

1 [Administrative Code - Port Pre-Payment of Jobs - Housing Linkage Program Obligations]

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3 **Ordinance amending the San Francisco Administrative Code, by adding Section 61.12,**  
4 **to authorize pre-payment of Jobs-Housing Linkage Program obligations for**  
5 **developments on certain Port lands; and adopting environmental findings.**

6 NOTE: Additions are *single-underline italics Times New Roman*;  
7 deletions are ~~*strike-through italics Times New Roman*~~.  
8 Board amendment additions are double-underlined;  
9 Board amendment deletions are ~~strike through normal~~.

9

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

11 Section 1. Findings.

12 (a) The Planning Department has determined that the actions contemplated in this  
13 ordinance comply with the California Environmental Quality Act (California Public Resources  
14 Code §§ 21000 et seq.). This determination is on file with the Clerk of the Board of  
15 Supervisors in File No. \_\_\_\_\_ and is incorporated by reference.

16 (b) The City imposes a variety of development exactions on land-use development  
17 projects, including obligations under the Jobs-Housing Linkage Program (JHLP) described in  
18 Planning Code Sections 413 et seq. (JHLP ordinance). Under the JHLP ordinance, JHLP  
19 obligations are satisfied by payment of fees to the City’s Affordable Housing Fund before a  
20 first construction document is issued. Typical economic cycles create volatility in the building  
21 and construction industries that has negative impacts on the availability of financing, greatly  
22 affecting the viability of a range of development projects. The State of California designated  
23 the City, acting through the Port of San Francisco (Port), to act as public trustee of the San  
24 Francisco waterfront lands subject to the common law public trust for commerce, navigation,  
25 and fisheries and the statutory trust imposed by the Burton Act (Stats. 1968, Ch. 1333). As

1 trustee of public trust lands, the Port strives to redevelop these lands for productive purposes  
2 that are consistent with the public trust and applicable land use regulations, including the  
3 Port's Waterfront Land Use Plan. These efforts are often frustrated by the high costs of  
4 waterfront development: Port lands are predominantly filled tidelands, requiring expensive pile  
5 supports to ensure seismic safety; Port lands include numerous historic structures listed on or  
6 eligible for listing on the National Register of Historic Places that require costly rehabilitation;  
7 some Port lands are brownfields requiring remediation prior to development; and both the  
8 McAteer-Petris Act (Gov. Code §§ 66600 et seq.), under which the Bay Conservation and  
9 Development Commission regulates shoreline development, and the public trust require high-  
10 quality public access to the shoreline in the form of parks and open space. To address the  
11 high costs of waterfront development, the Port requires flexible financing strategies to address  
12 project costs, including associated development exactions imposed by the City.

13 The Burton Act and San Francisco Charter Sections B3.581 - B7.305 provide for the  
14 San Francisco Port Commission to manage the 7.5 miles of San Francisco's waterfront from  
15 Fisherman's Wharf to Pier 98 near India Basin in trust for the people of California. Most of the  
16 Port's holdings are subject to land use restrictions under the Burton Act trust and the common  
17 law trust for navigation, commerce, and fisheries (public trust).

18 In Senate Bill 815 (stats. 2007, ch. 660) (SB 815), the State Legislature found that  
19 certain seawall lots under the Port's jurisdiction were no longer useful to the public trust and  
20 authorized the Port to lease them for non-trust purposes (such as housing, which is not a  
21 permitted trust use) for periods of not more than 75 years at fair market value to generate  
22 revenues for the Port's Harbor Fund. SB 815 applies to four seawall lots south of Market  
23 Street, including Seawall Lot 337 in Mission Bay (SB 815 parcels). All of the SB 815 parcels  
24 are currently used for surface parking, a land use that does not represent the highest and best  
25 use of waterfront property.

1 Assemblymember Ammiano is sponsoring Assembly Bill 2649 (AB 2649), which, if  
2 passed, would authorize the Port to lease Seawall Lot 322-1 (bounded by Broadway, Front,  
3 and Vallejo Streets) for non-trust purposes on the same conditions as the SB 815 parcels,  
4 based upon findings that it is no longer useful to the public trust, except that the Port would be  
5 authorized to enter into a lease for affordable housing at below-market rents if the Port  
6 receives fair market value by other means. AB 2649 would also authorize the Port to lease  
7 other seawall lots for non-trust purposes if the State Lands Commission makes findings that  
8 they are no longer useful for trust purposes.

