File No.	190899	Committee Item No	1
		Board Item No.	

## COMMITTEE/BOARD OF SUPERVISORS

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Completed by: Victor Young Completed by: Victor Young	Date Sept 26, 2019 Date					

#### AMENDED IN COMMITTEE 09/23/19 ORDINANCE NO.

[Administrative Code - Temporarily Displaced Tenant Preference in City Affordable Housing -

Compliance with Right to Return for Temporarily Displaced Tenants]

FILE NO. 190899

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Ordinance amending the Administrative Code to add a preference in City affordable housing programs to tenants temporarily evicted from rental units for capital improvements or rehabilitation work; requiring landlords who regain possession of such rental units to provide evidence of complying with a tenant's right to re-occupy such tenant's rental unit; and restricting the issuance of a certificate of final completion unless a landlord provides such evidence clarifying that temporary evictions for capital improvements are intended to cover work that would make the unit hazardous, unhealthy, and/or uninhabitable; and modifying the standards that the Rent Board must consider when reviewing a request to authorize a temporary eviction for capital improvements to last more than 3 months.

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

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

Section 1. Background and Findings.

Administrative Code Section 37.9(a)(11) allows landlords to evict tenants in ·(a) order to perform capital improvements or rehabilitation work, if the landlord has obtained all the necessary permits on or before the date upon which notice to vacate is given to the tenant and the landlord acts without ulterior reasons and with honest intent.

- (b) Administrative Code Section 37.9(a)(11) further provides that evictions are intended to be temporary and that the tenant is entitled to re-occupy the rental unit when the capital improvements or rehabilitation work are completed. Although this provision ostensibly limits the displacement of tenants to less than three months and provides a relocation assistance payment, landlords are allowed to extend such displacement period without a limit.
- (c) In some cases, the temporary displacement of households, many of them seniors or families with children, often last for a year or more and without any increase in relocation assistance or offer of actual replacement housing, which can lead to these households being permanently displaced from the City.
- (d) Given the challenges of finding affordable, temporary housing in the City for even those at the top of the income scale, the Board of Supervisors finds that it is necessary through this ordinance to provide temporary affordable housing to income-qualified tenants within the City's affordable housing.

Section 2. Chapter 47 of the Administrative Code is hereby amended by revising Sections 47.2 and 47.3, to read as follows:

SEC. 47.2. DEFINITIONS.

"Rent Ordinance" shall mean the San Francisco Rent Stabilization and Arbitration Ordinance, Administrative Code Chapter 37.

"Rental Unit" shall have the meaning set forth in Rent Ordinance Section 37.2(r), as amended from time to time.

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"Tax Exempt Bond Development" shall mean any housing development financed through a tax-exempt bond issuance that imposes rent and occupancy restrictions as a condition of the financing.

"Temporarily Displaced Tenant" shall mean a tenant who has vacated a Rental Unit pursuant to a notice to vacate based on capital improvements or rehabilitation work set forth in Rent Ordinance Section 37.9(a)(11), as amended from time to time. MOHCD shall establish a process for a tenant to verify his or her status as a "Temporarily Displaced Tenant" that, at a minimum, shall require a tenant to show: (a) the tenant is required to vacate or has vacated the Rental Unit pursuant to a notice to vacate based on Rent Ordinance Section 37.9(a)(11); and (b) the tenant (1) is listed on the notice to vacate, (2) is listed on the lease for the unit in question, or (3) has other evidence sufficient to establish, in MOHCD's reasonable discretion, that the tenant resided in the unit at the time the notice to vacate was received.

