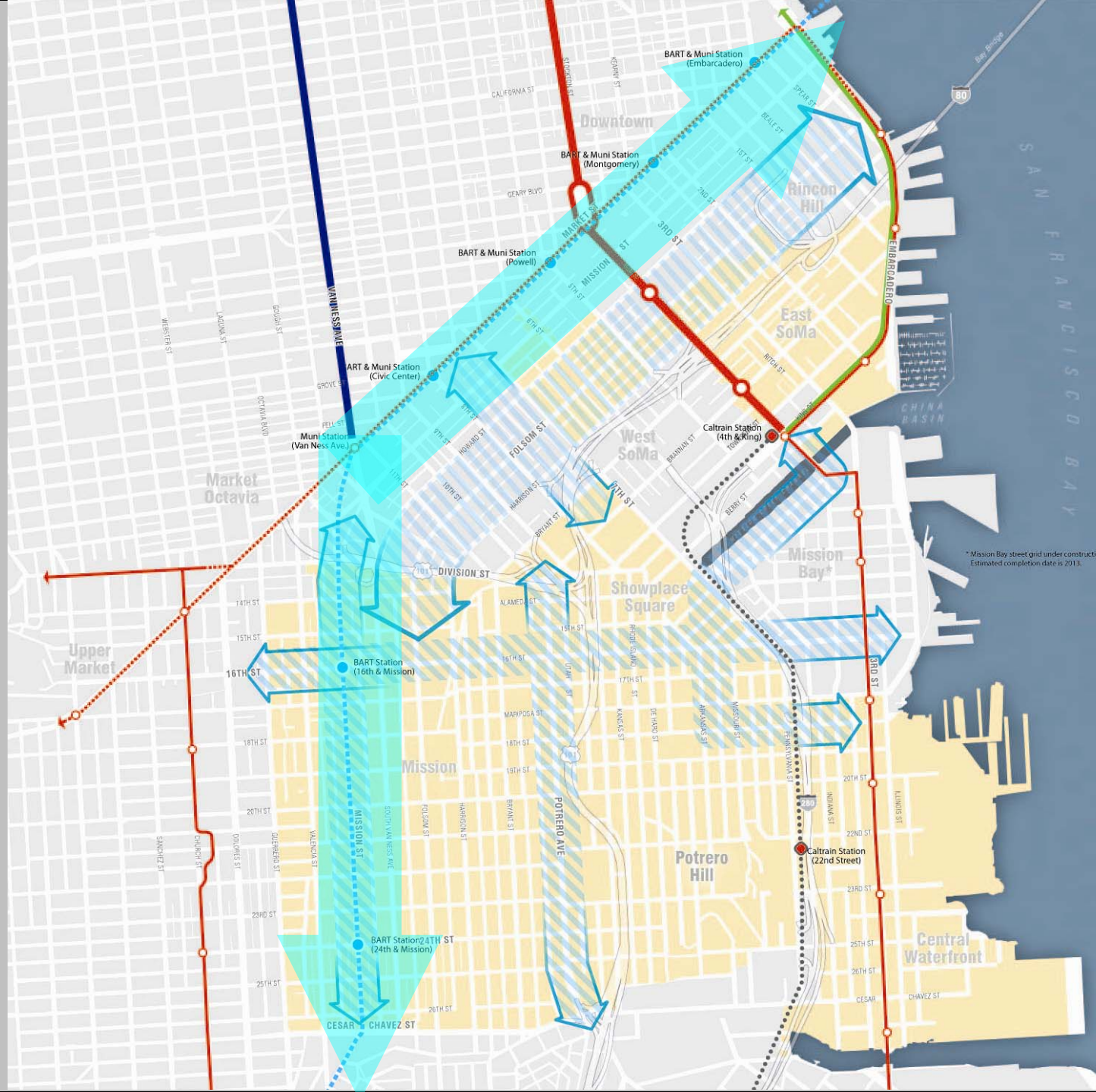


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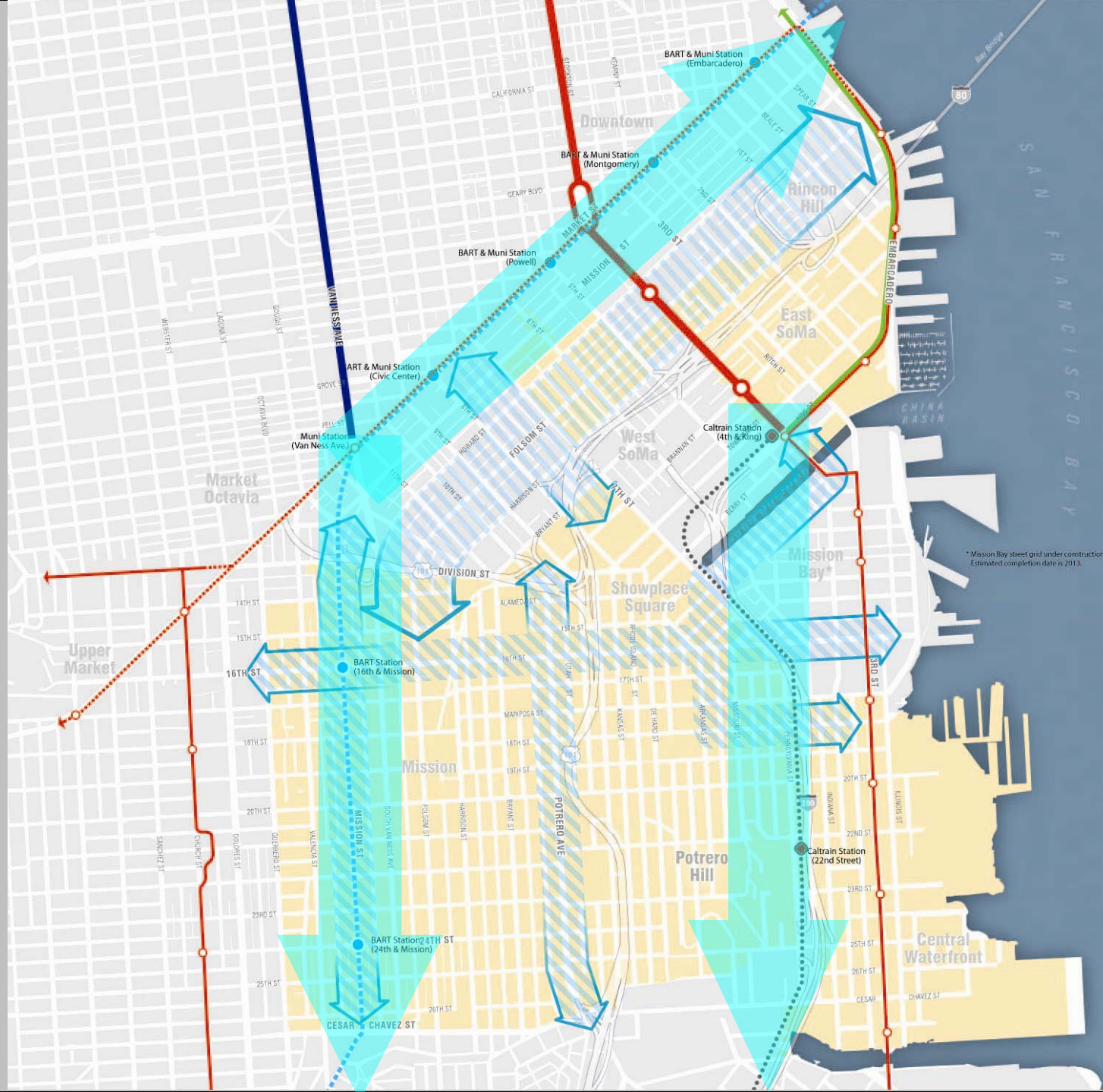




