



SAN FRANCISCO PLANNING DEPARTMENT

Executive Summary Adoption of Amendments to the TDM Program Standards HEARING DATE: JANUARY 19, 2017

Case Number: 2012.0726PCA
Project Name: Amendments to the TDM Program Standards
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Recommendation: **Recommend Approval**

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The action before the Planning Commission is a resolution adopting amendments to the TDM Program Standards. While the Board of Supervisors has made several amendments to the associated TDM ordinance, none of those amendments were deemed to be material modifications requiring a referral back to the Planning Commission. If the Board of Supervisors proposes any material modifications to the TDM ordinance in the future, they will be referred back to the Planning Commission for consideration.

While this document provides brief background information, Attachment A includes a list of links to various resources to provide additional background information. These resources include previous TDM Planning Commission case reports, the current TDM Program Standards, the TDM calculation tool, and other resources.

BACKGROUND

Following a Planning Commission informational hearing on February 11, 2016 and an initiation hearing on April 28, 2016, the Planning Commission adopted two resolutions by unanimous 7-0 votes on August 4, 2016: 1) a resolution recommending that the Board of Supervisors adopt an ordinance amending the Planning Code to establish a citywide Transportation Demand Management (TDM) Program (TDM Ordinance) (Resolution No. 19715); and 2) a resolution adopting the Planning Commission Standards for the TDM Program (TDM Program Standards) conditioned upon approval of the TDM Program Planning Code amendments by the Board of Supervisors (Resolution No. 19716).

After the August 4, 2016 Planning Commission hearing, Supervisor Avalos (District 11) signed on as sponsor of the legislation. However, Supervisor Avalos completed his service of two successive four-year terms in January 2017, and is no longer the sponsor. Supervisor Cohen signed on as the sponsor of the legislation on January 9, 2017. The TDM Ordinance was heard at regularly scheduled Board of Supervisors Land Use and Transportation Committee hearings on November 28, 2016, and December 5, 2016, and several amendments were made. The Land Use and Transportation Committee continued the item to the January 23, 2017 meeting. Attachment B includes the current draft TDM Ordinance.

THE WAY IT IS NOW

The Planning Commission adopted the TDM Program Standards on August 4, 2016 conditioned upon approval of the TDM Program Planning Code amendments by the Board of Supervisors. The TDM Program Standards contain the specific requirements necessary for implementing the TDM Program. Although the TDM Program Planning Code amendments have not been adopted, staff has been using the TDM Program Standards when assessing a project's transportation effects in the surrounding

neighborhood and community for projects with approval before the Planning Commission. This has led to recent projects before the Planning Commission meeting most, if not all, of the TDM Program Standards requirements.

THE WAY IT WOULD BE

Since the Planning Commission’s action on August 4, 2016, staff has conducted additional outreach in preparation for the Board of Supervisors Land Use and Transportation Committee hearings. Based upon the additional outreach and analysis, staff has identified amendments to the TDM Program Standards that are proposed for adoption by the Planning Commission. These amendments to the TDM Program Standards are summarized below, and detailed in Exhibit A of the draft resolution. The draft resolution is Attachment C.

The following amendments are organized by “substantive” and “non-substantive” per Section 4.1 of the TDM Program Standards. **Substantive amendments require Planning Commission adoption**, while non-substantive amendments (e.g., clarifying text edits) may be made administratively.

Proposed Amendments to the TDM Program Standards

Substantive Amendments

1. Lowering the Minimum Target

Amendment. Table 2-1 would be amended to reduce the target by one to three points for development projects in land use category C (Residential) with between 0 and 15 parking spaces.

Discussion. Under current standards, the minimum required target is set at 13 points with no distinction between projects with 20 or fewer parking spaces. The proposed amendment would allow projects containing fewer than 16 spaces to have a required target as low as 10 points, as follows:

Number of Parking Spaces	Required Target
0 <= 5	10 Points
6 <= 10	11 Points
11 <= 15	12 Points
16 <= 20	13 Points

2. Remove Requirement to Reduce Parking for Projects with a Substantial Amount of Parking

Amendment. Section 2.2(b)(3) would be amended to remove the neighborhood that projects with a substantial amount of parking reduce their parking down to the neighborhood rate.

Discussion: The main goal of the TDM Program is to maintain mobility, that is, to keep people moving as our city grows. One of the additional benefits is to improve the development review process. One way this would occur is to provide flexibility to the project sponsor in developing a TDM Plan that best fits the needs of their project and neighborhood. A project sponsor would have flexibility in choosing from a variety of TDM measures from the TDM menu of options. However, this flexibility would not occur for the unique and rare circumstances surrounding projects with a substantial amount of parking, which may be associated with development with a substantial number of dwelling units or non-residential square footage. For these projects, the

TDM Program Standards, as currently written, require a project to exhaust all measures/points in the TDM menu to achieve the required target. If the required target is higher than the number of points available on the menu, then the project must reduce its parking to the neighborhood parking rate or down to an amount at which the target can be achieved, whichever is higher. This may tie the hands of decision-makers in unique situations where they may need to weigh other policy considerations for approving a project with this much parking. In these situations, the current TDM Program Standards require additional flexibility through the amendments described below.

If the TDM Ordinance were in effect over the past two fiscal years, 106 projects on the Planning Commission agenda would have been subject to the TDM Program.¹ Combined, the uses within these projects that would have been subject to the TDM Program represent approximately 225,000 square feet of retail (land use category A), 4.75 million square feet of office (land use category B), 7,100 dwelling units (land use category C), and 935,000 square feet of other uses (land use category D). For 97 percent of these projects (103 out of 106), a project sponsor would have had flexibility in choosing from a variety of TDM measures. However, for the remaining rare three cases, the project target would have been so high that a development could not accumulate enough points to meet that target.

As the TDM Program Standards are currently written, projects with very large amounts of parking would have to select all measures on the menu and reduce their parking to meet the neighborhood rate in order to be in compliance with the Program. Staff proposes that the TDM Program Standards be amended to retain flexibility for project sponsors and decision-makers in these rare circumstances. The Planning Commission will still have discretion to reduce a project's parking for other policy reasons, and projects with a substantial amount of parking may be found to have vehicle miles traveled impacts pursuant to the California Environmental Quality Act, which could require mitigation measures and/or the evaluation of project alternatives.

3. Create a Maximum Required Target for Projects

Amendment. Each individual project will have a maximum number of points it could achieve from the TDM menu. While the menu has 66 different options, some measures are reserved for certain land uses or geographies, and some may require additional City approval. Therefore, no project may take advantage of every option on the menu. Section 2.2(b)(3) would be amended so that no project's required target would exceed 80% of the points that project could otherwise achieve from the Menu of options. Based on the current Menu, this would result in a maximum required target of approximately 29 to 33 points for all projects. The phase-in and grandfathering Ordinance amendments described below would be in addition to these TDM Program Standards amendments.

Discussion: See No. 2 above.

¹ This covers the period between 7/1/2014 and 6/30/2016, and excludes projects that may have been required to comply with the TDM Ordinance if it had been in place, but would not have required Planning Commission approval (generally smaller projects). Therefore, this discussion underestimates the number of projects that would have been subject to the TDM Ordinance during this time.

4. Car-share Parking and Membership

Amendment. The amendments proposed to this TDM measure would enable projects to provide their own car-share vehicles and program for any car-share spaces offered in excess of those required by the Planning Code, would expand the option to provide 15% of car-share spaces to other shared motorized vehicle (like scooter, e-bikes), and correct typos present in the originally adopted standards.

Discussion: Some developers have provided feedback that they would like the flexibility to provide their own car-share cars-share program, instead of working with a Certified Car-share Organization. The car-share fleet would be required to operate like a car-share program—enabling advanced reservations by the hour or fraction thereof, payment by usage (time and/or mileage), availability to all eligible users, accessibility, located on-site, and insurance and maintenance is provided by the building (or building’s third party vendor). The TDM Ordinance does not intend to amend or override the current Code requirements related to provision of car-share parking, so any car-share parking required by Code would still need to be offered to a Certified Car-share Organization.

5. Family TDM Amenities

Amendment. The proposed amendments would clarify the requirements for on-site amenities, including the intensity and space of the amenities. One secure storage location and one secure large bicycle parking space shall be provided for every twenty dwelling units, with a minimum of two secure storage locations and two secure large bicycle parking spaces.

Discussion: Members of the development community had questions regarding the intent and specificity of the measure. This amendment would clarify those questions, while still providing flexibility in fulfilling the TDM measure.

6. On-site Childcare

Amendment. The proposed amendment to this TDM Measure would allow for Designated Child Care Units, as defined in Planning Code Section 401, to fulfill the requirements of this TDM measure.

Discussion: Members of the development community have requested that a measure be added to allow for shared in-home day care facilities. The Planning Code was amended in February 2016 to establish a residential child care impact fee. One or more Designated Child Care Units may be provided within a project in lieu of the residential child care impact fee. Each such unit must have at least 2 bedrooms, be at least 1,000 square feet in size, and serve at least 4 children at any one time. This amendment would also require that any such units be maintained for the life of the project.

7. Contributions or Incentives for Sustainable Transportation

Amendment. The proposed amendments to Contributions or Incentives for Sustainable Transportation would enable a fare product, such as an institutional pass, that provides monthly full-access to Muni to be considered equivalent to providing the monthly Muni only “M” pass if provided at a rate of one pass per Dwelling Unit or employee. This amendment would also specify that the contribution or incentive is for public transit or public transportation provider, unless approved by the SFMTA. Lastly, this amendment would remove the cost of membership language, as it is redundant with other language, and correct typos .

Discussion: The SFMTA is considering the creation of an Institutional Pass program, available to institutions, employers, buildings, etc. Similar to the existing Class Pass program, an Institutional Pass program would enable the purchase of monthly passes for all eligible residents or employees at a bulk cost. This would make this measure more likely to be selected by more projects. Should the SFMTA adopt such a fare product, this amendment would make it an eligible option that is considered equivalent to providing the monthly Muni only “M”.

Some developers have inquired about the ability to use this measure to support residents’ or tenants’ use of private transit. Private transit options are proliferating in San Francisco. Some may present services that reduce vehicle miles traveled. However, with unique operations, performance, and longevity, the City would like to retain the ability to approve which services may be eligible for the contributions or incentives associated with this measure.

Non-Substantive Amendments

The following amendments do not require Planning Commission action, but are provided for your information and review.

8. Bike Share Membership

Amendment: The amendment to this TDM measure would be consistent with the amendments described above in Contributions and Incentives.

Discussion. The amendment would only occur if the Contributions and Incentives amendments are adopted.

9. Delivery Supportive Amenities

Amendment: The amendment to this TDM measure would avoid the need for a staffed reception area.

Discussion. The purpose of this measure is to provide space for delivery services. Given technology capability (e.g., text message notifications), a staffed reception area is not necessary. Therefore, “staffed” has been deleted and other edits have been provided to further clarify this measure.

10. Multimodal Wayfinding Signage Clarification

Amendment: The amendment to this TDM measure would ensure that wayfinding signage is placed and installed in a manner to withstand weather elements.

Discussion. This is a clarification to ensure the long-term visibility of the signage.

11. Tailored Transportation Marketing Services

Amendment: The amendment to this TDM measure would be consistent with the amendments described above in Contributions and Incentives.

Discussion. The amendment would only occur if the Contributions and Incentives amendments are adopted.

12. Unbundle Parking and Parking Supply

Amendment: The measures would amend the residential neighborhood parking rate calculations.

Discussion. The neighborhood parking rate map and spreadsheet for residential uses is being refined to reflect a record search of building permits from the Department of Building Inspection (see Attachment D for further explanation and revised greater than one unit map). The current neighborhood parking rate map and spreadsheet for residential uses is based upon a

methodology that assumes the current zoning district parking requirements or allowances are a proxy for estimating parking supply. The methodology capped the amount at one parking space per dwelling unit for any location. The new methodology using a record search of building permits generally results in higher neighborhood parking rates for residential uses in most areas.