#### SEC. 47.3. APPLICATION OF PREFERENCE.

Except to the extent prohibited by an applicable State or Federal funding source, MOHCD shall give, or require project sponsors or their successors in interest funded through MOHCD to give, preference in occupying units or receiving assistance under all City Affordable Housing Programs. Each preference enumerated below shall be applied as of the effective date of the legislation establishing each preference. The City established preference for holders of Certificates of Preference in Ordinance 232-08, Displaced Tenants, Category 1 in Ordinance 277-13, and Displaced Tenants, Category 2 and Neighborhood Residents in legislation adding this Chapter 47. The preference requirements are intended to have prospective effect only, and shall not be interpreted to impair the obligations of any preexisting contract entered into by the City. Notwithstanding the prior sentence, the preference requirements shall apply to contracts entered into by the City on or after the effective date of the legislation establishing each preference, including contracts materially amended on or

after the effective date. Preference shall be given:

- (a) First, to Residential Certificate of Preference Holders, who meet all of the qualifications for the unit or assistance. Preference under this subsection (a) shall be given in 100% of the units in all initial sales, re-sales, initial leases, and subsequent leases.
- (b) Second, to any Displaced Tenant who meets all of the qualifications for the unit or assistance. For any Displaced Tenant displaced prior to the effective date of this Chapter 47, preference under this subsection (b) shall expire six years from the effective date of this Chapter 47. For any Displaced Tenant displaced after the effective date of this Chapter 47, preference under this subsection (b) shall expire, for Category 1, six years from the date the landlord filed with the Rent Board a Notice of Intent to Withdraw, for Category 2, six years from the date the landlord filed with the Rent Board the notice to vacate pursuant to the Rent Ordinance Section 37.9(c), or, for Category 3, three years from the date of the order to vacate. Preference under this subsection (b) shall be applicable to:
- (1) 20% of the units in any new residential development that is part of a City Affordable Housing Program going through the initial occupancy or sale process; and
- (2) units in all re-sales and subsequent leases until 20% of all units that are part of a City Affordable Housing Program in a building are occupied by tenants who have exercised this preference.

The Displaced Tenant's preference shall still apply even if such Displaced Tenant declines a unit offered through application of the preference, but upon accepting and occupying a unit obtained using the preference, such Displaced Tenant's preference terminates.

- (c) Third, to a Neighborhood Resident, who meets all of the qualifications for the unit or assistance. Preference under this subsection (c) shall be given:
  - (1) for units located in the same Neighborhood as the person resides;

- (2) only for any new residential development in that Neighborhood going through the initial occupancy or sale process, and only to 40% of the units in such development.
- (d) Fourth, to Temporarily Displaced Tenants who meet all of the qualifications for the affordable housing unit. The preference under this subsection (d) shall expire upon the earlier of: (1) the tenant's accepting an offer from the landlord to re-occupy the tenant's Rental Unit pursuant to Rent Ordinance Section 37.9(a)(11), or (2) the tenant's declining or failing to accept an offer to re-occupy the Rental Unit within 30 days of receipt of such an offer. A Temporarily Displaced Tenant may occupy an affordable housing unit until the earlier of: (1) the tenant's re-occupying the tenant's Rental Unit, or (2) the tenant's declining or failing to accept an offer to re-occupy the Rental Unit within 30 days of receipt of such an offer. Payments received by the tenant for relocation expenses under Rent Ordinance Section 37.9C shall not be considered as assets in order to determine the tenant's eligibility for a unit, provided however, such payments shall be considered as a rent subsidy in order to meet minimum annual income requirements and demonstrate the tenant's ability to pay affordable rent.

  Preference under this subsection (d) shall be given for initial leases and subsequent leases of units.
- (d)(e) Fourth Fifth, to any person who lives or works in San Francisco who meets all of the qualifications for the unit or assistance. Preference under this subsection (d)(e) shall be applicable to:
- (1) any unit in any new residential development that is part of a City Affordable Housing Program going through the initial occupancy or sale process; and
  - (2) units in all re-sales and subsequent leases.
- Section 3. Chapter 37 of the Administrative Code is hereby amended by revising Section 37.9(a)(11), to read as follows:

SEC. 37.9. EVICTIONS.

