EXECUTIVE SUMMARY: EASTERN NEIGHBORHOODS MONITORING REPORTS 2011–2015
Introduction

After years-long community planning processes and coordination across several city agencies, the San Francisco Board of Supervisors approved the Eastern Neighborhoods Area Plans (see Map 1) in an effort to create a long-term vision for equitable, sustainable, and prosperous communities. The plans for the Mission, East SoMa, Central Waterfront, and Showplace Square/Potrero Hill were adopted in 2009 and for Western SoMa in 2013.

The Eastern Neighborhoods Plans represent the City’s and community’s pursuit of two key policy goals:

1) Ensuring a stable future for PDR businesses in the city by preserving lands suitable to these activities and minimizing conflicts with other land uses; and

2) Providing a significant amount of new housing affordable to low, moderate and middle income households and individuals, along with “complete neighborhoods” that provide appropriate amenities for the existing and new residents.

In addition to policy goals and objectives outlined in individual plans, all plans are guided by four key principles divided into two broad policy categories:

The Economy and Jobs:

» Reserve sufficient space for production, distribution and repair (PDR) activities, in order to support the city’s economy and provide good jobs for residents.

» Take steps to provide space for new industries that bring innovation and flexibility to the city’s economy.

People and Neighborhoods:

» Encourage new housing at appropriate locations and make it as affordable as possible to a range of city residents.

» Plan for transportation, open space, community facilities and other critical elements of complete neighborhoods.

This Executive Summary shows that the pace of development since adoption of the Area Plans has been consistent with the projections put forward in the Eastern Neighborhoods Environmental Impact Report (EN EIR). However, the Area Plans were enacted in 2008, right as the U.S. economy went into a sharp downturn caused in large part by a collapse of the national housing market. New housing and commercial construction largely dried up during the first years of the Plans and rebounded quite strongly since 2012. As a result, much of the development activity that has taken place in the Plan Areas has been concentrated over the last few years rather than following a smooth line since 2009. This recent development has been highly visible and concentrated in certain neighborhoods, such as the 16th Street corridor in Showplace Square/Potrero Hill, over this short time period.

Similarly, the City collected few impact fee revenues in the early years of the plan due to the slow pace of development and the City’s fee deferral program. With more robust development and the sunset of the fee deferral program, the City has started to collect greater revenues in the past few years, and is projected to collect significant revenue over the coming years. A number of significant improvements have been recently completed or are nearing completion, such as Daggett Park in the Showplace Square/Potrero Hill Plan Area. Other infrastructure projects are beginning construction or are expected to be built in the next few years as new development comes on line. While there has been significant progress on infrastructure the overall reliance on impact fees creates a significant gap between completed infrastructure projects and residential development that is expected to come online in the next few years.

Finally, it is important to note that this report is not intended to be an overall evaluation of the regional economy and housing market on the Eastern Neighborhoods. It is meant to monitor the progress and impact of the Eastern Neighborhood Area Plans. For instance, the fact that the inclusionary housing targets in the Area Plans have

1 Appendix D of the Monitoring Reports tracks the amount of development that has been approved or is under consideration under the EN EIR in comparison with what was studied by the environmental review document.
exceeded those required by the City (as discussed in Section 3.4 in each of the reports) does not imply that there is sufficient affordable housing in San Francisco or in the Eastern Neighborhoods. The Eastern Neighborhoods Citizens’ Advisory Committee (EN CAC), which provided critical input and feedback throughout the production of these monitoring reports, will write a separate letter highlighting important policy issues facing the Plan Areas, to be presented to the Planning Commission.

**Monitoring Requirements and Projects Approved under EN EIR**

The ordinances that enacted the Eastern Neighborhoods Area Plans (including Western SoMa), approved by the Board of Supervisors, require that the Planning Department produce five-year reports monitoring residential and commercial developments in those neighborhoods, as well as impact fees generated and public and private investments in community benefits and infrastructure. The first set of monitoring reports for Mission, East SoMa, Showplace Square/Potrero Hill, and Central Waterfront were published in 2011, covering the period from January 1, 2006 through December 31, 2010. Because Western SoMa was adopted in 2013, no monitoring reports have been produced for that Area Plan. However, due to its geographic proximity and overlapping policy goals with the other Eastern Neighborhoods, Planning Department staff, in consultation with the CAC, has shifted the reporting timeline such that the
Western SoMa Area Plan Monitoring Report 2011–2015 will be the first five-year report and set the calendar so that future monitoring reports are conducted alongside the other Eastern Neighborhoods.