13. Group Housing Clarification

Amendment: This amendment clarifies that a Group Housing bedroom is interchangeable with a Dwelling Unit for any TDM measure provision that is wholly, or in part, based on the number of Dwelling Units in a project.

Discussion. The TDM Program is intended to capture Group Housing projects, and Group Housing is included as one of the triggers for the TDM Program in the proposed TDM ordinance. However, as currently adopted, TDM measures in Appendix A of the TDM Program Standards only refer to Dwelling Units. This amendment will clarify that the measures are intended to treat Group Housing bedrooms the same as Dwelling Units.

Other Potential TDM Measures

Through staff's continued stakeholder outreach, several new TDM measures have been discussed and analyzed. Staff will continue to review these measures, along with other new measures proposed in the future. More specifically, a study produced by TransForm shows a relationship between VMT, proximity to transit, and household income as a percent of Area Median Income. As such, staff is actively working to prepare an adjustment to the on-site affordable housing measure to better reflect the reduction of VMT from higher levels of affordability. Additionally, staff is exploring further the concept of an "innovation" measure to encourage developers to implement new TDM ideas that are not included in the adopted menu.

REVISIONS TO THE TDM ORDINANCE SINCE AUGUST 2016

The Land Use and Transportation Committee of the Board of Supervisors voted to make several amendments to the TDM Ordinance. A copy of the most current version of the draft ordinance is attached, which includes all amendments to date from the Land Use and Transportation Committee.

Affordable Housing Findings – Section 169.1(i)

Amendment: Supervisor Avalos introduced the amendment to the TDM Ordinance to state the policy rationale for exempting affordable housing from the TDM Ordinance, including citing a specific study regarding how low-income households drive less than higher-income households.

Discussion: Staff has recognized the literature regarding this finding by including an on-site affordable housing measure in the TDM menu. Additionally, staff is actively working to develop an amendment to that specific measure to better reflect the reduction of VMT from higher levels of affordability.

Grandfathering and Phasing – Section 169.3(e)

Amendment: Supervisor Cohen proposed the amendment to the TDM Ordinance to partially grandfather projects that filed a development application before the ordinance was received by the Board of Supervisors. Additionally, the amendment creates a phasing-in of point targets over the next year. Specifically, the amendment reduces the target by certain percentages, depending upon the date a development project filed a development application.

Discussion: Staff recommended at previous Planning Commission hearings that no phase in or "grandfathering" of the TDM Program should apply because of the extensive outreach and notification process conducted to date. One of the benefits of the TDM Program is to provide more certainty to project sponsors in the development review process. This would occur through a project sponsor knowing their TDM measure requirements upfront, prior to submitting a development application.

Concern was expressed that if a development project submitted a development application prior to the TDM Program legislation being submitted to the Board of Supervisors, those upfront requirements may have been unknown or not considered imminent. Therefore, it may be challenging for a development project to meet the target identified in the TDM Program Standards. Additionally, meeting the target may also be challenging for those developers that have already begun the development process (e.g., public outreach) but have not yet submitted the first development application. The amendments were made to the TDM Ordinance to address this challenge.

Review of TDM Plan at Pre-application Meetings – Section 169.4(a)

Amendment: Supervisor Avalos proposed the amendment to the TDM Ordinance to require development projects with a pre-application community meeting to present a draft TDM Plan and solicit feedback at such meeting from the community.

Discussion: Staff raised concerns the following concerns about this amendment because the pre-application meeting is not referenced anywhere in the Planning Code and no other Planning Code provision has such a requirement. Instead, the pre-application meeting is a Planning Department policy intended to inform the public early on about projects and allow for high-level feedback. The intent of the meeting is not to review every detail, as these may not be known by the project sponsor given the meeting can occur months prior to filing a development application. Reviewing the draft TDM Plan at this early point of the entitlement process may result in providing the public with a level of detail and certainty that does not actually exist, and as such, result in misunderstandings about what may ultimately be included in the TDM Plan.

Review of TDM Plan at Pre-application Meetings – Section 169.6(c)

Amendment: Supervisor Avalos proposed the amendment to the TDM Ordinance to require the Planning Department to only present its four-year report to the Board of Supervisors if requested by a member of the Board of Supervisors.

Discussion: This will reduce potentially unnecessary presentations to the full Board of Supervisors.

OTHER ISSUES RAISED REGARDING THE TDM ORDINANCE

Staff is aware of several issues that may be discussed further at future Board of Supervisors hearings for the TDM Ordinance. Each issue is summarized below:

1. **Grandfathering and Phasing.** The current grandfathering and phasing language in the Ordinance only applies to projects that have submitted a Development Application. Many grandfathering provisions in the Planning Code rely on the submittal of an Environmental Evaluation (EE) application. It is likely that the issue of whether the Development Application or EE is appropriate for grandfathering will be discussed further by the Board of Supervisors.
2. **Draft TDM Plan at Pre-application.** It is likely that the requirement for projects to share a draft TDM Plan at their pre-application meeting will be discussed further by the Board of Supervisors.
3. **First Year Implementation Analysis and Report.** Because the TDM Program is a completely new and robust program, it is likely that the idea of a first-year analysis of the program will be discussed further by the Board of Supervisors.
4. **Ongoing Monitoring and Reporting.** As further discussed below, it is likely that there will be further discussion by the Board of Supervisors regarding how to better ensure the monitoring and reporting component of the TDM Program is, and remains, effective.

5. **Group Housing.** The current Group Housing trigger for applicability of the TDM Program is 10 Group Housing beds. However, Group Housing bedrooms were the intended metric, and is the more common metric used in the Planning Code. As such, it is likely that this issue will be discussed further by the Board of Supervisors.
6. **Timing of TDM Program Standards with TDM Plan.** Currently, the TDM Ordinance states that the Development Project shall be subject to the TDM Program Standards in effect at the time of its first Development *Project Approval*. Comments have been raised that the Development Project shall be subject to the TDM Program Standards in effect at the time of its first Development *Application*. As such, it is likely that this issue will be discussed further by the Board of Supervisors, which, may in turn require amendments that can be made administratively to the TDM Program Standards.

OTHER COMMENTS FROM STAKEHOLDERS

Program Applicability

Comment: Both the Residential Builders Association and the San Francisco Human Services Network propose that projects they represent (development projects with 24 units or less and health and human services city-funded non-profits, respectively) should be exempt from the TDM Program entirely or have less requirements, including being exempt from the ongoing monitoring and reporting fee.

Discussion: In the August 4, 2016 Planning Commission Executive Summary, staff recommended health and human services non-profits should remain subject to the TDM Program because the Planning Code typically regulates land uses instead of ownership and tenancy and it could result in a non-compliance with the TDM Program if tenancy changes to a private entity from a health and human services non-profit; these types of organizations contribute impacts to the transportation system; employees of these organizations would benefit from TDM amenities; and in the rare possibility that these organizations would be subject to the TDM Program the buildings in which these organizations occupy typically provide little to no Accessory Parking and thus have limited TDM requirements. At that hearing, the Planning Commission agreed with staff.

Lowering the minimum requirements amendment described above is proposed specifically to address comments that smaller residential projects face in reducing their parking supply. Staff also considered developing a menu consisting of fewer options that smaller residential projects would have to select a certain number of measures to comply with the TDM Program Standards. However, staff felt this would be inconsistent with the rest of the TDM Program and would provide less, not more, flexibility to property owners in complying with the TDM Program Standards. To assist smaller residential projects in complying with the TDM Program Standards, staff will post to the TDM website TDM plans for varying size projects, including smaller residential projects, as options.

Monitoring and Reporting Fee is Disproportional to Small Residential Projects

Comment: The Residential Builders Association provided feedback that the on-going Monitoring and Reporting Fee is not fair to smaller projects.

Discussion: The monitoring fee has been set at the minimum that is expected to be required to recover the costs associated with monitoring compliance with the program. Reviewing a small project's compliance documentation should not take significantly different amount of time from reviewing a large project's compliance documentation. However, if complicated or very large projects require resources in excess of the base fee, they will be charged time and materials so that full costs are recovered. Additionally, time spent on compliance monitoring will be tracked. Should a lower base rate, or some other rate schedule be justified, staff would recommend a change to the rate or rate structure.

Provision of Car-share Space and Childcare in Residential Zoning Districts

Comment: Feedback from one developer was concerned that a project in a Residential zoning district would not be able to provide space for car-share or for childcare, asserting that they are not allowed uses in those districts.

Discussion: Car-share is required for any project, in any zoning district, that includes 50 or more Dwelling Units and provides on-site accessory parking. Additionally, existing residential accessory parking that is required by the Planning Code may be converted to car-share spaces in any zoning district. Currently, childcare is permitted as a conditional use in almost all Residential zoning districts.

Ongoing Monitoring and Reporting

Comment: At the December 5, 2016 Land Use Committee hearing, Supervisor Peskin asked two questions related to ongoing monitoring and reporting: 1) whether the TDM requirements could be recorded in a homeowner association's (HOA's) Covenants, Conditions, and Restrictions (CC&Rs), and 2) how the Planning Department will ensure that the monitoring actually happens during economic downturns when there may be lower levels of staffing.

Discussion: All TDM requirements that are part of a project's TDM Plan will be recorded as a notice of special restriction (NSR) on the project's deed. Such NSRs are fully enforceable against the original owner and all subsequent successors to ownership, including individual homeowners in a common interest development. The Department will include language in the conditions of approval for a project, where applicable, and in the NSR that makes the applicability to subsequent owners clear. CC&Rs are private agreements between the owners of common interest developments and are regulated through State law. Thus, adding a requirement to the CC&R's is not an effective approach. The TDM Program includes an annual administrative fee that supports the compliance and monitoring component of the program. Legally, this fee must be spent on services related to the fee's purpose. Furthermore, the TDM Program includes an ongoing monitoring and reporting fee. For Development Projects completed, the ongoing monitoring and reporting fee will be annual or tri-annual funding source that will not be subject to economic cycles that often affect the amount of development applications and associated fees for other types of applications.

Neighborhood Specific Requirements

Comment: A reoccurring comment has risen regarding specific requirements for different neighborhoods, particularly those with a transportation system already heavily constrained by vehicles.

Discussion: One of the important aspects of the TDM Program is to be nimble, responsive, and up-to-date regarding new technologies, data, and policies that are aimed at reducing VMT. This includes potentially adjusting the VMT targets set for new development based upon all new development's contribution to a city or regional VMT reduction goal. For example, this goal could be an outcome of Connect SF, after that effort's visioning and scenario planning are conducted. It is challenging to set a neighborhood goal without the completion of such larger geographic scale planning efforts first. As a simplified proposal, the TDM Program Standards in the future could be amended to require Development Projects in areas of the City with greater vehicular capacity constraints (e.g., C-3 districts or new Area Plans) to be subject to a greater base target than other areas of the City.

REQUIRED COMMISSION ACTION

The proposed Resolution is before the Commission so that it may adopt the proposed substantive amendments to the TDM Program Standards.

RECOMMENDATION

The Department recommends that the Commission may adopt the proposed substantive amendments to the TDM Program Standards.

BASIS FOR RECOMMENDATION

The TDM Program Standards are intended to be updated over time. The amendments within are the result of further outreach and feedback with a variety of stakeholder to implement an effective, flexible, and feasible TDM Program from the start of this long-term program.

ENVIRONMENTAL REVIEW

The action described herein is subject to review under the California Environmental Quality Act. The requisite environmental review has been completed, a Categorical Exemption has been issued, and the Certificate of Categorical Exemption was included as Attachment F Certificate of Categorical Exemption in the August 4th, 2016 Executive Summary.

RECOMMENDATION: Adopt

Attachments:

Attachment A: TDM Program Resources and Background Information

Attachment B: Current Draft TDM Ordinance

Attachment C: Draft Resolution Recommending Approval of the proposed amendments to the TDM Program Standards (including Exhibit A)

Attachment D: Residential Neighborhood Parking Rate Methodology Memo

Executive Summary
Hearing Date: January 19, 2017

**Transportation Sustainability Program – Shift
Amendments to the TDM Program Standards**

ATTACHMENT A: TDM PROGRAM RESOURCES AND BACKGROUND INFORMATION



SAN FRANCISCO PLANNING DEPARTMENT

Attachment A TDM Program Resources and Background Information

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All materials related to the development of the TDM Program can be found on the Planning Department website @ <http://sf-planning.org/tdm-materials-and-resources>

Key resources and materials are described, below:

1. **The TDM Program Standards** were adopted by the Planning Commission on August 4, 2016.

