MEMO TO THE PLANNING COMMISSION

HEARING DATE: April 7, 2022

March 25, 2022

Case Number: 2019-016230CWP

Project: Housing Element 2022 Update
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Recommendation: None – Informational Item Only

BACKGROUND

The Housing Element 2022 Update (2022 Update) is San Francisco's first housing plan that is centered on racial and social equity. It will include policies and programs that express the city's collective vision and values for the future of housing in San Francisco. This plan will identify priorities for decision makers, guide resource allocation for housing programs and services, and define how and where the city should create new homes for San Franciscans, or those who want to call this city home. This plan will need to accommodate the creation of 82,000 units by 2031, a target set by State and Regional Agencies that has been tripled compared to the city's current targets.

The California Department of Housing and Community Development (HCD) requires that each City prepares a housing plan every eight years, and it is a requirement to be eligible for state affordable housing funds. The plan preparation is led by the Planning Department in coordination with multiple city agencies, and the resulting General Plan element will be a legislated document adopted by the Board of Supervisors and signed into Ordinance. It does not change land use controls or zoning and does not allocate budget but would guide or direct those decisions

The 2022 Update is a significant update to the existing element that was updated in 2014 because:

- The City has clear commitment to advance racial and social equity in San Francisco.
- The City is shifting towards small and mid-rise housing for our diverse communities across all neighborhoods, particularly along transit corridors.
- San Francisco's share of Regional Housing Needs Allocation targets have increased from 25,000 units (2014-2022) to 82,000 units (2023-2031).
- New State laws require local jurisdictions to Affirmatively Furthering the Fair Housing through:

- o   Addressing exclusion and discrimination
- o   Creating housing access in high resource neighborhoods
- o   Bringing opportunity to segregated and underserved neighborhoods

- New State laws[1] also require local jurisdictions to address environmental justice through incorporating environmental justice policies to address the unique or compounded health risks.

Since the last update, the Planning Department pursued multiple initiatives that evaluated and analyzed housing needs and strategies in collaboration with community partners. In May 2020, SF Planning launched the public process for the Housing Element Update 2022 with a summary of key ideas informed by these initiatives. This public process is one of the most substantial community outreach and engagement processes led by the Department to date. Three phases of community outreach and engagement have since been completed.

To date, the Department has provided informational updates on the progress of shaping this plan at the following Planning Commission hearings:

May 28, 2020	Kick-off Phase I outreach and release of key ideas from recent housing initiatives
Apr 22, 2021	Kick-off of Phase II outreach and release of Draft 1 2022 Update
Oct 14, 2021	Preliminary findings from Phase II outreach
Jan 27, 2022	Kick-off of Phase III outreach and release of Draft 2 2022 Update

This memo contains information about: (1) the purpose of the hearing; (2) the Housing Element documents, which includes the housing plan and the supporting reports; (3) a summary of Phase III public input and corresponding revisions to the 2022 Update policies and actions.

1.   Purpose of the hearing

The hearing on April 7, 2022 will be the fifth informational hearing on this project at the Planning Commission. The purpose of this hearing is to present (1) findings from Phase III and final round of outreach and engagement, (2) draft 3 of goals, objectives, policies, and actions, and (3) key findings from supporting reports.

2.   Housing Element Documents

The following documents are required as part of the State Law requirements for housing elements, including:

- *Housing Element 2022 Update, Draft 3:* The city's housing plan including goals, objectives, policies and actions.

- *Housing Needs Assessment and Assessment of Fair Housing:* The report includes detailed data and analysis of San Francisco's population and employment trends; existing housing characteristics; equity analysis including displacement, fair housing, and environmental justice challenges; and overall housing needs, including special needs groups.

- *Sites Inventory Report and Rezoning Program:* The report identifies specific sites or parcels that are

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[1] Senate Bill 1000, passed in 2016

available for residential development or are in the process of being made available (i.e. planned) for residential uses via rezones or specific plans.

- *Analysis of Government and Non-Government Constraints Report:* The report provides an analysis of potential and actual governmental and non-governmental constraints upon the maintenance, improvement, or development of housing for all income levels, including zoning, the availability of financing, the price of land, and the cost of construction.

- *Evaluation of 2014 Housing Element Report:* The evaluation provides an assessment of the appropriateness and effectiveness of the objectives, policies, implementation the programs listed in the 2014 Housing Element.

General Plan Consistency Analysis and Draft Amendments: The memo outlines the 2022 Update's consistency with the other elements of the San Francisco General Plan and outlines any General Plan updates to other elements that may be required to maintain consistency amongst all policies.

Publications of these required reports on March 25th serves as a 30-day notice required by State Law to seek public input on the contents of these reports. After this public input period, the Department will submit these reports along with the Draft 3 of goals, objectives, policies, and actions to HCD for their first review. The attached Housing Element 2022 Update Highlight includes a brief summary of the findings from each of the documents listed above.

3. Outreach and Engagement

Overview of Engagement Process: three phases

The engagement process for the 2022 Update incorporates three phases of outreach and engagement. After vetting key ideas with the community in Phase I, the project team reviewed draft housing policy and related actions with residents, community and government leaders, and housing experts and advocates in Phase II. During Phase III of outreach and engagement, the project team demonstrated how community input was reflected in revised policy and further refined critical ideas such as the reparative framework for housing.

May- Dec 2020	Phase I outreach – Vetting Key Ideas with the Community
Apr- Sep 2021	Phase II outreach – Refining Policies Together
Jan- Mar 2022	Phase III outreach – Refining Policies & Verifying Public Input Findings

Outreach moving forward will focus on sharing information about the draft 2022 Update content and adoption process and facilitating discussions with community and government leaders to prepare for its implementation. Methods of outreach have included:

- 20+ focus groups with vulnerable populations co-hosted or co-facilitated by community-based organizations
- 65+ community hosted community conversations, listening sessions, and presentations
- 2 Housing Policy Group discussion series (12 meetings total), including representatives of 27 organizations
- 4 Planning Commission and 2 Historic Preservation Commission hearings
- Online input through the Digital Participation Platform, along with informational tools such as policy

navigation tools
- A survey administered online and in person, completed by 1,631 respondents

