### **BOARD of SUPERVISORS**



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December 20, 2016

File No. 161351

Lisa Gibson Acting Environmental Review Officer Planning Department 1650 Mission Street, Ste. 400 San Francisco, CA 94103

Dear Ms. Gibson:

On December 13, 2016, Supervisor Kim introduced the following proposed legislation:

File No. 161351

Ordinance amending the Planning Code to revise the amount of the Inclusionary Affordable Housing Fee and the On-Site and Off-Site Affordable Housing Alternatives and other Inclusionary Housing requirements; affirming the Planning Department's determination under the California Environmental Quality Act; making findings under Planning Code, Section 302; and making findings of consistency with the General Plan, and the eight priority policies of Planning Code, Section 101.1.

This legislation is being transmitted to you for environmental review.

Angela Calvillo, Clerk of the Board

By: Alisa Somera, Legislative Deputy Director Land Use and Transportation Committee

Attachment

c: Joy Navarrete, Environmental Planning Jeanie Poling, Environmental Planning

1 [Planning Code - Inclusionary Affordable Housing Fee and Requirements] 2 Ordinance amending the Planning Code to revise the amount of the Inclusionary 3 4 Affordable Housing Fee and the On-Site and Off-Site Affordable Housing Alternatives and other Inclusionary Housing requirements; affirming the Planning Department's 5 6 determination under the California Environmental Quality Act; making findings under 7 Planning Code, Section 302; and making findings of consistency with the General Plan, and the eight priority policies of Planning Code, Section 101.1. 8 9 NOTE: Unchanged Code text and uncodified text are in plain Arial font. Additions to Codes are in single-underline italics Times New Roman font. 10 Deletions to Codes are in strikethrough italics Times New Roman font. Board amendment additions are in double-underlined Arial font. 11 Board amendment deletions are in strikethrough Arial font. Asterisks (\* \* \* \*) indicate the omission of unchanged Code 12 subsections or parts of tables. 13 Be it ordained by the People of the City and County of San Francisco: 14 15 Section 1. General Findings. 16 (a) The Planning Department has determined that the actions contemplated in this 17 18 ordinance comply with the California Environmental Quality Act (California Public Resources Code Sections 21000 et seg.). Said determination is on file with the Clerk of the Board of 19 Supervisors in File No. \_\_\_\_ and is incorporated herein by reference. The Board affirms this 20 determination. 21 (b) On the Planning Commission, in Resolution No. , adopted 22 23 findings that the actions contemplated in this ordinance are consistent, on balance, with the City's General Plan and eight priority policies of Planning Code Section 101.1. The Board 24 25

adopts these findings as its own. A copy of said Resolution is on file with the Clerk of the Board of Supervisors in File No. \_\_\_\_\_, and is incorporated herein by reference.

(c) Pursuant to Planning Code Section 302, this Board finds that this Planning Code

Amendment will serve the public necessity, convenience, and welfare for the reasons set forth
in Planning Commission Resolution No. \_\_\_\_\_ and the Board incorporates such reasons
herein by reference. A copy of Planning Commission Resolution No. \_\_\_\_\_ is on file with the
Board of Supervisors in File No. \_\_\_\_\_.

Section 2. Findings About Inclusionary Affordable Housing Requirements.

- (a) The purpose of this ordinance is to adopt inclusionary or affordable housing obligations following the voters' approval of the proposed Charter amendment on the ballot as Proposition C at the June 7, 2016 election to revise the City's inclusionary affordable housing requirements, which won overwhelming with 67.9% of the vote, and to update the provisions of the Planning Code that became effective after the Charter Amendment.
- (b) The San Francisco residential real estate market is one of the most expensive in the United States. In February 2016, the California Association of Realtors reported that the median priced home in San Francisco was \$1,437,500. This price is 222% higher than the State of California median (\$446,460), and 312% higher than the national average (\$348,900). While the national homeownership rate is approximately 63.8%, only approximately 37% of San Franciscans own their own home. The majority of market-rate homes for sale in San Francisco are priced out of the reach of low and moderate income households. In 2015, the average rent was \$3,524, which is affordable to households earning over \$126,864.
- (c) The Board of Supervisors adopted San Francisco's General Plan Housing Element in March 2015, and the California Housing and Community Development Department certified

it on May 29, 2015. The Housing Element states that San Francisco's share of the regional housing need for years 2015 through 2022 includes 10,873 housing units for very-low and low-income households and 5,460 units for moderate/middle-income households, and a total production of 28,870 net new units, with almost 60% to be affordable for very-low, low- and moderate/middle-income San Franciscans.