Access here: http://default.sfplanning.org/plans-and-programs/emerging_issues/tsp/TDM_Program_Standards.pdf

2. **Appendix A to the TDM Program Standards** provides the detailed descriptions of each TDM measure on the TDM menu in a series of fact sheets.

Access here: http://default.sfplanning.org/plans-and-programs/emerging_issues/tsp/tdm_D2_Appendix_A_TDM_Measures.pdf

3. **TDM Technical Justification.** The TDM Program Standards are the culmination of years of work and research. This research is summarized in the TDM Technical Justification document. The TDM Program was developed by a technical working group comprised of staff from the Planning Department, the San Francisco County Transportation Authority, and the San Francisco Metropolitan Transportation Agency, in consultation with the Commission, transportation consultants, stakeholders, and members of the public. The TDM Technical Justification documents the work of the technical working group including an extensive literature review, best practice research, empirical data collection and analysis, and consultation with aforementioned groups. This document provides the technical basis for the creation of the applicability, targets, and assignment of points to individual measures on the TDM menu. The TDM Technical Justification is not the subject of an action taken by the Commission. The TDM Technical Justification will be updated over time, as applicable, to reflect amendments to the TDM Program Standards.

Access here: http://default.sfplanning.org/plans-and-programs/emerging_issues/tsp/TDM_Technical_Justification.pdf

4. **TDM Tool.** A MS Excel-based TDM calculation tool may be used by staff, projects sponsors, and the public to determine required targets and points achieved for a specific project. A web-based version of the tool will be available online soon.

Access here: <http://sf-planning.org/tdm-materials-and-resources>

5. **TDM Program Background and Resources.** The following table provides links to prior case reports, presentations, and other TDM resources.

Date	Event	Resources
February 11, 2016	Informational Hearing at Planning Commission.	Executive Summary: http://commissions.sfplanning.org/cpcpackets/TDM%20Ordinance.pdf Presentation: http://default.sfplanning.org/plans-and-programs/emerging_issues/tsp/cpc_presentation-021116.pdf
April 28, 2016	Initiation hearing at Planning Commission.	Executive Summary: http://commissions.sfplanning.org/cpcpackets/2012.0726PCA.pdf Presentation: http://default.sfplanning.org/plans-and-programs/emerging_issues/tsp/tsp_code_amendment-042816.pdf
July 2016	Revised Draft TDM Program Standards released.	Summary of Revisions to Draft TDM Program Standards (June 2016): http://default.sfplanning.org/plans-and-programs/emerging_issues/tsp/tdm_D3_Revisions_to_the_TDM_Program_Standards_final.pdf
August 4, 2016	Planning Commission hearing on the TDM Ordinance.	Executive Summary: http://default.sfplanning.org/plans-and-programs/emerging_issues/tsp/tdm_Final_Shift-CPC_exec_summary_final.pdf Adopted TDM Program Standards: http://default.sfplanning.org/plans-and-programs/emerging_issues/tsp/TDM_Program_Standards.pdf

Executive Summary
Hearing Date: January 19, 2017

**Transportation Sustainability Program – Shift
Amendments to the TDM Program Standards**

ATTACHMENT B: CURRENT DRAFT TDM ORDINANCE

1 [Planning Code - Transportation Demand Management Program Requirement]

2
3 **Ordinance amending the Planning Code to establish a citywide Transportation Demand**
4 **Management (TDM) Program, to require Development Projects to incorporate design**
5 **features, incentives, and tools that support sustainable forms of transportation; to**
6 **create a new administrative fee to process TDM Plan applications and compliance**
7 **reports; and to make conforming amendments to various sections of the Planning**
8 **Code; affirming the Planning Department's determination under the California**
9 **Environmental Quality Act, and making findings of public necessity, convenience, and**
10 **welfare under Planning Code Section 302, and findings of consistency with the General**
11 **Plan and the eight priority policies of Planning Code Section 101.1.**

12 NOTE: **Unchanged Code text and uncodified text** are in plain Arial font.
13 **Additions to Codes** are in *single-underline italics Times New Roman font*.
14 **Deletions to Codes** are in ~~*strikethrough italics Times New Roman font*~~.
15 **Board amendment additions** are in double-underlined Arial font.
16 **Board amendment deletions** are in ~~strikethrough Arial font~~.
17 **Asterisks (* * * *)** indicate the omission of unchanged Code
18 subsections or parts of tables.

19 Be it ordained by the People of the City and County of San Francisco:

20 Section 1. Findings. The Board of Supervisors of the City and County of San
21 Francisco hereby finds and determines that:

22 (a) The Planning Department has determined that the actions contemplated in this
23 ordinance comply with the California Environmental Quality Act (California Public Resources
24 Code Section 21000 et seq.). Said determination is on file with the Clerk of the Board of
25 Supervisors in File No. 160925, and is incorporated herein by reference. The Board affirms
this determination.

1 (b) On _____, the Planning Commission, in Resolution No.
2 _____, the Board of Supervisors adopted findings that the actions contemplated in this
3 ordinance are consistent, on balance, with the City's General Plan and eight priority policies of
4 Planning Code Section 101.1. ~~The Board adopts these findings as its own. A copy of said~~
5 ~~Resolution~~ A Memorandum from the Planning Department discussing the ordinance's
6 consistency with the General Plan and Planning Code Section 101.1 is on file with the Clerk of
7 the Board of Supervisors in File No. 160925, and is incorporated herein by reference. The
8 Board adopts those findings as its own.

9 (c) On August 4, 2016, the Planning Commission, in Resolution No. 19715,
10 approved this legislation, and recommended it for adoption by the Board of Supervisors. A
11 Memorandum from the Planning Department discussing how public necessity, convenience
12 and welfare require adoption of this ordinance is on file with the Clerk of the Board of
13 Supervisors in File No. 160925, and is incorporated herein by reference. The Board adopts
14 those findings as its own. ~~and adopted findings that it will serve the public necessity,~~
15 ~~convenience and welfare. Pursuant to Planning Code Section 302, the Board adopts these~~
16 ~~findings as its own. A copy of said~~ Planning Commission Resolution No. 19715,
17 recommending adoption of this Ordinance, is on file with the Clerk of the Board of Supervisors
18 in File No. 160925, and is incorporated herein by reference.

19
20 Section 2. The Planning Code is hereby amended by adding Sections 169, 169.1,
21 169.2, 169.3, 169.4, 169.5, and 169.6, to read as follows:

22
23 **SEC. 169. TRANSPORTATION DEMAND MANAGEMENT PROGRAM.**

24 Sections 169 through 169.6 (hereafter referred to collectively as "Section 169") set forth the
25 requirements of the Transportation Demand Management Program (TDM Program).

1
2 **SEC. 169.1. FINDINGS.**

3 (a) According to Plan Bay Area 2040, the long-range integrated transportation and land-
4 use/housing strategy for the San Francisco Bay Area through 2040 adopted in 2013 by the Association
5 of Bay Area Governments and the Metropolitan Transportation Commission, San Francisco is expected
6 to grow by approximately 191,000 jobs and 102,000 households from 2010 to 2040.

7 (b) This growth will generate an increased demand for transportation infrastructure and
8 services on an already constrained transportation system. One of the challenges posed by this growth
9 is the increased number of single occupancy vehicle trips, and the pressures they add to San
10 Francisco's limited public streets and rights-of-way, contributing to congestion, transit delays, and
11 public health and safety concerns caused by motorized vehicles, air pollution, greenhouse gas (GHG)
12 emissions, and noise, thereby negatively impacting the quality of life in the City.

13 (c) The Transportation Sustainability Program, or TSP, is aimed at accommodating this
14 new growth while minimizing its impact on San Francisco's transportation system. It is a joint effort of
15 the Mayor's Office, the Planning Department, the San Francisco County Transportation Authority, and
16 the San Francisco Municipal Transportation Agency that has spanned many years and has involved a
17 robust process of public outreach and discussion. The TSP includes three separate but related policy
18 initiatives: the Transportation Sustainability Fee (TSF); the modernization of San Francisco's
19 environmental review process under the California Environmental Quality Act (CEQA); and the
20 Transportation Demand Management (TDM) Program.

21 (1) The first component, the TSF, seeks to fund transportation improvements to
22 support new growth by charging a development impact fee on new development. The City approved the
23 TSF in 2015 with the enactment of Ordinance No. 200-15 (Board of Supervisors File No. 150790).

24 (2) The second component, the modernization of the environmental review process
25 under CEQA, has been shepherded by the State under Senate Bill 743 (Stats. 2013. C. 386, now

1 codified in Public Resources Code Section 21099). SB 743 required the Office of Planning and
2 Research (OPR) to develop new guidelines to replace the existing transportation review standard,
3 focused on automobile delay, with new criteria that “promote the reduction of greenhouse gas
4 emissions, the development of multimodal transportation networks, and a diversity of land uses.” OPR
5 recommended a replacement metric of Vehicle Miles Traveled, or VMT, that is, the amount and
6 distance of automobile travel attributable to a project. The Planning Commission unanimously
7 approved a Resolution adopting changes consistent with implementation of SB 743, including the use of
8 Vehicle Miles Traveled as the metric for calculating transportation-related environmental impacts, at
9 its hearing on March 3, 2016 (Planning Commission Resolution No. 19579).

10 (3) The third component creates the TDM Program, detailed in Section 169. The
11 TDM Program seeks to promote sustainable travel modes by requiring new development projects to
12 incorporate design features, incentives, and tools that support transit, ride-sharing, walking, and
13 bicycle riding for the residents, tenants, employees, and visitors of their projects.

14 (d) State and regional governments have enacted many laws and policy initiatives that
15 promote the same sustainable transportation goals the TDM Program seeks to advance. For instance,
16 at the state level, the Congestion Management Law, Gov. Code Section 65088, establishes that to
17 reduce the state’s traffic congestion crisis and “keep California moving,” it is important to build
18 transit-oriented development, revitalize the state’s cities, and promote all forms of transportation.
19 Assembly Bill 32, the California Global Warming Solutions Act of 2006 (Chapter 488, Statutes of
20 2006), requires statewide GHG reductions to 1990 levels by 2020. Executive Orders B-30-15, S-3-05
21 and B-16-12 set forth GHG reduction targets beyond that year, to 2050. Senate Bill 375, the
22 Sustainable Communities and Climate Protection Act of 2008 (Chapter 728, Statutes of 2008) supports
23 the state’s climate action goals to reduce GHG emissions through coordinated transportation and land
24 use planning with the goal of creating more sustainable communities. Under this statute, the
25 California Air Resources Board establishes GHG reduction targets for metropolitan planning

1 organizations, based on land use patterns and transportation systems specified in Regional
2 Transportation Plans and Sustainable Community Strategies. Plan Bay Area 2040 sets GHG and
3 Vehicle Miles Traveled reduction targets and a target for increasing non-automobile mode share for
4 the Bay Area.

5 (e) In addition, San Francisco has enacted many laws and policy initiatives that promote
6 the same sustainable transportation goals the TDM Program seeks to advance. The “Transit First
7 Policy,” in Section 8A.115 of the City Charter, declares that public transit is “an economically and
8 environmentally sound alternative to transportation by individual automobiles,” and that within the
9 City, “travel by public transit, by bicycle and on foot must be an attractive alternative to travel by
10 private automobile.” The GHG Reduction Ordinance, codified at Chapter 9 of the Environment Code,
11 sets GHG reduction emission targets of 25% below 1990 levels by 2017; 40% below 1990 levels by
12 2025; and 80% below 1990 levels by 2050. The City’s Climate Action Strategy, prepared pursuant to
13 the GHG Reduction Ordinance, has identified a target of having 50% of total trips within the City be
14 made by modes other than automobiles by 2017, and 80% by 2030. One of the ways identified to
15 achieve this target is through TDM for new development.