(a) A landlord shall not endeavor to recover possession of a rental unit unless:

(11) The landlord seeks in good faith to remove temporarily the unit from housing use in order to be able to carry out capital improvements or rehabilitation work that would make the unit hazardous, unhealthy, and/or uninhabitable while work is in progress, and has obtained all the necessary permits on or before the date upon which notice to vacate is given, and does so without ulterior reasons and with honest intent. Any tenant who vacates the unit under such circumstances shall have the right to reoccupy the unit at the prior rent adjusted in accordance with the provisions of this Chapter 37. The landlord will only require the tenant towill vacate the unit only for the minimum time required to do the work.

(A) On or before the date upon which notice to vacate is given, the landlord shall: (A) (i) advise the tenant in writing that the rehabilitation or capital improvement plans are on file with the Central Permit Bureau of the Department of Building Inspection and that arrangements for reviewing such plans can be made with the Central Permit Bureau, and (B) (ii) provide the tenant a disclosure form prepared by the Board that advises the tenant of the tenant's right to return and opportunity to obtain temporary rental housing through the Mayor's Office of Housing and Community Development; and (iii) provide the tenant a form prepared by the Rent Board that the tenant can use to keep the Rent Board apprised of any future change in address.

(B) In addition to the above, nNo landlord shall endeavor to recover
possession of any unit subject to a RAP loan as set forth in Section 37.2(m) of this Chapter
except as provided in Section 32.69 of the San Francisco Administrative Code.

(C) The tenant shall not be required to vacate pursuant to this Section 37.9(a)(11), for a period in excess of three months; provided, however, that such time period

may be extended by the Board or its Administrative Law Judges upon application by the					
landlord. In reviewing an application for an extension of time, the Board or its Administrative					
Law Judge shall consider whether the landlord has delayed in seeking the extension; the					
reasonableness of the landlord's time estimate; whether the work is reasonable and					
necessary to meet state or local requirements concerning the safety or habitability of the					
building or the unit; whether any tenants have objected that the cost of securing alternative					
housing during the time extension would cause them a financial hardship; and any other					
extraordinary circumstances. The Board or its Administrative Law Judge may grant or deny					
an application or may approve a shorter period of time, based upon the consideration of the					
facts of the case. The Board shall adopt rules and regulations to implement the application					
procedure.					
(D) Any landlord who seeks to recover possession under this Section					
37.9(a)(11) shall pay relocation expenses as provided in Section 37.9C.					
(E) Immediately upon completion of the capital improvements or					
rehabilitation work, the landlord shall advise the tenant, in writing, and allow the tenant to reoccupy					
the tenant's unit. The tenant shall have 30 days from receipt of the landlord's offer of reoccupany to					
notify the landlord of acceptance or rejection of the offer, and if accepted, the tenant shall reoccupy the					
unit within 45 days of receipt of the landlord's offer. The landlord shall file a copy of the offer with the					

Rent Board within 15 days of the offer. No certificate of final completion for the capital

improvement or rehabilitation work under this Section 37.9(a)(11) shall be approved by the

Department of Building Inspection unless and until the Board verifies to the Department of

Building Inspection that the landlord has provided the tenant an offer to re-occupy the unit

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under this Section 37.9(a)(11); or

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:

KEITH NAGAYAMA Deputy City Attorney

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#### LEGISLATIVE DIGEST

(Revised 09/23/19)

[Administrative Code – Temporarily Displaced Tenant Preference in City Affordable Housing – Compliance with Right to Return for Temporarily Displaced Tenants]

Ordinance amending the Administrative Code to add a preference in City affordable housing programs to tenants temporarily evicted from rental units for capital improvements or rehabilitation work; requiring landlords who regain possession of such rental units to provide evidence of complying with a tenant's right to re-occupy such tenant's rental unit; clarifying that temporary evictions for capital improvements are intended to cover work that would make the unit hazardous, unhealthy, and/or uninhabitable; and modifying the standards that the Rent Board must consider when reviewing a request to authorize a temporary eviction for capital improvements to last more than 3 months.