Figure: Phase I and II Outreach and Engagement Map and List
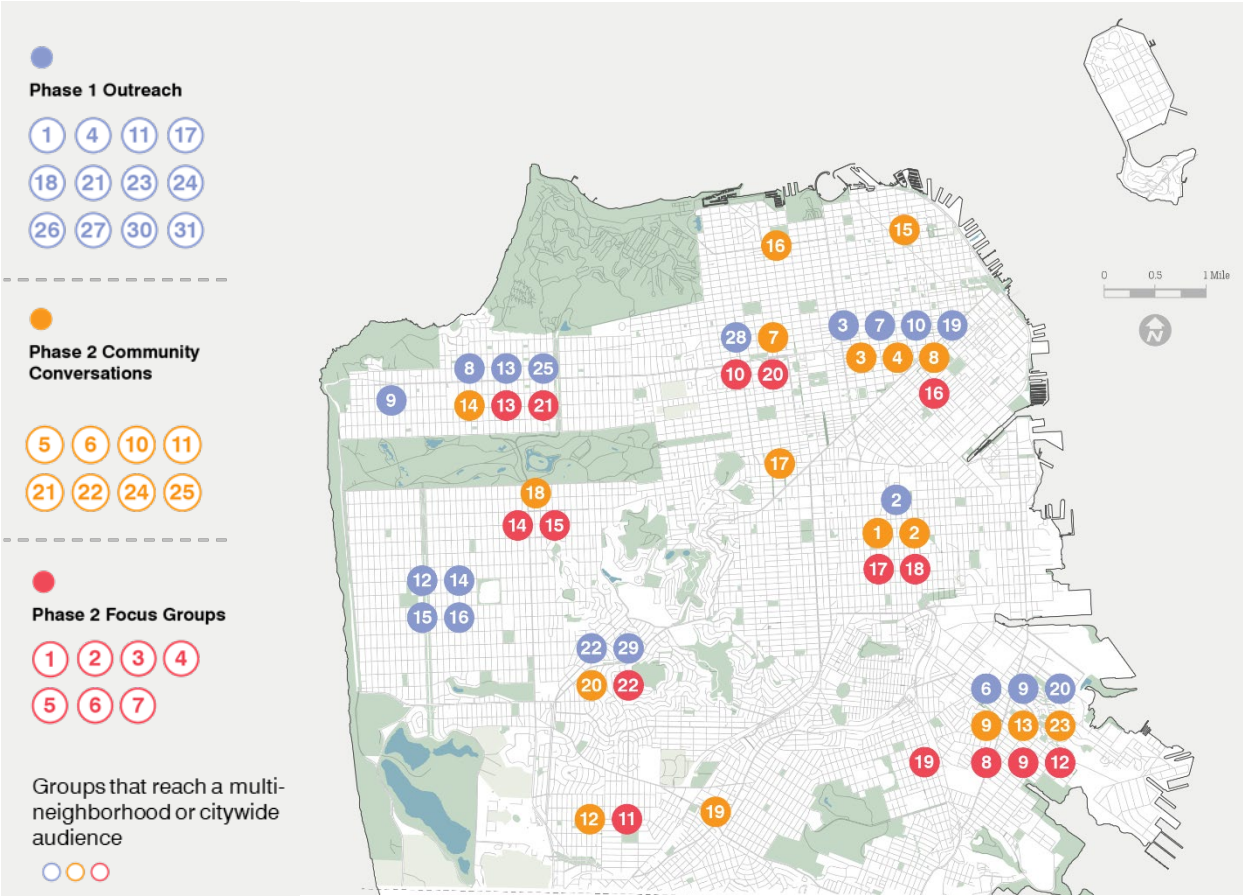
	Phase I	Phase II Community Conversations	Phase II Focus Groups
1	Planning Commission*	Latino Task Force	UCSF Alliance Health Project*
2	MAP 2020	Latino Task Force	Senior & Disability Action*
3	SOMA Planning 101	SF Youth Commission	Senior & Disability Action*
4	MOHCD Working Group*	Larkin Street Youth Services	International Hotel Manilatown Center*
5	BMAGIC	Senior & Disability Action*	American Indian Cultural District*
6	District 10 CBO	MegaBlack*	Castro LGBTQ+ Cultural District*
7	St. Francis CAC	Mo'MAGIC	SF Rising*
8	District 1 Townhall	Tenderloin People's Congress	BMagic & 3rd St YCC
9	Richmond Community Coalition	BMAGIC	African American Arts and Cultural District
10	SPUR Digital Discourse	HRC Roundtable*	Booker T Washington Community Center
11	Housing Element Overview*	HRC Roundtable*	I.T. Bookman Community Center
12	District 4 Virtual	OMI Community Collaborative	CYC Bayview
13	District 1	Bayview-Hunter's Point	CYC Richmond (Cantonese-speaking)
14	Sunset Forward	Planning Association for the Richmond	Wah Mei School & AWRC (Cantonese-speaking)
15	Sunset Forward	North Beach Neighbors	Wah Mei School
16	Sunset Forward	Golden Gate Valley Neighborhood Association	Tenderloin People's Congress (Cantonese-speaking)
17	SF YIMBY*	Duboce Triangle Neighborhood Association	Mission Food Hub (Spanish-speaking)
18	MOHCD*	Mid-Sunset Neighborhood Association	Mission Food Hub (Spanish-speaking)
19	Tenderloin Housing Clinic La Voz Latina	Cayuga Neighborhood Improvement Association	Family Connections Centers (Spanish-speaking)
20	BMAGIC	Coalition for San Francisco Neighborhoods	Japantown Cultural District
21	English Listening Session*	SF League of Conservation Voters*	Richmond Neighborhood Center
22	District 7*	SF YIMBY*	ASIAN, Inc.
23	HRC	Open Door Legal	-
24	Spanish Listening Session*	SPUR*	-
25	Richmond Senior Center*	Building Trade Public Policy Committee*	-
26	Chinese Listening Session*	-	-
27	Spanish Listening Session*	-	-
28	Fillmore/Western Addition	-	-
29	District 7	-	-
30	HEARD*	-	-
31	HEARD*	-	-

*groups that reach a multi-neighborhood or citywide audience

The Department published detailed summaries of public input for each of the first two phases and they can be found here: Phase I Summary https://www.sfhousingelement.org/phase-i-public-input-summary and Phase II Summary https://www.sfhousingelement.org/phase-ii-public-input-summary

This memo also serves as the input summary report for phase III of outreach and engagement, which completes the three phases of community outreach and engagement for the Housing Element 2022 Update.

Overview of Phase III outreach and engagement

Phase III of public outreach and engagement began in January 2022 with the publication of Draft 2 and the Phase II Public Input Summary. After informational hearings at the Planning and Historic Preservation Commissions, staff reached out to community partners from Phase II to ask them for assistance in verifying our analysis of the public input that they helped to gather and reviewing the policy refinements that were drafted in response to their community's input. Staff also reached out to organizations that had either hosted previous community conversations or expressed interest in learning about the Housing Element.

Staff targeted Phase III outreach to groups and individuals that were not as well represented in previous efforts, including community members working or residing in SoMa and Chinatown, and community members identifying as or working with transgender people, public housing residents, and organized labor. Staff also continued to prioritize engagement with American Indian and Black community leaders and organizations. In total, nearly 60 organizations were actively recruited for engagement, resulting in 15 community presentations and/or discussions and several interviews. Most events were structured as project updates and targeted policy discussions. Staff also conducted one additional Chinese language focus group with Chinatown residents living with families in Single Room Occupancy hotels in order to fill a gap in direct knowledge from this key demographic group.

Groups engaged during Phase III:
1. African American Reparations Committee
2. African American Reparations Committee - Economic Empowerment Sub-Committee
3. All Cultural District Meeting
4. American Indian Cultural District
5. BMAGIC
6. Chinatown Focus Group with SRO Families
7. District 4 Youth & Families Network
8. Excelsior Collaborative
9. Japantown Land Use Committee
10. Latino Task Force
11. MegaBlack
12. REP Coalition
13. Richmond Service Organizations
14. SF Labor Council
15. SoMa Pilipinas Filipino Cultural District
16. Tenderloin People's Congress

Overview of Commission Comments

At the January Planning Commission hearing, commissioners expressed a desire to see more measurable goals, and clearer direction on how to achieve the city's RHNA targets, including how to secure adequate funding. Commissioners asked for more specifics to clarify the nature of proposed streamlining measures and how the plan would comply with state laws. The commission discussed the need for transportation improvements and adequate community services to keep pace with densification of the west side. The commission also discussed

how the department would transition from building the housing plan to implementing the housing plan. The commission expressed some concerns that the plan is too aspirational and that it needs to be grounded in the constraints created by the existing housing market and funding structures. Further details related to commissioner comments are highlighted under each topic below.

At the February Historic Preservation Commission hearing, commissioners expressed that the racial and social equity lens is essential and wanted to see related policies related to repairing the harms of government discrimination prioritized. They also wanted to see added specificity to policies related to advocacy, accountability, housing cost stabilization, and community empowerment as well as more specificity on implementation processes. There was support for the inclusive and holistic approach to housing, recognizing its role in social and cultural connection. They expressed interested in learning more specifics about how communities will be protected from displacement.

Phase III Public Input and Corresponding Draft y Revisions

Below staff has provided summarized key public input by theme and noted how Draft 3 responds to the input. Please refer to the attached Revised Policy and Action Table for a full accounting of how the draft changed between January and March.

Reparations Framework
Public Input:

One of the key topics discussed during Phase III was how to strengthen the 2022 Update's ability to advance reparations for communities and groups impacted by discriminatory government action. This topic has been an important theme in many conversations with stakeholders throughout the project, including both commissions, and it was discussed at length with the following stakeholders during Phase III: American Indian Cultural District; African American Reparations Committee; MegaBlack community convening; Dream Keeper Initiative staff at MOHCD; and Human Rights Commission staff.

A significant concern amongst these stakeholders about the reparations framing in Draft 2 was the fact that it applied only to homeownership programs, which would likely create a barrier for low-income households who would not qualify for loans. Some participants also pointed out that not every household is interested in homeownership and that there should be a form of reparations offered to renters as well. Others pointed out that high-income households may also be excluded from this program and that income level should not determine if a person is eligible for reparations. Some participants, such as the American Indian Cultural District, argued for a universal priority being created for their community members in all housing assistance programs in order to rectify the unfulfilled obligations of the government to assist American Indians as part of the 1950s relocation program. They also recommended framing the "dedication" of land to American Indians as cited under Policy 12 in a more culturally humble manner and distinguishing between the nature of reparative acts for their community versus others harmed by discriminatory government actions. Some committee members and community members from the Reparations Committee convenings suggested that the Housing Element should advocate for reparations that go beyond direct housing assistance to include freedom from local property taxes, streamlined business application or developer application review, or the donation of land to impacted communities for community-directed development.