As required by the ordinance that approved the Eastern Neighborhoods Plans, this report tracks all development activity that has occurred in the Plan Areas between 2011 and 2015 and the pipeline as of December 31, 2015. A number of these developments did not (or will not) receive their entitlements pursuant to the adopted Eastern Neighborhoods Plans or under the Environmental Impact Report (EN EIR) because they were approved prior to adoption of the plans (but completed construction in the past five years), will seek entitlement subject to pending planning efforts and separate environmental clearance (such as projects in the proposed Central SoMa Plan Area, Pier 70, and the HOPE SF project at Potrero Annex), or for other reasons.

However, in order to analyze the progress of development activity with regards to the estimates studied in the EN EIR, this Executive Summary also discusses the amount of development that has been entitled under the Area Plans’ environmental document, particularly as it relates to the most salient policy issues of (new housing development and the loss of PDR space). The projects that have been approved under the 2009 Eastern Neighborhoods Plans and have received Community Plan Exemption (CPE) based on the EN EIR are listed and summarized in Appendix D.

The Economy and Jobs

The five-year monitoring period covered in these reports (2011-2015) span a moment of dramatic change in San Francisco’s economy: from the depths of the “Great Recession” to a rapid expansion since 2012 that has continued to the present. The high technology industries located in or near the Eastern Neighborhoods have been key drivers in the City’s and the region’s job and population growth, which has intensified pressures on existing businesses and the traditional economic make-up of these communities. The Plans were largely motivated by the need to protect existing businesses – particularly in PDR activities – from such pressures, while transitioning appropriate lands to other activities. The recent and unprecedented influx of jobs notwithstanding, the loss of PDR space that has occurred since adoption of the Plans as well as in the past five years has been consistent with what was expected during the planning process, as studied under the EN EIR. The amount of PDR space (and other land uses) in each of the Plan Areas is shown on table 2.1.1 of the individual reports.

As Table 1 shows, the Eastern Neighborhoods saw roughly 970,000 square feet of PDR space converted to other activities during the 2011 to 2015 period, including projects not approved under

<table>
<thead>
<tr>
<th>Plan Area</th>
<th>Cultural, Institutional, Educational</th>
<th>Medical</th>
<th>Office</th>
<th>Production, Distribution and Repair</th>
<th>Retail</th>
<th>Visitor / Lodging</th>
<th>Total Commercial Sq Ft</th>
</tr>
</thead>
<tbody>
<tr>
<td>Mission</td>
<td>(25,211)</td>
<td>15,200</td>
<td>108,400</td>
<td>(206,311)</td>
<td>40,119</td>
<td>–</td>
<td>(67,803)</td>
</tr>
<tr>
<td>Central Waterfront</td>
<td>3,000</td>
<td>–</td>
<td>–</td>
<td>(25,700)</td>
<td>14,448</td>
<td>–</td>
<td>(8,252)</td>
</tr>
<tr>
<td>East SoMa</td>
<td>–</td>
<td>–</td>
<td>605,420</td>
<td>(438,773)</td>
<td>(18,317)</td>
<td>–</td>
<td>148,330</td>
</tr>
<tr>
<td>Western SoMa</td>
<td>–</td>
<td>–</td>
<td>71,676</td>
<td>(92,995)</td>
<td>(3,700)</td>
<td>(3,930)</td>
<td>(28,949)</td>
</tr>
<tr>
<td>Showplace/ Potrero</td>
<td>419,070</td>
<td>–</td>
<td>201,515</td>
<td>(207,645)</td>
<td>2,603</td>
<td>–</td>
<td>415,543</td>
</tr>
<tr>
<td>Total</td>
<td>396,859</td>
<td>15,200</td>
<td>987,011</td>
<td>(971,424)</td>
<td>35,153</td>
<td>(3,930)</td>
<td>458,869</td>
</tr>
</tbody>
</table>

Source: San Francisco Planning Department.

