BOARD of SUPERVISORS



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July 11, 2016

File No. 160588

Sarah Jones Environmental Review Officer Planning Department 1650 Mission Street, 4th Floor San Francisco, CA 94103

Dear Ms. Jones:

On May 24, 2016, Supervisor Avalos introduced legislation for the following proposed Charter Amendment for the November 8, 2016, Election:

File No. 160588 Charter Amendment - Housing and Development Commission

Charter Amendment (Second Draft) to amend the Charter of the City and County of San Francisco, to create the Housing and Development Commission to oversee the Department of Economic and Workforce Development and the Department of Housing and Community Development; to require the Commission to review and make recommendations regarding proposed development agreements and conveyance of certain surplus City property before the Board of Supervisors considers such proposals; to require the Commission to hold hearings and make recommendations regarding proposals to adopt or change inclusionary housing requirements for housing developments; to require the Commission to adopt rules creating competitive selection processes for the Department of Housing and Community Development's expenditure of affordable housing funds and for the development of affordable housing on City-owned property under the jurisdiction of the Department of Housing and Community Development; and to provide that ordinances regarding inclusionary housing requirements and rules regarding competitive selection for affordable housing adopted under the processes set forth in the Charter may supersede ordinances and rules adopted by the Board of Supervisors or the voters prior to March 1, 2017, at an election to be held on November 8, 2016.

This legislation is being transmitted to you for environmental review.

Angela Calvillo, Clerk of the Board

By: Derek Evans, Assistant Clerk Rules Committee

Attachment

c: John Rahaim, Director, Planning Department AnMarie Rodgers, Planning Department Aaron Starr, Planning Department Joy Navarrete, Environmental Planner Jeanie Poling, Environmental Planner [Charter Amendment - Housing and Development Commission]

Describing and setting forth a proposal to the voters, at an election to be held on November

Workforce Development and the Department of Housing and Community Development; to

development agreements and conveyance of certain surplus City property before the Board

of Supervisors considers such proposals; to require the Commission to hold hearings and

requirements for housing developments; to require the Commission to adopt rules creating

make recommendations regarding proposals to adopt or change inclusionary housing

competitive selection processes for the Department of Housing and Community

Development's expenditure of affordable housing funds and for the development of

Housing and Community Development; and to provide that ordinances regarding

affordable housing on City-owned property under the jurisdiction of the Department of

inclusionary housing requirements and rules regarding competitive selection for affordable

Section 1. The Board of Supervisors hereby submits to the qualified voters of the City

and County, at an election to be held on November 8, 2016, a proposal to amend the Charter of

the City and County by adding Section 4.133 and revising Sections 15.105 and 16.110, to read as

housing adopted under the processes set forth in the Charter may supersede ordinances

and rules adopted by the Board of Supervisors or the voters prior to March 1, 2017.

8, 2016, to amend the Charter of the City and County of San Francisco, to create the

Housing and Development Commission to oversee the Department of Economic and

require the Commission to review and make recommendations regarding proposed

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follows:

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Unchanged Charter text and uncodified text are in plain font.

Additions are <u>single-underline italics Times New Roman font</u>.

Deletions are <u>strike-through italics Times New Roman font</u>.

Asterisks (* * * *) indicate the omission of unchanged Charter

Asterisks (* * * *) indicate the omission of unchanged C subsections.

Supervisors Peskin; Kim
BOARD OF SUPERVISORS

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with jurisdiction or control of such property, and that is not required to fulfill the mission of another City department, commission or agency or other governmental entity, as determined by the Board of Supervisors by resolution, and shall not include any real property that is sold or exchanged for purposes other than housing development. The Commission may recommend that the Board of Supervisors approve or reject a proposed fee simple absolute conveyance, and may also recommend specific changes for consideration by the Board of Supervisors. If the Board of Supervisors approves changes to a proposed fee simple absolute conveyance after the Commission's hearing, the Board of Supervisors shall not be required to refer the matter back to the Commission for further review or recommendations.