Through these discussions, stakeholders also distinguished between reparative actions that are intended to directly redress harm to an individual or community and actions that are intended to correct systems that

maintain or exacerbate the racial disparities that have resulted from previous discriminatory actions. Draft 2, Policy 5 was an example of this latter type of reparative action, which was intended to address the disparities in allocation of below market rate (BMR) units but that did not argue that programmatic changes were necessary to provide a direct for of repair to impacted communities. Similarly, Draft 2, Policy 12 was intended to address the disproportionate displacement of communities impacted by government discrimination; however, it did not directly frame those actions as reparations. Some stakeholders also recommended that housing need should be addressed in actions calling for reparative actions, with higher priority assigned to higher need candidates. For example, one interviewee suggested that reparative programs should prioritize the unhoused or marginally housed Black San Francisco population before San Francisco residents that are housed but need assistance in securing market-rate housing or former San Francisco residents who are currently housed outside of the city.

Draft 3 Revisions:
Policies related to a reparations framework in the Final Draft were expanded to policies 5 and 12 so that more people within communities directly harmed by government discrimination could benefit, including lower-income households seeking homeownership assistance and households seeking below market rate rental units. These communities will also generally benefit by directing investment to cultural anchors and increasing access to culturally significant land and spaces.

Under Policy 5, the city would now create and pilot programs to increase access to below market rate units for harmed communities and would expand and fund community capacity for housing programs and investments for American Indian residents, in addition to previous actions. Under Policy 11, regarding homeownership, the city would now seek to reduce income eligibility as a barrier to access homeownership for harmed communities, would extend the homeownership program for Black communities to other harmed communities upon completion of the pilot, and would prioritize American Indian residents for housing opportunities. And, under Policy 12, the city would now identify opportunities to restore access to land for traditional cultural uses and to invest in spaces for the American Indian community to participate in traditional cultural practices and convene community gatherings, would identify opportunities to donate or dedicate land for use by Black-led, community- serving organizations, and would fund the development of cultural spaces that serve harmed communities.

Housing Access₂Quality₂and Choice
Public Input:
Improving access to safe and dignified housing that meets the specific needs of people of color, seniors, people with disabilities, families, immigrants, LGBTQ+ people and other vulnerable groups was another area of concern that stakeholders continued to elevate. This was echoed by both commissions. The department received approximately 30 messages through the online portal from individuals associated with Golden Gate Regional Center asking that the needs of people with disabilities be centered in the draft plan. Staff also heard from stakeholders with families living in Chinatown SRO hotels about the specific needs of their community (language access, adequate public transportation, deep affordability, access to childcare and schools, access to cultural services and institutions) and how this severely limits their housing choices to areas in proximity to Chinatown where their daily needs are best served. Stakeholders at the Latino Task Force convening also spoke to the struggles their community faces in accessing the housing lottery due to application criteria that create barriers for applicants with no credit or banking history, with seasonal or intermittent income, or with intergenerational households. And they also spoke about the need for increased neighborhood preferences to allow residents to remain in the neighborhood while accessing BMR units.

The American Indian Cultural District cited similar difficulties for their community and recommended that agencies should address program access barriers by increasing city agency staff presence in communities to share program information and report on progress towards meeting community specific needs. The cultural district and other stakeholders advocated for increased support for community-based organizations that provide housing stability support with cultural humility, and they spoke about the need for centralized and consolidated resource hubs where a person could access a range of housing information and assistance. The district and other stakeholders also spoke to the need for more housing types that meet the needs of multi-generational households that have space and amenities for children, working-age adults, seniors and persons with disabilities. Similarly, stakeholders pointed out that it can be a barrier to accessing affordable housing if one is applying as a multi-generational household. Regarding the needs of families, SRO residents in Chinatown and others have spoken of the need for affordable housing with adequate space and amenities for children.

Lastly, Office of Transgender Initiatives (OTI) staff provided feedback on the specific needs of transgender and LGBTQ+ people in safely accessing housing assistance and underscored that transgender people often experience multiple layers of vulnerability based on race, income, limited access to medical care, lack of documentation, lack of familial support, and other factors. For these reasons, OTI staff advocated for more specific actions to support housing for the transgender community.

Draft 3 Revisions:
On balance, policies and actions in Draft 3 were revised to increase the specificity of actions and to better describe certain barriers to housing, such as lack of documentation for immigrants or transgender people. Globally, when the plan previously called for programs or resources to be directed to "areas vulnerable to displacement" the plan now calls includes "populations and areas…". Under Policy 5, staff expanded actions related to Certificates of Preference (COP) to study COP holders needs and preferences. Under Policy 7, aimed at increasing investments in permanently affordable housing that are specific to neighborhoods that serve as entry points to recently arrived residents, an action was added "to study and identify programs and building types that respond to the needs of recently arrived immigrants to incorporate into permanently affordable housing investments that are concentrated in the neighborhoods in which they initially settle, such as Chinatown, the Tenderloin, the Mission, and other gateway neighborhoods," recognizing that location can be more critical for the safety and success of these populations than for others.

Several actions were added to increase housing access for transgender people in recognition of the severe disparities in housing access and safety experienced by this group and their safety and discrimination concerns with access existing systems. Under Policy 8, an action was added to support the San Francisco Ending Trans Homelessness Plan to end homelessness for transgender people. Under Policy 9, policies were added to expand short term medical recovery housing programs for unhoused transgender people so that transgender people can access medical care that requires stable housing and to allocate resources to population-specific programs outside of the Homelessness Response System

Lastly, the specific needs of low-income families in housing type and assistance were further addressed under Policy 27 to prioritize the construction of housing that supports multi-generational living and under Policy 28 to establish programs to assist in relocate them from SROs and overcrowded living conditions.

Accountability

Public Input:

The need to increase accountability and to clarify actions intended to achieve this objective arose in many discussions with stakeholders in Phase III. Stakeholders at the convenings hosted by the African American Reparations Committee, MegaBlack, Latino Task Force, the District 4 Youth and Families Network, the REP Coalition and others noted that there is a lack of trust in the government's willingness or ability to implement the draft policies and that a clear structure for accountability to communities and oversight of decision making are necessary. This was supported by requests for key milestones and metrics to measure how the city is serving vulnerable communities. Stakeholders also spoke to the need to acknowledge existing community-led planning initiatives, such as MAP2020 or Sunset Forward, and follow through on related city commitments. District 4 residents, Richmond residents, the American Indian Cultural District and others were especially eager to understand the funding needs and mechanisms required to meet the policies regarding increased production of affordable housing. This echoed input from the Planning Commission at the January hearing to include more measurable goals and how policies, such as those calling for new funding advocacy, will result in the increase in funds required to meet the need.

Draft 3 Revisions:

On balance, policies and actions in Draft 3 were revised to increase the specificity of actions. The department also aims to define potential targets or performance outcomes that San Francisco should expect to include for each of its key housing programs in the Racial and Social Equity analysis of the Housing Element and then to incorporate those into the draft prior to adoption. This analysis also aims to provide benchmarks for anti-displacement investments, such as determining the total number of permanently affordable housing units that would need to be created or preserved to offset or mitigate involuntary displacement for low- and moderate-income households caused by future housing production or infrastructure improvements, of certain size or scope.

Specific actions were added or strengthened under Policy 14 in response to public input. Actions call for the city to "identify and fund liaisons to support the housing needs and priorities of American Indian, Black, and other people of color, and other disadvantaged communities within key City agencies such as MOHCD, and Planning; such liaison should provide regular check-ins with community at centralized community spaces and reporting on program performance." Actions also call for the inter-agency Housing Element implementation committee to convene equity-focused community bodies, such as the African American Reparations Committee, the Community Equity Advisory Council, or Cultural Districts, to inform reporting and decision-making related to the city's budgets and workplans for housing equity. The goals of these changes are multifold: to empower community voices in decision-making; to increase transparency in resource allocation decisions; to increase communities' access to city staff and decision-makers; to increase staff's awareness of on-the-ground community conditions and needs; and to provide overall better information, coordination, and service to communities that have been historically marginalized in government processes.