Note: Includes all developments in the Plan Area during reporting period, including those that did not receive CEQA clearance under the EN EIR.
TABLE 2

Commercial Pipeline by Land Use in the Eastern Neighborhoods, 4th Quarter 2015

<table>
<thead>
<tr>
<th>Plan Area</th>
<th>Cultural, Institutional, Educational</th>
<th>Medical</th>
<th>Office</th>
<th>Production, Distribution and Repair</th>
<th>Retail</th>
<th>Visitor / Lodging</th>
<th>Total Commercial Sq Ft</th>
</tr>
</thead>
<tbody>
<tr>
<td>Mission</td>
<td>250,985 16,000</td>
<td>170,442</td>
<td>(360,558)</td>
<td>63,750 -</td>
<td>140,619</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Under review</td>
<td>247,028 -</td>
<td>165,770</td>
<td>(329,490)</td>
<td>51,672 -</td>
<td>134,980</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Entitled</td>
<td>3,957 16,000</td>
<td>4,672 (18,607)</td>
<td>4,682 -</td>
<td>10,704</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Under construction</td>
<td>- -</td>
<td>- (12,461)</td>
<td>7,396 -</td>
<td>(5,065)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Central Waterfront</td>
<td>- -</td>
<td>1,160,792</td>
<td>(397,729)</td>
<td>330,293 -</td>
<td>1,093,356</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Under review</td>
<td>- -</td>
<td>1,156,586</td>
<td>(247,770)</td>
<td>335,410 -</td>
<td>1,244,226</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Entitled</td>
<td>- - 4,206 (73,032)</td>
<td>1,442 - (67,384)</td>
<td>- (83,484)</td>
<td></td>
<td></td>
<td></td>
<td></td>
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<tr>
<td>Under construction</td>
<td>- -</td>
<td>- (76,927)</td>
<td>6,559 -</td>
<td>(83,486)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>East SoMa</td>
<td>(15,022) -</td>
<td>588,988 (198,087)</td>
<td>(79,127)</td>
<td>123,777 420,529</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Under review</td>
<td>(16,622) -</td>
<td>379,532 (119,972)</td>
<td>(104,190)</td>
<td>101,232 239,980</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Entitled</td>
<td>1,600 - 45,306 (58,585)</td>
<td>14,511 - 2,832</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Under construction</td>
<td>- -</td>
<td>164,150 (19,530)</td>
<td>10,552 22,545 177,717</td>
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<td></td>
<td></td>
</tr>
<tr>
<td>Western SoMa</td>
<td>62,870 -</td>
<td>3,046,022 (110,766)</td>
<td>82,464 41,000 3,121,590</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Under review</td>
<td>59,070 -</td>
<td>2,203,723 (48,832)</td>
<td>22,725 - 2,236,686</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Entitled</td>
<td>3,800 - 809,299 (37,988)</td>
<td>6,739 41,000 822,850</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Under construction</td>
<td>- -</td>
<td>33,000 (23,946)</td>
<td>53,000 62,054</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Showplace Square/ Potrero Hill</td>
<td>320,166 -</td>
<td>45,541 (319,656)</td>
<td>72,306 545 118,902</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Under review</td>
<td>35,695 -</td>
<td>(28,070) (211,816)</td>
<td>35,678 - (168,513)</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Entitled</td>
<td>284,471 - 73,611 58,709 2,208 - 418,999</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Under construction</td>
<td>- -</td>
<td>- (166,549)</td>
<td>34,420 545 (131,584)</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Eastern Neighborhoods</td>
<td>618,999 -</td>
<td>5,011,785 (1,386,796)</td>
<td>469,686 165,322 4,894,996</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Under review</td>
<td>325,171 -</td>
<td>3,877,541 (957,880)</td>
<td>341,295 101,232 3,687,359</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Entitled</td>
<td>293,828 16,000</td>
<td>937,094 (129,503)</td>
<td>29,582 41,000 1,188,001</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Under construction</td>
<td>- -</td>
<td>197,150 (299,413)</td>
<td>98,809 23,090 19,636</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Source: San Francisco Planning Department

Note: Includes all developments in the pipeline as of December 31, 2015, including those that did not receive or will not pursue CEQA clearance under the EN EIR.

the EN EIR. Although an equivalent increase in office square footage has been developed during this period (990,000), most of the actual spaces formerly occupied by PDR businesses were in fact transitioning to residential uses, many with higher percentage of affordable housing than required by the City. By-and-large, conversions or demolitions of PDR space did not occur in zoning districts specifically created to protect industrial activities (such as PDR-1-G, PDR-2-G, SALI, and SLI), but in areas that the Plans defined as “transitional” and open for development of a broad array of uses, such as the Urban Mixed Use (UMU) designation and other districts never oriented towards industrial uses (such as Neighborhood Commercial and Mixed Use Office).