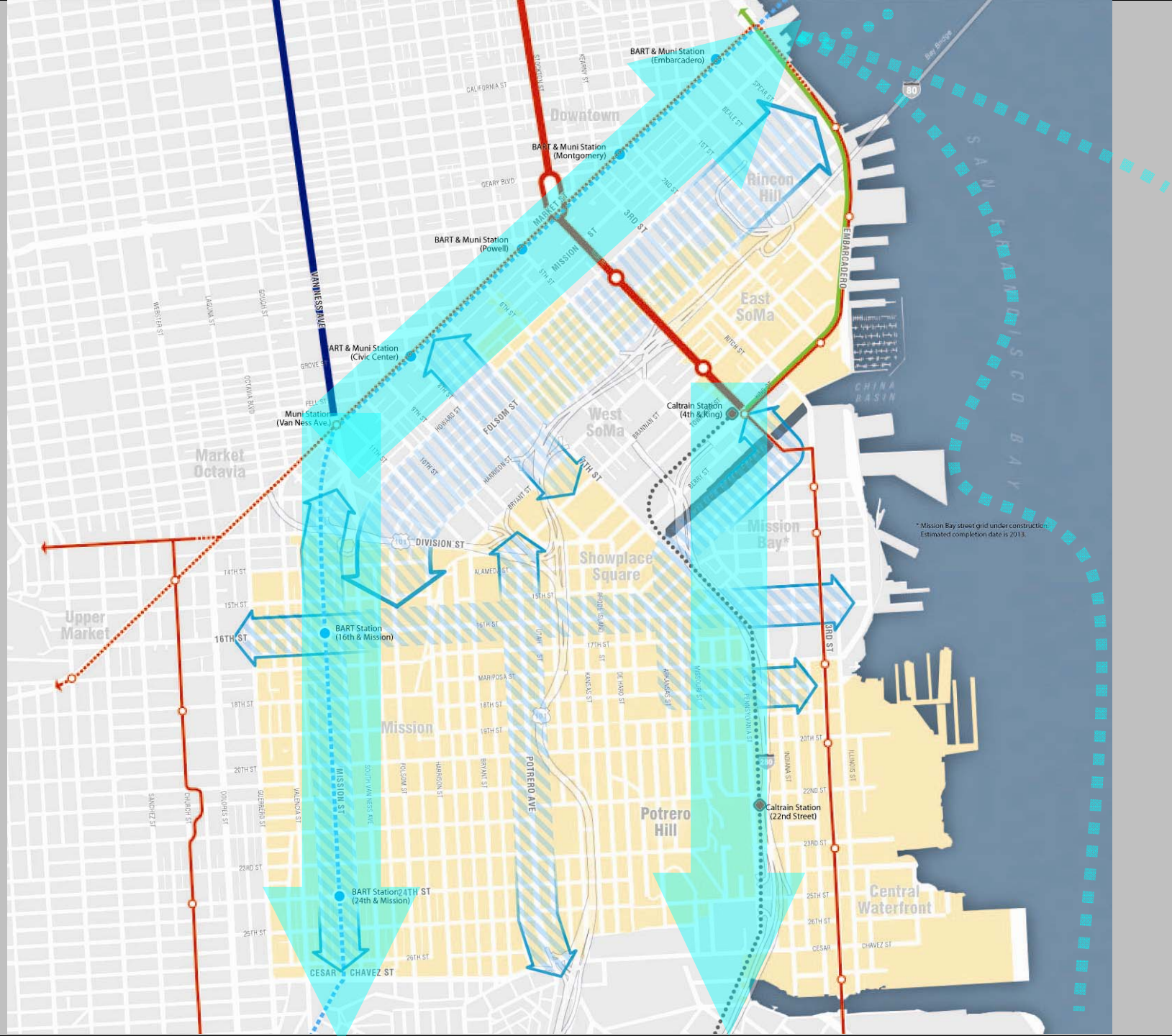
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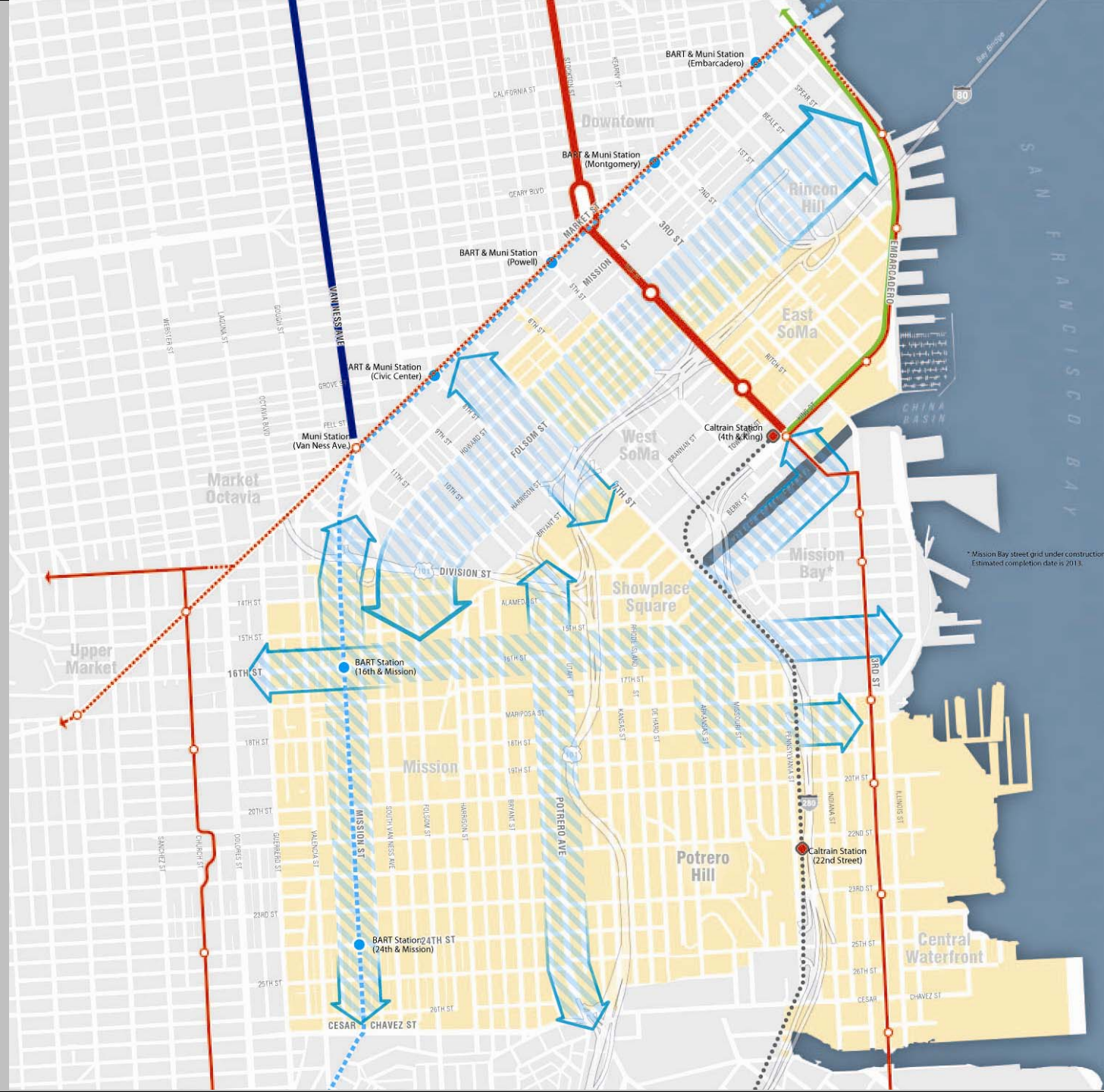
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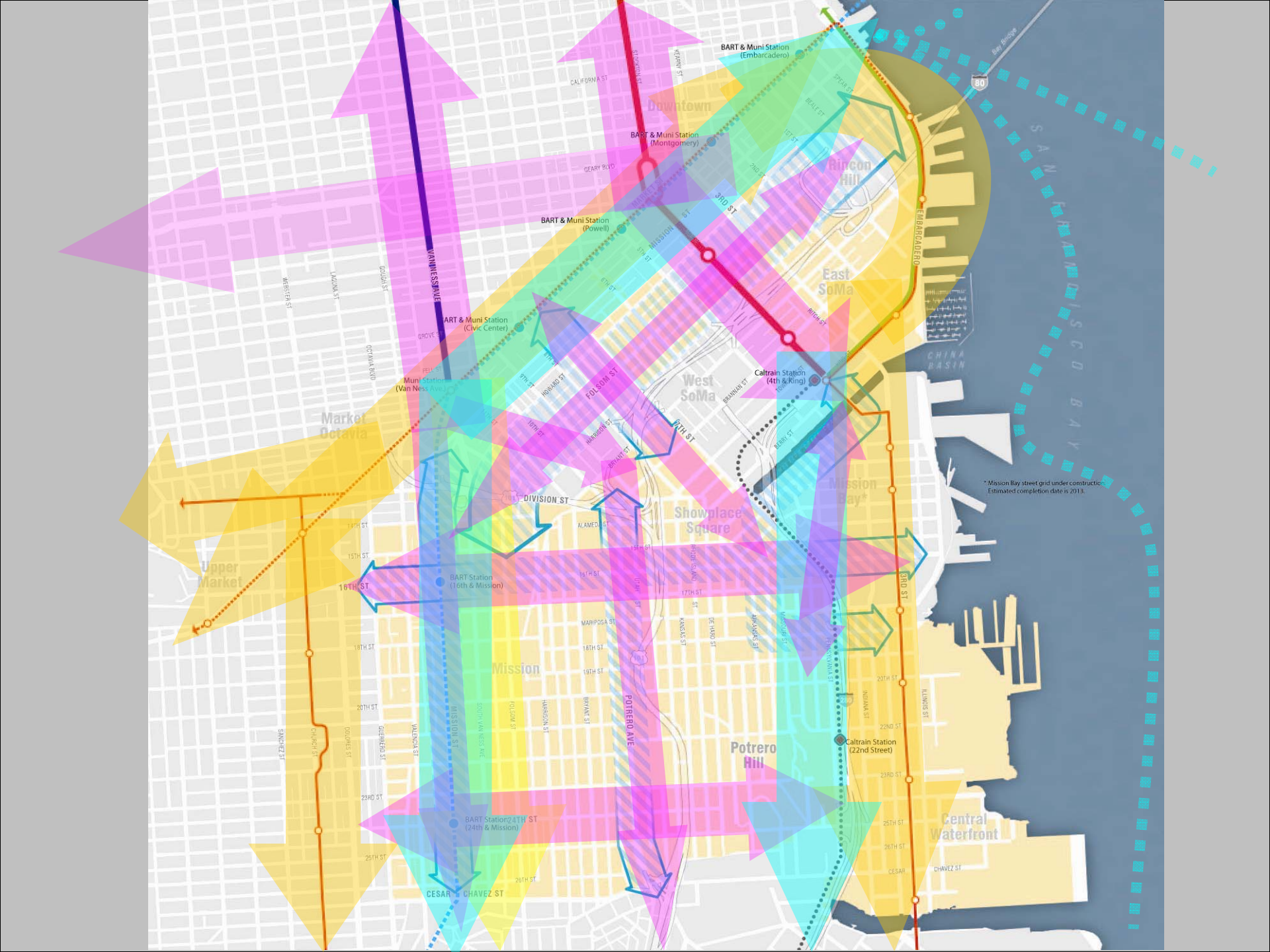