#### **Existing Law**

Current law provides that a landlord may temporarily regain possession of a rental unit for the purpose of undertaking capital improvements or rehabilitation (Administrative Code Section 37.9(a)(11)). Tenants are required to vacate their rental unit for the minimum amount of time required to complete the capital improvements or rehabilitation, and such tenants have the right to re-occupy their rental units at the prior rent with certain allowable adjustments.

Current law does not provide a preference in the City's affordable housing programs for tenants temporarily displaced by a landlord for capital improvements or rehabilitation.

#### Amendments to Current Law

This ordinance would create a preference in the City's affordable housing programs for tenants temporarily dispaced by a landlord for capital improvements or rehabilitation under Adminstrative Code 37.9(a)(11). This preference would be given for initial leases and subsequent leases of affordable housing and prior to the preference for persons who live or work in San Francisco. Temporarily displaced tenants would only be allowed to occupy an affordable housing unit until the tenants receive an offer to re-occupy their units and move back to their units. Tenants would be required to pay the rent established for the affordable rental unit.

This ordinance would amend Administrative Code Section 37.9(a)(11) as follows: First, Administrative Code Section 37.9(a)(11) is amended to clarify that temporary evictions for capital improvements are intended to cover work that would make the unit hazardous, unhealthy, and/or uninhabitable. Second, landlords will be required to provide tenants with: (1) a disclosure of available City assistance for temporary housing, (2) a notice and written offer to reoccupy their units immediately upon completion of the capital work or rehabilitation,

and (3) a form that the tenant can use to keep the Rent Board apprised of any future change in address. Third, the Rent Board must consider additional standards when reviewing a request to authorize a temporary capital eviction to last more than 90 days. Last, landlords would be required to allow a tenant to reoccupy his/her unit immediately after completion of the work, the landlord must file such offer with the San Francisco Rent Board, and tenants would have 30 days to accept the offer.

#### **Background Information**

The Proposed Legislation reflects amendments made by the Rules Committee on September 23, 2019. The Rules Committee approved changes to the Proposed Legislation that clarified the intent of the temporary eviction for capital improvements, added a required form for tracking the address of tenants, modified the standards for the Rent Board or Administrative Law Judge to review extensions for temporary evictions, and deleted a requirement for the Department of Building Inspection to withhold a certificate of final completion.

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#### POLICY BRIEF: STOPPING DISPLACEMENT BY RENOVATION

Shelby Nacino, Asian Americans Advancing Justice - Asian Law Caucus Gen Fujioka, Chinatown Community Development Center September 22, 2019



(Concentrations of 'temporary' evictions for renovations from 1998-2019 -- Anti Eviction Mapping Project)

#### THE PROBLEM:

San Francisco's rent ordinance allows owners to temporarily evict tenants for renovations. These are 'no fault' evictions, i.e., tenants have done nothing wrong,, yet unlike other no-fault evictions, city policies offer only a minimal and generally insufficient safety net for those displaced.

Landlords report they have issued more than 400 renovation-related temporary eviction notices since January 2017. While many temporary evictions are based upon necessary repairs or upgrades, some landlords and their attorneys use the process to permanently displace tenants. Even when a landlord acts in good faith, the hardships imposed on tenants can be extreme with

particularly harsh impacts on vulnerable populations unable to secure safe and affordable alternative housing.