(4) The Commission shall adopt rules to create competitive selection processes for (A) the development of affordable housing on City-owned real property under the jurisdiction of the Department of Housing and Community Development, and (B) the Department of Housing and Community Development's expenditure of the City's affordable housing funds. Such rules may include exceptions and limitations as deemed appropriate by the Commission to maximize and expedite the creation of affordable housing and leverage the City's affordable housing funds, maintain existing affordable housing, increase funding to previously selected projects, provide funding availability on a rolling basis, and provide emergency funding. The rules may also recognize affordable housing projects with federal or state funding sources, and exempt such projects from the competitive bid process. Any such rules adopted by the Commission shall supersede any ordinance, rule, process or regulation enacted by the City or adopted by the voters before March 1, 2017, relating to a competitive bid process for the City's development of affordable housing. The Commission shall transmit to the Board of Supervisors any rules adopted by the Commission under this subsection (b)(4) within 24 hours of their adoption. The rules adopted by the Commission shall become effective 60 days after the date of adoption unless

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two-thirds of all members of the Board of Supervisors vote by motion to veto the rules before the expiration of this 60-day period.

- *In addition to any other process or approvals required by law, including but not* limited to review by the Planning Commission, the Commission shall review any proposed ordinance that would set or change the minimum or maximum inclusionary or affordable housing obligations for housing development projects. The Board of Supervisors and its committees shall not hold any hearings on such a proposed ordinance until the Commission has held a hearing to review the proposal, unless the Commission fails to hold a hearing within 90 days after the Clerk of the Board of Supervisors forwards the proposed ordinance to the Commission for its consideration. The Commission may recommend that the Board of Supervisors approve, reject, or specifically modify the proposed ordinance. If the Board of Supervisors approves changes to such a proposed ordinance after the Commission's hearing, the Board of Supervisors is not required to refer the proposed ordinance back to the Commission for further review or recommendations. Any ordinance adopted by the Board of Supervisors following the process set forth in this subection (b)(5) shall supersede conflicting provisions in any ordinance enacted by the City or adopted by the voters before March 1, 2017, setting or changing the minimum or maximum inclusionary or affordable housing obligations for housing development projects.
- (c) Departments. The Commission shall oversee the following two departments, which shall come into existence as stated in subsection (d)(3):
- (1) Department of Economic and Workforce Development. Except as otherwise provided for in this Charter, the Department of Economic and Workforce Development shall oversee City programs related to private workforce development and job training; business attraction and retention, including international businesses; real estate development projects involving the City and other public or private property owners; commercial corridors

City to abandon a competitive bid or contractor selection process that started before May 15, 2017.

(f) Non-applicability. The requirements of this Section 4.133 shall not apply to any other governmental entity, such as the Successor Agency to the Redevelopment Agency of the City and County of San Francisco, or to any department, commission or agency of the City that has exclusive jurisdiction over its real property, and shall not be interpreted to interfere with a department's ability to carry out its core functions under this Charter. Without limiting the foregoing, nothing in this Section is intended to amend or limit the rights and powers granted to City commissions under Sections 4.112, 4.113, 4.114, 4.115, B3.581, Article V, or Article VIIIA of this Charter.

SEC. 15.105. SUSPENSION AND REMOVAL.

(a) ELECTIVE AND CERTAIN APPOINTED OFFICERS. Any elective officer, and any member of the Airport Commission, Asian Art Commission, Civil Service Commission, Commission on the Status of Women, Golden Gate Concourse Authority Board of Directors, Health Commission, Human Services Commission, Juvenile Probation Commission, Municipal Transportation Agency Board of Directors, Port Commission, Public Utilities Commission, Recreation and Park Commission, Fine Arts Museums Board of Trustees, *Taxi Commission*, War Memorial and Performing Art Center Board of Trustees, Board of Education or Community College Board is subject to suspension and removal for official misconduct as provided in this section. Such officer may be suspended by the Mayor and the Mayor shall appoint a qualified person to discharge the duties of the office during the period of suspension. Upon such suspension, the Mayor shall immediately notify the Ethics Commission and Board of Supervisors thereof in writing and the cause thereof, and shall present written charges against such suspended officer to the Ethics Commission and Board of Supervisors at or prior to their

next regular meetings following such suspension, and shall immediately furnish a copy of the same to such officer, who shall have the right to appear with counsel before the Ethics Commission in his or her defense. The Ethics Commission shall hold a hearing not less than five days after the filing of written charges. After the hearing, the Ethics Commission shall transmit the full record of the hearing to the Board of Supervisors with a recommendation as to whether the charges should be sustained. If, after reviewing the complete record, the charges are sustained by not less than a three-fourths vote of all members of the Board of Supervisors, the suspended officer shall be removed from office; if not so sustained, or if not acted on by the Board of Supervisors within 30 days after the receipt of the record from the Ethics Commission, the suspended officer shall thereby be reinstated.