The commercial pipeline as of December 31, 2015 shows a continuation of these trends. If all projects that have applied for planning permits are approved, the Eastern Neighborhoods will see another 1.39 million square feet of PDR space converted to other uses. Of that amount, only 430,000 square feet has been entitled (300,000 square feet of which are under construction). More
than two-thirds of the loss in PDR square footage in the pipeline is currently under review and have not yet received entitlements from the Planning or Building Departments, so it is likely that a smaller amount of PDR will transition to other uses than what is currently under review.

The other land use category that will see substantial change within the pipeline is office. Table 2 shows that roughly 5.9 million square feet of office space are proposed in the Eastern Neighborhoods. Of that amount, however, 4.7 million has not been entitled, and the vast majority of that is located in the proposed Central SoMa Plan Area (which straddles East and Western SoMa) or in the Pier 70 master development in Central Waterfront, and are being studied separately under their own EIRs and will be subject to different land use and fee policies under their separate zoning and implementation plans. Within the next two years, the Eastern Neighborhoods can expect 200,000 square feet of new office based on the number of projects under construction.

Loss of PDR in Projects Approved under EN EIR

The EN EIR estimated that between 2.1 and 4.9 million square feet of PDR space would be lost in the original four Plan Areas (excluding Western SoMa) by 2025, compared to a loss of 4.6 million square feet analyzed under the “No Project Alternative”.2 As of June 30, 2016, the Eastern Neighborhoods has lost roughly 740,000 square feet of PDR space in projects that were approved pursuant to the EN EIR, of which 500,000 has already been transitioned to other uses and the rest have received entitlements and are either under construction or have not yet broken ground. The pipeline includes about 614,000 square feet of PDR loss in projects that are currently under review, but have not received entitlements from the Planning Department. If all projects are approved and built to the full extent of their applications, the Eastern Neighborhoods will see a total loss of 1.27 million square feet of PDR space in coming years, or 36% of the PDR loss studied under the EN EIR.

A detailed accounting of projects approved under the EN EIR, by Plan Area and land use, is included in Appendix D.

Employment in the Eastern Neighborhoods

Data from the California Employment Development Department (EDD) shows that the Eastern Neighborhoods, over the past five years, have not lost employment in PDR activities.3 In the 2011-2015 period, PDR jobs have increased from roughly 19,000 to more than 20,000, as shown on Figure 1. Other land use categories, particularly office and retail, have seen substantial increases in employment during this time, meaning that PDR is relatively a smaller share of the Eastern Neighborhoods labor force. Given the fact that the Plan Areas lost PDR space and only added about 500,000 net square foot of commercial space overall, it is reasonable to assume the following: (1) much of the added employment has located in spaces that were vacant in 2010 due to the Great Recession and (2) the growth in PDR activities that has taken place has been in smaller firms (with 5-20 employees) that require less space per employee and can fit into smaller spaces. However, in order to allow for expansion of existing PDR businesses in the Eastern Neighborhoods, additional industrial space will likely need to be built.4

As Appendix Table F-1 shows, the occupations (at three-digit NAICS code) that saw the largest increases in absolute numbers compared with 2010 include Construction (gain of 500 jobs), Other Manufacturing, and Wholesale (gain of 400 jobs each). Between 2010 and 2015, there was a loss of 240 jobs in Apparel Manufacturing and 100 jobs in Repair Services.

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2 The EN EIR studied three rezoning options, with each having different impacts in terms of housing and commercial development and loss of PDR space. A “Preferred Project Alternative” was proposed for housing units between options B and C, but no specific amount of square footage loss was provided for PDR. Instead, the Preferred Project Alternative described the PDR loss in terms of loss of designated PDR land area. In this report we assume that the impact of the Preferred Project on PDR loss would be equivalent to the average of options B and C in the EN EIR. The “No Project Alternative” studied the potential loss of PDR space under the industrial zoning designations that pre-dated the rezoning undertaken through the Eastern Neighborhoods Area Plans (C-M, M-1, and M-2), which allowed a broad range of uses “by right”, including office and residential.