16 (f) San Francisco has long acknowledged the importance of TDM strategies in the
17 Transportation Element of the City’s General Plan, the San Francisco County Transportation Plan,
18 and many Area Plans. For example, each of the Area Plans within Eastern Neighborhoods and the
19 Transit Center District Plan identify policies for the development of a TDM program within them.

20 (g) The TDM Program set forth in Section 169 requires new projects subject to its
21 requirements to incorporate design features, incentives, and tools to encourage new residents, tenants,
22 employees, and visitors to travel by sustainable transportation modes, such as transit, walking, ride-
23 sharing, and biking, thereby reducing Vehicle Miles Traveled associated with new development. The
24 goals of the TDM Program are to help keep San Francisco moving as it grows, and to promote better
25

1 environmental, health, and safety outcomes, consistent with the state, regional, and local policies
2 mentioned above.

3 (h) For projects that use Development Agreements and may not be required to comply fully
4 with the requirements of Section 169, it is the Board of Supervisors' strong preference that
5 Development Agreements should include similar provisions that meet the goals of the TDM Program.

6 (i) The Board of Supervisors finds that it is in the public interest to exempt
7 affordable housing from the fees and requirements of the TDM Program, in order to promote
8 this important City policy and priority, and also because these projects generally generate less
9 VMT. A 2014 study by Transform and California Housing Partnership Corporation, "Why
10 creating and preserving affordable homes near transit is a highly effective climate protection
11 strategy," finds that "Higher Income households [defined as above 120% of area median
12 income] drive more than twice as many miles and own more than twice as many vehicles as
13 Extremely Low-Income households [defined as 30% or less of AMI] living within 1/4 mile of
14 frequent transit," which demonstrates how the TDM value for on-site affordable housing units
15 is largely dependent on the level of affordability of the targeted households.

16
17 **SEC. 169.2. DEFINITIONS.**

18 For purpose of Section 169, the following definitions shall apply. In addition, see the Planning
19 Commission Standards for the Transportation Demand Management Program (TDM Program
20 Standards), described in Section 169.6, for additional definitions of terms applicable to this Section
21 169.

22 Approval. Any required approval or determination on a Development Application that the
23 Planning Commission, Planning Department, or Zoning Administrator issues.

24 Development Application. As defined in Section 401.

25 Development Project. As defined in Section 401.

1 Transportation Demand Management, or TDM. Design features, incentives, and tools
2 implemented by Development Projects to reduce VMT, by helping residents, tenants, employees, and
3 visitors choose sustainable travel options such as transit, bicycle riding, or walking.

4 Transportation Demand Management Plan, or TDM Plan. A Development Project's plan
5 describing compliance with the TDM Program.

6 Transportation Demand Management Program, or TDM Program. The San Francisco policy
7 requiring Development Projects to incorporate TDM measures in their proposed projects, as set forth
8 in Section 169.

9 Vehicle Miles Traveled, or VMT. A measure of the amount and distance that a Development
10 Project causes people to drive, as set forth in more detail by the Planning Commission in the TDM
11 Program Standards prepared pursuant to Section 169.6.

12
13 **SEC. 169.3. APPLICABILITY.**

14 (a) Except as provided in subsection (b), Section 169 shall apply to any Development
15 Project in San Francisco that results in:

16 (1) Ten or more Dwelling Units, as defined in Section 102; or

17 (2) Ten or more beds in a Group Housing or Residential Care Facility, as these
18 terms are defined in Section 102; or

19 (3) Any new construction resulting in 10,000 occupied square feet or more of any
20 use other than Residential, as this term is defined in Section 102, excluding any area used for accessory
21 parking; or

22 (4) Any Change of Use resulting in 25,000 occupied square feet or more of any use
23 other than Residential, as this term is defined in Section 102, excluding any area used for accessory
24 parking, as set forth in the TDM Program Standards, if:

1 (A) The Change of Use involves a change from a Residential use to any use
2 other than Residential; or

3 (B) The Change of Use involves a change from any use other than
4 Residential, to another use other than Residential.

5 (5) For any Development Project that has been required to finalize and record a
6 TDM Plan pursuant to Section 169.4 below, any increase in accessory parking spaces or Parking
7 Garage spaces within such Development Project that results in an increase in the requirements of the
8 TDM Standards shall be required to modify such TDM Plan pursuant to Section 169.4(f) below.

9 (b) Exemptions. Notwithstanding subsection (a), Section 169 shall not apply to the
10 following:

11 (1) One Hundred Percent Affordable Housing Projects. Residential uses within
12 Development Projects where all residential units are affordable to households at or below 150% of the
13 Area Median Income, as defined in Section 401, shall not be subject to the TDM Program. Any uses
14 other than Residential within those projects, whose primary purpose is to provide services to the
15 Residential uses within those projects shall also be exempt. Other uses shall be subject to the TDM
16 program. All uses shall be subject to all other applicable requirements of the Planning Code.

17 (2) Parking Garages and Parking Lots, as defined in Section 102. However, parking
18 spaces within such Parking Garages or Parking Lots, when included within a larger Development
19 Project, may be considered in the determination of TDM Plan requirements, as described in the TDM
20 Program Standards.

21 (c) When determining whether a Development Project shall be subject to the TDM
22 Program, the Development Project shall be considered in its entirety. A Development Project shall not
23 seek multiple applications for building permits to evade the applicability of the TDM Program.

24 (d) The TDM Program shall not apply to any Development Project that receives Approval
25 of a Development Application before the effective date of this Section.

1 (e) Development Projects with a Development Application on or before September
2 4, 2016 shall be subject to 50% of the target. Development Projects with a Development
3 Application on or after September 5, 2016, and before January 1, 2018, shall be subject to
4 75% of the target. Development Projects with a Development Application on or after January
5 1, 2018 shall be subject to 100% of the target.

6
7 **SEC. 169.4. TRANSPORTATION DEMAND MANAGEMENT PLAN REQUIREMENTS.**

8 (a) A property owner shall submit a proposed TDM Plan along with the Development
9 Project's first Development Application. For all projects that require a pre-application community
10 meeting, the Project Sponsor shall present a draft TDM Plan at that pre-application meeting
11 and solicit feedback from the local community to be taken into consideration in preparing the
12 proposed TDM Plan for submittal to the Planning Department. The proposed TDM Plan shall
13 document the Development Project's proposed compliance with Section 169 and the Planning
14 Commission's TDM Program Standards.

15 (b) The proposed TDM Plan shall be reviewed in conjunction with the approval of the first
16 Development Application for the Development Project.

17 (c) Compliance with the TDM Program, including compliance with a finalized TDM Plan,
18 shall be included as a Condition of Approval of the Development Project. The Planning Commission
19 shall not waive, reduce, or adjust the requirements of the TDM Program through the approval
20 processes described in Sections 304, 309, 329 or any other Planning Commission approval process
21 that allows for exceptions.

22 (d) The Development Project shall be subject to the TDM Program Standards in effect at
23 the time of its first Development Project Approval. If the Planning Commission has issued revised
24 TDM Program Standards subsequent to that Development Project Approval, then the property owner
25

1 may elect to have the Development Project be subject to the later-approved TDM Program Standards,
2 but if so, must meet all requirements of such revised Standards.

3 (e) The Zoning Administrator shall approve and order the recordation of a Notice in the
4 Official Records of the Recorder of the City and County of San Francisco for the subject property prior
5 to the issuance of a building or site permit. This Notice shall include the Development Project's final
6 TDM Plan and detailed descriptions of each TDM measure.

7 (f) Upon application of a property owner, after a TDM Plan is finalized and the associated
8 building or site permit has been issued, a Development Project's TDM Plan may be modified in
9 accordance with procedures and standards adopted by the Planning Commission in the TDM Program
10 Standards. However, if such modification to an existing TDM Plan is required pursuant to Section
11 169.3(a)(5) above, the modified TDM Plan shall be finalized in accordance with the procedures and
12 requirements of the TDM Standards in effect at the time of the modification.

13
14 **SEC. 169.5. MONITORING, REPORTING AND COMPLIANCE.**

15 (a) Prior to the issuance of a first certificate of occupancy, the property owner shall
16 facilitate a site inspection by Planning Department staff to confirm that all approved physical
17 improvement measures in the Development Project's TDM Plan have been implemented and/or
18 installed. The property owner shall also provide documentation that all approved programmatic
19 measures in the Development Project's TDM Plan will be implemented. The process and standards for
20 determining compliance shall be specified in the Planning Commission's TDM Program Standards.

21 (b) Throughout the life of the Development Project, the property owner shall:

22 (1) Maintain a TDM coordinator, as defined in the Planning Commission's TDM
23 Program Standards, who shall coordinate with the City on the Development Project's compliance with
24 its approved TDM Plan.

1 (2) Allow City staff access to relevant portions of the property to conduct site visits,
2 surveys, inspection of physical improvements, and/or other empirical data collection, and facilitate in-
3 person, phone, and/or e-mail or web-based interviews with residents, tenants, employees, and/or
4 visitors. City staff shall provide advance notice of any request for access and shall use all reasonable
5 efforts to protect personal privacy during visits and in the use of any data collected during this process.

6 (3) Submit periodic compliance reports to the Planning Department, as required by
7 the Planning Commission's TDM Program Standards.

8
9 **SEC. 169.6. TRANSPORTATION DEMAND MANAGEMENT PROGRAM**

10 **STANDARDS.**

11 (a) The Planning Commission, with the assistance of the Planning Department and in
12 consultation with staff of the San Francisco Municipal Transportation Agency and the San Francisco
13 County Transportation Authority, shall adopt the Planning Commission Standards for the
14 Transportation Demand Management Program, or TDM Program Standards. The TDM Program
15 Standards shall contain the specific requirements necessary for compliance with the TDM Program.
16 The TDM Program Standards shall be updated from time to time, as deemed appropriate by the
17 Planning Commission, to reflect best practices in the field of Transportation Demand Management.

18 (b) When preparing, adopting, or updating the TDM Program Standards, the Planning
19 Commission shall consider the primary goals of Section 169, that is, to reduce VMT from new
20 development in order to maintain mobility as San Francisco grows, and to achieve better
21 environmental, health and safety outcomes. In addition, the Planning Commission shall consider the
22 following principles:

23 (1) The requirements of the TDM Program, as set forth in the TDM Program
24 Standards, shall be proportionate to the total amount of VMT that Development Projects produce, and
25

1 shall take into account site-specific information, such as density, diversity of land uses, and access to
2 travel options other than the private automobile in the surrounding vicinity.

3 (2) The TDM Program Standards shall provide flexibility for Development Projects
4 to achieve the purposes of the TDM Program in a way that best suits the circumstances of each
5 Development Project. To that end, the TDM Program Standards shall include a menu of TDM
6 measures from which to choose. Each measure in this TDM menu shall be designed to reduce VMT by
7 site residents, tenants, employees, or visitors, as relevant to the Development Project, and must be
8 under the control of the developer, property owner, or tenant.

9 (3) Each of the TDM measures in the TDM Program Standards shall be assigned a
10 number of points, reflecting its relative effectiveness to reduce VMT. This relative effectiveness
11 determination shall be grounded in literature review, local data collection, best practice research,
12 and/or professional transportation expert opinion, and shall be described in the TDM Program
13 Standards.

14 (c) Every four years, following the periodic updates to the San Francisco Countywide
15 Transportation Plan that the San Francisco County Transportation Authority prepares, the Planning
16 Department shall prepare a report analyzing the implementation of the TDM Program and describing
17 any changes to the TDM Program Standards. The Planning Department shall present such report to
18 the Planning Commission, and ~~and~~ may present it to the the Board of Supervisors during a public
19 hearings, if a Supervisor chooses to request a hearing on the matter.