(b) BUILDING INSPECTION COMMISSION, PLANNING COMMISSION, BOARD OF APPEALS, ELECTIONS COMMISSION, ETHICS COMMISSION, *HOUSING AND DEVELOPMENT COMMISSION*, AND ENTERTAINMENT COMMISSION. Members of the Building Inspection Commission, the Planning Commission, the Board of Appeals, the Elections Commission, the Ethics Commission, *the Housing and Development Commission*, and the Entertainment Commission may be suspended and removed pursuant to the provisions of subsection (a) of this section except that the Mayor may initiate removal only of the Mayor's appointees and the appointing authority shall act in place of the Mayor for all other appointees.

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SEC. 16.110. HOUSING TRUST FUND.

- (a) **Creation of Fund.** There is hereby established a Housing Trust Fund to support creating, acquiring and rehabilitating affordable housing and promoting affordable home ownership programs in the City, as provided in this Section.
 - (b) **Definitions.** For purposes of this Section:

"First Responder" shall mean a City employee who responds first in cases of natural disaster or emergencies, including, but not limited to, all active uniformed, sworn members of the San Francisco Police and Fire Departments.

"General Fund Discretionary Revenues" shall mean revenues that the City receives and deposits in its treasury, that are unrestricted, and that the City may appropriate for any lawful City purpose.

"Household" shall mean any person or persons who reside or intend to reside in the same housing unit.

"Mayor's Office of Housing" shall mean the Mayor's Office of Housing and Community Development or any successor City agency.

(c) Funding.

- (1) In the Fiscal Year 2013-2014 budget, the City shall appropriate to the Housing Trust Fund \$20 million.
- (2) For the next 11 fiscal years, in each of the annual budgets for Fiscal Year 2014-2015 through Fiscal Year 2024-2025, the City shall appropriate to the Housing Trust Fund an amount increasing by \$2.8 million per year, until the annual appropriation required by this Section reaches \$50.8 million in the Fiscal Year 2024-2025 budget.
- (3) In the annual budgets for Fiscal Year 2025-2026 through Fiscal Year 2042-43, the City shall appropriate to the Housing Trust Fund an amount equal to the prior year's appropriation, adjusted by the percentage increase or decrease in General Fund Discretionary Revenues budgeted for the year compared to the prior year's original budgeted amount of General Fund Discretionary Revenues.
- (4) Should the City adopt a fixed two-year budget under Charter Section 9.101, the adjustment for the Housing Trust Fund appropriation for the two years of the two-year

budget shall be based on the amount of General Fund Discretionary Revenues estimated for the two-year period included in the budget.

- (5) During Fiscal Years 2025-2026 through 2042-2043, if the Controller submits a revised estimate of General Fund Discretionary Revenues for a given Fiscal Year or two-year budget period that is lower than the amount originally budgeted for that period, then the Board may, by ordinance, reduce the appropriation to the Housing Trust Fund for that budget period in an amount that does not exceed the amount proportionate to the percentage shortfall in the discretionary revenue projection.
- (6) The Controller's method of calculating the amount of and changes in General Fund Discretionary Revenues shall be consistent from fiscal year to fiscal year and with the Controller's method for calculating those figures under Charter Sections 8A.105, 16.108, and 16.109. The Controller shall treat General Fund appropriations to the Housing Trust Fund as reductions in General Fund Discretionary Revenues when calculating other funding allocations that are tied to General Fund Discretionary Revenues, including funding allocations under Charter Sections 8A.105, 16.108, and 16.109. The Controller shall correct errors in the estimate of discretionary revenues for a fiscal year through an adjustment to the next fiscal year's estimate.
- (7) In any year during the term of this Section, the City may, in its discretion, reduce its annual contribution to the Housing Trust Fund for that year by an amount equal to or less than 56.7% of the annual debt service required to service any SB2113 Affordable Housing Bonds issued after January 1, 2013. "SB2113 Affordable Housing Bonds" are bonds issued by the City to support the acquisition and creation of replacement affordable housing citywide using property tax increment from former Redevelopment project areas under California Health and Safety Code Section 33333.7