3 The change in PDR jobs varies by Plan Area. See Figure 2.4.1 of the individual reports.

4 According to the trade association SF Made, PDR businesses needing more space have relocated to other parts of the city (such as the Bayview or existing Port properties) and region, which offer larger square footages and more affordable rents.
People and Neighborhoods

In addition to the stabilization of PDR activities and employment, the Eastern Neighborhoods Area Plans placed a strong focus on expanding the supply of housing, particularly units that are affordable to low- and moderate-income households. Additionally, housing is not simply conceived as “four walls and a roof”, but as a set of supporting amenities, such as adequate transportation and mobility, parks, community centers, childcare facilities and other important elements of complete neighborhoods. As some of the areas suitable for residential development were formerly dominated by industrial uses, the installation of neighborhood infrastructure to serve new and existing residents was a key priority for the Area Plans.

As Table 3 shows, in the 2011–2015 reporting period, 1,375 units have been developed in the Eastern Neighborhoods, 77% of which were built in the Mission and East SoMa Plan Areas. Of this total, 21% were income-restricted (55% of area median income for rental units and 90% of AMI for ownership units). Of the total number of affordable units (290), more than three-fourths were developed through the inclusionary housing program, in which developers of market-rate housing set aside a percentage of the units within a development for low- or moderate-income households. Inclusionary units accounted for almost 17% of all units built without public subsidies during the reporting period, a higher percentage than the percentage required by the City for developments of ten or more units (12% for onsite units). Neighborhoods such as Mission, Western SoMa, and Showplace Square/Potrero Hill developed a lower percentage of affordable units than the minimum 12% requirement. In these

5 This includes projects that did not receive entitlements under the EN EIR. For a discussion of developments enabled by the Eastern Neighborhoods Plans and considered under the EN EIR, see subsection below and Appendix D.
### Table 3

**Housing Development in the Eastern Neighborhoods, 2011–2015**

<table>
<thead>
<tr>
<th>Plan Area</th>
<th>Units from New Development</th>
<th>Publicly Subsidized Units</th>
<th>Inclusionary Units</th>
<th>Total Affordable Units</th>
<th>Percent Affordable</th>
</tr>
</thead>
<tbody>
<tr>
<td>Mission</td>
<td>504</td>
<td>–</td>
<td>56</td>
<td>56</td>
<td>11%</td>
</tr>
<tr>
<td>Central Waterfront</td>
<td>203</td>
<td>–</td>
<td>68</td>
<td>68</td>
<td>33%</td>
</tr>
<tr>
<td>East SoMa</td>
<td>551</td>
<td>69</td>
<td>89</td>
<td>158</td>
<td>29%</td>
</tr>
<tr>
<td>Western SoMa</td>
<td>65</td>
<td>–</td>
<td>6</td>
<td>6</td>
<td>9%</td>
</tr>
<tr>
<td>Showplace Square/ Potrero Hill</td>
<td>52</td>
<td>–</td>
<td>2</td>
<td>2</td>
<td>4%</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>1,375</strong></td>
<td><strong>69</strong></td>
<td><strong>221</strong></td>
<td><strong>290</strong></td>
<td><strong>21%</strong></td>
</tr>
</tbody>
</table>

Source: San Francisco Planning Department.

Note: Includes all developments in the Plan Area during reporting period, including those that did not receive CEQA clearance under the EN EIR.