20
21 Section 3. The Planning Code is hereby amended by revising Sections 102, 151, 163,
22 166, and 305, ~~and 357~~ to read as follows:

23
24 **SEC. 102. DEFINITIONS.**

25 * * * *

1 **Floor Area, Gross.**

2 * * * *

3 (b) "Gross Floor Area" shall not include the following:

4 * * * *

5 (21) Any area devoted to bicycle parking, bicycle maintenance rooms, or car share
6 spaces when such features are provided as part of a Development Project's compliance with
7 the Transportation Demand Management Program set forth in Section 169 of the Planning
8 Code.

9 * * * *

10
11 **SEC. 151. SCHEDULE OF REQUIRED OFF-STREET PARKING SPACES.**

12 (a) Applicability. Off-street parking spaces shall be provided in the minimum quantities
13 specified in Table 151, except as otherwise provided in Section 151.1 and Section 161 of this
14 Code. Where the building or lot contains uses in more than one of the categories listed,
15 parking requirements shall be calculated in the manner provided in Section 153 of this Code.
16 Where off-street parking is provided which exceeds certain amounts in relation to the
17 quantities specified in Table 151, as set forth in subsection (c), such parking shall be
18 classified not as accessory parking but as either a principal or a conditional use, depending
19 upon the use provisions applicable to the district in which the parking is located. In
20 considering an application for a conditional use for any such parking, due to the amount being
21 provided, the Planning Commission shall consider the criteria set forth in Section 157 of this
22 Code. Minimum off-street parking requirements shall be reduced, to the extent needed, when such
23 reduction is part of a Development Project's compliance with the Transportation Demand Management
24 Program set forth in Section 169 of the Planning Code.

25 * * * *

1
2 **SEC. 163. TRANSPORTATION MANAGEMENT PROGRAMS AND**
3 **TRANSPORTATION BROKERAGE SERVICES IN COMMERCIAL AND MIXED USE**
4 **DISTRICTS.**

5 (a) Purpose. This Section 163 is intended to assure that adequate ~~measures~~ services
6 are undertaken ~~and maintained~~ to minimize the transportation impacts of added office
7 employment and residential development in the downtown and South of Market area, in a
8 manner consistent with the objectives and policies of the General Plan, by facilitating the
9 effective use of transit, encouraging ridesharing, and employing other practical means to
10 reduce commute travel by single-occupant vehicles.

11 (b) Applicability. The requirements of this Section apply to any project meeting one of
12 the following conditions:

13 (1) In Commercial and Mixed Use Districts, projects where the ~~gross~~ occupied
14 square feet of new construction, conversion, or added floor area for office use equals at least
15 100,000 square feet;

16 (2) In the C-3-O(SD) District, where new construction, conversion, or added
17 floor area for residential use equals at least 100,000 square feet or 100 dwelling units;

18 (3) In the C-3-O(SD) District, projects where the ~~gross~~ occupied square feet of
19 new construction or added floor area for any non-residential use equals at least 100,000
20 square feet; or

21 (4) In the case of the SSO, WMUO, or MUO District, where the ~~gross~~ occupied
22 square feet of new, converted or added floor area for office use equals at least 25,000 square
23 feet.

24 (c) Requirement. For all applicable projects, the ~~project sponsor~~ property owner shall be
25 required to provide on-site transportation brokerage services for the actual lifetime of the

1 project, as provided in this Subsection. Prior to the issuance of a temporary permit of
2 occupancy ~~(for this purpose Section 149(d) shall apply)~~, the ~~project sponsor~~ property owner shall
3 execute an agreement with the Planning Department for the provision of on-site transportation
4 brokerage services, ~~and preparation of a transportation management program to be approved by the~~
5 ~~Director of Planning and implemented by the provider of transportation brokerage services. The~~
6 ~~transportation management program and transportation brokerage services shall be designed:~~

7 ~~(1) To promote and coordinate effective and efficient use of transit by tenants and their~~
8 ~~employees, including the provision of transit information and sale of transit passes on-site;~~

9 ~~(2) To promote and coordinate ridesharing activities for all tenants and their~~
10 ~~employees within the structure or use;~~

11 ~~(3) To reduce parking demand and assure the proper and most efficient use of on-site~~
12 ~~or off-site parking, where applicable, such that all provided parking conforms with the requirements of~~
13 ~~Article 1.5 of this Code and project approval requirements;~~

14 ~~(4) To promote and encourage the provision and proliferation of car-sharing services~~
15 ~~convenient to tenants and employees of the subject buildings in addition to those required by Section~~
16 ~~166, and to promote and encourage those tenants and their employees to prioritize the use of car-share~~
17 ~~services for activities that necessitate automobile travel, including the promotion and sale of individual~~
18 ~~and business memberships in certified car-sharing organizations, as defined by Section 166(b)(2).~~

19 ~~(5) To promote and encourage project occupants to adopt a coordinated flex-time or~~
20 ~~staggered work hours program designed to more evenly distribute the arrival and departure times of~~
21 ~~employees within normal peak commute periods;~~

22 ~~(6) To participate with other project sponsors in a network of transportation brokerage~~
23 ~~services for the respective downtown, South of Market area, or other area of employment concentration~~
24 ~~in Mixed Use Districts;~~

1 ~~(7) To carry out other activities determined by the Planning Department to be~~
2 ~~appropriate to meeting the purpose of this requirement.~~

3 **SEC. 166. CAR SHARING.**

4 * * * *

5 (g) Optional Car-Share Spaces.

6 (1) Amount of Optional Spaces. In addition to any permitted or required parking
7 that may apply to the project, the property owner may elect to provide additional car-share
8 parking spaces in the maximum amount specified in Table 166A; provided, however, that the
9 optional car-share parking spaces authorized by this subsection (g) are not permitted for a
10 project that receives a Conditional Use authorization to increase parking. Additional car-share
11 parking spaces shall be allowed beyond the maximum amount specified in Table 166A, to the extent
12 needed, when such additional car-share parking spaces are part of a Development Project's
13 compliance with the Transportation Demand Management Program set forth in Section 169 of the
14 Planning Code.

15 * * * *

16
17 **SEC. 305. VARIANCES.**

18 (a) General. The Zoning Administrator shall hear and make determinations regarding
19 applications for variances from the strict application of quantitative standards in this Code. He
20 shall have power to grant only such variances as may be in harmony with the general purpose
21 and intent of this Code and in accordance with the general and specific rules contained
22 herein, and he shall have power to grant such variances only to the extent necessary to
23 overcome such practical difficulty or unnecessary hardship as may be established in
24 accordance with the provisions of this Section. No variance shall be granted in whole or in
25 part which would have an effect substantially equivalent to a reclassification of property; or

1 which would permit any use, any height or bulk of a building or structure, or any type or size or
2 height of sign not expressly permitted by the provisions of this Code for the district or districts
3 in which the property in question is located; or which would grant a privilege for which a
4 conditional use procedure is provided by this Code; or which would change a definition in this
5 Code; or which would waive, reduce or adjust the inclusionary housing requirements of
6 Sections 415 through 415.9; or which would reduce or waive any portion of the usable open
7 space applicable under certain circumstances in the Eastern Neighborhoods Mixed Use
8 Districts pursuant to Section 135(i) and 135.3(d); or which would waive or reduce the quantity
9 of bicycle parking required by Sections 155.2 through 155.3 where off-street automobile
10 parking is proposed or existing; *or which would waive, reduce or adjust the requirements of the*
11 *TDM Program in Sections 169 et seq.* A variance may be granted for the bicycle parking layout
12 requirements in Section 155.1 of this Code. If the relevant Code provisions are later changed
13 so as to be more restrictive before a variance authorization is acted upon, the more restrictive
14 new provisions, from which no variance was granted, shall apply. The procedures for
15 variances shall be as specified in this Section and in Sections 306 through 306.5.

16 * * * *

17
18 Section 4. Ordinance 149-16 (Board of Supervisors File No. 160632, effective August
19 31, 2016) repealed the entirety of Section 357, which this Ordinance sought to amend. As a
20 result of the Board’s action, amendments to Section 357 are no longer being proposed.

21
22 Section 5. Add the following to the Planning Department Fee Schedule (referenced in
23 Board of Supervisors’ Ordinance 149-16), as a new subsection (c) in the Section entitled
24 “TRANSPORTATION REVIEW ASSOCIATED WITH PROJECT APPLICATIONS.”

1 (c) Transportation Demand Management Program fees. The fee for review of a
2 Development Project's Transportation Demand Management Plan shall be \$6,000, plus time
3 and materials in excess of this initial one-time fee. The fee for periodic compliance review
4 required under the Transportation Demand Management Program Standards shall be \$1,000.
5 In addition, the fee for voluntary Transportation Demand Management Plan update review
6 shall be \$1,300.

7
8 Section 46. Effective Date. This ordinance shall become effective 30 days after
9 enactment. Enactment occurs when the Mayor signs the ordinance, the Mayor returns the
10 ordinance unsigned or does not sign the ordinance within ten days of receiving it, or the Board
11 of Supervisors overrides the Mayor's veto of the ordinance.

12
13 Section 57. Scope of Ordinance. In enacting this ordinance, the Board of Supervisors
14 intends to amend only those words, phrases, paragraphs, subsections, sections, articles,
15 numbers, punctuation marks, charts, diagrams, or any other constituent parts of the Municipal
16 Code that are explicitly shown in this ordinance as additions, deletions, Board amendment
17 additions, and Board amendment deletions in accordance with the "Note" that appears under
18 the official title of the ordinance. ~~Notwithstanding the previous sentence, if the City enacts the~~
19 ~~ordinance in Board of Supervisors File No. 160632, which, among other things, deletes~~
20 ~~Planning Code Section 357 in its entirety and places the transportation study fees referenced~~
21 ~~in Planning Code Section 357 into the uncodified Section 4 of that ordinance, it is the intent of~~
22 ~~the Board of Supervisors that this ordinance not conflict with the ordinance in File No. 160632.~~
23 ~~Accordingly, if the City enacts the ordinance in File No. 160632 with the deletion of Planning~~
24 ~~Code Section 357 in its entirety, it is the intent of the Board of Supervisors that Section 357 be~~
25 ~~likewise deleted from this ordinance, but that subsection (c) of Planning Code Section 357,~~

1 ~~which is added by this ordinance, be treated as an uncodified provision of this ordinance, and~~
2 ~~serve as the basis for the inclusion of the fee established in subsection (c) in the Planning~~
3 ~~Department Schedule of Fees.~~

4 APPROVED AS TO FORM:
5 DENNIS J. HERRERA, City Attorney

6 By: _____
7 ANDREA RUIZ-ESQUIDE
8 Deputy City Attorney

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Executive Summary
Hearing Date: January 19, 2017

Transportation Sustainability Program – Shift
Amendments to the TDM Program Standards

**ATTACHMENT C: DRAFT RESOLUTION RECOMMENDING APPROVAL OF THE PROPOSED
AMENDMENTS TO THE TDM PROGRAM STANDARDS (INCLUDING EXHIBIT A)**



SAN FRANCISCO PLANNING DEPARTMENT

Planning Commission Draft Resolution

HEARING DATE: JANUARY 19, 2017

Case No.: 2012.0726PCA
Project: Amendments to the TDM Program Standards
Staff Contact: Rachel Schuett, (415) 575-9030
rachel.schuett@sfgov.org
Recommendation: Approval

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ADOPTION OF SUBSTANTIVE AMENDMENTS TO THE PLANNING COMMISSION STANDARDS FOR THE TRANSPORTATION DEMAND MANAGEMENT (TDM) PROGRAM TO PROVIDE GREATER FLEXIBILITY TO THE PROGRAM AND UPDATE VARIOUS TDM MEASURES.