Implementation &Rezoning¸Streamlining and Demolitioń
Public Input:

The need to clarify actions related to critical areas of implementation, including rezoning, streamlining, and demolition review, arose in discussions with stakeholders in Phase III. The Planning Commission, Labor Council representatives, market-rate and affordable housing developers, and others also wanted to hear more specifically how streamlining would be achieved and how residential demolition review may change to facilitate necessary development on the westside. Residential developers expressed the significant risk associated with

additional time and uncertainty in the entitlement and permitting process and how it burdens housing projects. They stressed that long and unpredictable timeframes towards Planning entitlement and permitting beyond Planning added considerable risk and costs that increase the need for higher returns on housing units, exacerbating the output of housing units oriented towards top earners. Recommendations included increasing ministerial permitting and allowing it through local programs, reducing conditional use authorizations by focusing their need for unique conditions rather than common processes like residential demotion, lot consolidation, and use changes towards residential; reducing discretionary actions around subjective processes like design guidelines in favor of objective standards; and revising CEQA review to be more like how it is implemented in other Bay Area municipalities where less triggers high levels of analysis. They also suggested continued streamlining and consolidation of interagency reviews to avoid conflicts and delays. Broader land use changes included elimination of lot-based density requirements in favor of form-based zoning.

Draft 3 Revisions:
With the analysis afforded by the *Housing Needs Assessment and Assessment of Fair Housing, Sites Inventory Report and Rezoning Program,* and *Analysis of Government and Non-Government Constraints Report*, the department determined that rezoning would be necessary to ensure capacity that will meet San Francisco's RHNA targets while affirmatively furthering fair housing. Therefore, Policy 20 now calls for a rezoning program that increases the opportunity for mid-rise multi-family buildings along transit corridors, allows increased density through formed-based zoning for small multi-family buildings near transit throughout Well-Resourced Neighborhoods.

The plan has also been revised to create more clarity about the nature of streamlining measures intended to facilitate affordable housing and community serving development. Policy 19 includes actions to reduce costs of building permanently affordable housing by minimizing project-by-project outreach and engagement and expanding ministerial review for smaller parcels. Policy 25 actions would reduce development constraints by reducing neighborhood notification requirements where community-informed community benefits are provided, allowing Department approval instead of Planning Commission approvals for increased affordability, or through CEQA streamlining or ministerial approval with adoption of Housing Sustainability Districts within Well-resourced Neighborhoods outside of areas vulnerable to displacement. This policy would also support low-income homeowners by reducing review and notification requirements of the Planning Code for small permits such as rear additions or small expansions.

Recognizing that some demolition will be necessary to create more multi-family housing, Policy 26 actions would remove conditional use processes for demolition single-family or multi-unit buildings that are not tenant occupied and without history of tenant evictions, that are not a historic resource, and where units are proposed to increase. It would also create objective regulations that prohibit demolition of tenant occupied units, unless the number of units is increasing by at least 200%, tenants are provided with full relocation compensation, replacement units are offered to tenants at the same rental rate prior to demolition and comply with State Law to replace any affordable or rent-controlled units demolished with permanently affordable units at equivalent affordability rates.

Geographic Approaches to Policy
Public Input:
Staff received additional input about the various geographical approaches to housing policies described in the draft plan. Stakeholders at the District 4 meeting expressed uncertainty that the policies targeted for Well-

Resourced Neighborhoods would be sufficient to direct sufficient affordable housing production to those areas. And the REP Coalition expressed concerns with how Priority Equity Geographies and Well-resourced Neighborhoods are defined, who is left out, and what is allowable within these geographies. They felt that these geographies may pit communities against each other, and that vulnerable communities should be leading these conversations about how to address housing needs in their communities.

Draft 3 Revisions:
On balance, policies and actions in Draft 3 were not revised to change any proposed geographical framing. Policy 18 was modified to ensure that Cultural Districts overlapping with Priority Equity Geographies were incorporated when tailoring zoning changes to these areas and the needs of American Indian, Black, and other communities of color. Given that the geographies have been reviewed throughout community engagement phases II and III, and the fact that the plan includes policies that call for community empowerment in zoning change decisions in Priority Equity Geographies and increased accountability to communities of color and vulnerable groups regardless of location, the department believes that the plan adequately address the desire to ensure vulnerable communities' opportunities to shape future housing legislation, zoning and development projects. Furthermore, the plan also includes policies related to the Displacement and Gentrification map and the Cultural Districts geographies, which allows it to better target anti-displacement policies.

Displacement
Public Input:
Several stakeholders continue to express concern about the plan's ability to stop involuntary displacement. The REP Coalition recommended changing policies 20 and 26, as they were viewed as promoting gentrification, displacement, and evictions through expansion of market-rate rate housing through rezoning, and height and density increases.

Draft 3 Revisions:
Policy 21 anticipates the potential displacement pressures that could be created by zoning changes, development projects and infrastructure projects, and it requires that the city "identify levels of investments to prevent displacement according to the needs of each community and each neighborhood" based on the forthcoming Racial and Social Equity Analysis of the plan. Staff heard the concerns about Policy 21 being vague and has attached the Draft Scope of Work for Racial and Social Equity Analysis of the Housing Element 2022 Update that will bring more specificity to the anti-displacement measures necessary for implementation of this plan.

Summary of Final Draft ᏯᏪᎠ Housing Element Policies Revisions
In brief, Draft 3 of the 2022 Update:
- Expanded the reparations framework to include not only homeownership programs but also the allocation of below market units, investment in cultural anchors and access to land, while adding more actions intended to redress the impacts of discriminatory government actions.
- Increased the number of actions related in improving transparency and accountability in housing distribution and management systems, including the inter-agency Housing Element implementation committee's engagement with equity-focused community bodies and designation of community liaisons at key agencies such as Planning and MOHCD.

- Refined policies intended to increase the quality, variety, and distribution of affordable housing accessible to vulnerable populations such as seniors, people with disabilities, transgender and LGBTQ+ people, transitional aged youth, immigrants, and others.

- Clarified that a rezoning program is necessary to create adequate capacity for additional mid-rise and small multi-family housing types in <u>Well-resourced Neighborhoods</u> to meet the requirements of the Regional Housing Needs Allocation and Affirmatively Furthering Fair Housing.

- Clarified the nature of streamlining measures that may be taken to reduce development constraints that lead to improved housing affordability and choice or to support low-income homeowners in rehabilitating or expanding their homes.

- Clarified policy direction on preservation and demolition of existing housing.

NEXT STEPS AND ADOPTION SCHEDULE

This third draft will be sent to the State Department of Housing and Community Development for their review and comments along with the supporting reports. Publications of these required reports on March 25th serves as a 30-day notice required by State Law to seek public input on the contents of these reports. After this public input period, the Department will submit these reports along with the Draft 3 of goals, objectives, policies, and actions to HCD for their first review. The Department is also embarking on a Racial and Social Equity Impact analysis for the Housing Element policies. The draft Environmental Impact Report is scheduled to be published on April 20, 2022, and the corresponding hearing at the Planning Commission will be held on June 9, 2022. An initiation hearing for the General Plan Amendment will be scheduled for the Planning Commission in Fall 2022, followed by adoption hearing and certification of EIR in January 2023. The State mandate for a fully adopted Housing Element in San Francisco is May 2023. Failure to meet this deadline has significant implications for affordable housing funds, as well as potential significant fines, as outlined in the next section.