(d) In November 2016, the City provided the updated Residential Affordable Housing Nexus Analysis that confirms and quantifies the impact of new market rate housing development on the demand for affordable housing for households earning up to 120% of area median income. The study demonstrates a need of 24.1% affordable housing for onsite renter-occupied market rate housing, and 27.3% affordable housing for the owner-occupied market.

Section 3. The Planning Code is hereby amended by revising Sections 415.3, 415.5, 415.6, and 415.7, to read as follows:

SEC. 415.3. APPLICATION.

(b) Any development project that has submitted a complete Environmental Evaluation application prior to January 1, 2013 shall comply with the Affordable Housing Fee requirements, the on-site affordable housing requirements or the off-site affordable housing requirements, as applicable, in effect on January 12, 2016. For development projects that have submitted a complete Environmental Evaluation application on or after January 1, 2013, the requirements set forth in Planning Code Sections 415.5, 415.6, and 415.7 shall apply to certain development projects consisting of 25 dwelling units or more during a limited period of time as follows.

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- (1) If a development project is eligible and elects to provide on-site affordable housing, the development project shall provide the following amounts of on-site affordable housing. All other requirements of Planning Code Sections 415.1et seq. shall apply.
- (A) Any development project that has submitted a complete Environmental Evaluation application prior to January 1, 2014 shall provide affordable units in the amount of 13% of the number of units constructed on-site.
- (B) Any development project that has submitted a complete Environmental Evaluation application prior to January 1, 2015 shall provide affordable units in the amount of 13.5% of the number of units constructed on-site.
- (C) Any development project that has submitted a complete Environmental Evaluation application on or prior to January 12, 2016 shall provide affordable units in the amount of 14.5% of the number of units constructed on-site.
- (D) Any development project that submits an Environmental Evaluation application after January 12, 2016, shall comply with the requirements set forth in Planning Code Sections 415.5, 415.6 and 415.7, as applicable.
- (E) Notwithstanding the provisions set forth in subsections (b)(1)(A), (B) and (C) of this section 415.3, if a development project is located in a UMU Zoning District or in the South of Market Youth and Family Zoning District, and is eligible and elects to provide onsite units pursuant to Section 415.5(g), such development project shall comply with the on-site requirements applicable within such Zoning Districts, as they existed on January 12, 2016, plus the following additional amounts of on-site affordable units: (i) if the development project has submitted a complete Environmental Evaluation application prior to January 1, 2014, the Project Sponsor shall provide additional affordable units in the amount of 1% of the number of units constructed on-site; (ii) if the development project has submitted a complete Environmental Evaluation application prior to January 1, 2015, the Project Sponsor shall

provide additional affordable units in the amount of 1.5% of the number of units constructed on-site; or (iii) if the development project has submitted a complete Environmental Evaluation application on or prior to January 12, 2016, the Project Sponsor shall provide additional affordable units in the amount of 2% of the number of units constructed on-site.

- (F) Any development project that has submitted a complete Environmental Evaluation application on or before January 12, 2016 and seeks to utilize a density bonus under State Law shall use its best efforts to provide on-site affordable units in the amount of 25% of the number of units constructed on-site and shall consult with the Planning Department about how to achieve this amount of inclusionary affordable housing.

  Any project An applicant seeking a density bonus under the provisions of State Law shall provide reasonable documentation to establish eligibility for a requested density bonus, incentives or concessions, and waivers or reductions of development standards, prepare a report analyzing how the concessions and incentives requested are necessary in order to provide the required on-site affordable housing.
- (2) If a development project pays the Affordable Housing Fee or is eligible and elects to provide off-site affordable housing, the development project shall provide the following fee amount or amounts of off-site affordable housing during the limited periods of time set forth below. All other requirements of Planning Code Sections 415.1et seq. shall apply.
- (A) Any development project that has submitted a complete Environmental Evaluation application prior to January 1, 2014, shall pay a fee or provide offsite housing in an amount equivalent to 25% of the number of units constructed on-site.
- (B) Any development project that has submitted a complete Environmental Evaluation application prior to January 1, 2015, shall pay a fee or provide offsite housing in an amount equivalent to 27.5% of the number of units constructed on-site.