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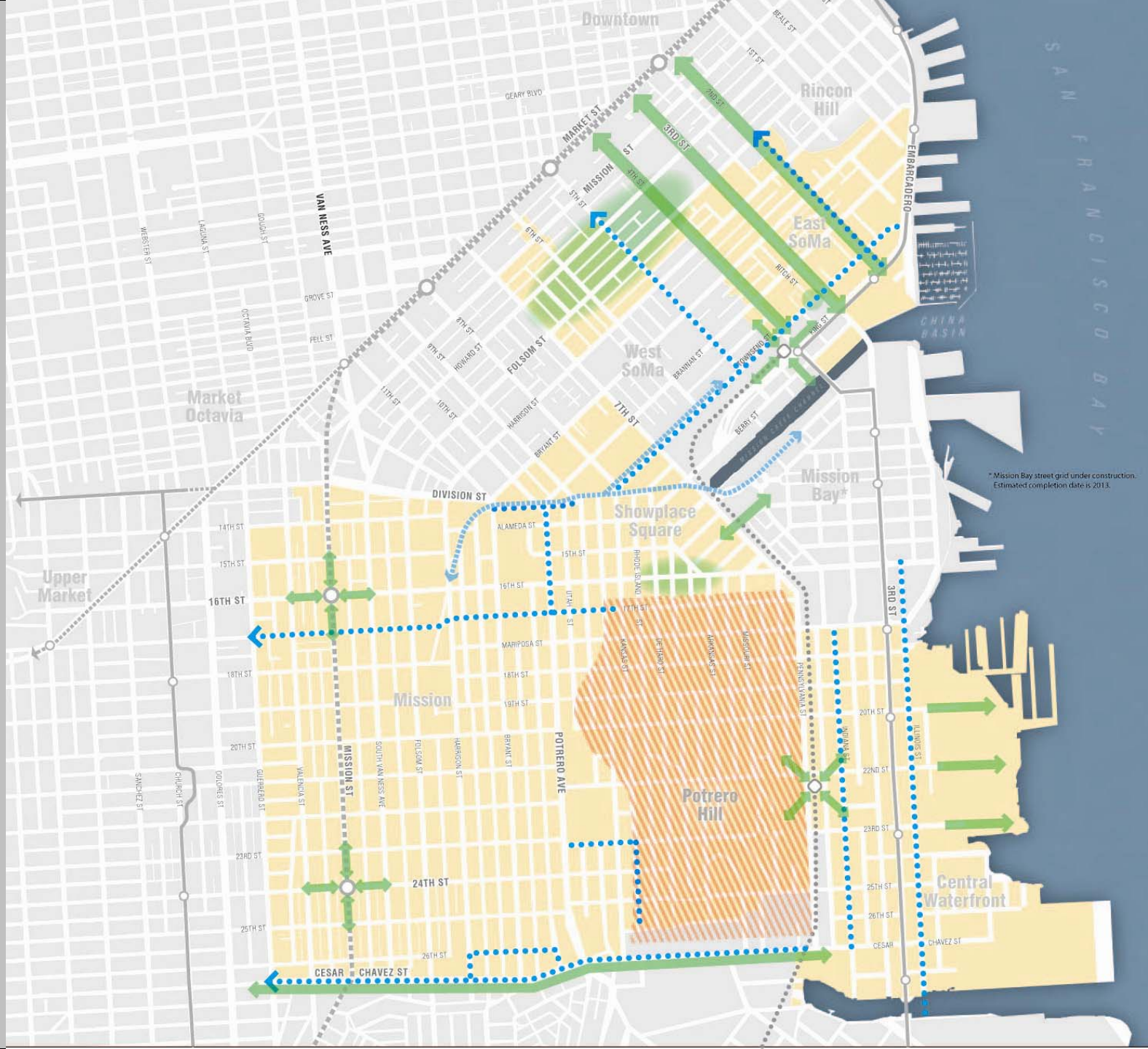
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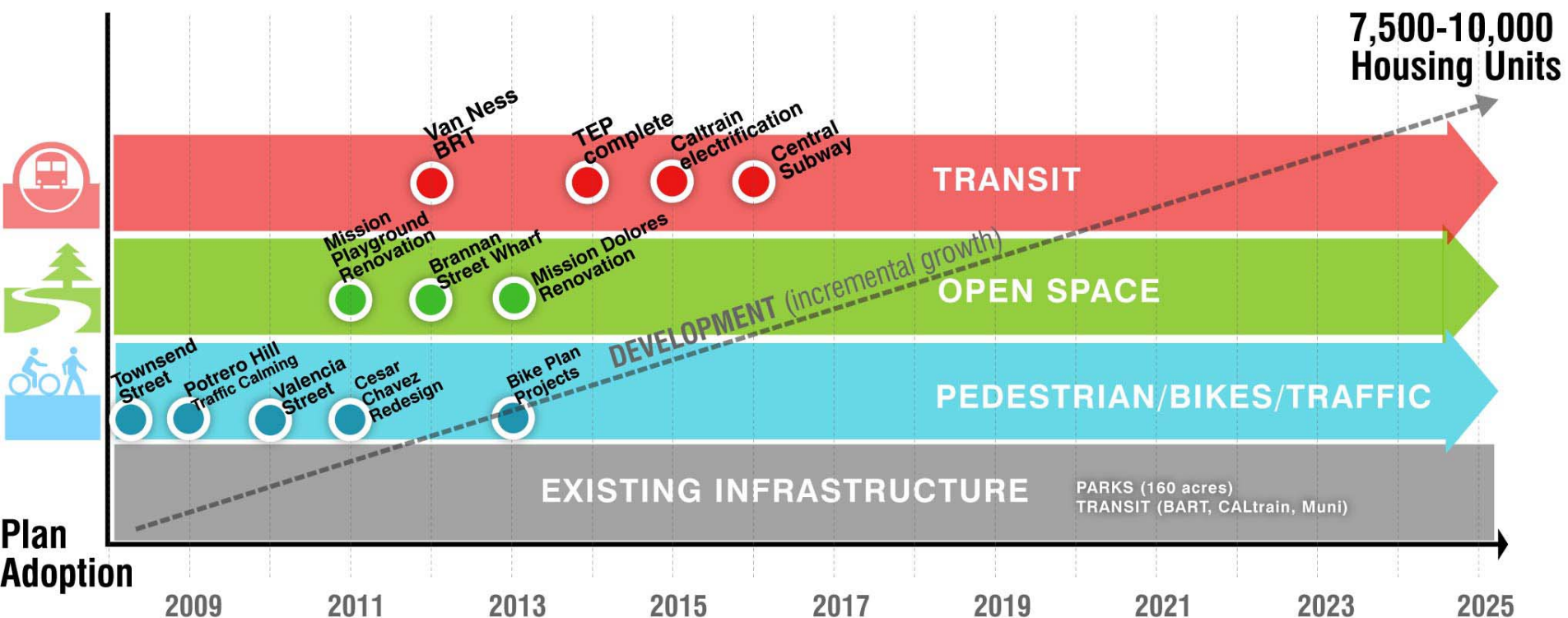
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Infrastructure* & Development Timeline

