BOARD of SUPERVISORS



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October 30, 2019

File No. 191075

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

Dear Ms. Gibson:

On October 22, 2019, Supervisor Peskin introduced the following proposed legislation:

File No. 191075

Ordinance amending the Planning Code to create the Intermediate Length Occupancy residential use characteristic; amending the Administrative Code to clarify existing law regarding the enforceability of fixed-term leases in rental units covered by the just cause protections of the Residential Rent Stabilization and Arbitration Ordinance (the "Rent Ordinance"), prohibit the use of rental units for temporary occupancies by non-tenants, require landlords to disclose in advertisements for such units that the units are subject to the Rent Ordinance, and authorize enforcement through administrative and/or civil penalties; requiring the Controller to conduct a study to analyze the impacts of new Intermediate Length Occupancy units in the City; affirming the Planning Department's determination under the California Environmental Quality Act; and making findings of consistency with the General Plan, and the eight priority policies of Planning Code, Section 101.1, and findings of public necessity, convenience, and welfare under Planning Code, Section 302.

This legislation is being transmitted to you for environmental review.

Angela Calvillo, Clerk of the Board

By: Erica Major, Assistant Clerk

Land Use and Transportation Committee

Attachment

c: Joy Navarrete, Environmental Planning Don Lewis, Environmental Planning [Planning, Administrative Codes - Residential Occupancy]

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Ordinance amending the Planning Code to create the Intermediate Length Occupancy residential use characteristic; amending the Administrative Code to clarify existing law regarding the enforceability of fixed-term leases in rental units covered by the just cause protections of the Residential Rent Stabilization and Arbitration Ordinance (the "Rent Ordinance"), prohibit the use of rental units for temporary occupancies by nontenants, require landlords to disclose in advertisements for such units that the units are subject to the Rent Ordinance, and authorize enforcement through administrative and/or civil penalties; requiring the Controller to conduct a study to analyze the impacts of new Intermediate Length Occupancy units in the City; affirming the Planning Department's determination under the California Environmental Quality Act; and making findings of consistency with the General Plan, and the eight priority policies of Planning Code, Section 101.1, and findings of public necessity, convenience, and welfare under Planning Code, Section 302.

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.

Astoricks (* * * * *) indicate the emission of unphanged Code.

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. CEQA, General Plan, and Planning Code Findings.

* * *

Residential Use. A Use Category consisting of uses that provide housing for San Francisco residents, rather than visitors, including Dwelling Units, Group Housing, Residential Hotels, and Senior Housing, Homeless Shelters, and for the purposes of Article 4 only any residential components of Institutional Uses. Single Room Occupancy, *Intermediate Length Occupancy*, and Student Housing designations are considered characteristics of certain Residential Uses.

* * * *

Use Characteristic. A feature of a Use, related to its physical layout, location, design, access, or other characteristics. Use Characteristics may be regulated independently of a Use itself. Residential Use Characteristics include Single Room Occupancy, *Intermediate Length Occupancy*, and Student Housing. Commercial Use Characteristics include Drive-up Facility, Formula Retail, Hours of Operation, Maritime Use, Open Air Sales, Outdoor Activity, and Walk-Up Facility.

* * * *

SEC. 202.10. LIMITATION ON INTERMEDIATE LENGTH OCCUPANCIES.

(a) Purpose. To preserve the existing stock of housing and ensure that new Dwelling Units are made available for long-term occupancy by permanent San Francisco residents with initial terms of occupancy of at least one year, the following provisions shall apply to Intermediate Length Occupancy units.

(b) Applicability.

(1) Any development project that creates 10 or more new Dwelling Units, and that has not received its first building or site permit as of the effective date of the ordinance establishing this Section 202.10, in Board File No. _____, shall be eligible to include Intermediate Length Occupancy units.