- (8) The Controller shall set aside and maintain the amounts appropriated to the Housing Trust Fund under this Section, together with any interest earned thereon, and any amount unexpended or uncommitted at the end of the fiscal year shall be carried forward to the next fiscal year and, subject to the budgetary and fiscal limitations of this Charter, shall be appropriated for the purposes specified in this Section.
- (d) Uses of the Housing Trust Fund. The City may disburse monies from the Housing Trust Fund through loans, grants or other types of payments, on terms determined by the *Mayor's Office of Housing Department of Housing and Community Development* in its sole discretion. Any repayment of a loan or grant from the Fund that the City receives, or any interest from a loan from the Fund that the City receives, will be returned to the Housing Trust Fund. The City, acting through the *Mayor's Office of Housing Department of Housing and Community Development*, shall disburse the monies from the Housing Trust Fund for the following eligible expenditures:
- (1) The creation, acquisition, and rehabilitation of rental and ownership housing affordable to Households earning up to 120% of the Area Median Income, including, without limitation, the acquisition of land for such purpose.
- (2) No later than July 1, 2018, the City shall appropriate \$15 million from the Housing Trust Fund to a program that provides loans to Households earning up to 120% of the Area Median Income and to Households including a First Responder (subject to Area Median Income limits designated by the *Mayor's Office of Housing Department of Housing and Community Development*) for use as a down payment on the purchase of a housing unit ("the Down Payment Assistance Loan Program"). As soon as is practical, the *Mayor's Office of Housing Department of Housing and Community Development* shall develop and implement a manual for the Down Payment Assistance Loan Program.

- (3) No later than July 1, 2018, the City shall appropriate up to \$15 million from the Housing Trust Fund to a program that provides funds to Households earning up to 120% of Area Median Income for use as assistance to reduce the risk to current occupants of a loss of housing and/or to help current occupants make their homes safer, more accessible, more energy efficient, and more sustainable (the "Housing Stabilization Program"). As soon as is practical, the *Mayor's Office of Housing Department of Housing and Community Development* shall implement and develop a manual for the Housing Stabilization Program.
- (4) The City may use monies in the Housing Trust Fund to operate and administer the Infrastructure Grant Program as described in subsection (e). The City may not allocate to the Infrastructure Grant Program in any fiscal year an amount exceeding the greater of \$2 million or 10% of the amount appropriated to the Housing Trust Fund for that fiscal year under subsection (c).
- (5) In any fiscal year, the City may allocate a sufficient amount from the Housing Trust Fund to pay for all legally permissible administrative costs of the Fund, including, without limitation, legal costs, associated with any use of the Housing Trust Fund.
- (e) Complete Neighborhoods Infrastructure Grant Program. After conferring with the Director of Planning, the Director of the *Mayor's Office of Housing Department of Housing and Community Development* shall design and administer a Complete Neighborhoods Infrastructure Grant Program ("Infrastructure Grant Program"). The purpose of the Infrastructure Grant Program is to accelerate the build-out of the public realm infrastructure needed to support increased residential density in the City's neighborhoods. The City may use monies from the Infrastructure Grant Program only for public facilities identified in the Community Facilities District law (Cal. Govt. Code §§ 53311 et seq., as amended), and shall give priority to the use of such monies by residential development project sponsors, community-based organizations, and

City departments for public realm improvements associated with proposed residential development projects.

(f) **Bonding Authority.** Notwithstanding the limitations set forth in Sections 9.107, 9.108, and 9.109 of this Charter, upon recommendation of the Mayor, the Board of Supervisors may authorize the issuance, without limitation, of revenue bonds, lease financing, notes, or other evidences of indebtedness or other obligations ("Debt Obligations"), the proceeds of which are to be used for creating, acquiring, and rehabilitating rental and ownership housing affordable to Households earning up to 120% of the Area Median Income, including, without limitation, the acquisition of land for such purpose. Such Debt Obligations shall be secured by and/or repaid from any available funds pledged or appropriated by Board of Supervisors ordinance for such purpose, which amount may include funds in the Housing Trust Fund allocated under subsection (c). Debt Obligations authorized hereby shall be issued in accordance with the *Mayor's Office of Housing Department of Housing and Community Development* policies, and upon the terms and conditions as the Board of Supervisors shall approve. Funds appropriated to pay debt service on the Debt Obligations in such fiscal year under the terms of this Section shall be set aside in an account for such use until such payment is made.