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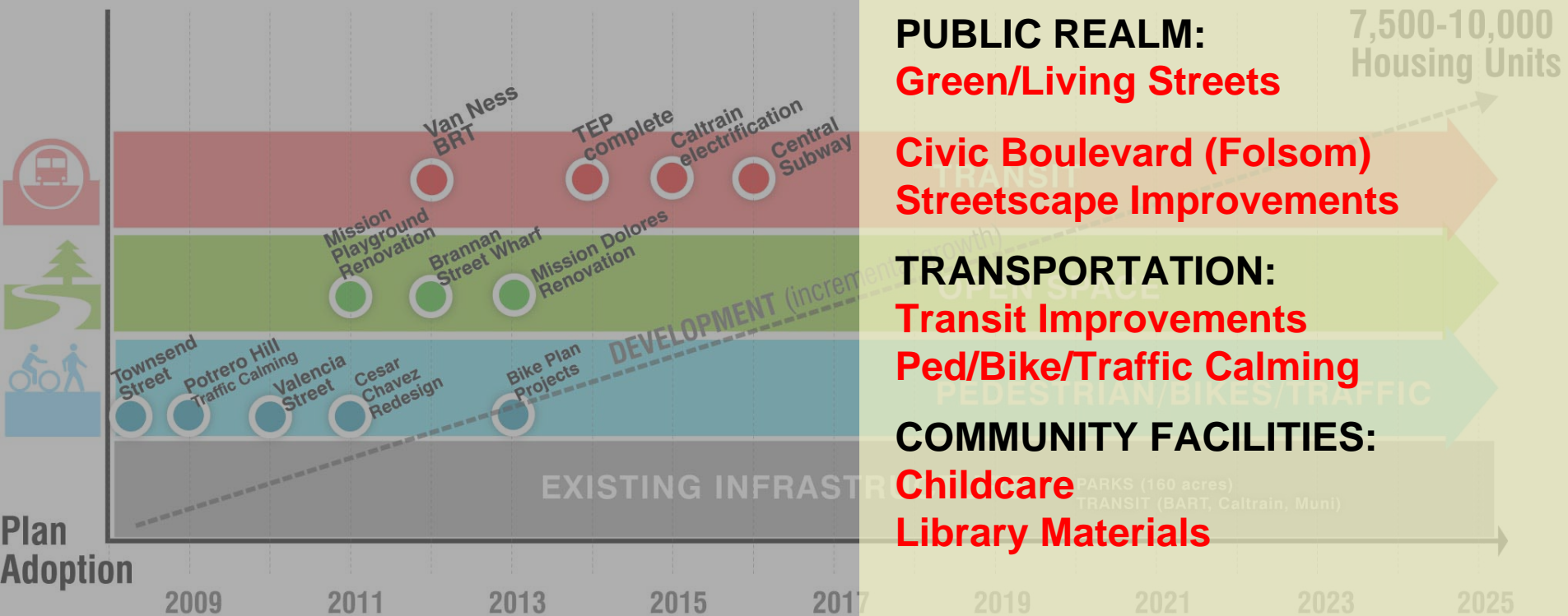
An aerial photograph of San Francisco, showing the city's dense urban grid, major highways, and the bay area. The image is semi-transparent, allowing the text to be clearly visible over it.