- (C) Any development project that has submitted a complete Environmental Evaluation application on or prior to January 12, 2016 shall pay a fee or provide off-site housing in an amount equivalent to 30% of the number of units constructed on-site.
- (D) Any development project that submits an Environmental Evaluation application after January 12, 2016 shall comply with the requirements set forth in Sections 415.5, 415.6, and 415.7, as applicable.
- (E) Notwithstanding the provisions set forth in subsections (b)(2)(A), (B) and (C) of this Section 415.3, for development projects proposing buildings over 120 feet in height, as measured under the requirements set forth in the Planning Code, except for buildings up to 130 feet in height located both within a special use district and within a height and bulk district that allows a maximum building height of 130 feet, such development projects shall pay a fee or provide off-site housing in an amount equivalent to 33-30% of the number of units constructed on-site. Any buildings up to 130 feet in height located both within a special use district and within a height and bulk district that allows a maximum building height of 130 feet shall comply with the provisions of subsections (b)(2)(A), (B) and (C) of this Section 415.3 during the limited periods of time set forth therein.
- (F) Notwithstanding the provisions set forth in subsections (b)(2)(A), (B) and (C) of this section 415.3, if a development project is located in a UMU Zoning District or in the South of Market Youth and Family Zoning District, and pays the Affordable Housing Fee or is eligible and elects to provide off-site affordable housing pursuant to Section 415.5(g), or elects to comply with a land dedication alternative, such development project shall comply with the fee, off-site or land dedication requirements applicable within such Zoning Districts, as they existed on January 12, 2016, plus the following additional amounts for the Affordable Housing Fee or for land dedication or off-site affordable units: (i) if the development project

has submitted a complete Environmental Evaluation application prior to January 1, 2014, the Project Sponsor shall pay an additional fee, or provide additional land dedication or off-site affordable units, in an amount equivalent to 5% of the number of units constructed on-site; (ii) if the development project has submitted a complete Environmental Evaluation application prior to January 1, 2015, the Project Sponsor shall pay an additional fee, or provide additional land dedication or off-site affordable units, in an amount equivalent to 7.5% of the number of units constructed on-site; or (iii) if the development project has submitted a complete Environmental Evaluation application on or prior to January 12, 2016, the Project Sponsor shall pay an additional fee, or provide additional land dedication or off-site affordable units, in an amount equivalent to 10% of the number of units constructed on-site. Notwithstanding the foregoing, a development project shall not pay a fee or provide off-site units in a total amount greater than the equivalent of 3330% of the number of units constructed on-site.

(G) Any development project consisting of 25 dwelling units or more that has submitted a complete Environmental Evaluation application on or prior to January 12, 2016, and is eligible and elects to provide off-site affordable housing, may provide off-site affordable housing by acquiring an existing building to fulfill all or part of the requirements set forth in this Section 415.3 and in Section 415.7 with an equivalent amount of units as specified in this Section 415.3(b)(2), as reviewed and approved by the Mayor's Office of Housing and Community Development and consistent with the parameters of its Small Sites Acquisition and Rehabilitation Program, in conformance with the income limits for the Small Sites Program.