In sum, the following key dates must be met:

- **Mar 25 – Apr 30, 2022:** Minimum 30-day public review of Draft 3 goals, objectives, policies, and actions and supporting reports

- **Apr 20, 2022:** Draft Environmental Impact Report Publication

- **May 10, 2022:** Submittal to HCD for minimum 90-day review period from HCD with comments expected in the summer

- **Jun 9, 2022:** Draft Environmental Impact Report Planning Commission Informational Hearing

- **Now – Sep, 2022:** Racial and Social Equity Impact Analysis

- **Fall 2022:** Second submittal to HCD for review with comments expected within 90 days; Initiation hearing for the General Plan Amendment

- **Dec 31, 2022:** Expiration of 2014 Housing Element, beginning the 120-day grace period for Housing Element adoption and HCD certification of 2022 Update

- **Jan 2023:** Adoption hearing for 2022 Update and certification of EIR

- **May 2023:** State deadline for a fully adopted Housing Element 2022 Update
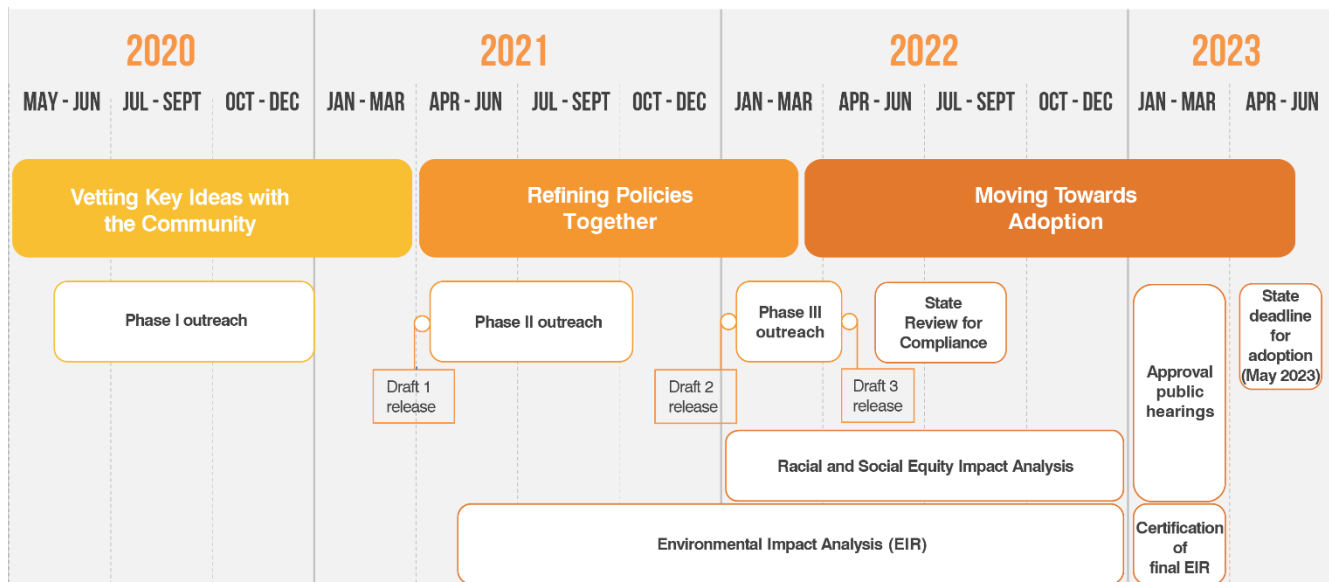
Consequences of Failure to Comply with the State Law

In April 2021, California's Housing and Community Development (HCD) department issued guidance to cities and counties about the consequences of falling short in adopting or otherwise complying with previously adopted housing elements. HCD is authorized "to review any action or failure to act by a local government (that it finds) inconsistent with an adopted housing element or housing element law. This includes failure to implement program actions included in the housing element. HCD may revoke housing element compliance if the local government's actions do not comply with state law." And because housing elements are a mandatory part of a city or county's General Plan, a noncompliant housing element could also impact its General Plan, potentially invalidating it as well. Localities in this situation are subject to a range of penalties or consequences, including loss of affordable housing and transportation funds as well as:

- *Legal Suits and Attorney Fees*: Local governments with noncompliant housing elements are vulnerable to litigation from housing rights' organization, developers, and HCD.

- *Loss of Permitting Authority*: Courts may suspend the locality's authority to issue building permits or grant zoning changes, variances, or subdivision map approvals.

- *Financial Penalties*: Courts can fine jurisdictions up to $100,000 per month, and if they are not paid, multiply that by a factor of six.

- *Court Receivership*: Courts may appoint an agent with all powers necessary to remedy identified housing element deficiencies.

- *Streamlined Ministerial Approval Process*: Non-compliant jurisdictions are now subject to less rigorous "ministerial" approvals in order to hasten the production of housing.

Related Efforts

The Housing Element 2022 Update will initiate a holistic update to the General Plan. The Housing Element update is one part of a series of proposed amendments to the General Plan intended to modernize the City's

land use policy document. The other updates underway include updates to the Safety and Resilience Element to add climate resilience, a complete update of the Transportation Element consistent with the interagency ConnectSF Program, and an incorporation of Environmental Justice policies into the General Plan, consistent with both state law and the Commission's equity resolution number 20738.

Required Commission Action

This item is being presented for informational purposes only. No formal action by the Planning Commission is required.

Recommendation:	None – Informational Item Only

Attachments:

- A. Housing Element 2022 Update Highlights
- B. Housing Element 2022 Update, Draft 3 Goals, Objectives, Policies and Actions
- C. Revised Policy and Action Table
- D. Housing Needs Assessment Report
- E. Sites Inventory Report
- F. Analysis of Government and Non-Government Constraints Report
- G. Evaluation of 2014 Housing Element Report
- H. General Plan Consistency Memo
- I. Draft Scope of Work for Racial and Social Equity Analysis of the Housing Element 2022 Update
- J. Written Comments and Responses

Housing Element Update 2022

HIGHLIGHTS

San Francisco Planning

Context

San Francisco's housing problem is a racial and social equity challenge and an economic problem. Racial disparities are evident in income, housing cost burden, overcrowding, homeownership rates, and homelessness, with American Indian, Black, and other communities of color consistently worse off compared to white households. These severely disparate outcomes are the result of discriminatory policies that the City implemented or supported as well as private regulations and practices over the past decades. The recent COVID pandemic further spotlighted the inequities: the American Indian, Black, Latina, and Asian population was heavily impacted by the virus with higher infection, hospitalization, and death rates than the citywide averages. Primarily within those communities, essential workers and their families were exposed to the virus at higher rates than office workers who could work from home.

San Francisco's housing challenge is also an economic problem that impacts many residents. The city and the region have enjoyed a rapid and robust economic growth of capital and jobs based on their innovation, professional services, and visitor sectors as well as their diverse culture and natural resources. This strong economy has triggered higher housing needs. Jobs have grown faster than new housing. Wages have become increasingly polarized, with high-wage workers driving housing cost and displacing low-income communities.

Similarly, the housing built statewide hasn't matched the growth in population and workers. This increasingly acute housing shortage has led the State to increase the number of housing units that cities need to consider in their housing plans. San Francisco is now expected to produce over 82,000 units during the period from 2023 to 2031, three times higher than past requirements. More than half of these units should be affordable to very low, low- or moderate-income households.
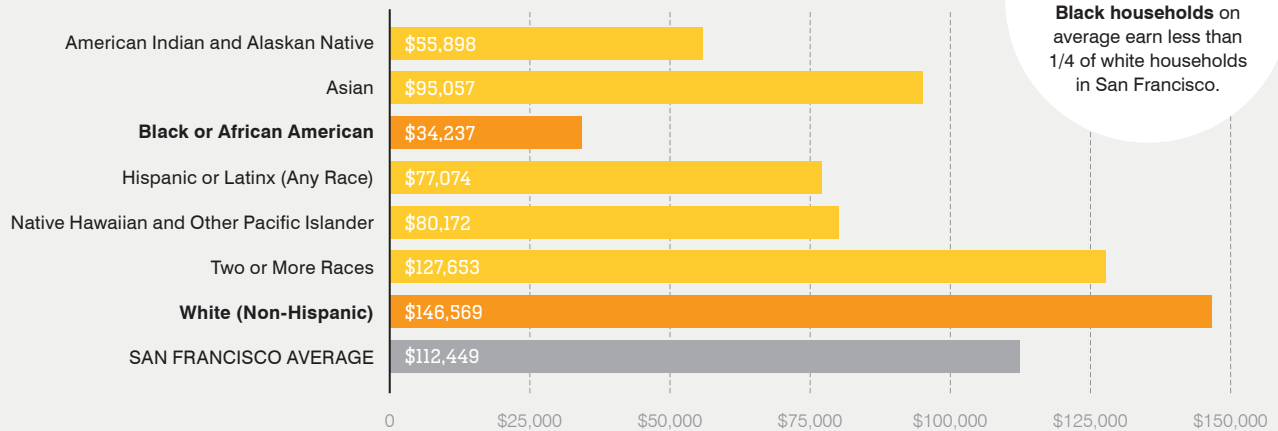
Over the past decade, San Francisco has been implementing new housing programs and adding new resources. We have been increasing rent subsidies, retaining affordable units, building more housing. But the severity of the housing challenges is demanding additional efforts. Dismantling the underlying inequities requires substantial changes in our policies, programs, and investments as stated in the Planning Equity Resolution and Office of Racial Equity goals. Thus, the Housing Element 2022 Update is proposed as San Francisco's first housing plan that centers in racial and social equity. The City is committed to recognizing housing as a right, increasing housing affordability for low-income households and communities of color, opening small and mid-rise multifamily buildings across all neighborhoods, and connecting housing to neighborhood services.