OPEN SPACE

FUNDING FOR INFRASTRUCTURE

Infrastructure* & Development Timeline

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Infrastructure* & Development

Timeline

EARLY START PROJECTS

*Planned AND funded capital projects

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Projects

OPEN SPACE:

New Parks

Park Renovation

PUBLIC REALM:

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Civic Boulevard (Folsom)

Streetscape

7,500-10,000
Housing Units

TRANSPORTATION:

ENTRIPS

Transit

Ped/Bike/Traffic Calming

COMMUNITY FACILITIES:

Childcare

Library Materials

Plan
Adoption

2009

2011

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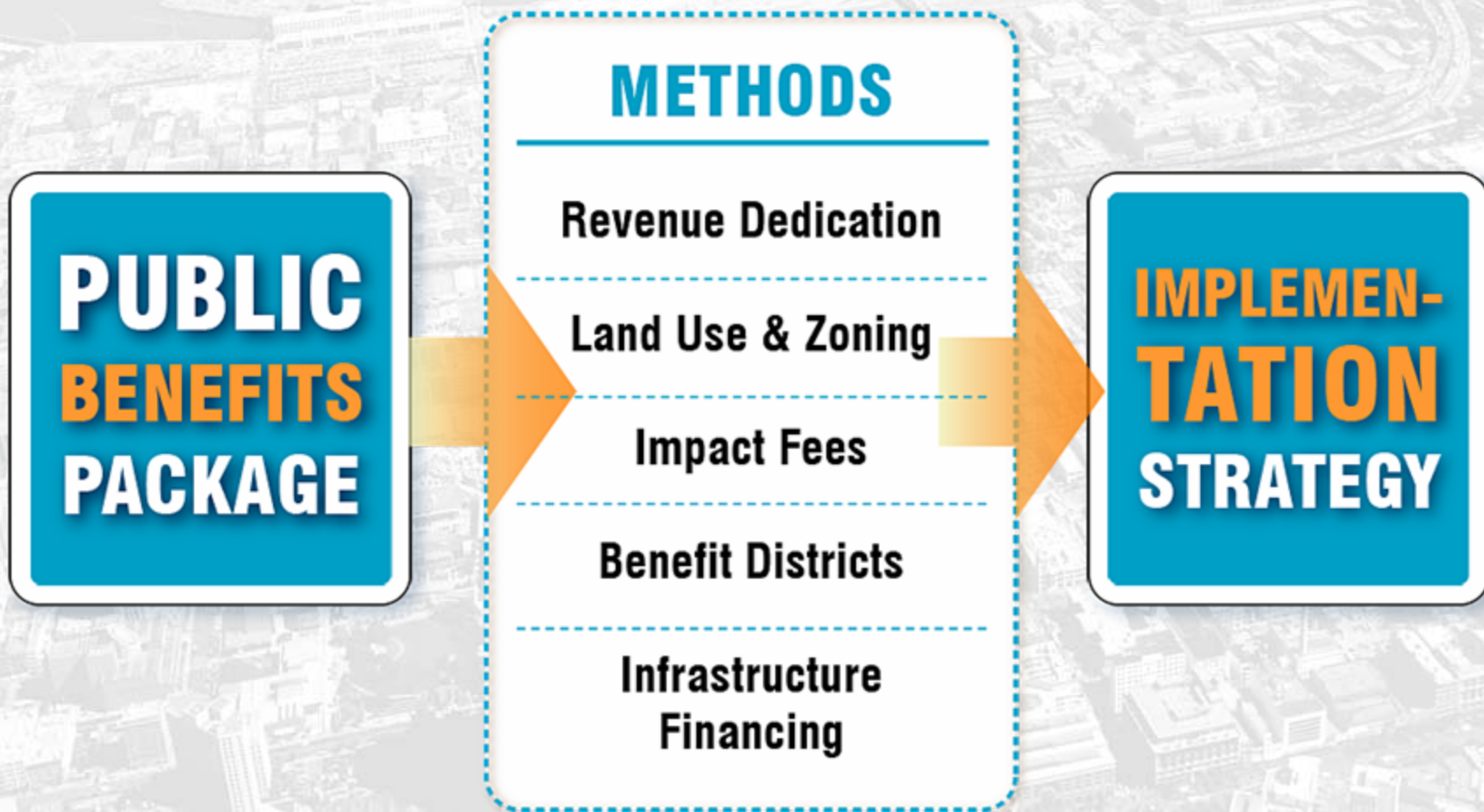
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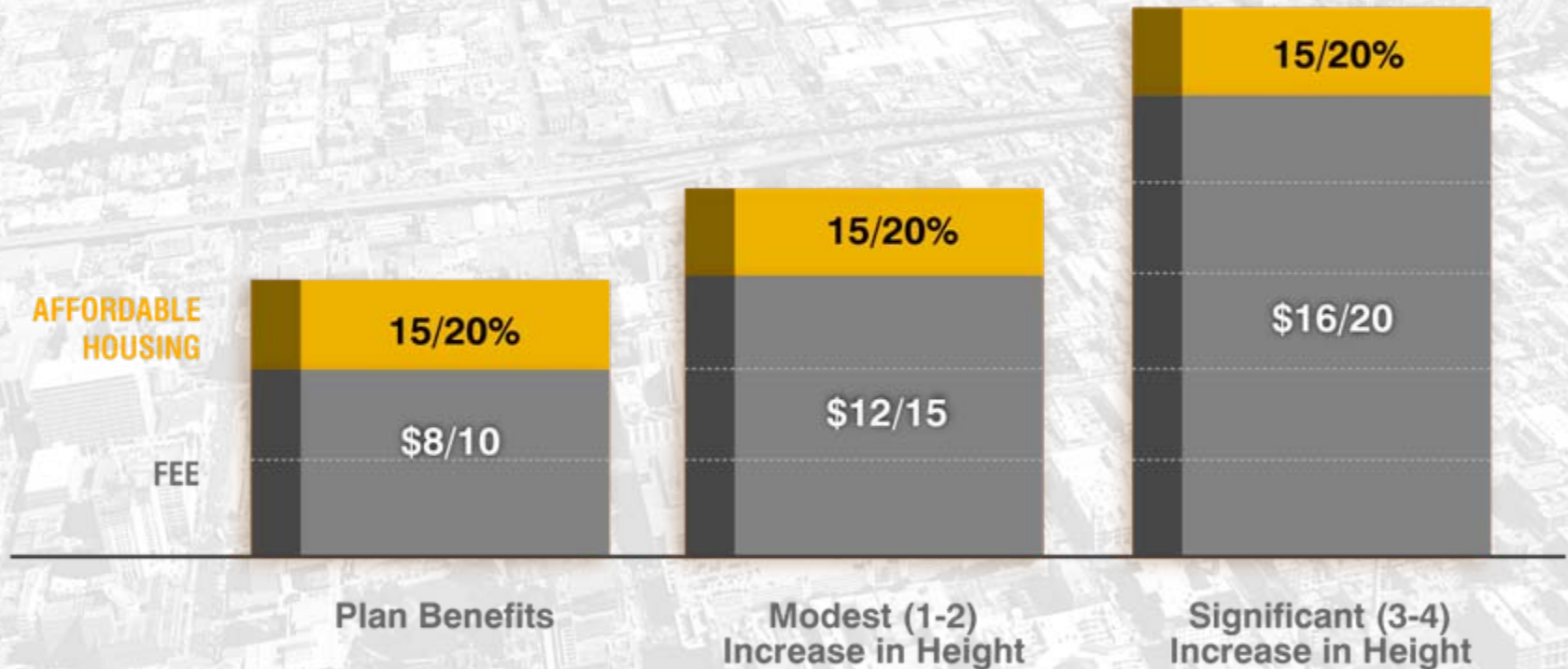
2023