(2) The limitations of this Section 202.10 shall not apply to:
(A) any Dwelling Unit that is defined as Student Housing in Section 102;
(B) a Residential Hotel unit subject to the provisions of Administrative Code
Chapter 41; or
(C) a development project creating nine or fewer new Dwelling Units.
(3) Dwelling Units that are subject to the City's Inclusionary Affordable Housing
<u>Program set forth in Sections 415.1. et seq., or otherwise designated as below market rate or income-</u>
restricted under City, state, or federal law, or subject to the Rent Ordinance, Administrative Code
Chapter 37, shall not be eligible to be Intermediate Length Occupancy units.
(c) Controls.
(1) Intermediate Length Occupancy use characteristic may be permitted with a
Conditional Use Authorization anywhere Dwelling Units are permitted.
(2) Any request to authorize the establishment of an Intermediate Length
Occupancy use characteristic shall require a conditional use authorization under Section 303, and
include the following findings:
(A) No more than 20% of the Dwelling Units may be offered as Intermediate
Length Occupancy units.
(B) Each unit proposed to be offered as an Intermediate Length Occupancy
unit must be specifically identified.
(3) No more than a total of 500 Intermediate Length Occupancy units shall be
permitted in the City.
(4) Any unit designated as an Intermediate Length Occupancy unit pursuant to this
subsection (c) may be offered for an initial term of occupancy of one year or greater without losing
this use characteristic.

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- (d) Annual Reports. No later than March 1 of each year, the owner or operator of each

 Intermediate Length Occupancy unit shall submit to the Department an Annual Unit Usage Report for
 the prior calendar year containing the following information:
 - (1) The location of the Intermediate Length Occupancy unit.
- (2) The number of times the unit was occupied by a natural person for an initial stay, whether through lease, subscription, license, or otherwise, for a duration of greater than 30 consecutive days but less than one year, including the duration of each of those stays.
 - (3) The average duration of each stay.
 - (4) The average vacancy between each stay.
- (5) The nature of the services, if any, that are provided to occupants of the

 Intermediate Length Occupancy units, including furnishings, or other amenities, and whether there

 has been an increase or decrease in the services since the last report.

SEC. 209.1. RH (RESIDENTIAL, HOUSE) DISTRICTS.

* * * *

Table 209.1

ZONING CONTROL TABLE FOR RH DISTRICTS

Zoning	§ References	RH-1(D)	RH-1	RH-1(S)	RH-2	RH-3
Category						

RESIDENTIAL STANDARDS AND USES

Use Characteristics

<u>Intermediate</u>	<u>§ 102</u>	<u>C</u>	<u>C</u>	<u>C</u>	<u>C</u>	<u>C</u>
<u>Length</u>		a.				
<u>Оссирансу</u>						

Single Room	§ 102	Р	Р	Р	P	
Occupancy						
* * * *						
SEC. 209	.2. RM (RESIDE	ENTIAL, MIX	(ED) DISTR	ICTS.		
* * * *						
		Tab	le 209.2			
	ZONING CO	ONTROL TA	BLE FOR F	RM DISTRIC	тѕ	
Zoning	§ References	RM-1	RM-	2 F	RM-3	RM
Category						
* * * *						
RESIDENTIAL	STANDARDS A	ND USES				
* * * *						
Use Characteri	istics					
<u>Intermediate</u>	<u>§ 102</u>	<u>C</u>	<u>C</u>		<u>C</u>	<u>C</u>
<u>Length</u>						
<u>Оссирапсу</u>						
Single Room	§ 102	Р	Р		Р	Р
Occupancy					and the second s	
* * * *						
SEC. 209	3.3. RC (RESIDE	NTIAL-CO	MMERCIAL)	DISTRICTS	5.	
* * * *						
		Tab	le 209.3			
ZONING	CONTROL TAE	LE FOR RE	SIDENTIAL	-COMMERC	CIAL DISTR	RICTS
Zoning Catego		erences	RC-	_	RC-4	

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RESIDENTIAL STANDARDS AND USES						
* * * *						
Use Characteristics						
Intermediate Length	<u>§ 102</u>	<u>C</u>	<u>C</u>			
<u>Occupancy</u>						
Single Room	§ 102	Р	Р			
Occupancy						

SEC. 209.4. RTO (RESIDENTIAL TRANSIT ORIENTED) DISTRICTS.