We can overcome our history and build a more affordable, resilient, and just city, but we have to make real changes. These changes will require hard work and investments. They will take time and impact many parts of the city. But they will work. We can leave our grandchildren a better city than the one we inherited.

Housing Challenges and Inequities

Significant income inequities are evident comparing people of color to white households.

Median Household Income by Race/Ethnicity

Race/Ethnicity	Income
American Indian and Alaskan Native	$55,898
Asian	$95,057
Black or African American	$34,237
Hispanic or Latinx (Any Race)	$77,074
Native Hawaiian and Other Pacific Islander	$80,172
Two or More Races	$127,653
White (Non-Hispanic)	$146,569
SAN FRANCISCO AVERAGE	$112,449

Source: 2019 5-year American Community Survey

Black households on average earn less than 1/4 of white households in San Francisco.
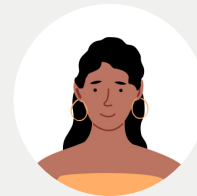

Homelessness has expanded to over 8,000 unhoused residents in San Francisco today.
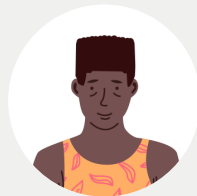
Black / African Americans

7 times

more likely to be unhoused compared to their share of the population.

American Indians

17 times

more likely to be unhoused compared to their share of the population.

Rent burden by race/ethnicity

Black / African American
46%

Hispanic or Latinx
44%

American Indian
30%

White
24%

Home ownership by race/ethnicity

White
36%

Hispanic / Latino
24%

Black / African American
23%

American Indian
22%

Source: SF Planning Analysis of 2015-2019 IPUMS USA

Figure 1.
Housing Production by Neighborhood, 2005 to 2019

TOTAL UNITS:

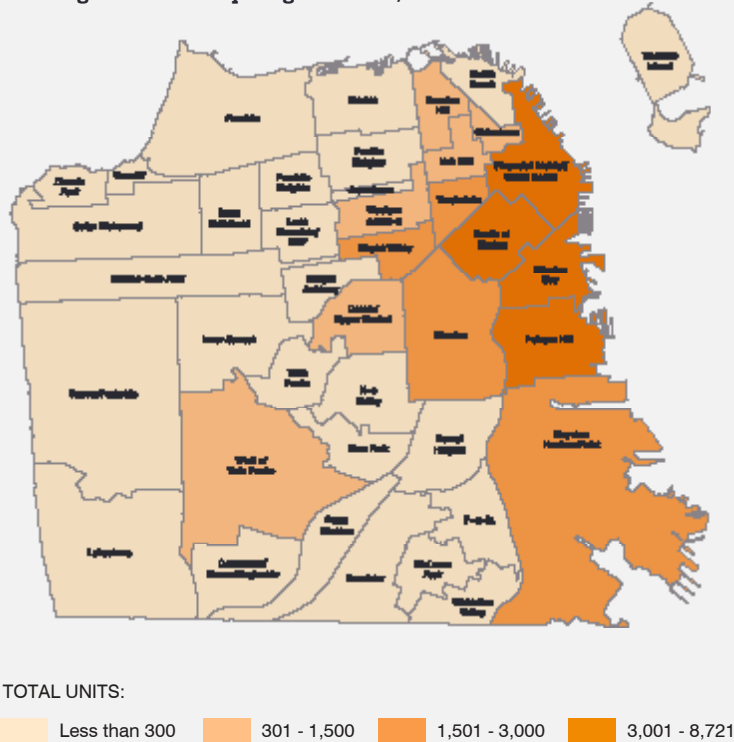|			
Less than 300	301 - 1,500	1,501 - 3,000	3,001 - 8,721

Figure 1. 85% of new housing built since 2005 is concentrated in the eastern and central parts of the city: Downtown/South Beach, SoMa, Mission Bay, Potrero Hill/Dogpatch, Bayview Hunters Point, the Mission, Tenderloin, and Hayes Valley. While these investments in housing development brought new infrastructure, jobs, and residents to the east side, many lower income communities of color were locked out of access to these benefits and are still contending with the lingering effects of discrimination that make them more vulnerable to homelessness, evictions, and displacement.

Figure 2.
Subsidized Affordable Housing

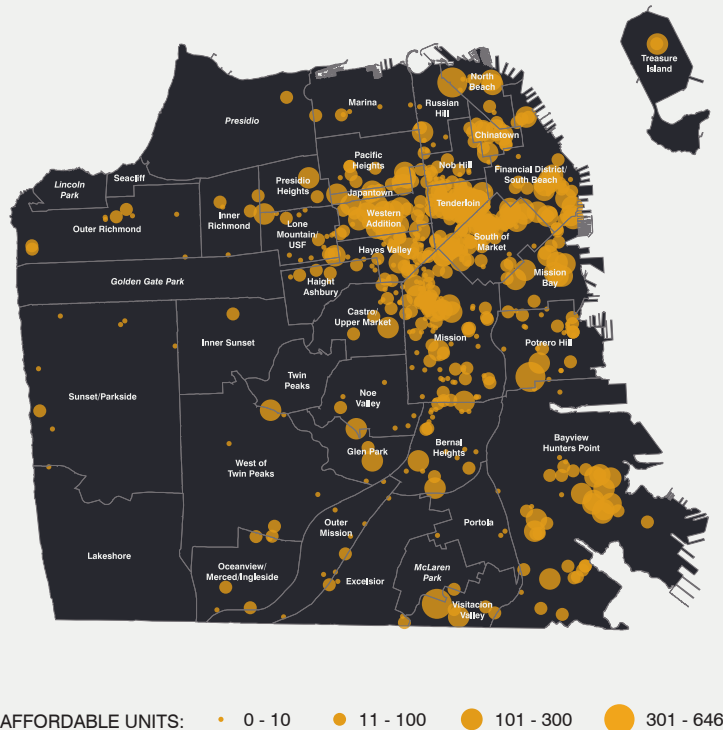AFFORDABLE UNITS: 0 - 10   11 - 100   101 - 300   301 - 646

Figure 2. Since 2005, just 10% of all new housing in San Francisco and 10% new affordable housing has been built in Well-resourced Neighborhoods though these areas cover nearly 52% of the residential land in the city. In part this is because 65% of land in these areas is limited to one or two units and most of the rest also has fixed restrictions on the number of units allowed- even near major commercial districts and transit lines. This pattern of development has had a two-fold effect on low-income communities and communities of color which mostly reside outside of these neighborhoods. First, these communities disproportionately carry the burden of accommodating growth in our city. Second, a lack of new housing, particularly affordable housing, in neighborhoods with better services and amenities means those neighborhoods remain largely inaccessible to low-income communities and communities of color.

Who can afford housing in San Francisco?