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APPROVED AS TO FORM:

DENNIS J. HERRERA, City Attorney

By:

ON GIVNER

Deputy City Attorney

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LEGISLATIVE DIGEST

[Charter Amendment - Housing and Development Commission]

Describing and setting forth a proposal to the voters, at an election to be held on November 8, 2016, to amend the Charter of the City and County of San Francisco, to create the Housing and Development Commission to oversee the Department of **Economic and Workforce Development and the Department of Housing and Community** Development: to require the Commission to review and make recommendations regarding proposed development agreements and conveyance of certain surplus City property before the Board of Supervisors considers such proposals; to require the Commission to hold hearings and make recommendations regarding proposals to adopt or change inclusionary housing requirements for housing developments; to require the Commission to adopt rules creating competitive selection processes for the Department of Housing and Community Development's expenditure of affordable housing funds and for the development of affordable housing on City-owned property under the jurisdiction of the Department of Housing and Community Development; and to provide that ordinances regarding inclusionary housing requirements and rules regarding competitive selection for affordable housing adopted under the processes set forth in the Charter may supersede ordinances and rules adopted by the Board of Supervisors or the voters prior to March 1, 2017.

Existing Law

The Office of Economic and Workforce Development generally oversees programs related to coordinating private workforce development and job training, attracting and retaining businesses in the City, including international businesses, managing public-private development projects, and facilitating the revitalization of commercial corridors in economically disadvantaged neighborhoods. The Mayor appoints and may remove the head of the Office.

The Mayor's Office of Housing and Community Development provides financing for the development, rehabilitation, and purchase of affordable housing in the City; administers programs to finance the development of affordable housing; administers programs to finance housing rehabilitation costs for low-income homeowners; administers the City's below-market-rate inclusionary housing program; and administers grants programs to support community development and economic infrastructure. The Mayor appoints and may remove the head of the Office.

Neither of these offices are subject to direct oversight by a City commission.

Amendments to Current Law

The proposed Charter amendment would create the Housing and Development Commission. The Commission would have five members, two appointed by the Mayor, two appointed by the Board of Supervisors, and one appointed by the Controller. One of the Mayor's appointees and one of the Board's appointees would be required to have significant experience in the field of affordable housing or community development, and the Controller's appointee would be required to have significant experience in the field of finance. The appointing authorities could remove commissioners only for official misconduct through the process provided in the Charter for removal of members of other commissions. Commissioners would serve four-year terms (except for two commissioners serving initial two-year terms) and would be subject to a term limit of two successive terms.

The Commission would oversee two newly formed departments—the Department of Economic and Workforce Development and the Department of Housing and Community Development—which would generally take over the powers and duties of the two existing offices described above. The Commission would have the power to appoint, review, and remove the department heads of the three departments.

The Charter Amendment would require the Commission to hold a hearing and provide recommendations to the Board of Supervisors before the Board approves a conveyance of surplus real property or a development agreement that the Department of Economic and Workforce Development participated in negotiating.

The Charter Amendment would also require the Commission to adopt rules creating competitive selection processes for the Department of Housing and Community Development's expenditure of affordable housing funds and for the development of affordable housing on City-owned property under the jurisdiction of the Department of Housing and Community Development. These rules would be subject to rejection by a two-thirds vote of the Board of Supervisors within 60 days. The rules would supersede any ordinance, rule, process or regulation enacted by the City or adopted by the voters before March 1, 2017, relating to a competitive bid process for the City's development of affordable housing.

The Charter Amendment would also give the Commission 90 days to hold a hearing and provide recommendatinos to the Board of Supervisors before the Board approves any ordinance setting or changing inclusionary housing requirements for housing developments. Any ordinance adopted following this new process would supersede any conflicting provisions in ordinances enacted by the City or adopted by the voters before March 1, 2017, relating to inclusionary housing requirements.

Background Information

This Legislative Digest reflects amendments adopted by the Board of Supervisors' Rules Committee on June 30, 2016. The amendments eliminated provisions that would have

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created a new Department of Real Estate under the jurisdiction of the Commission. Though the Commission will not oversee the Department of Real Estate or the existing Real Estate Division, the Commission will continue to play a role regarding surplus property conveyances and affordable housing transactions involving the Department of Housing and Community Development. The amendments also added the requirement that the Commission shall have an opportunity to consider any proposed ordinances setting or changing inclusionary housing requirements.

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