### Table 4

**Residential Development Pipeline, 4th Quarter 2015**

<table>
<thead>
<tr>
<th>Plan Area</th>
<th>Number of Units</th>
<th>Number of Projects</th>
</tr>
</thead>
<tbody>
<tr>
<td>Mission</td>
<td>1,855</td>
<td>111</td>
</tr>
<tr>
<td>Under review</td>
<td>1,467</td>
<td>65</td>
</tr>
<tr>
<td>Entitled</td>
<td>188</td>
<td>29</td>
</tr>
<tr>
<td>Under construction</td>
<td>200</td>
<td>17</td>
</tr>
<tr>
<td>Central Waterfront</td>
<td>2,578</td>
<td>24</td>
</tr>
<tr>
<td>Under review</td>
<td>1,862</td>
<td>15</td>
</tr>
<tr>
<td>Entitled</td>
<td>252</td>
<td>4</td>
</tr>
<tr>
<td>Under construction</td>
<td>464</td>
<td>5</td>
</tr>
<tr>
<td>East SoMa</td>
<td>1,381</td>
<td>48</td>
</tr>
<tr>
<td>Under review</td>
<td>510</td>
<td>21</td>
</tr>
<tr>
<td>Entitled</td>
<td>551</td>
<td>16</td>
</tr>
<tr>
<td>Under construction</td>
<td>320</td>
<td>11</td>
</tr>
<tr>
<td>Western SoMa</td>
<td>1,313</td>
<td>47</td>
</tr>
<tr>
<td>Under review</td>
<td>890</td>
<td>35</td>
</tr>
<tr>
<td>Entitled</td>
<td>7</td>
<td>9</td>
</tr>
<tr>
<td>Under construction</td>
<td>416</td>
<td>3</td>
</tr>
<tr>
<td>Showplace/Potrero</td>
<td>4,526</td>
<td>61</td>
</tr>
<tr>
<td>Under review</td>
<td>2,634</td>
<td>34</td>
</tr>
<tr>
<td>Entitled</td>
<td>84</td>
<td>18</td>
</tr>
<tr>
<td>Under construction</td>
<td>1,808</td>
<td>9</td>
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<tr>
<td><strong>Eastern Neighborhoods</strong></td>
<td><strong>11,653</strong></td>
<td><strong>291</strong></td>
</tr>
<tr>
<td>Under review</td>
<td><strong>7,363</strong></td>
<td><strong>170</strong></td>
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<tr>
<td>Entitled</td>
<td><strong>1,082</strong></td>
<td><strong>76</strong></td>
</tr>
<tr>
<td>Under construction</td>
<td><strong>3,208</strong></td>
<td><strong>45</strong></td>
</tr>
</tbody>
</table>

Source: San Francisco Planning Department.

Note: Includes all developments in the pipeline as of December 31, 2015, including those that did not receive or will not pursue CEQA clearance under the EN EIR.
cases, developers may have met their obligations by paying a fee in lieu of physically developing the units, equivalent to setting aside 20% of the units as affordable.

The other one-fourth of affordable units (69) was built by non-profit developers as two fully affordable developments in East SoMa, using a combination of public subsidies from the City, State, and Federal governments.

As of December 31, 2015, there were an additional 11,653 units slated for development in the Eastern Neighborhoods. Of this total, 63% were under review (including within large-scale developments such as Pier 70), 9% were entitled and awaiting construction, and 28% were under construction. Assuming the minimum inclusionary housing requirement (12%) for the pipeline, an additional 1,400 affordable units would be built in the Plan Areas. The breakdown of the pipeline by Plan Area and development status is shown on Table 4.

**Housing Development Approved under the EN EIR**

The EN EIR’s “Preferred Project” alternative estimated that as many as 9,785 units would be built in the Eastern Neighborhoods by 2025, compared to a “No Project” alternative of 2,871 units. As of June 31, 2015, the Planning Department has approved the construction of 4,351 units in the Eastern Neighborhoods, of which 1,385 (or 14% of the total estimated by the EIR) have been built and 1,572 (or 16% of the EIR estimates) are under construction and are expected to be completed within the next two years. An additional 4,192 units are currently under review. If all projects in the pipeline are approved and built to their fullest extent, the Eastern Neighborhoods will see an increase in housing units that reaches 87% of the total estimated by the EN EIR. In the Showplace Square/Potrero Hill Plan Area the total amount of units entitled and under review is close to the amount estimated by the EN EIR’s “Preferred Project” alternative and in the Mission Plan Area it exceeds this total. In both cases, however, the amount that has been entitled by the Planning Department is well under the EN EIR estimates (50% of the amount studied in the EIR in Showplace Square/Potrero Hill and 35% in the Mission), as shown in Appendix D.