9 This ordinance would provide one mechanism for the Port to receive fair market value if  
10 it enters into below-market leases of non-trust Port lands to the Mayor's Office of Housing  
11 (MOH) for affordable housing by authorizing the Port and MOH to enter into a memorandum  
12 of understanding (MOU) providing for the Port to receive credits equal to the difference in the  
13 value of a Port below-market lease to MOH and the fair market value of the leased land. The  
14 Port would be authorized to use these credits the prepay JHLP obligations for future private  
15 development on Port lands.

16 The Port's situation is unique in San Francisco, and thus the flexibility provided by this  
17 modification to the Jobs-Housing Linkage Program is expressly tailored for application to Port  
18 lands. The JHLP is otherwise intended to remain as a program that generates development  
19 fees for the Citywide Affordable Housing Fund. This ordinance should not be construed as an  
20 overall change in purpose or application of satisfying the JHLP fee obligations for  
21 development elsewhere throughout the City.

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1 Section 2. The San Francisco Administrative Code is hereby amended by adding  
2 Section 61.12, to read as follows:

3 **SEC. 61.12. PORT PRE-PAYMENT OF JOBS-HOUSING LINKAGE PROGRAM**

4 **OBLIGATIONS.**

5 *(a) Purpose. The Jobs Housing Linkage Program, Planning Code Sections 413, et seq.*  
6 *(“JHLP”.) imposes a fee on certain types of development in the City. By enacting this ordinance, the*  
7 *City intends to: create a mechanism to provide valuable resources for affordable housing in the City;*  
8 *give the Port flexibility in structuring JHLP obligations to mitigate financial hardships caused by*  
9 *economic cycles; and improve the financial feasibility of Port development.*

10 *(b) Application. This section applies to any development on land under Port jurisdiction that*  
11 *is not subject to land use restrictions under the common law public trust for commerce, navigation, and*  
12 *fisheries and the statutory trust imposed by the Burton Act (Stats 1968, Ch 1333) (“non-trust Port*  
13 *lands”), for which the City would impose JHLP obligations.*

14 **(c) Authorization to Create JHLP Credits Through MOU.**

15 *(1) The Port and MOH are authorized to establish a system of credits by which the Port*  
16 *will “pre-pay” JHLP obligations that would otherwise be payable for future development on Port lands*  
17 *by the following procedures.*

18 *(A) The Port may initiate the process by designating a site or sites on non-trust*  
19 *Port lands to the Mayor’s Office of Housing (“MOH”) or its designee that the Port believes would be*  
20 *suitable for development of affordable housing (each, an “affordable housing site”) and that the Port*  
21 *would offer to ground lease to MOH at a negotiated below-market rental rate. After the Port’s*  
22 *designation and proposed site dedication to MOH, the Port and MOH will confer and agree on due*  
23 *diligence measures customarily and ordinarily incurred in a potential buyer’s decision whether to*  
24 *purchase property, which MOH will use to evaluate the site’s suitability for affordable housing*  
25 *development and determine whether the Port’s offered site will be a priority site for development of*

1 affordable housing assisted by MOH. MOH shall only accept a site that would result in the  
2 development of 50 affordable units or more. In determining a site's suitability for affordable housing,  
3 MOH shall solicit and consider comments from the public and any other interested parties. MOH shall  
4 consider, among other things, whether the site is suitable from the perspective of size, configuration,  
5 physical characteristics, physical and environmental constraints, access, location, adjacent use, and  
6 other relevant planning criteria.

7 (B) If MOH agrees that any designated site is suitable for development of  
8 affordable housing, and MOH and the Port agree on the below-market rental rate that would apply to  
9 the non-trust Port Lands, the Port will be entitled to "JHLP Credits" determined as provided in this  
10 Section. The Port and MOH will request jointly that the City's Director of Real Estate engage a real  
11 estate professional, at the Port's expense, to conduct an analysis of both the fair market rental value of  
12 the affordable housing site and the below-market rental value of the affordable housing site according  
13 to joint instructions from the Port and MOH, which shall specify that each of the consultant's value  
14 conclusions must take into account and make appropriate deductions for: (1) customary and ordinary  
15 due diligence costs as agreed by MOH and the Port in accordance with Subsection (c); and (2) the cost  
16 of review under the California Environmental Quality Act for the transfer by ground lease, but not the  
17 specific development program for the site. The amount of JHLP Credits that the Port will receive to  
18 offset anticipated JHLP obligations on future development of Port lands will be equal to the difference  
19 between the fair market rental value conclusion and the below-market rental value conclusion of the  
20 affordable housing site, as determined by the consultant, based on the JHLP requirements and schedule  
21 of in-lieu fees in effect on the date the Port and MOH enter into ground lease or other agreement for  
22 the non-trust Port land to be used as an affordable housing site.