Table 209.4
ZONING CONTROL TABLE FOR RTO DISTRICTS

Zoning Category	§ References	RTO	RTO-M

RESIDENTIAL STANDARDS AND USES						
* * * *	* * * *					
Use Characteristics						
Intermediate Length	<u>§ 102</u>	<u>C</u>	<u>C</u>			
<u>Occupancy</u>						
Single Room	§ 102	Р	Р			
Occupancy						

SEC. 210.1. C-2 DISTRICTS: COMMUNITY BUSINESS.

C-3-S

<u>Intermediate</u>	§ 102	<u>C</u>	<u>C</u>	<u>C</u>	<u>C</u>
<u>Length</u>					
<u>Occupancy</u>				···· ,	
Single Room	§ 102	Р	Р	Р	Р
Occupancy					
* * * *	k				
SEC. 21	0.3. PDR DISTE	RICTS.			
* * * *	*				
		Tab	ole 210.3		
	ZONING C	ONTROL TA	BLE FOR P	DR DISTRIC	TS
Zoning	§ References	PDR-1-B	PDR-	1-D PE	R-1-G
Category					
* * * *					
	_ STANDARDS	AND USES			
	_ STANDARDS	AND USES			
RESIDENTIAL		AND USES			

SEC. 210.4. M DISTRICTS: INDUSTRIAL.

§ 102

Table 210.4

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<u>Length</u>

Occupancy

Single Room

Occupancy

<u>C</u>

Р

PDR-2

<u>NP</u>

NP

ZONING CONTROL TABLE FOR M DISTRICTS

Zoning Category	§ References	M-1	M-2

SEC. 710. NC-1 - NEIGHBORHOOD COMMERCIAL CLUSTER DISTRICT.

Table 710. NEIGHBORHOOD COMMERCIAL CLUSTER DISTRICT NC-1
ZONING CONTROL TABLE

Zoning Category § References NC-1
Controls

RESIDENTIAL STANDARDS	S AND USES	
* * * *		
Use Characteristics		
Intermediate Length	<u>§ 102</u>	<u>C</u>
<u>Occupancy</u>		

Single Room Occupancy § 102 P

Section 3. Amendment of Specific Zoning Control Tables.

Zoning Control Tables 711, 712, 713, 714, 715, 716, 717, 718, 719, 720, 721, 723, 724, 725, 726, 728, 729, 730, 731, 732, 733, 734, 750, 751, 752, 753, 754, 755, 756, 757, 758, 759, 760, 761, 762, 763, and 764 are hereby amended identically to the amendment of Zoning Control Table 710 in Section 2 of this ordinance, to create "Intermediate Length Occupancy" as a new Residential Use Characteristic, including any zoning controls.

Section 4. The Administrative Code is hereby amended by adding Section 37.9F, to read as follows:

SEC. 37.9F. CIRCUMVENTION OF TENANT PROTECTIONS.

- (a) Findings. As market rents continue to increase in San Francisco, landlords of rentcontrolled units have a greater incentive to prevent long-term tenancies. Complementing the just
 cause protections in Section 37.9, this Section 37.9F addresses the growing efforts among some
 landlords to induce their tenants into believing that they are required to vacate their units at a specific
 time designated in the lease or agreement, despite existing law to the contrary, or to try to avoid
 certain landlord-tenant obligations altogether. This trend is especially common with respect to
 corporate rentals, though it is not limited to corporate rentals. Such tactics by landlords undermine
 rent control and frustrate the purpose of ensuring that rent-controlled units in the City remain
 available as a long-term housing option for the City's renters.
- (b) Prohibition of Fixed-Term Agreements. Consistent with Section 37.9(a)(2) and Section 37.9(e), any provision of any lease or rental agreement that purports to require a tenant to vacate a rental unit at the expiration of a stated term, or that purports to characterize a tenant's failure to vacate the rental unit at the end of the stated term as a just cause for eviction (either of them, a "Fixed-Term Agreement"), shall be void as contrary to public policy, and a landlord may not