2025

PUBLIC BENEFITS: Funding & Implementation



PUBLIC BENEFITS: **Impact Fees**



PUBLIC BENEFITS: Funding Strategy

Source	Funding
Secured Funding	\$30-50m
Fee Revenue	\$100-150m
Potential Grants	\$100-125m
Agency Funding	varies
Projected Revenue:	\$250-300m
<i>New Revenue Sources (projected need)</i>	<i>\$100-150m</i>
Total Revenue:	\$400m

+ Does not include affordable housing revenue

PUBLIC BENEFITS: **New Revenue Sources**

Infrastructure Financing Working Group: Tasked to explore a range of financing mechanisms, including:

- **Mello Roos/ Community Facility Districts:** Opportunity to increase speed of infrastructure construction
- **Benefit / Assessment Districts:** Estimate can raise \$200-300K annually
- **Grants:** Awards can increase with continued local and regional collaboration, including office to spearhead.

New Revenue Sources – To Cover Projected Need

Infrastructure Finance Working Group: Tasked to explore a range of financing mechanisms, including:

- **Agency and Capital Plan Coordination:** Direct integration of EN projects into each agency's annual budget, and with the City's annually-approved 10-Year Capital Plan (coordinate with Board's annual review of the capital budget).
- **Tax Increment Financing:** Direct new tax gains back to targeted area for public improvements.

Chicago: A Case Study of Success

- Has generated \$2 billion to date for capital improvements (\$443 million in 2007).
- Has funded public schools, streetscapes, streets and alleys, parks, police and fire stations.
- Has done most of this through Tax Increment Financing



Tax Increment Financing in Chicago

State Context

- Non-blighted areas can be designated TIF areas (“conservation” areas). A significant portion of Chicago’s TIFs are conservation areas.
- Allows collecting increment *other* than property taxes.
- Do not have a Prop 13 to limit property tax rate increases, so can increase when necessary to offset set-asides.

Local Commitment

- Aldermen have local prerogative on TIF designations and spending.
- Department of Planning and Development is lead agency and administrators of revenue for projects.

Setting Up Tax Increment Financing *Here:*

If we were to enact a pilot program for the EN, many questions still to be answered:

- What enabling legislation is required for TIF?
- What percentage of new taxes should be dedicated to the Eastern Neighborhoods through TIF?
- What structure is required to administer TIF?
- Is this the right vehicle?

Setting Up TIF: Components

- Enabling legislation
- Tax revenue share
- Administrative structure required

Possible Mechanisms

State Level

- Requires State Bill to authorize, local legislation to initiate.
- Could be scoped as a “pilot program” for San Francisco only.
- Could be confined to “growth” areas like the Eastern Neighborhds.

Local Level –

Infrastructure Financing District

- Already legislated tool.
- Allows increment to finance specific public infrastructure improvements.
- Requires 2/3 voter approval unless all property is publicly owned.

Local Level –

Budget Set-Aside

- Requires only local authorization for annual budget set-aside.
- Could defer TIF set-asides if City General Fund revenues at risk.
- Has to be reallocated annually, so tough to depend on/bond against.

Setting Up TIF: Components

- Enabling legislation
- Tax revenue share
- Administrative structure required

Majority of New Growth Due to Plan

<i>GROWTH</i>	<i>No Project</i>	<i>Plan</i>
Housing Units	2,800	9,800
Jobs	9,600	12,500

From the *Eastern Neighborhoods Environmental Impact Report* certified XXX, Table 2: Forecasted Growth by Rezoning Option

70% of new housing growth would not occur without the proposed rezoning.

Setting Up TIF: Components

- Enabling legislation
- Tax revenue share
- Administrative structure required

Implementing Agency Needed to...

- *Connect the plan with the improvements.*
- *Coordinate improvements with City's 10-Year Capital Plan.*
- *Manage the money and route for improvements.*
- *Coordinate the agencies installing the improvements.*

Options include:

- Implementation Division within Planning/Redevelopment?
- Merge Redevelopment and Planning Agency (similar to Chicago)
- Cross-Agency Implementation Section with delegates from each implementing agency (expansion of current IPIC)

Key Principles for Getting Things Built:

1. Improvements should be flexible: they must be allowed to grow and change over the life of the Plans.
2. Inter-plan area coordination is critical to effective provision of improvements.
3. ***Implementation of public benefits should closely track growth.***

FIVE-YEAR CAPITAL PLAN

Eastern Neighborhoods Early Start Projects

Projects	Funding Still Needed
Transit	
#22 Trolley Extension	\$7,500,000
Streets	
16th St streetscape	\$8,448,000
Folsom streetscape	\$11,000,000
Townsend ped improvements	\$0
Parks	
17th & Folsom park	\$18,000,000
Draves Park ped improvements	\$611,000
Showplace Square Open Space	\$2,600,000
Plan/Design/Project	
Projected Cost:	\$48m

Plan Infrastructure Prioritization Agreement (PIPA)

- Board action to commit the City to re-order its budget priorities to focus on Eastern Neighborhoods priority capital projects: the *Five-Year EN Capital Plan*
- Specifically, the PIPA should direct
 1. MOH to prioritize housing development in specified Plan Areas, with target production within 5 years.
 2. MTA to fully fund/construct the 22-Fillmore improvements, 16th, Folsom and Townsend Street improvements.
 3. Parks & Recreation to use capital/acquisition set asides from recent ballot measure to prioritize early acquisition of parkland in Mission and Showplace Square, and SoMa pedestrian improvements.