PREAMBLE

WHEREAS, the "Transit First Policy" in the City Charter declares that public transit is "an economically and environmentally sound alternative to transportation by individual automobiles," and that within the City, "travel by public transit, by bicycle and on foot must be an attractive alternative to travel by private automobile"; and

WHEREAS, the City has many plans, policies, and initiatives that seek to encourage safe travel by active modes of transportation including the San Francisco Bicycle Plan, the Green Connections Plan, the Better Streets Plan, Vision Zero, and others; and

WHEREAS, travel by transit, bicycle, or on foot are considered to be trips made by sustainable modes of transportation; and

WHEREAS, according to Plan Bay Area 2040, the Bay Area's Regional Transportation Plan and Sustainable Community Strategy, San Francisco is expected to grow by approximately 191,000 jobs and 102,000 households between 2010 and 2040; and

WHEREAS, this growth will generate an increased demand for transportation infrastructure and services on an already constrained transportation system; and

WHEREAS, one of the challenges posed by this growth is the increased number of single occupancy vehicle trips, and the pressure they add to San Francisco's limited public streets and rights-of-way, contributing to congestion, transit delays, and public health and safety concerns, and the air pollution, greenhouse gas (GHG) emissions, and noise caused by motorized vehicles, which negatively impact the quality of life in the City; and

WHEREAS, at the state level, the Congestion Management Law, Gov. Code Section 65088, has established that in order to reduce the state's traffic congestion crisis and "keep California moving," it is important to build transit-oriented development, revitalize the state's cities, and promote all forms of transportation; and

WHEREAS, various policies have been adopted at the state level that set GHG reduction targets, including Assembly Bill 32, the California Global Warming Solutions Act of 2006 (Chapter 488, Statutes of 2006), Executive Orders B-30-15, S-3-05 and B-16-12, Senate Bill 375, and the Sustainable Communities and Climate Protection Act of 2008 (Chapter 728, Statutes of 2008); and

WHEREAS, local plans and policies including Plan Bay Area 2040, the GHG Reduction Ordinance, and the San Francisco Climate Action Strategy 2013 Update also set GHG reduction targets; and

WHEREAS, the transportation sector contributes significantly to GHG emissions and, as a result, many GHG emissions reduction targets are accompanied by targets to reduce vehicle miles traveled and to increase non-automobile mode share; and one of the ways identified to achieve these targets is through a requirement for the inclusion of transportation demand management (TDM) measures for new development; and

WHEREAS, the importance of TDM strategies are acknowledged in the Transportation Element of the General Plan and the San Francisco County Transportation Plan; and

WHEREAS, many Area Plans including each of the Area Plans within Eastern Neighborhoods and the Transit Center District Plan identify policies for the development of a TDM program for the Plan Area; and

WHEREAS, the proposed TDM Ordinance [Board of Supervisors File No. 160925] would establish a citywide TDM program for new development; and

WHEREAS, the TDM Ordinance seeks to promote sustainable travel modes by requiring new development projects to incorporate design features, incentives, and tools that support transit, ride-sharing, walking, and bicycle riding for the residents, tenants, employees, and visitors of their projects; and

WHEREAS, the goals of the proposed TDM Ordinance are to help keep San Francisco moving as the city grows, and to promote better environmental, health, and safety outcomes, consistent with state, regional and local policies; and

WHEREAS, the Planning Commission (hereinafter "Commission") conducted a duly noticed public hearing at a regularly scheduled meeting to consider the proposed TDM Ordinance and Planning Commission Standards for the TDM Program (TDM Program Standards) on April 28, 2016 and August 4, 2016; and

WHEREAS, the Commission on August 4, 2016, pursuant to Planning Code Section 302(b), adopted a Resolution to recommend approval of the TDM Ordinance to the Board of Supervisors; and

WHEREAS, the Commission has reviewed the TDM Program Standards; and

WHEREAS, the Commission on August 4, 2016, adopted the TDM Program Standards; and

WHEREAS, the TDM Ordinance is under consideration at the Board of Supervisors; and

WHEREAS, since the Planning Commission hearing on August 4, 2016 staff have continued to conduct public outreach, and have received public comment at the Board of Supervisors Land Use and Transportation Committee hearings on November 28, 2016, and December 5, 2016; and

WHEREAS, in response to these comments and additional analysis staff is now proposing substantive and non-substantive amendments (as defined in Section 4.1 of TDM Program Standards) to the TDM Program Standards, as shown in Exhibit A; and

WHEREAS, the amendments to the TDM Program Standards will provide more flexibility to developments, and make changes to individual TDM measures to provide additional specificity and clarity; and

WHEREAS, 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 Department staff and other interested parties; and

WHEREAS, all pertinent documents may be found in the files of the Department, as the custodian of records, at 1650 Mission Street, Suite 400, San Francisco; and

MOVED, that the Planning Commission hereby adopts those substantive amendments to the TDM Program Standards detailed in Exhibit A, which establish the specific requirements necessary for compliance with the citywide TDM Program, conditioned upon approval of the TDM Ordinance by the Board of Supervisors.

I hereby certify that the foregoing Resolution was **ADOPTED** by the San Francisco Planning Commission on January 19, 2017.

Jonas P. Ionin
Commission Secretary

AYES:

NOES:

Resolution No.
Hearing Date: January 19, 2017

Case No 2012.0726PCA
Amendments to the TDM Program Standards

ABSENT:

ADOPTED:



SAN FRANCISCO PLANNING DEPARTMENT

Exhibit A to Resolution No.

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

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All substantive amendments, as defined in Section 4.1 of the TDM Program Standards, and some non-substantive amendments are included in Table 1 below. The page numbers for the TDM Program Standards correspond to the current TDM Program Standards. Revisions to the TDM fact sheets in Appendix A are located by the specific TDM Measure (e.g., FAMILY-2).

NOTE: **Unchanged Code text and uncodified text** are in plain Arial font.
Additions to Codes are in *single-underline italics Times New Roman font*.
Deletions to Codes are in *strikethrough italics Times New Roman font*.
Asterisks (* * * *) indicate the omission of unchanged Code subsections or parts of tables.

Substantive Amendments

1. **Table 2-1: Land Use Categories and Targets (Page 6)**

Land Use Category	Typical Land Use Type	# of Parking Spaces proposed by Land Use	Target
A	Retail	Base number: 0 <=4	Base Target: 13 points
		Each additional 2*	1 additional point
B	Office	Base number: 0 <= 20	Base Target: 13 points
		Each additional 10*	1 additional point
C	Residential	0 <= 5	10 points
		6 <= 10	11 points
		11 <= 15	12 points
		Base number: 16 <= 20	Base Target: 13 points
		Each additional 10*	1 additional point
D	Other	Any # of parking spaces	3 points

*For each additional parking space proposed above the base target, the number of parking spaces will be rounded up to the next highest target. For example, a project within Land Use Category c that proposes 21 parking spaces is subject to a 14 point target.

2. & 3. Section 2.2(b)(3) Development Projects with a Substantial Amount of Parking.

A Development Project may *initially* propose more Accessory Parking Spaces than the TDM menu can address. The following are the approximate⁴ ~~maximum~~ number of Accessory Parking spaces ~~may be included~~ for Development Projects within land use categories A, B, and C. ~~Beyond this number of Accessory Parking spaces for which~~ all available points have been exhausted⁵ (excluding the Parking Supply measure):

- » Land use category A (Retail Type Uses) = 56 parking spaces.
- » Land use category B (Office Type Uses) = 270 parking spaces.
- » Land use category C (Residential Type Uses) = 280 parking spaces.

Given no more TDM measures and points are available for these Development Projects, excluding the Parking Supply measure, the TDM Program Standards require these projects to ~~park at or below the neighborhood parking rate for their land use category. The neighborhood parking rate requirement is in addition to including~~ include all measures and points, up to a 80% of the total number of points available, applicable for the land use category in the Development Project's TDM Plan. The ~~methodology and the~~ rationale for setting the ~~neighborhood parking rate 80%~~ requirement for these Development Projects is described in Chapter 4 of the TDM Technical Justification Document.

4. CSHARE-1 Car-share Parking and Membership

The property owner shall proactively offer memberships to a €Certified €Car-share €Organization, at least once annually, to each Dwelling Unit and/or employee¹ for the Life of the Project and/or provide car-share parking spaces as specified below. If requested by the resident and/or employee, the property owner shall pay for, or otherwise pay for provide, memberships minimally equivalent to ~~the cost of~~ one annual membership per Dwelling Unit and/or employee. ~~The cost of the membership shall be determined at the time of project approval and increased annually to reflect the two year average consumer price index change for the San Francisco/San Jose Primary Metropolitan Statistical Area or the change in the cost of the membership, whichever is less.~~ Residents or employees shall pay all other costs associated with the car-share usage, including hourly or mileage fees. Any car-share parking space(s) provided to comply with Section-166 of the Planning Code ~~The car share parking spaces~~ shall meet the availability and specifications required in the Planning Code, ~~and Zoning Administrator Bulletin No. 6.~~ Any car-share parking spaces provided in excess of those required of the project by the Planning Code may be occupied by car-share vehicles operated by a Certified Car-share Organization or may be occupied by other car-share vehicles that the property owner provides for the sole purpose of shared use and that are operated in compliance with Section-166 of the Planning Code, including, but not limited to the following standards:

1. All residents/tenants eligible to drive shall have access to the vehicles; the vehicles may also be made available to users who do not live or work on the subject property;
2. Users shall pay for the use of vehicles;
3. Vehicles shall be made available by reservation on an hourly basis, or in smaller intervals
4. Vehicles must be located at on-site unstaffed, self-service locations (other than any incidental garage valet service), and generally be available for pick-up by eligible users 24 hours per day.
5. The property owner or a third party vendor shall provide automobile insurance for

its users when using car-share vehicles and shall assume responsibility for maintaining car-share vehicles.

Option E

Residential: One car-share membership for each Dwelling Unit, and one car share parking space for every 40 ~~car share memberships~~ provided ~~Dwelling u~~Units, with a minimum of three car-share parking spaces. 5

Office: One car-share membership ~~to-for~~ each employee, and one car-share parking space for every 10,000 square feet of Occupied Floor Area, with a minimum of three car-share parking spaces.

Retail: One car-share membership ~~to-for~~ each employee, and two car-share parking spaces for every 10,000 square feet of Occupied Floor Area, with a minimum of three car-share parking spaces.”

On-Going Monitoring and Reporting

The property owner shall submit invoices or receipts with any sensitive billing information redacted and document the total number of employees and/or occupied Dwelling Units and the number of memberships purchased within the last year². City staff shall verify that the standards and minimums identified in the Planning Code and those specified in the project approvals are met³. Verification of car-share operations associated with any car-share vehicles that are provided by the property owner shall include documentation of vehicle ownership or lease, insurance, and demonstration of reservation system and availability to all tenants and/or residents, and invoices or receipts demonstrating charges to users (with sensitive billing information redacted).

Notes

³ “If a property owner offers the off-street car-share spaces in an amount exceeding Code requirements to a certified car-share organization for two consecutive ongoing reporting periods and no certified car-share organization agrees to use the spaces, the property owner must either provide its own fleet of car-share vehicles and operate them per Code requirements or file a TDM Plan Update Application to revise the TDM Plan with new measures from the Standards at the time of TDM Plan Update application to ensure that the target is achieved.

For Options D and E, for all car-share spaces that are provided, above and beyond the Planning Code requirements, up to 15 percent of the car-share parking spaces and memberships may be substituted with spaces and memberships for another shared vehicle type. Other shared vehicle types include: scooters, motorized bicycles and/or other motorized vehicles. Shared vehicles must meet the operational standards outlined in Section 166 of the Planning Code. The maximum number of car-share spaces for any Development Project is 50 spaces.

5. FAMILY-1 Family TDM Amenities

Option A

Amenities: On-site secure locations for storage of personal car seats, strollers, athletic or other extracurricular gear, and cargo bicycles or other large bicycles.^{1,2}

One secure storage location for personal car seats, strollers, athletic or extracurricular gear and one secure cargo or other large bicycle parking space shall be provided per every twenty Dwelling Units, with a minimum of two secure storage spaces and two secure cargo or other large bicycle parking spaces per building.

Personal car seat, stroller, and ~~storage athletic or other extracurricular gear storage~~ shall ~~be~~ be provided either in secure storage located near off- street car-share parking space(s) and shall each have useable interior space that is at least 35 inches high, 25 inches wide and 30 inches deep. Secure storage for cargo or other large bicycles shall meet the dimensional requirements to accommodate the largest bicycles described in the Zoning Administrator Bulletin No. 9.