### SEC. 415.5. AFFORDABLE HOUSING FEE.

\* \* \* \*

(b) Amount of Fee. The amount of the fee which may be paid by the project sponsor subject to this Program shall be determined by MOHCD utilizing the following factors:

- (1) The number of units equivalent to the applicable off-site percentage of the number of units in the principal project. The applicable percentage shall be 20% for housing development projects consisting of 10 dwelling units or more, but less than 25 dwelling units. The applicable percentage for development projects consisting of 25 dwelling units or more shall be 33 30%. For the purposes of this Section 415.5, the City shall calculate the fee using the direct fractional result of the total number of units multiplied by the applicable percentage, rather than rounding up the resulting figure as required by Section 415.6(a).
- residential housing <u>on-site</u> and the Maximum Purchase Price for the equivalent unit size. <u>The</u> fee shall be calculated individually for 4 different building types and 2 types of tenure, ownership and rental, rather than a single fee calculation uniformly applied to all types of projects. The 4 building types shall be based on the height of the building, and shall consist of 4 different building heights. which height the Department shall determine using the methods set forth in Planning Code Section 260: (A) up to 55 feet; (B) above 55 feet up to 85 feet; (C) above 85 feet up to 300 feet; and (D) above 300 feet. The Department and MOHCD shall update the technical report from time to time as they deem appropriate in order to ensure that the affordability gap remains current <u>and to</u> reflect current costs for the different building types and tenures.
- (3) No later than January 1 of each year, MOHCD shall adjust the fee. MOHCD shall provide the Planning Department, DBI, and the Controller with information on the adjustment to the fee so that it can be included in the Planning Department's and DBI's website notice of the fee adjustments and the Controller's Citywide Development Fee and Development Impact Requirements Report described in Section 409(a). MOHCD is authorized to develop an appropriate methodology for indexing the fee, based on adjustments in the cost of constructing housing and the Maximum Purchase Price for the equivalent unit size. The method of indexing shall be published in the Procedures Manual.

(4) For any housing development that is located in an area with a specific affordable housing requirement set forth in a Special Use District, or in any other section of the Code such as Section 419, the higher affordable housing requirement shall apply.

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#### SEC. 415.6. ON-SITE AFFORDABLE HOUSING ALTERNATIVE.

The requirements set forth in this Section 415.6 will be reviewed when the City completes an Economic Feasibility Study. If a project sponsor is eligible and elects to provide on-site units pursuant to Section 415.5(g), the development project shall meet the following requirements:

- (a) Number of Units. The number of units constructed on-site shall be as follows:
- (1) The number of units constructed on-site shall generally be 12% of all units constructed on the project site for housing development projects consisting of 10 dwelling units or more, but less than 25 dwelling units. The affordable units shall be affordable to low-income households. The number of units constructed on-site shall generally be 25% of all units constructed on the project site for housing development projects consisting of 25 dwelling units or more, with a minimum of 15% of the units affordable to low-income households and 10% of the units affordable to low- or moderate/middle-income households. The Department shall require as a condition of Department approval of a project's building permit, or as a condition of approval of a Conditional Use Authorization or Planned Unit Development or as a condition of Department approval of a live/work project, that 12% or 25%, as applicable, of all units constructed on the project site shall be affordable to qualifying households so that a project sponsor must construct .12 or .25 times, as applicable, the total number of units produced in the principal project. If the total number of units is not a whole number, the project sponsor shall round up to the nearest whole number for any portion of .5 or above.
  - (2) Specific Geographic Areas.

(A) For any housing development that is located in an area with a specific affordable housing requirement set forth in a Special Use District or in any other section of the Code such as Section 419, the higher housing requirement shall apply.

(B) In order to stabilize certain neighborhoods with historically high concentrations of low and moderate income households that are undergoing displacement and gentrification, evidenced by high levels of evictions, or which through local legislation adopted after January 1, 2015, received (1) a 20% or greater increase in developable residential gross floor area over prior zoning, or (2) a 35% or greater increase in residential densities over prior zoning, certain neighborhoods shall have a higher on-site inclusionary requirement. In these neighborhoods, the on-site inclusionary affordable housing alternative requirement shall be 10% higher than the on-site inclusionary amounts set forth in Section 415.6(a)(1) above. The following neighborhoods shall be evaluated to determine whether they meet the criteria set forth in this Subsection 415.6(a)(2)(B): Mission District, Chinatown, Richmond and Western SOMA.

(3) If the principal project has resulted in demolition, conversion, or removal of affordable housing units renting or selling to households at income levels and/or for a rental rate or sales price below corresponding income thresholds for units affordable to low income households, the Commission or the Department shall require that the project sponsor replace the number of affordable units removed with units of a comparable number of bedrooms or provide that 25% of all units constructed as part of the new project shall be affordable to low income or moderate/middle income households, whichever is greater.