Next Steps

There's Still Work to Do:

- To secure *legally defensible* mechanisms on how to meet funding gap.
- To ensure Citywide cooperation and engagement as programs develop.

Recommendations:

- Establish Infrastructure Finance Working Group, with recommendations required 6 mos/5 years
- Confirm funding requirements for 5-Yr EN Capital Plan.
- Confirm the appropriate legislative vehicle for creating a binding commitment to fund.
- Provide a reasonable timeline for implementation.

An aerial, grayscale photograph of San Francisco, showing the dense urban grid, the Golden Gate Bridge in the distance, and the city's coastline. The image is faded to serve as a background for the text.

ACCOUNTABILITY

Reporting & Monitoring

IMPLEMENTATION

What good are the Plans if nothing happens?

Implementation Document

- Improvements Program
- Funding Strategy
- **Program Administration**

Materials for Eastern Neighborhoods Area Plans Initiation Hearing Case No. 2004 0160EMTUZ



For Hearing on April 17, 2008

VOLUME 3

- IV. Zoning Map Amendments (Z Case)
- V. Interim Historic Preservation Procedures (U Case)
- VI. Implementation Document (UU Case)



SAN FRANCISCO PLANNING COMMISSION

An electronic copy of this package is available on our website at: <http://en-hearings.sfpplanning.org>. If you want a printed or CD copy of the material, contact Claudia Flores at 415.558.6473 or via email Claudia.Flores@sfgov.org.

VOLUME 3

- IV. Zoning Map Amendments (Z Case)
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WHAT'S IN THE PLANS?

1. LAND USE STRATEGY

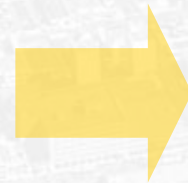
- Planning Code (zoning) Amendments
- Design Guidelines
- Historic Preservation Policies & Procedures
- Affordable Housing



Planning Department

2. PHYSICAL IMPROVEMENTS

- Parks & Open Space
- Transit & Transportation
- Streetscape & Greening



**Rec Park, DPW, MTA,
TA, PUC, BART**

3. PROGRAMS

- Workforce Development
- Affordable Housing
- Arts Programs
- Community Programs
- Business Attraction & Retention



**Mayor's Offices
(MOEWD, MOH, MOCD),
SFUSD, DCYF, DEM, DPH,
Arts Commission**

Eastern Neighborhoods Area Plan Monitoring Program

- Evaluates implementation of Public Benefits according to growth.
- Provides basic statistics on
 - development activity.
 - housing construction.
 - infrastructure improvements .
- Impacts annual budget process for implementing agencies
- Provides basis to consider changes to the plan program.

Monitoring Progress:

- 1) Monitor progress according to each Plan's matrix of implementation actions.
- 2) Measure the balance of growth against needed improvements, according to standards (Needs Assessment).
- 3) Analyze and update fee levels.

*If monitoring surveys indicate failure in key areas >
ACTION*

Participants and Roles

- **Citizens Advisory Committee:** Community body to guide implementation of improvements.
- **Interagency Plan Implementation Committee:** Agency representatives responsible for integrating Eastern Neighborhoods Public Benefits projects into agency work programs, identifying and implementing key pilot projects.
- **Board of Supervisors:** authorizes funding, from the Eastern Neighborhoods Public Benefits Fund or other sources.

Citizens Advisory Committee

- Appointed by the Board of Supervisors (2/3) and the Mayor (1/3).
- Includes at least two representatives from each neighborhood.
- Must adequately represent renters, low-income residents, local merchants, established neighborhood groups.

- Role:
 1. Liason to plan constituency, coordinate with community, neighborhood and merchants associations.
 2. Prioritize potential improvements, based on possible projects presented by the IPIC.
 3. Work with City agencies to pursue “future mechanisms” i.e. grants and bonds, tax increment financing; and benefit or assessment districts.
 4. Review Plan monitoring and reporting documents.

A Healthy Economy: Small Business Development & Support

- Small business development strategies as part of public benefits and of a larger economic development plan
- Policies and Implementation Program recommendations in the Plans to support small business retention



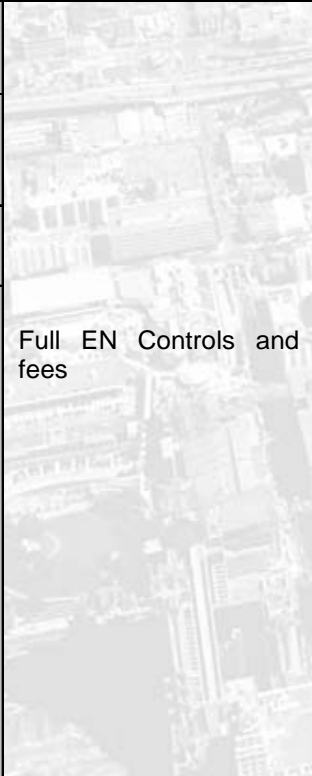
- Working with Office of Economic and Workforce Development and with 24th and Mission Street stakeholders to explore community benefits districts to support lease negotiations and business incentives
- ABAG's Development without Displacement Program grant for a community engagement strategy for small businesses in the 24th and Mission Street neighborhood commercial corridors.



An aerial, grayscale photograph of San Francisco, showing the dense urban grid, the Golden Gate Bridge in the upper left, and the city's coastline. The word "Pipeline" is overlaid in large red letters.

Pipeline

Pipeline Rules as Decided by Planning Commission

	Project <u>could not be approved</u> under zoning in effect at time of application (e.g. project application requested a zoning change)	Project <u>could be approved</u> under zoning in effect at time of application			
		Application date before January 19, 2007¹	Application date between January 19, 2007 and August 29, 2007	Application date between August 30, 2007 and April 17, 2008	Application date after April 17, 2008
Impact Fees	 Full EN Controls and fees	None	Discounted fee level	Full EN fees	
Inclusionary Housing		Pre-EN inclusionary requirement	Full EN inclusionary requirement		
Permitted Uses		Pre-EN Planning Code use controls continue to apply			EN use controls apply
Other Code Requirements		New EN code requirements apply, (These include, but are not limited to parking maximums, altered open space requirements, required parking setbacks, alley height controls, required ground floor uses, curb-cut restriction and ground floor ceiling height minimums.) Certain height increases may be granted when consistent with Eastern Neighborhoods controls. Project sponsor may request relief from requirements (other than use) through conditional use permit, if the requirements would require a substantial re-design.			New EN code requirements apply with no relief through conditional use permit.