Option B

Amenities: One collapsible shopping/utility cart for every 10 ~~residential Dwelling u~~ Units and one cargo bicycle for every 20 Dwelling Units. All equipment shall be kept clean and well maintained. Cargo bicycles and carts shall be available for use to any unit by advanced reservation on an hourly basis (e.g., pen and paper sign up system, online, etc.).

Notes:

¹Storage for cargo bicycles shall count towards total bicycle parking.

²Parking for cargo or other large bicycles shall remain reserved for cargo or other large bicycles.

6. FAMILY-2 On-Site Childcare

The Development Project shall include an on-site childcare facility to reduce commuting distances between households, places of employment, and childcare. The on-site childcare facility must comply with all state and City requirements, including provisions within the San Francisco Planning Code. The childcare facility may be a stand-alone facility, or it may be a Designated Child Care Unit that meets all the provisions of Planning Code Section 414A.6(a) and (e). If a Designated Child Care Unit is provided for this measure, that unit shall provide child care for the life of the project.

On-Going Monitoring and Reporting

"The property owner shall submit a letter from the contracted childcare provider, or the tenant of the Designated Child Care Unit, that includes a description of the services provided (days of the week, hours, etc.) and the provider's contact information...."

Relevant Municipal Code(s)

"San Francisco Planning Code Sections 414.5 (as related to the provision of on-site childcare only, off-site and/or in-lieu fee payment options do not apply), 414.11, 414.13, and 414A.6.

7. **HOV-1 Contributions or Incentives for Sustainable Transportation**

The Development Project (*and subsequent property owner*) shall proactively offer contributions or incentives to each Dwelling Unit and/or employee¹, at least once annually, for the Life of the Project. If requested by a resident or employee, the property owner shall pay for contributions or incentives equivalent to the cost of a (25, 50, 75, or 100 percent) monthly Muni only “M” pass², or equivalent value in e-cash loaded onto Clipper Card, per Dwelling Unit, and/or employee. ~~The percent contribution shall be determined at the time of project approval and increased annually to reflect the two year average consumer price index change for the San Francisco/San Jose Primary Metropolitan Statistical Area or the change in the cost of a monthly Muni only “M” pass, whichever is less.~~

Examples of contributions or incentives include non-taxable monthly subsidy to support bicycle purchase and maintenance or public transit fare subsidies. Contributions or incentives must be spent on eligible sustainable transportation purposes³. . . .

Notes

- 1 “Although the property owner may opt to provide a subsidy to all employees, the requirement is one subsidy per full time employee.
- 2 Any fare product, such as an institutional pass, that provides monthly full-access to Muni will be considered equivalent to providing the monthly Muni only “M” pass if provided at a rate of one pass per Dwelling Unit or employee.
- 3 Any contribution or incentive to a non-public transit or other transportation provider shall be approved by the SFMTA.
- 4 Full compliance means that the property owner offers one subsidy per month per employee and/or Dwelling Unit regardless of whether or not the subsidies are accepted.”

Development Review

The Development Project shall specify the level of ~~subsidy~~ contribution or incentive and how it will be provided (e.g., one ~~FastPass~~ Muni only “M” pass per unit, two per unit, etc.). If the Development Project anticipates using the contribution or incentive for a non-public transit or other transportation provider, City staff will determine whether the non-public transit or other transportation provider meets the definition of a TDM measure. In addition, SFMTA shall determine the feasibility of the non-public transit or other transportation provider providing service near the project site (e.g., conflicts at proposed stop locations or other operational considerations as documented in plans as required by the Shuttle Bus Service measure). This same process shall apply for pre-occupancy and ongoing monitoring and reporting if the property owner proposes to change the contribution or incentive from a public to non-public transit or other transportation provider during the Life of the Project.

Ongoing Monitoring and Reporting

The property owner shall document the total number of employees, occupied Dwelling Units, and/or registered guests that requested and were provided with contributions or incentives for sustainable transportation within the last year.

The property owner shall also submit invoices or receipts, with sensitive billing information redacted, to document the number and dollar amount of transit subsidies purchased within the last year. If no employees, tenants, or guests have opted to use the available ~~transit subsidies~~ contribution or incentive, then the property owner shall submit documentation demonstrating that the ~~transit~~ contributions or incentives were offered and declined^{2,3}. City staff shall verify that contributions or incentives are offered as specified in the project approvals.

Non-Substantive Amendments

8. ACTIVE-4 Bike Share Membership

The property owner shall proactively offer one complimentary bike share membership to each Dwelling Unit and/or employee¹, at least once annually, for the Life of the Project or a shorter period if a bike sharing program ceases to exist. If requested by a resident and/or employee, the property owner shall pay for memberships minimally equivalent to the cost of one annually Bay Area Bike Share (or a similar successor entity) membership per Dwelling Unit and/or employee. ~~The cost of the membership shall be determined at the time of project approval and increased annually to reflect the two year average consumer price index change for the San Francisco/San Jose Primary Metropolitan Statistical Area or the change in the cost of the membership, whichever is less. . . .~~

9. DELIVERY-1 Delivery Supportive Amenities

The Development Project shall facilitate delivery services by providing an ~~staffed reception~~ area for receipt of deliveries, ~~and that offering~~ one of the following: (1) clothes lockers for delivery services, (2) temporary storage for package deliveries, laundry deliveries, and other deliveries, or (3) providing temporary refrigeration for grocery deliveries, and/or including other delivery supportive measures as proposed by the property owner that may reduce Vehicle Miles Traveled ~~per household~~ by reducing number of trips that may otherwise have been by single occupancy vehicle.

10. INFO-1 Multimodal Wayfinding Signage

The Development Project shall provide multimodal wayfinding signage that can withstand weather elements (e.g., wind, rain) in key locations ~~to support access. That is, the signs shall be located in externally and/or internally so that the residents, tenants, employees and visitors are directed~~ to transportation services and infrastructure, including. . . .

11. INFO-3 Tailored Transportation Marketing Services

Option C

Three points for providing all of Option B, AND a one-time financial incentive to try new options, AND conduct outreach to tenant employers, if applicable, on an annual basis to encourage adoption of sustainable commute policies.

Financial incentives for Option C and Option D shall be at least equivalent to the 25 percent of the cost of a monthly Muni only "M" pass, or equivalent value in e-cash loaded onto Clipper Card, per participating ~~resident/employee per year~~ Dwelling Unit, and/or employee. ~~The cost of the financial incentive shall be determined at the time of project approval and increased annually to reflect the two year average consumer price index change for the San Francisco/San Jose Primary Metropolitan Statistical Area or the change in the cost of the membership, whichever is less.~~ . . .

12. PKG-1 Unbundled Parking

- Location A
 - One point if the residential neighborhood parking rate is greater than ~~0.8~~ 0.95 or non-residential neighborhood parking rate is greater than 1.4; OR
- Location B
 - Two points if the residential neighborhood parking rate is greater than ~~0.6~~ 0.80 and less than or equal to ~~0.8~~ 0.95 or non-residential neighborhood parking rate greater than 1.0 and less than or equal to 1.4; OR
- Location C
 - Three points if the residential neighborhood parking rate is greater than ~~0.4~~ 0.65 and less than or equal to ~~0.6~~ 0.80 or non-residential neighborhood parking rate is greater than 0.6 and less than or equal to 1.0; OR
- Location D
 - Four points if the residential neighborhood parking rate is greater than ~~0.2~~ 0.50 and less than or equal to ~~0.4~~ 0.65 or non-residential neighborhood parking rate is greater than 0.2 and less than or equal to 0.6; OR
- Location E
 - Five points if the residential neighborhood parking rate is less than or equal to ~~0.2~~ 0.50 or non-residential neighborhood parking rate is less than or equal to 0.2.

13. Glossary of Terms (Page 23)

Group Housing. Refer to Planning Code Section 102.

Appendix A: Introduction

There is a cover sheet preceding each category of measures that describes the nature of the category of measures; this includes how the measures within that category relate to one another, and how the measures reduce vehicle miles traveled (VMT). For the purpose of applying and implementing individual measures, a Group Housing bedroom is interchangeable with a Dwelling Unit for any measure that is wholly, or in part, based on the number of Dwelling Units in a project.

Executive Summary
Hearing Date: January 19, 2017

**Transportation Sustainability Program – Shift
Amendments to the TDM Program Standards**

ATTACHMENT D: RESIDENTIAL NEIGHBORHOOD PARKING RATE METHODOLOGY MEMO



Memorandum

Date: 01.10.2017
To: Wade Wietgreffe; TDM Working Group
From: Drew Cooper — Transportation Planner, SFCTA
Subject: Parking Quantification Methodology for the San Francisco TDM Ordinance

Overview

Existing, or “background”, parking rates are employed in the TDM Menu to determine whether and how many points should be awarded a project for the its parking provision. Different methodologies were employed in to estimate and quantify residential, and non-residential parking supply. This memo describes the methodology for estimating residential off-street parking supply

INTRODUCTION

Parking is an important factor in travel behavior. Parking at homes, offices, retail, and other locations supports the ability to own and drive cars. Until recently, there has been little data available on the amount of parking in San Francisco. Additionally, parking supply and parking rates (the ratio of parking spaces to land use) are changing as new developments are built. Therefore, the TDM parking quantification includes leveraging existing data, developing new data and estimation models, and a framework to incorporate new data over time.

Existing, or “background”, parking rates are employed in the TDM Menu to determine whether and how many points should be awarded a project for the its parking provision. Different methodologies were employed in to estimate and quantify residential, office, and retail parking supply. This memo describes the methodology for estimating residential off-street parking supply, and updates residential parking estimation methodology first presented in the TDM Technical Justification dated 6/21/2016.

RESIDENTIAL PARKING ESTIMATION

There is limited available data on off-street residential parking supply in San Francisco, so the Transportation Authority, with support from SFMTA and SF-Planning, developed a process to collect data and a model to estimate parking supply. This section describes the structure and data for cross-classification model to estimate residential off-street parking.¹

The residential parking estimation process proceeded with the following steps: 1) determine a model structure; 2) determine data needs; 3) determine a desired sample of data; 4) build the model; 5) estimate parking supply.

¹ A cross-classification model is a simple model to estimate an attribute of a population by dividing the population into subgroups using a set of characteristics, and measuring that attribute for a sample within each of those subgroups.

CLASSIFICATION SCHEME

There are many factors which may affect how much parking is built, such as the type of structure being built, its location and proximity to other locations, its proximity to transit, the year it is built, the price market the development is catering to, and others. The number of categories or bins (and the data needed to build the model) will increase exponentially with the number of factors being considered, so the chosen axes should be limited to those: 1) for which building-level data is available; 2) which are most likely to affect the parking rate, and; 3) for which we have comprehensive citywide data. The team considered multiple classification schemes and determined to use the following factors for the initial version of the model:

- Year constructed
- Number of units
- Planning district/area type

It is possible that the model may be refined with a different classification scheme or model structure as the TDM program and understanding of the relationship between parking, building attributes, and locational factors evolves.

Year Constructed: This is used to control for major changes in parking regulations in the San Francisco Planning Code. In 1955, minimum parking requirements were first introduced for residential uses in San Francisco.

- Pre 1955
- Post 1955

Number of Units (Residential Only): This is used to indicate the character and size of the development: single units, and small, medium, and large developments.

- 1
- 2-9
- 10-19
- 20+

Area Type: This is an indicator of surrounding land use, access to transportation infrastructure, and access to other destinations. It is based on estimates of automobile mode share from the SF-CHAMP travel demand model, which models travel behavior based on location, land use patterns, and multimodal transportation networks.