**Community Benefits**

In order to accommodate the additional expected development and existing needs, the Plans also included a detailed list of community benefits that would be funded through a combination of revenue from the newly created Eastern Neighborhood impact fees and other City funds. The City established an impact fee program levied on new commercial and residential developments. Prior to adoption of the Plans, the Planning Department conducted a Needs Assessment to establish the amount of infrastructure that would be required, a legally-required Nexus Study to support the adoption of the fees, and feasibility testing to establish a fee that would not block new developments. The Planning Department updated the Needs Assessment for open space, child care, and pedestrian and bike facilities in 2015, which on top of providing the legally required nexus, established levels-of-service (LOS) benchmarks for new growth. To meet these LOS benchmarks, 10.3 acres of new parks and 307 childcare spots (toddlers and pre-schoolers combined) would have to be created for all of the residential development currently in the application pipeline. See Appendix I for more detail.

To date, the City has collected almost $50 million from 150 projects, shown in Table 5. The fees are assigned to funds in five categories: housing, transportation and transit, complete streets, recreation and open space, and child care.

Impact fees created through the Area Plans are a major source of revenue for infrastructure spending although they were never expected to provide 100% of funding for needed community improvements. Planning staff anticipated impact fees to pay for 30% of infrastructure need created by new development. The Plans anticipated that the City would receive $116,000,000 over a 20-year period, with a total funding need of $395,000,000 for community improvements.6 Planning staff worked with Capital Planning Staff,

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Mayor’s Budget Office, Rec and Park, MTA, and DPW to reevaluate projects needed to serve new growth in the Eastern Neighborhoods, their costs, current funding commitments and funding gaps. This effort, informally known as the “Eastern Neighborhoods Mini-Capital Plans,” was incorporated into the City’s Ten-Year Capital Plan for FY2016 – 2025. The Report indicated a current cost of infrastructure need of $345 million, within the next ten years. Of this amount, $44 million of funds still need to be identified. When including additional projects for which no funds or commitments have been made (“emerging needs”), there is a funding gap of $154 million.

The initial list of infrastructure projects in the Eastern Neighborhoods Area Plans (including the Eastern Neighborhoods Implementation Document and the Infrastructure Concept Maps) included roughly 50 projects of various scales and purposes that addressed open space, streetscape, transit, bicycle and pedestrian improvements. These projects (or other commensurate projects) are expected to be implemented over a 20-year period (the same period of the initial development projections). On top of this initial set of infrastructure projects, the Planning Department and other agencies have identified roughly 45 others through the publication of four additional streetscape, open space and transportation plans (specifically, the Mission District Master Streetscape Plan, the Showplace Square Open Space Plan, the Western Soma Community Transportation Plan, and ENTrips) and is working on a fifth (the Central Waterfront/Dogpatch Public Realm Plan).

Of the initial 50 projects, five major projects have been completed7 and seven are either under construction or are close to breaking ground.8 An additional seven major projects are expected to be completed within five years.9 In addition to these major projects, funds have also been set aside for smaller community-based projects. For example, the CAC has requested staff to set aside $200,000 through the City’s Community Challenge Grant Program. To date, two rounds of funding have occurred with a total of six projects receiving grants; three have been completed and three are underway.

To date the City has received over $48 million in impact fee revenue, as shown in Table 5, with 80% of this amount collected in the last two years. Although impact fees are an important resource, they are reliant on the timing of development, which can be unpredictable and “lumpy.” Implementing agencies are careful not to plan projects solely around irregular funding sources. Additionally, it takes time to appropriate resources for projects through the budget process and to make sure such projects are included in agency work programs. As such, infrastructure projects reliant on impact fees often lag behind the development they are intended to serve. This dynamic was exacerbated by the temporary “fee deferral program,” which enabled developers to withhold fee payment until the development project was complete.

Furthermore, two of the largest infrastructure projects, for which 80% of impact fee transportation funds are dedicated (Folsom Street/Howard Street and the 16th Street/22-Fillmore)10 required further environmental review and were incorporated into larger EIRs. These EIRs had long review periods, which further pushed out their implementation. As the previous sections on commercial and residential development highlight, much of development activity planned under the Eastern Neighborhoods Plan Areas is under construction or in the pipeline, which means that a substantial portion of the impact fees has yet to be collected.

Table 6 shows major projects funded to date, the amount of funding covered by impact fees and total project costs. In addition to these, several smaller projects have been funded including through the community challenge grant described above. For a full list of infrastructure projects, their scope and status, and funding levels, see Appendix J.