#### Unjust consequences of existing policies:

- Rent Board practices provide little incentive to owners to minimize the duration of displacement. The Rent Ordinance generally limits temporary evictions to a period of three months. However, the Rent Board regularly allows owners to apply for extensions resulting in "temporary" evictions for months or a year or more. In approving extensions Rent Board hearing officers regularly fail to consider whether nonessential work should be performed without displacement and fail to require owners to mitigate the harm of lengthier evictions on tenants.
- Relocation payments are the same whether a displacement is for three months or a year or more. Tenants are only offered a fixed relocation payment *irrespective of the duration of the displacement* (\$6,980 for a single non-senior tenant; \$11,634 for a senior, disabled person, or single tenant with minor children). For low-income families and senior or disabled tenants living on fixed incomes, the relocation payment is insufficient to find and keep alternative housing particularly when evictions extend to six months to a year or even beyond.
- Vulnerable tenants are being forced out of San Francisco or into homelessness when they can't find temporary housing. Vulnerable tenants are disproportionately harmed by the inadequacy of relocation assistance, lengthy waiting lists for affordable housing, and renovation projects with uncertain completion dates. Senior tenants have found that many landlords are unwilling to rent to them-- especially when the period of displacement is uncertain. Displacement by renovations have become known as "renovictions."
- Landlords use the threat of temporary evictions to force out rent-controlled tenants. Some landlord attorneys threaten tenants with renovation eviction notices as a deliberate strategy to motivate tenants to move, enabling landlords to avoid filing mandatory reports of an eviction or buy out. The inadequate support for vulnerable tenants facing such evictions create the environment for such abuse to occur.

Aside from the relocation assistance provided by the landlord, the city presently offers no safety net for tenants forced out for renovations even when such displacement may be associated with a city initiated or mandated program (such as the seismic soft story ordinance or renovations to accommodate new ADU construction). Unlike other forms of no-fault evictions, the city offers no preferential access to affordable housing even for extremely low income tenants.

#### SUPERVISOR PESKIN'S PROPOSAL

The legislation authored by Supervisor Peskin will increase opportunities to mitigate the acute hardships imposed on tenants by the city's temporary eviction law. With the

amendments to be introduced September 23, the proposal will enable some displaced tenants to find temporary housing replacement and will require the Rent Board to apply stricter standards in allowing displacements longer than three months. Specifically the proposal will:

- Establish a city affordable housing preference for temporarily displaced tenants providing relief for vulnerable tenants and preserving existing affordable housing.
  - A temporary preference preserves rent-controlled tenancies. Because the
    preference will last only for the duration of the renovation project -- i.e. will be
    temporary, the preference for temporarily displaced tenants will facilitate
    tenants returning to their rent controlled housing. Preserving rent-controlled
    tenancies maximizes the use of existing affordable housing.
  - The preference does not compete with existing preferences. Because this
    preference would rank fourth (after certificate of preference holders, previously
    displaced applicants, and neighborhood applicants) it would not compete with
    existing preferences.
  - Tenants will be better positioned to stand up to renovictions. Under the
    proposal displaced tenants will be able to apply the relocation assistance as a
    rent subsidy, expanding their eligibility for a larger number of affordable units.
    Expanding opportunities for housing for displacees strengthens the capacity of
    tenants to stand up to predatory eviction threats and predatory buy outs.
- Reform the temporary eviction process so that landlords do not get rubber stamp approvals for evictions beyond three months.
  - Landlords are responsible for minimizing the duration of tenant displacement.
     The legislation will clarify that the temporary eviction law requires that owners minimize the duration of tenant displacement.
  - The Rent Board should be required to consider tenant hardship when landlords request extensions for nonessential work. The legislation will require the Rent Board to consider tenant hardship where the work is the equivalent of 'elective surgery' such as unnecessary upgrades to convert existing housing for upscale uses. This increased Rent Board oversight will encourage owners to plan construction plans and schedules to minimize the length of displacement and screen out 'gold plated' renovations. Owners will still be able to proceed with lengthier displacements for nonessential work if they adequately mitigate tenant hardship such as by providing alternative housing.

These combined reforms are an important step towards developing a more coordinated and concerted strategy to prevent displacement and stem the loss of the city's racial, cultural and economic diversity. As private market, often encouraged by public policies, upgrade and upscale existing housing, it is essential that public policies also do more to regulate and mitigate the human costs imposed by that change on working families, seniors and other vulnerable residents.