## SEC. 415.7. OFF-SITE AFFORDABLE HOUSING ALTERNATIVE

The requirements set forth in this Section 415.7 will be reviewed when the City completes an Economic Feasibility Study. If the project sponsor is eligible and elects pursuant to Section

415.5(g) to provide off-site units to satisfy the requirements of Section 415.1 *et seq.*, the project sponsor shall notify the Planning Department and the Mayor's Office of Housing and Community Development ("MOHCD") of its intent as early as possible. The Planning Department and MOHCD shall provide an evaluation of the project's compliance with this Section 415.7 prior to approval by the Planning Commission or Planning Department. The development project shall meet the following requirements:

- (a) Number of Units: The number of units constructed off-site shall be as follows:
- (1) For any housing development that is located in an area with a specific affordable housing requirement, set forth in Section 419 or elsewhere in this Code, the higher off-site housing requirement shall apply.
- (2) For housing development projects consisting of 10 dwelling units or more but less than 25 units, the number of units constructed off-site shall be 20%, so that a project applicant shall construct .20 times the total number of units produced in the principal project. If the total number of units is not a whole number, the project applicant shall round up to the nearest whole number for any portion of .5 or above. The off-site affordable units shall be affordable to low-income households.
- (3) For housing development projects consisting of 25 dwelling units or more, the number of units constructed off-site shall be 3330%, with 20% of the units affordable to low-income households and 1310% of the units affordable to low- or moderate/middle-income households, so that a project applicant shall construct .303 times the total number of units produced in the principal project. If the total number of units is not a whole number, the project applicant shall round up to the nearest whole number for any portion of .5 or above.
- (4) For any housing development that is located in an area with a specific affordable housing requirement set forth in a Special Use District, or in any other section of the Code such as Section 419, the higher affordable housing requirement shall apply.

Section 4. Effective Date. This ordinance shall become effective 30 days after enactment. Enactment occurs when the Mayor signs the ordinance, the Mayor returns the ordinance unsigned or does not sign the ordinance within ten days of receiving it, or the Board

of Supervisors overrides the Mayor's veto of the ordinance.

Section 5. Scope of Ordinance. In enacting this ordinance, the Board of Supervisors intends to amend only those words, phrases, paragraphs, subsections, sections, articles, numbers, punctuation marks, charts, diagrams, or any other constituent parts of the Municipal Code that are explicitly shown in this ordinance as additions, deletions, Board amendment additions, and Board amendment deletions in accordance with the "Note" that appears under the official title of the ordinance.

APPROVED AS TO FORM:

DENNIS J. HERRERA, City Attorney

By:

KATE H. STACY

Deputy City Attorney

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## LEGISLATIVE DIGEST

[Planning Code - Inclusionary Affordable Housing Fee and Requirements]

Ordinance amending the Planning Code to revise the amount of the Inclusionary Affordable Housing Fee and the On-Site and Off-Site Affordable Housing Alternatives and other Inclusionary Housing requirements; affirming the Planning Department's determination under the California Environmental Quality Act; making findings under Planning Code Section 302; and making findings of consistency with the General Plan, and the eight priority policies of Planning Code, Section 101.1.

## **Existing Law**

The City generally requires private developers of new market-rate housing to provide affordable housing ("Inclusionary Housing") by paying a fee to the City. A developer could also opt to provide Inclusionary Housing on- or off-site. The City's Inclusionary Affordable Housing Fee and other requirements are set forth in Planning Code Sections 415 *et seq.* and provide 3 methods of complying with the requirements.