1	attempt to recover possession of the unit without just cause. This prohibition shall not apply where
2	this Chapter 37 expressly authorizes a fixed-term tenancy (e.g., Section 37.2(a)(D)), or where it
3	expressly authorizes a tenant to be evicted without just cause (e.g., Section 37.9(b)).
4	(c) Restrictions on Non-Tenant Uses.
5	(1) A rental unit is being used for a "Non-Tenant Use" when the landlord is
6	allowing the unit to be occupied by a person or entity who is not a "tenant" as defined in Section
7	37.2(t). Renting a unit to a corporate entity or other non-natural person, or using a unit as housing
8	for one's employees, licensees, or independent contractors rather than one's tenants, are nonexclusive
9	examples of Non-Tenant Uses. This subsection (c) is not intended to narrow the definition of "tenant"
10	under Section 37.2(t) or to limit the just cause protections in Section 37.9; the sole intent is to prevent
11	landlords from circumventing or undermining the tenant protections of this Chapter 37, by restricting
12	when a landlord may provide a rental unit to a person or entity to the extent that person or entity does
13	not otherwise qualify as a "tenant."
14	(2) Commencing February 1, 2020, it shall be unlawful to use a rental unit or allow
15	a rental unit to be used for a Non-Tenant Use, subject to the exemptions listed in subsection (c)(3).
16	Any provision of any agreement entered into on or after February 1, 2020 that purports to allow a unit
17	to be used for an unauthorized Non-Tenant Use shall be void as contrary to public policy, and the
18	occupants shall instead be deemed tenants under Section 37.2(t).
19	(3) This subsection (c) does not apply to any of the following:
20	(A) where the rental unit is subject to an agreement authorizing a Non-Tenant
21	<u>Use that was entered into before February 1, 2020, for the existing duration of that agreement.</u>
22	(B) the use of a rental unit as a lawful short-term rental as set forth in
23	<u>Administrative Code Chapter 41A.</u>
24	
(47)	

incorporated in its entirety. Any administrative penalties collected under this subsection (e)(1) shall

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<u>be deposited in the General Fund of the City and County of San Francisco to be used for enforcement</u> of this Section 37.9F.

- against a party who has failed to comply with this Section 37.9F. A nonprofit organization with tax exempt status under 26 United States Code Section 501(c)(3) or 501(c)(4) and with a primary mission of protecting the rights of tenants in San Francisco may also bring such a civil action, provided that the organization shall first provide 30 days' written notice of its intent to initiate civil proceedings by serving a draft complaint on the City Attorney's Office and on any known address(es) of the affected tenant(s), and may not initiate civil proceedings until the end of this 30 day period. A party who violates this Section 37.9F may be liable for civil penalties of not more than two times the amount paid or received for use of the rental unit during the period of the unlawful activity, and each rental unit used in violation of this Section 37.9F shall constitute a separate violation. Any monetary award obtained in such a civil action shall be deposited in the General Fund of the City and County of San Francisco to be used for enforcement of this Section 37.9F. The court shall also award reasonable attorney's fees and costs to the City Attorney or a nonprofit organization that is the prevailing party in such a civil action.
- (3) The remedies available under this subsection (e) shall be in addition to any other existing remedies that may be available.

Section 5. Controller's Study. No later than January 1, 2021, the Controller, with the support of consultants as necessary and consistent with the civil service provisions of the Charter, and in consultation with the Planning Department and other City agencies as necessary, shall conduct a study to analyze the impacts created by the development of new Intermediate Length Occupancy units on the City and relevant City services. The Controller's study shall be submitted to zero1 the Board of Supervisors.

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Section 6. 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 7. Scope of Ordinance. Except as stated in Section 3 of this 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.

Section 8. Severability. If any section, subsection, sentence, clause, phrase, or word of this ordinance, or any application thereof to any person or circumstance, is held to be invalid or unconstitutional by a decision of a court of competent jurisdiction, such decision shall not affect the validity of the remaining portions or applications of the ordinance. The Board of Supervisors hereby declares that it would have passed this ordinance and each and every section, subsection, sentence, clause, phrase, and word not declared invalid or unconstitutional without regard to whether any other portion of this ordinance or application thereof would be subsequently declared invalid or unconstitutional.