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7 Potrero Kids Child Care, Daggett Park, Cesar Chavez Streetscape Improvements, SoMa Alleys, and Brannan Street Wharf.
8 17th and Folsom Park, South Park, Dogpatch Art Plaza, Ringold Alley, Potrero Avenue Streetscape Improvements, Bartlett Street Improvements, and 2nd Street Streetscape Improvements.
9 Appendix J includes a table with all priority capital projects with detailed descriptions and status updates.
10 Memorandum of Understanding between Planning and implementing agencies required 80% of funds be spent on these “Priority Projects.”
Looking ahead in the next 24 months, the City expects that the projects approved under the EN EIR that are currently under construction will be completed, adding roughly 1,600 units to the Eastern Neighborhoods. With the projects that have already been completed to date, the cumulative total in two years will represent roughly 30% of the residential development estimated by the EN EIR.\footnote{The total cumulative commercial development (excluding PDR) for projects that were entitled under the EN EIR and are expected to be completed in the next two years is 990,000 square feet. This represents 18% of the amount studied under the EN EIR, as shown in Appendix D.} During this period, in addition to the projects listed in Table 6 as Complete, Under Construction, and under Environmental Review, the following infrastructure projects are expected to be completed with funding from impact fees and outside sources:

- Brannan Street Wharf
- Crane Cove Park Phase I
- SoMa Alleys
- 2nd Street Streetscape Improvements
- Cesar Chavez Streetscape Improvements

Map 2 shows the location and status of infrastructure projects in the Eastern Neighborhoods.
MAP 2
Major and Community-Based Infrastructure Projects in the Eastern Neighborhoods

MAP

Major and Community-Based Infrastructure Projects in the Eastern Neighborhoods

Project Status
- Complete
- Construction / Near Construction
- Planned
- Conceptual

Project Size
- Major
- Community

1. 16th Street / 22nd Street Improvements
2. 17th Street and Folsom Park
3. 22nd Street Green Connections
4. 2nd Street Improvements
5. 7th Street / 8th Street Pedestrian and Bicycle Improvements
6. Angel Alley (Community Challenge Grant)
7. Folsom Street Pedestrian Improvements / Mission Mercado
8. Central Waterfront Bridge Lighting
9. Central Waterfront Recreation and Open Space
10. Connecticut Friendship Garden (Community Challenge Grant)
11. Daggett Park (In-Kind)
12. Dogpatch Art Plaza (In-Kind)
13. Eagle Plaza (In-Kind)
14. Fall Line Bridge Park (Community Challenge Grant)
15. Folsom Street / Howard Street Improvements
16. Franklin Square Par-Course
17. Garfield Square Aquatic Center
18. Gene Friend / Soma Recreation Center
19. Hope SF Potrero (Community Challenge Grant)
20. Jackson Playground
21. Java Condominium Playground
22. Joe Connors
23. Manalo Draves Pedestrian Crossing
24. Mission Recreation Center
25. New Parks in South of Market
26. Potrero Avenue Streetscape
27. Potrero High School Childcare Center (In-Kind)
28. Potrero Recreation Center Trail Lighting (“Walking School Bus”)
29. Ringold Alley Improvements (In-Kind)
30. South Park
31. The Loop
32. Townsend Street Streetscape
33. Tunnel Top Park (Community Challenge Grant)
Mayor
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Paula Chiu, Planner
Audrey Harris, Planner
Adrienne Hyder, Graphic Design/Cartography
Paolo Ikezoe, Planner
Mathew Snyder, Planner
Michael Webster, Cartography

Citizens Advisory Committee of the Eastern Neighborhoods Plan

Current Members:
Chris Block, Walker Bass, Chirag Bhakta, Joe Boss,
Don Bragg, Marcia Contreras, John Elberling,
Keith Goldstein, Oscar Grande, Bruce Kin Huie,
Henry Karnilowitz, Toby Levy, Robert Lopez,
Fernando Martí, Dan Murphy, Kristian Ongoco,
Abbie Wertheim

Previous Members:
Alisa Shen, Arthur Reis, Maureen Sedonaen, Kate Sofis,
Cyndy Comerford, Julie Leadbetter

The Planning Department would also like to acknowledge the efforts of community organizations and the thousands of community members who have worked with us over the years to develop the Eastern Neighborhoods Community Plans.

For Information on the Eastern Neighborhoods Area Plans, visit:
http://easternneighborhoods.sfplanning.org