The median condominium price of

$1.2 million

is affordable to households making **$222,000** annually. **Less than 25%** of San Francisco households earn this income and less than 10% of San Francisco workers have this salary.
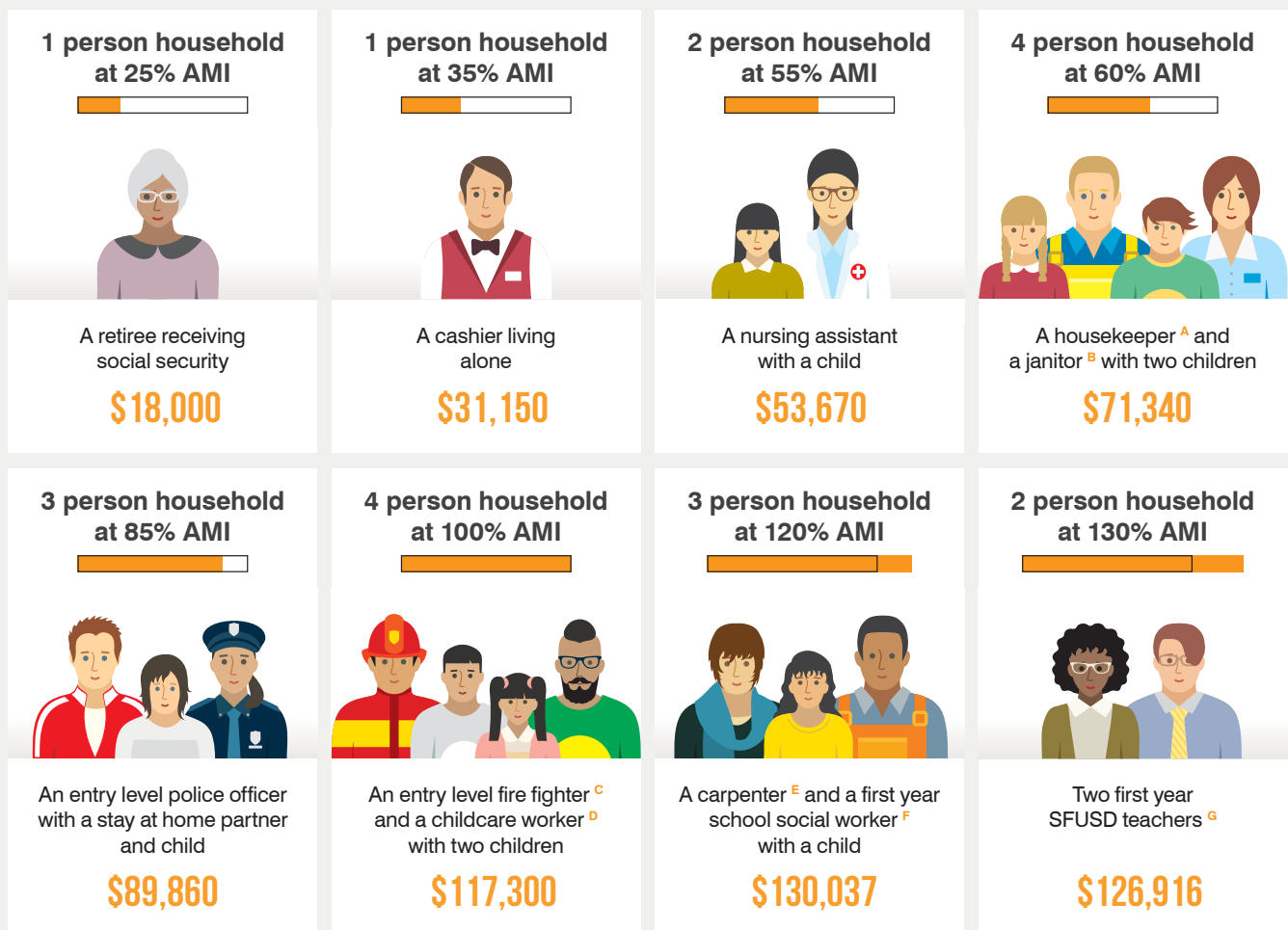
In 2022, median rent was

$3,800

for a 2-bedroom apartment, affordable to a household earning **$137,000**, that is **less than 40%** of our households.

Who qualifies for affordle housing in San Francisco?

Figure 3. Annual Median Household Income (AMI) Examples

1 person household at 25% AMI	**1 person household at 35% AMI**	**2 person household at 55% AMI**	**4 person household at 60% AMI**
A retiree receiving social security	A cashier living alone	A nursing assistant with a child	A housekeeper [A] and a janitor [B] with two children
$18,000	**$31,150**	**$53,670**	**$71,340**

3 person household at 85% AMI	**4 person household at 100% AMI**	**3 person household at 120% AMI**	**2 person household at 130% AMI**
An entry level police officer with a stay at home partner and child	An entry level fire fighter [C] and a childcare worker [D] with two children	A carpenter [E] and a first year school social worker [F] with a child	Two first year SFUSD teachers [G]
$89,860	**$117,300**	**$130,037**	**$126,916**

A. Housekeeper $39,800   B. Janitor $31,540   C. Entry level firefighter $81,040   D. Childcare worker $36,260   E. Carpenter $63,570   F. First year social worker $66,467   G. First year SFUSD teacher $63,458

Source: California Employment Development Department Occupational Employment Statistics 2019 San Francisco and San Mateo Counties Metropolitan Area, San Francisco Department of Human Resources, San Francisco Police Department, San Francisco Unified School District

2014 Housing Element Evaluation Highlights

San Francisco has met only half of its lower income housing targets over the past 8 years. Therefore, the increased targets over the next 8 years for these income levels pose a significant challenge that will require substantial new resources and approaches to affordable housing preservation and production.

Figure 4.
San Francisco Regional Housing Needs Allocation Progress Summary, 2015–2021

Year	Very Low Income	Low Income	Moderate Income Deed Restricted	Moderate Income Non Deed Restricted*	Above Moderate	Total Net Units
2015	370	336	83	57	3,328	**4,174**
2016	427	81	103	143	1,976	**2,730**
2017	259	447	163	225	3,623	**4,717**
2018	411	452	72	352	3,631	**4,918**
2019	309	352	120	565	3,560	**4,906**
2020	577	439	126	291	1,762	**3,195**
2021	248	338	220	327	1,088	**2,221**
Total	**2,601**	**2,445**	**887**	**1,960**	**18,968**	**26,861**
2015-2023 RHNA targets	6,234	4,639		5,460	12,536	**28,869**
% of target produced	42%	53%		56%	151%	**93%**

*Includes units legalized under Ord. 43-14, and all ADUs.

Source: SF Planning, Authorized Permits
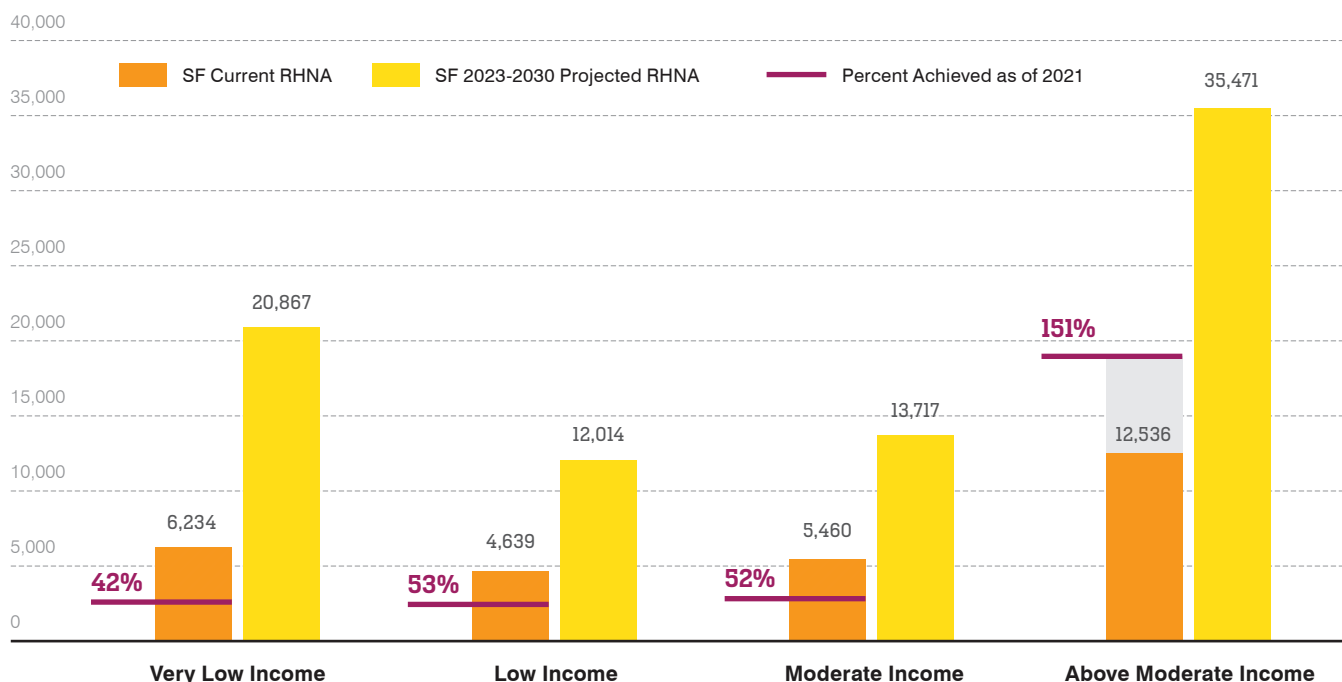
In the last five years, San Francisco more than doubled the annual average of new housing units built compared to prior decades. The City has also expanded local affordable housing investments. In 2019-2020, local affordable housing funding reached $500 million, more than four times the $110 million which had been the average over the previous 15 years. Most recently the voters passed a housing bond, a gross receipts tax, and a real estate transfer tax to fund affordable housing and supportive housing for unhoused residents investments. The City has also strengthened eviction and tenant protections, and preserved the affordability of 563 units across 53 properties through its Small Sites acquisition and rehabilitation program since 2014.