- High Auto Mode Share (> 65%)
- Medium Auto Mode Share (40%-65%)
- Low Auto Mode Share (< 40%)

The model resulting from this classification contains 3 land use categories, 2 year-built categories, 4 size categories, and 3 area type categories, resulting in 72 bins. The team developed an initial target of 30 samples per bin, resulting in 720 total samples.

$$2 \text{ year bins} \times 4 \text{ project sizes} \times 3 \text{ area types} = 24 \text{ bins}$$

$$24 \text{ bins} \times 30 \text{ samples per bin} = 720 \text{ total sample}$$

DATA DESCRIPTION

The team combined the 2013 San Francisco Parcel dataset with automobile mode share estimates from SF-CHAMP to classify parcels into the bins described in the previous section. The San Francisco Parcel dataset contains land use characteristics including the number of residential units, the year of construction, land use category, and other attributes. Additional documentation can be found here: <https://data.sfgov.org/Housing-and-Buildings/Land-Use/ngem-gcfs>.

From a global target of 720 building samples, the team determined bin-level targets for data collection, with a desired minimum of 10 samples per bin and remaining samples allocated proportionally to the number of buildings in each bin.

Table 1: San Francisco Parcels by Bin

Year	Size	Low AMS	Med AMS	High AMS	Total
before 1955	1	2,333	46,028	35,957	84,318
	2 to 9	8,758	20,473	1,104	30,335
	10 to 19	1,232	695	27	1,954
	20+	1,033	190	27	1,250
after 1955	1	218	4,772	7,818	12,808
	2 to 9	1,008	5,070	734	6,812
	10 to 19	265	475	79	819
	20+	460	225	42	727
Total		15,307	77,928	45,788	139,023

Table 2: Desired Samples by Bin

Year	Size	Low AMS	Med AMS	High AMS	Total
before 1955	1	12	177	173	362
	2 to 9	41	82	10	133
	10 to 19	10	10	10	30
	20+	10	10	10	30
after 1955	1	10	18	37	65
	2 to 9	10	22	10	42
	10 to 19	10	10	10	30
	20+	10	10	10	30
Total		133	339	270	722

RESULTS

Of the targeted 720 building samples, 277 have been collected to date. Samples by Bin are shown in Table 3. Using these samples, the model estimates a parking rate (parking spaces per residential unit for each bin. The team used the bin-level parking rate estimates to produce residential parking supply estimates for each parcel, displayed in Table 4. By applying parking rates from the cross-classification model to buildings with known residential units, the team estimates a total of 342,121 off-street residential parking spaces, shown in Table 5.

Table 3: Samples Collected by Bin

Year	Size	Low AMS	Med AMS	High AMS	Total
before 1955	1	12	54	19	85
	2 to 9	12	13	2	27
	10 to 19	8	10	3	21
	20+	22	6	1	29
after 1955	1	3	7	10	20
	2 to 10	9	18	10	37
	10 to 20	6	17	5	28
	20+	11	13	6	30
Total		83	138	56	277

Table 4: Parking Rate Estimate by Bin

Year	Size	Low AMS	Med AMS	High AMS	Mean
before 1955	1	1.33	1.54	1.63	1.53
	2 to 9	0.75	0.58	1.25	0.70
	10 to 19	0.16	0.31	0.36	0.26
	20+	0.17	0.46	0.94	0.26
after 1955	1	2.00	3.00	2.50	2.60
	2 to 9	1.33	1.07	1.28	1.19
	10 to 19	0.72	0.70	0.78	0.72
	20+	1.05	0.93	1.05	1.00
Mean		0.77	1.16	1.49	1.11

Table 5: Parking Supply by Bin

Year	Size	Low AMS	Med AMS	High AMS	Total
before 1955	1	3,111	70,747	58,667	132,524
	2 to 9	23,821	33,628	3,556	61,006
	10 to 19	2,703	2,871	121	5,695
	20+	8,345	3,962	3,592	15,900
after 1955	1	436	14,316	19,545	34,297

2 to 9	5,570	18,736	3,206	27,512
10 to 19	2,610	4,362	787	7,759
20+	45,443	8,941	3,043	57,428
Total	92,039	157,564	92,519	342,121

Figure 1 shows the total parking supply estimated in each Traffic Analysis Zone (zones ranging in size from blocks to block-groups). The team then derived neighborhood parking rates for each TAZ. The neighborhood parking rate accounts for parking in the zone as well as parking in nearby zones through a distance-weighting function. Parking rate estimates based on all building-types are shown in Figure 2. Because the TDM Ordinance will only apply to multi-unit buildings, neighborhood parking rates used in point calculations are estimated using multi-unit buildings, and these rates are shown in Figure 3.

Figure 1: Parking Supply by TAZ

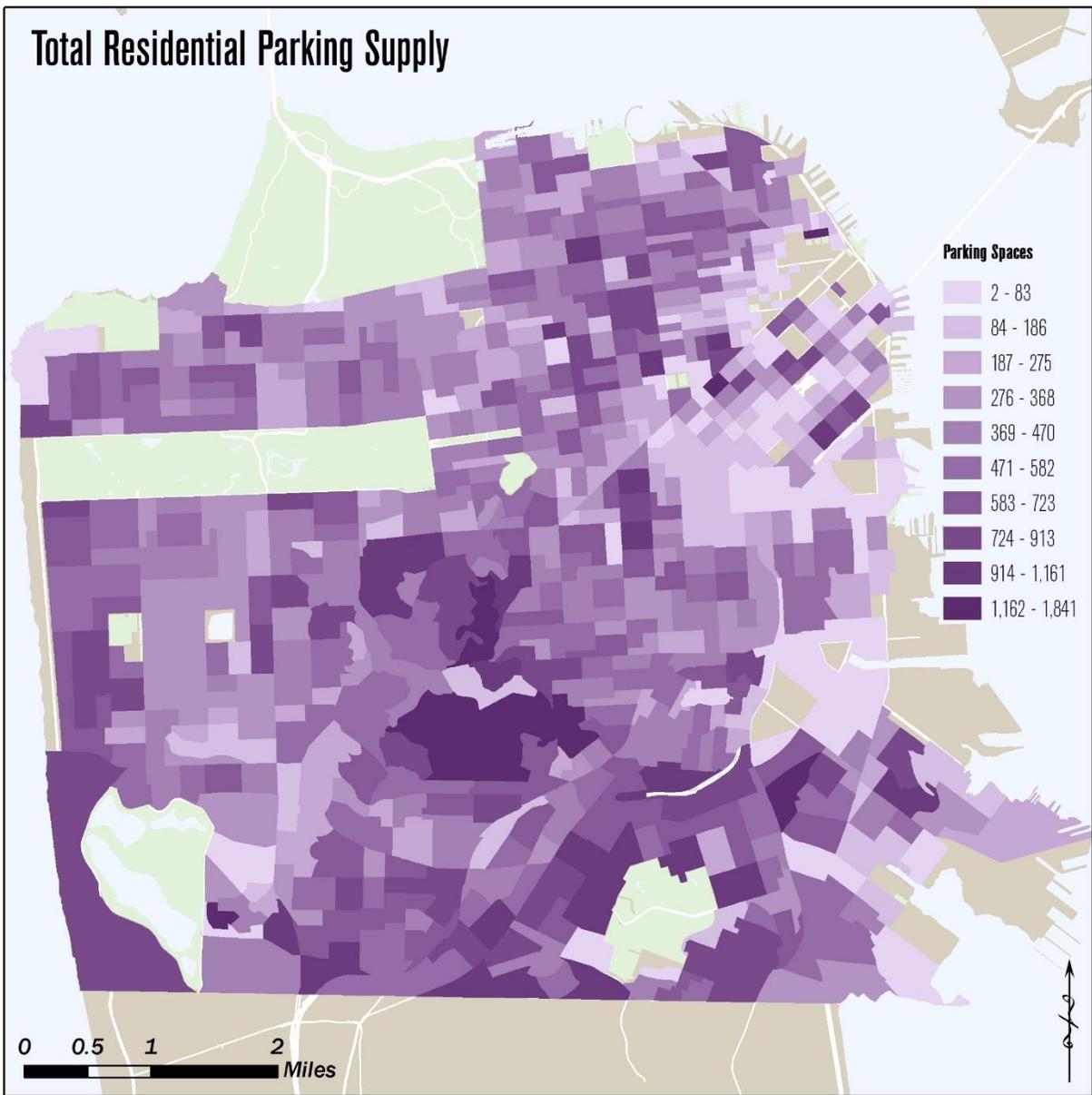
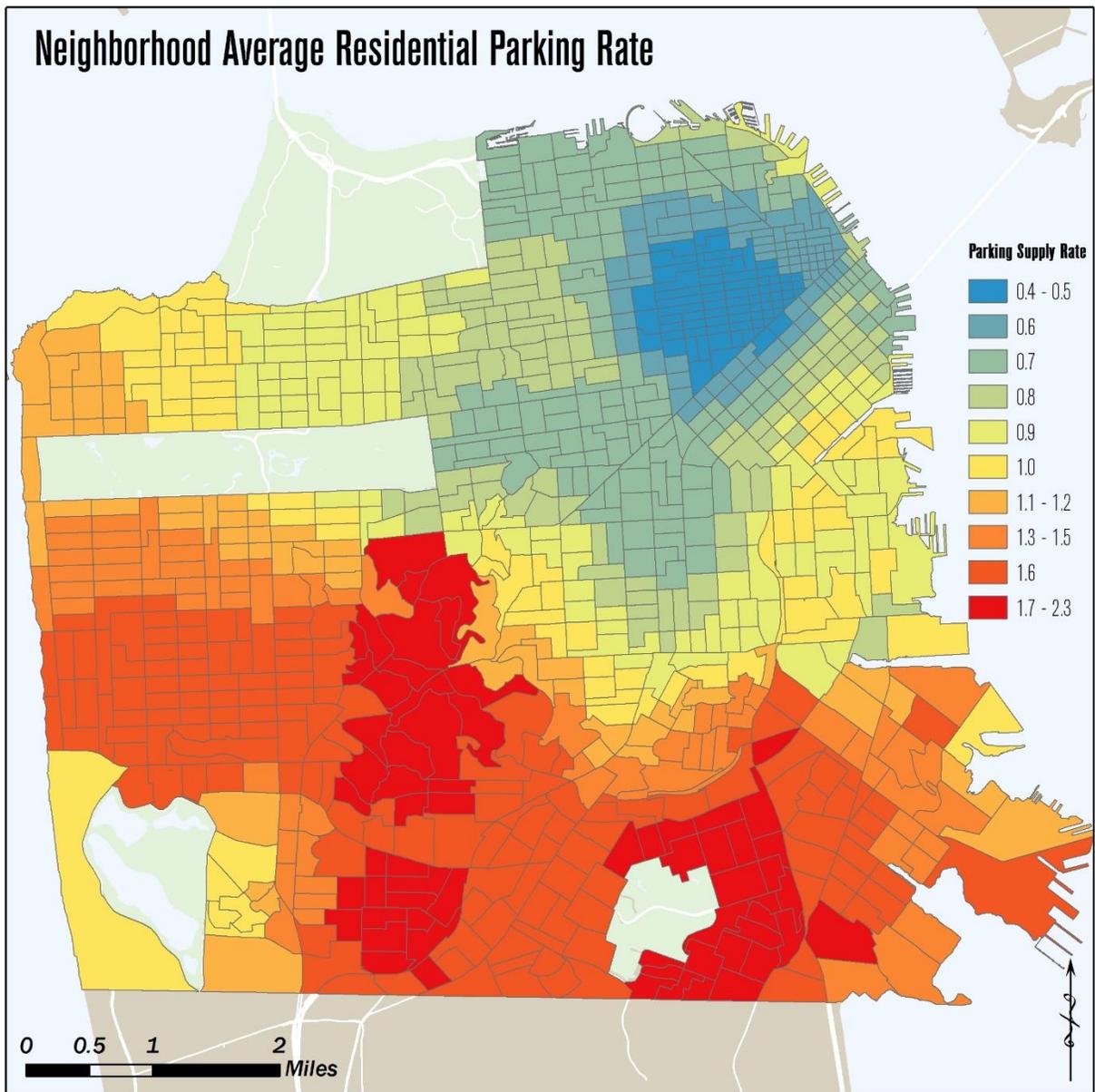


Figure 2: Parking Rate by TAZ



Parking Rate by TAZ Buildings with More Than One Residential Unit