- 1. Affordable Housing Fee: The development project pays a fee equivalent to the applicable off-site percentage of the number of units in the principal project:
  - For development projects consisting of 10 dwelling units or more, but less than 25 dwelling units, the percentage would be 20%.
  - For development projects consisting of 25 dwelling units or more, the percentage would be 33%.
- 2. If a developer opts to provide affordable housing on-site, the on-site Affordable Housing would be provided as follows:
  - The number of affordable units constructed on-site would generally be 12% of all units constructed on the project site for housing development projects consisting of 10 dwelling units or more, but less than 25 dwelling units. The units must be affordable to low-income households.
  - The number of affordable units constructed on-site would generally be 25% of all units constructed on the project site for housing development projects consisting of 25 dwelling units or more, with a minimum of 15% of the units affordable to low-income households and 10% of the units affordable to low- or middle- income households.
- 3. If a developer opts to provide affordable housing off-site, the off-site Affordable Housing would be provided as follows:

- For housing development projects consisting of 10 dwelling units or more but less than 25 units, the number of affordable units constructed off-site would be 20% of the number of units in the principal project.
- For housing development projects consisting of 25 dwelling units or more, the number
  of affordable units required to be constructed off-site would be 33% of the number of
  units in the principal project, with 20% of the units affordable to low-income
  households and 13% of the units affordable to low- or middle-income households.

If there is a higher Inclusionary Housing requirement in specific zoning districts, the higher requirement would apply. There are specific Inclusionary Housing requirements for the UMU and SOMA Youth & Families Zoning Districts. The Planning Code also contains a number of "grandfathering" provisions, which set the Inclusionary Housing requirements at lower percentages for a limited period of time, depending on when a complete environmental evaluation application was submitted.

The Planning Code directs the Mayor's Office of Housing and Community Development ("MOHCD") to set the amount of the fee to be paid by the project sponsor to calculate the "affordability gap" using data on the cost of construction of providing the residential housing and the Maximum Purchase Price for the equivalent unit size.

The Planning Code also requires an applicant seeking a density bonus under State law to provide analysis to support any requested concessions and incentives under the State law.

The Planning Code requires the Controller to study the economic feasibility of the City's inclusionary housing requirements and produce a report in 2016 and every three years thereafter. The Board must consider the report within three months and consider legislative amendments to the City's Inclusionary Housing in-lieu fees, on-site, off-site, or other alternatives recommended by the Controller and/or the Planning Commission based on the feasibility analyses and with guidance from the City's Nexus Study, with the objective of maximizing affordable Inclusionary Housing in market rate housing production. The Controller has not yet completed this feasibility analysis.

### Amendments to Current Law

The Amendments would reduce the Inclusionary Affordable Housing Fee for projects consisting of 25 dwelling units or more to 30%.

The Amendments would direct MOHCD to calculate the Inclusionary Affordable Housing Fee by using data on the cost of construction of providing the residential housing on-site and the Maximum Purchase Price for the equivalent unit size. The Fee would be calculated for 4 different building types and 2 types of tenure, ownership and rental, rather than a single fee calculation uniformly applied to all types of projects. The 4 building types would be based on

the height of the building, and consist of 4 different building heights: (A) up to 55 feet; (B) above 55 feet up to 85 feet; (C) above 85 feet up to 300 feet; and (D) above 300 feet. The Planning Department and MOHCD would update the technical report from time to time as they deem appropriate in order to ensure that the Fee amount remains current and reflects current costs for the different building types and tenures.

If an applicant elects to provide on-site Inclusionary Housing in certain neighborhoods with historically high concentrations of low and moderate income households that are undergoing displacement and gentrification, evidenced by high levels of evictions, or which through local legislation adopted after January 1, 2015, received (1) a 20% or greater increase in developable residential gross floor area over prior zoning, or (2) a 35% or greater increase in residential densities over prior zoning, there would be a higher on-site inclusionary requirement. In these neighborhoods, the on-site inclusionary affordable housing alternative requirement would be 10% higher than the on-site inclusionary amounts otherwise applicable. The Amendments direct that the Mission District, Chinatown, Richmond and Western SOMA neighborhoods be evaluated to determine whether they meet these criteria.

An applicant seeking a density bonus under the provisions of State Law must provide reasonable documentation to establish eligibility for a requested density bonus, incentives or concessions, and waivers or reductions of development standards, consistent with State law.

# **Background Information**

The City published the Residential Affordable Housing Nexus Analysis in November 2016. The reduction of the Inclusionary Affordable Housing Fee for projects consisting of 25 dwelling units or more to 30% reflects conclusions in this Nexus Analysis.

The Controller has not yet completed the Feasibility Analysis required by Planning Code Section 415.10.

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