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

By:

AUSTIN M. YANG Deputy City Attorney

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LEGISLATIVE DIGEST

[Planning, Administrative Codes - Residential Occupancy]

Ordinance amending the Planning Code to create the Intermediate Length Occupancy residential use characteristic; amending the Administrative Code to clarify existing law regarding the enforceability of fixed-term leases in rental units covered by the just cause protections of the Residential Rent Stabilization and Arbitration Ordinance (the "Rent Ordinance"), prohibit the use of rental units for temporary occupancies by nontenants, require landlords to disclose in advertisements for such units that the units are subject to the Rent Ordinance, and authorize enforcement through administrative and/or civil penalties; requiring the Controller to conduct a study to analyze the impacts of new Intermediate Length Occupancy units in the City; affirming the Planning Department's determination under the California Environmental Quality Act; and making findings of consistency with the General Plan, and the eight priority policies of Planning Code, Section 101.1, and findings of public necessity, convenience, and welfare under Planning Code, Section 302.

Existing Law

The Planning Code Section 102 defines Residential Use as a category of uses that "provide housing for San Francisco residents, rather than visitors." Under Planning Code Section 102, a Use Characteristic is a "feature of a Use, related to its physical layout, location, design, access, or other characteristics." The Planning Code regulates Residential Uses, and Use Characteristics through the zoning controls.

The City's Rent Ordinance (Admin. Code Ch. 37) protects tenants in covered rental units from evictions without just cause. Expiration of a lease generally is not a just cause to evict. <u>See</u> Admin. Code § 37.2(a)(2). In addition, an agreement that requires a tenant to waive their rights under Chapter 37 is void as contrary to public policy. Id. § 37.9(e).

Amendments to Current Law

The legislation would amend the Planning Code and create a new Residential Use Characteristic -- Intermediate Length Occupancy. In addition to being subject to the zoning table of the relevant zoning district, the Use Characteristic would be subject to a new section 202.10. Section 202.10 would state that the Use Characteristic applies to development projects proposing construction of ten or more new Dwelling Units. A request to establish such use would be subject to a Conditional Use Authorization, which would require the Planning Commission to make specific findings. The legislation would provide that no more than 500 Intermediate Length Occupancy units would be permitted. Inclusionary and other below-market-rate units, and units subject to the Rent Ordinance would not be eligible for this Use Characteristic, and the use characteristic would not apply to Residential Hotels, or

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Student Housing. The legislation would also require annual reporting by an owner or operator of an Intermediate Length Occupancy unit.

The legislation would amend the Rent Ordinance in several respects:

- First, it would clarify existing law (<u>see</u> Admin. Code §§ 37.9(a)(2), 37.9(e)) by stating that an agreement that would require a tenant to vacate a rental unit at the expiration of a stated term (a "fixed-term agreement") is void as contrary to public policy, unless an existing just cause exception applies (for example, where the landlord resides in the same rental unit as the tenant).
- Second, it would regulate "non-tenant uses" by restricting when landlords can allow their units to be occupied by persons or entities who are not tenants. Renting a rental unit to a corporate entity or other non-natural person for any purpose, or using a rental unit as housing for one's employees or "licensees," are examples of non-tenant uses. Commencing February 1, 2020, it would be unlawful to use a rental unit for a non-tenant use, and any such "non-tenants" would be deemed tenants and could seek just cause protections as forth in the Rent Ordinance. However, the prohibition on non-tenant uses would not apply (1) if the landlord has entered into a contract before February 1, 2020 that specifically authorized the non-tenant use; (2) to the use of a rental unit as a lawful short-term rental under Administrative Code Chapter 41A; (3) where the landlord is using the unit to house an employee in charge or maintaining or managing the building; or (4) to rental units operated by non-profits that provide housing as part of their primary mission.
- The legislation would also require landlords to include a disclosure when advertising their rental units online. The disclosure would state that the unit is subject to the Rent Ordinance, and that the Rent Ordinance limits evictions with just cause, and that any waiver by a tenant of their rights under the Rent Ordinance is void as contrary to public policy. The Rent Board would have the power to monitor violations and impose administrative penalties for violations that are not timely corrected.
- Finally, the legislation would authorize the City Attorney or a non-profit tenants' rights organization to sue for civil penalties.

The legislation would also direct the Controller, in consultation with the Planning Department and other City agencies as necessary, to conduct a study to analyze the impacts created by the development of new Intermediate Length Occupancy units on the City and relevant City services.

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