Pipeline Rules as Decided by Planning Commission

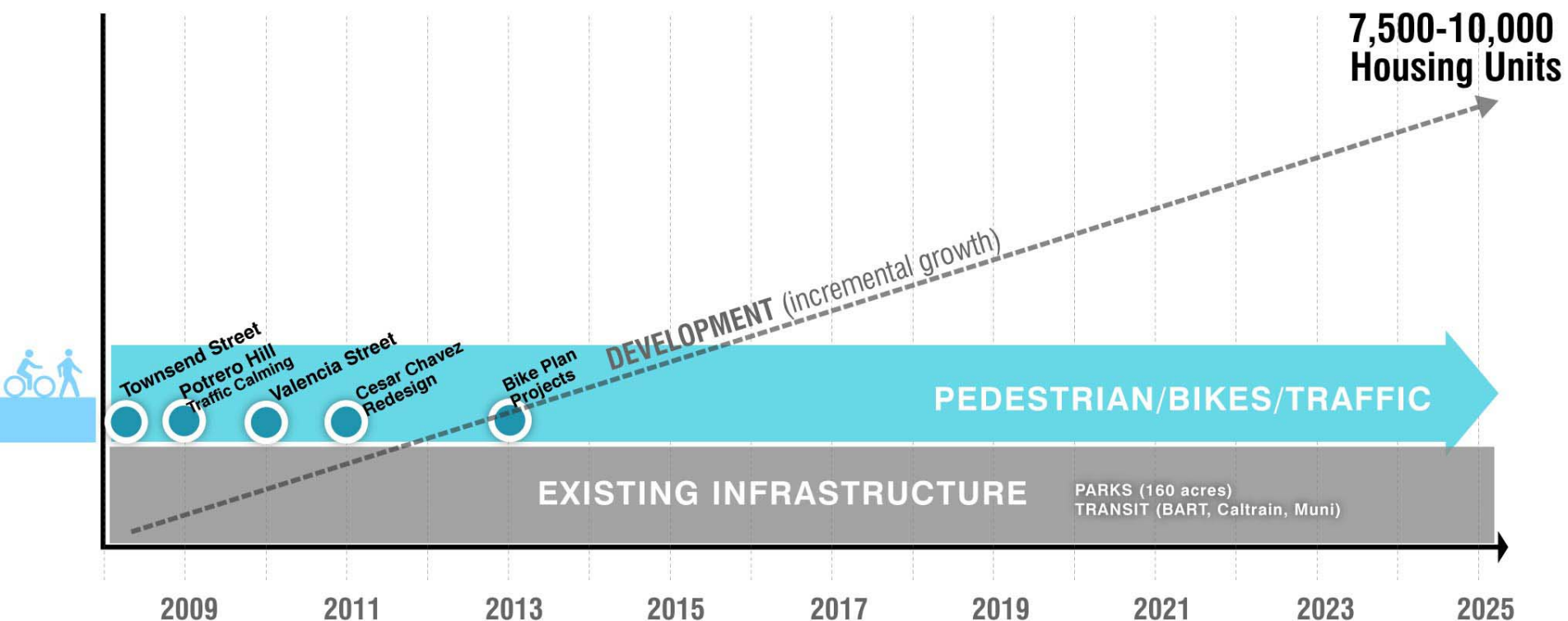
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Number of Units		1,208	429	536	
Impact Fee Value		- \$11 M	-\$2 M		

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Thank You

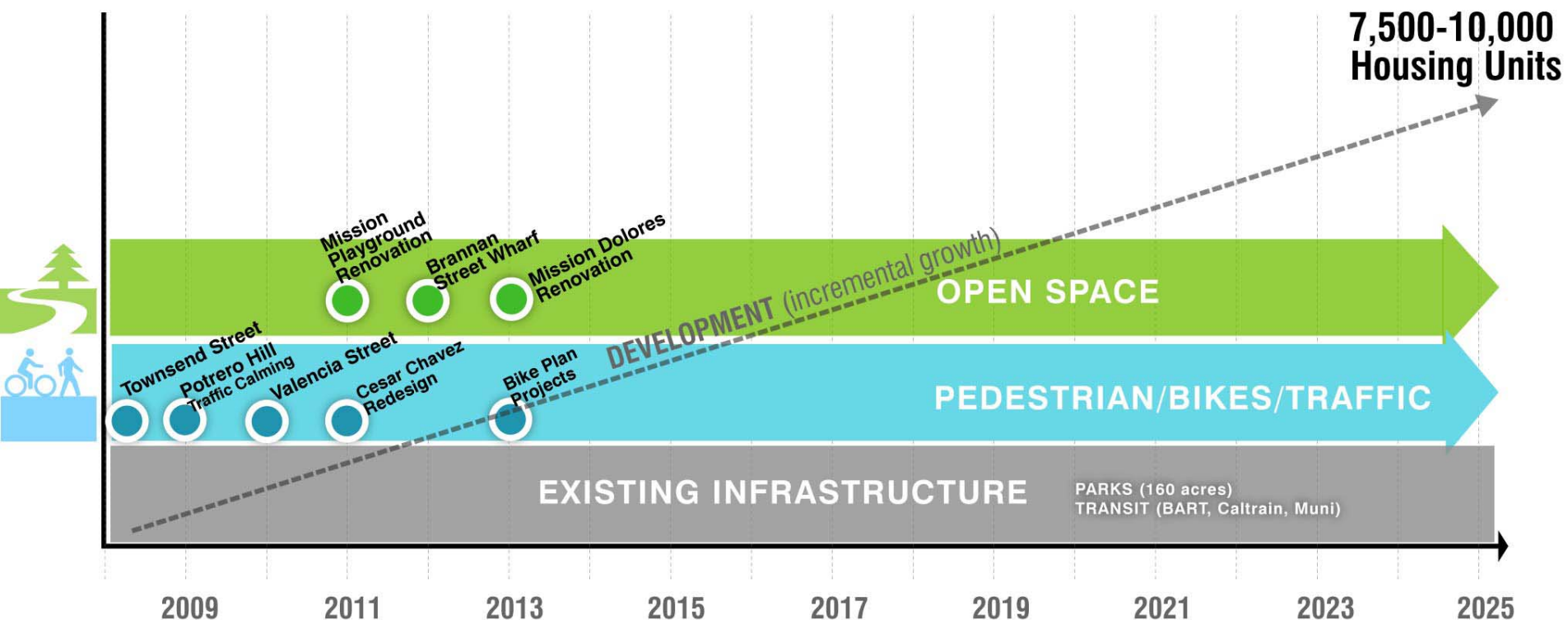
EN Infrastructure* & Development Timeline

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EN Early Start Projects

critical projects to support the first few years of growth in the EN

	Cost	Funding	Source	Gap
Transit				
#22 Trolley Extension	\$12,000,000	\$4,500,000	Prop K	\$7,500,000
Streets				
16th St streetscape (Guerreo to Van Ness)	\$8,448,000	\$0		\$8,448,000
Folsom streetscape (EN Transportation Division)	\$11,000,000	\$0		\$11,000,000
Townsend pedestrian improvements	\$10,000	\$10,000	MTA	\$0
Parks				
17th & Folsom park	\$18,000,000	\$0		\$18,000,000
Draves Park pedestrian improvements	\$611,000	\$0		\$611,000
Showplace Square Open Space Plan/Design including implementation of one open space project	\$2,600,000	\$0		\$2,600,000
				\$48,159,000

See next Slide Instead!

Budget

Tax Increment	\$9,000,000
Grant Capture	\$20,000,000
Impact Fee	\$20,000,000
Total	\$49,000,000