23 (C) In any case under which the affordable housing site is offered to MOH  
24 through a sublease to MOH of a portion of property held by a third party developer under a ground  
25 lease from the Port, MOH shall be entitled to recover from the developer all administrative costs MOH

1 incurs, including attorneys' and consultants' fees and costs, in conducting its due diligence on the  
 2 suitability of the proffered site for affordable housing.

3 (D) The Port may allocate the JHLP Credits among the types of uses then  
 4 subject to JHLP obligations. The Port will calculate the square footage of each type of anticipated  
 5 development on non-trust Port lands that would be prepaid by the JHLP Credits and provide a  
 6 schedule of the allocated JHLP Credits to MOH. The following example shows a hypothetical  
 7 allocation of JHLP Credits in the amount of \$1 million allocated to offset JHLP obligations for  
 8 development of new uses on Port lands based on JHLP fees in effect in May 2012.

<u>Use</u>	<u>2012 Fee per Gross Square Foot (\$)</u>	<u>Anticipated Development (GSF)</u>	<u>JHLP Credit Applied (\$)</u>
<u>Integrated PDR</u>	<u>15.69</u>	<u>10,000</u>	<u>156,900</u>
<u>Institutional</u>	<u>0.0</u>	<u>25,000</u>	<u>0</u>
<u>Office</u>	<u>19.96</u>	<u>15,000</u>	<u>299,400</u>
<u>R&amp;D</u>	<u>13.30</u>	<u>30,000</u>	<u>399,000</u>
<u>Small Enterprise Workspace</u>	<u>15.69</u>	<u>9,280</u>	<u>145,600</u>

17 (2) The Port and MOH are authorized to enter into a memorandum of understanding  
 18 that provides for the Port to satisfy all or part of the JHLP obligations on any portion of development  
 19 on non-trust Port lands through the use of JHLP Credits ("JHLP MOU"). The JHLP MOU shall  
 20 reflect the establishment of JHLP Credits and develop accounting procedures to establish the basis for  
 21 calculating JHLP Credits, including the assumptions regarding the uses and amount of development,  
 22 and the value of the JHLP Credits credited to the Port's account. The Director of MOH and the Port  
 23 Commission must each approve the execution of a JHLP MOU documenting the amount, form, and  
 24 other terms for the Port's pre-payment of JHLP obligations for development on non-trust Port lands,  
 25 including the manner in which terms applicable to any later JHLP MOUs between the Port and MOH

1 will be applied. Following approval by the Mayor and the Board of Supervisors under Charter  
2 Section B7.320, the JHLP MOU will be recorded in the Official Records. The JHLP MOU also may  
3 provide for the attachment of schedules to reflect allocations of JHLP Credits arising from specific  
4 affordable housing sites subject to the JHLP MOU, which the Port and MOH are authorized to enter  
5 into without further approval by the Mayor and the Board of Supervisors. The recorded JHLP MOU,  
6 including any attached or amended schedules, will be conclusive evidence that JHLP obligations have  
7 been satisfied fully for any future applicable development on non-trust Port lands as provided in the  
8 JHLP MOU.

9 (3) MOH and the Port shall forward a copy of the recorded JHLP MOU and any  
10 schedules to the Development Fee Collection Unit at the Department of Building Inspection. The  
11 Development Fee Collection Unit will waive the imposition of any additional JHLP obligations for  
12 actual development up to the amount of the Port's JHLP Credits. A development for which the Port  
13 has pre-paid JHLP obligations in accordance with a JHLP MOU meeting all the conditions of this  
14 Section will be exempt from any other procedures for the imposition and enforcement of JHLP  
15 exactions under the Municipal Code, as amended from time to time.

16 (d) Neither this Section nor the JHLP MOU shall:

17 (1) preclude any development on land under Port jurisdiction from satisfying the  
18 obligations of the JHLP, in part or in whole, through the mechanisms provided in the JHLP, Planning  
19 Code Sections 413 et seq., or any successor provisions; or

20 (2) excuse the Port from compliance with Charter Section B7.320, when applicable to  
21 any JHLP MOU regarding JHLP Credits allocated to the Port under this Section; or

22 (3) excuse the Port from compliance with Charter Section 9.118, when applicable to  
23 any Port lease to MOH or its designee for affordable housing development as provided in this Section.

1           Section 3. Effective Date. This ordinance shall become effective 30 days after the  
2 date of passage.

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

6  
7 By: \_\_\_\_\_  
8           JOANNE SAKAI  
9           Deputy City Attorney