# 社區住客聯會

September 20, 2019

Dear Supervisors Ronen, Walton, and Mar:

The Community Tenants Association fully supports Supervisor Peskin's proposal to help tenants evicted for renovations and repairs. While owners claim these evictions are 'temporary,' the hardship and suffering caused to tenants can be long lasting.

Presently tenants can be forced from their homes for many months. But finding other housing is often impossible for immigrant families and seniors on fixed incomes.

The problem is made worse because too many landlords are improving buildings only to attract the wealthy. We are losing too many friends and neighbors because of evictions.

Supervisor Peskin's proposal will help to control these evictions and find temporary affordable housing for seniors and families. We strongly support this proposal.

Sincerely

Wing Hoo Leung

President

**Community Tenants Association** 

Wing Hoo Loung

09/23/19

#### **BOARD of SUPERVISORS**



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Tel. No. 554-5184
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TDD/TTY No. 554-5227

### MEMORANDUM

TO:

Jeff Kositsky, Director, Dept. Of Homelessness and Supportive Housing

Robert Collins, Executive Director, Rent Board

Dan Adams, Acting Director, Mayors Office of Housing and Community

Development (MOHCD)

Tom Hui, Director, Building Inspection Department

FROM:

Victor Young, Assistant Clerk

Rules Committee

DATE:

September 11, 2019

SUBJECT:

LEGISLATION INTRODUCED

The Board of Supervisors' Rules Committee received the following legislation on September 3, 2019:

File No. 190899

Ordinance amending the Administrative Code to add a preference in City affordable housing programs to tenants temporarily evicted from rental units for capital improvements or rehabilitation work; requiring landlords who regain possession of such rental units to provide evidence of complying with a tenant's right to re-occupy such tenant's rental unit; and restricting the issuance of a certificate of final completion unless a landlord provides such evidence.

If you have comments or reports to be included with the file, please forward them to me at the Board of Supervisors, City Hall, Room 244, 1 Dr. Carlton B. Goodlett Place, San Francisco, CA 94102 or by email at: victor.young@sfgov.org.

 Dylan Schneider, Dept. Of Homelessness and Supportive Housing Abigail Stewart-Kahn, Dept. Of Homelessness and Supportive Housing Eugene Flanery, MOHCD Amy Chan, MOHCD William Strawn, Building Inspection Department Carolyn Jayin, Building Inspection Department Print Form

## **Introduction Form**

By a Member of the Board of Supervisors or Mayor

Time stamp

or meeting date I hereby submit the following item for introduction (select only one): 1. For reference to Committee. (An Ordinance, Resolution, Motion or Charter Amendment). 2. Request for next printed agenda Without Reference to Committee. 3. Request for hearing on a subject matter at Committee. 4. Request for letter beginning: "Supervisor inquiries" 5. City Attorney Request. 6. Call File No. from Committee. 7. Budget Analyst request (attached written motion). 8. Substitute Legislation File No. 9. Reactivate File No. 10. Topic submitted for Mayoral Appearance before the BOS on Please check the appropriate boxes. The proposed legislation should be forwarded to the following: Small Business Commission ☐ Youth Commission Ethics Commission Building Inspection Commission Planning Commission Note: For the Imperative Agenda (a resolution not on the printed agenda), use the Imperative Form. Sponsor(s): Supervisor Peskin, Dyourn Subject: [Administrative Code – Temporarily Displaced Tenant Preference in City Affordable Housing – Compliance with Right to Return for Temporarily Displaced Tenants The text is listed: Ordinance amending the Administrative Code to add a preference in City affordable housing programs to tenants temporarily evicted from rental units for capital improvements or rehabilitation work; requiring landlords who regain possession of such rental units to provide evidence of complying with a tenant's right to te-occupy such tenant's rental unit; and restricting the issuance of a certificate of final completion unless a landlord provides such evidence. Signature of Sponsoring Supervisor: For Clerk's Use Only

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