The 2014 Housing Element emphasized on retaining existing units and preserving affordability of rental units. However, the underlying policy direction and implementation empahsized more on preventing demolition of single family homes. Policies also considered older ownership units as "naturally affordable", refering to older single family homes.

The 2014 Housing Element did not emphasize anti-displacement strategies, such as tenant and eviction protections, strongly enough. Sales prices also indicate that older single family homes are one of the most expensive and unaffordable homeownership opportunity in the city. Demolition controls to a great extent focused on preventing demolition of single family homes, regardless on whether or not they are tenant occupied. Restricting demolition of single-family homes is prohibitive to building small multi-unit buildings that could house more of San Francisco's workforce including middle-income households.

The 2014 Housing Element also emphasized on community plans to meet the housing target, which to a great extent continued the growht patterns show on the maps in the left. The 2014 Housing Element did direct equitable distribution of growth within the City. Programs such as HOME SF and ADUs were great first steps in advancing this policy directions but it is clear that more dramatic shifts are necessary so that all neighborhoods contribute to addressing our housing needs.

Who can afford to buy a single-family house in San Francisco?

The median price for a single family home in San Francisco is

$1.8 million

That is only affordable to households with an annual income over

$320,000

Affirmatively Furthering Fair Housing

For the first time, local jurisdictions in California are required to affirmatively further fair housing when updating their Housing Elements State Law and guidance defines Affirmatively Furthering Fair Housing as the following:

- Taking meaningful actions that address significant disparities in housing needs and in access to opportunity

- Replacing segregated living patterns with truly integrated and balanced living patterns

- Transforming racially and ethnically concentrated areas of poverty into areas of opportunity

- Fostering and maintaining compliance with civil rights and fair housing laws.

The Needs Assessment and Assessment of Fair Housing report includes detailed analysis of disproportionate housing needs and access to opportunities that showcase and reinforce some of the inequities highlighted here around income, cost burden, and where we have grown. For the purpose of meeting AFFH, San Francisco is using Priority Equity Geographies, as supported by Cultural Districts, and Environmental Justice Neighborhoods, as broader areas to transform racially and ethnically concentrated areas of poverty into areas of opportunity. Well-resourced neighborhoods are also being used to frame place-based strategies to address disparities in access to opportunities and replace segregated living patterns. The Draft Housing Element is also relying on policies in a reparations framework to address inequitieis and disparities certain racial groups are facing still today that are resulting from past discriminatory governmental actions.
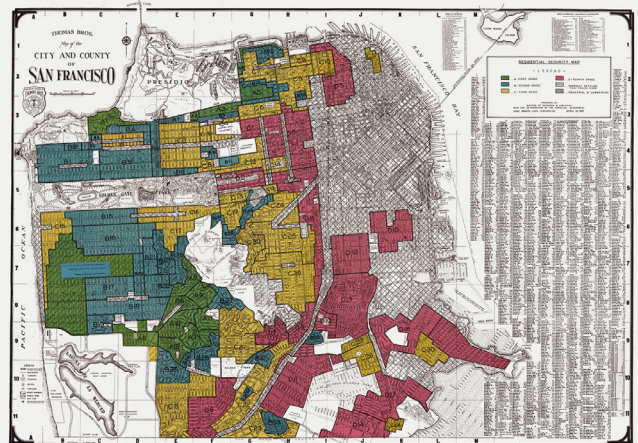
1619
First African slaves brought to American colonies

1870
Cubic Air Ordinance

1880
Laundry Ordinance

1942
Japanese Incarceration

1956
Indian Relocation Act

Present
Exclusionary Zoning

1492
Beginning of genocide, exploitation, and dispossession of Indigenous people, including today's American Indians

1930s
Redlining, Racial Covenants

1945
Urban Renewal/ Removal

2000s
Predatory Lending Practices

Figure 6.
History of Government–Led Racial Discrimination

Government and Non-Government Constraints on Housing

Not fixing inequity constrains housing production

- Lack of affordable housing and displacement in low-income and communities of color leads to community opposition to any project.
- CEQA litigation on individual projects diverts resources from structural changes towards equity.
- Limited government directives to increase housing for all in affluent communities

Many challenges result in uncertainty, raising development costs

- Uncertainty in the time of project approval increases financial risks and cost for private investment.
- Regulatory discretion and community opposition contribute to delays in approval process.

Affordable housing has unique financial challenges

- Detailed reporting to ensure public accountability
- Substantial community outreach and additional building expenses in response to supporting and opposing communities
- Significant increase in affordable housing targets widens the City's funding gap to build these units, ranging from $1.5 to $2.5 billion a year in the next 8 years

Constraints are especially high for producing small, multi-family housing

- Small multifamily housing projects confront disproportionately longer entitlement process than large projects
- Small projects in well-resourced neighborhoods faced strong neighborhood opposition and have limited plans to build consensus.

HE2022 – Draft 3 Goals and Objectives Overview

Goals	Objectives	Policies
1. Recognize the right to housing as a foundation for health, and social and economic well-being.	a. Recognize the right to housing as a foundation for health, and social and economic well-being.	Policies 1, 2, 3, 4, 9
	b. Advance equitable housing access.	Policies 5, 6, 7, 27, 3
	c. Eliminate homelessness.	Policies 8, 9, 22
2. Repair the harms of historic racial, ethnic, and social discrimination for American Indian, Black, and other people of color.	a. Make amends through truth-telling of the historic harms.	Policy 10
	b. Offer reparations for communities directly harmed by discriminatory government action[1] and bring back their displaced people.	Policies 11, 12, 5
	c. Increase accountability to American Indian, Black, and other communities of color.	Policies 13, 14, 21
3. Foster racially and socially inclusive neighborhoods through equitable distribution of investment and growth.	a. Build intergenerational wealth for American Indian, Black, and other communities of color.	Policies 15, 5, 23, 11, 16, 17, 33, 18, 12, 22
	b. Create a sense of belonging for all communities of color within Well-resourced neighborhoods through expanded housing choice.	Policies 19, 20, 22, 26
	c. Eliminate community displacement within areas vulnerable to displacement.	Policies 21, 1, 3
4. Provide sufficient housing for existing residents and future generations for a city with diverse cultures, family structures, and abilities.	a. Substantially expand the amount of permanently affordable housing for extremely low- to moderate-income households.	Policies 22, 8, 15, 19, 23, 24
	b. Expand small and mid-rise multi-family housing production to serve our workforce, prioritizing middle-income households.	Policies 20, 25, 26, 21
	c. Diversify housing types for all cultures, family structures, and abilities.	Policies 27, 28, 7, 29, 30, 31
5. Promote neighborhoods that are well-connected, healthy, and rich with community culture.	a. Connect people to jobs and their neighborhood with numerous, equitable, and healthy transportation and mobility options.	Policy 17, 32, 33, 20
	b. Advance environmental justice, climate, and community resilience.	Policies 34, 35
	c. Elevate expression of cultural identities through the activation and design of neighborhood buildings and spaces.	Policies 36, 37, 12, 32

Draft 3 Policies and Actions: Highlights

Housing Stability

Homelessness

Reparations

Small and Mid-rise Neighborhoods

The draft plan would ensure **housing stability** and eliminiate community displacement through policies and actions such as:

- Increasing production of housing for extremely low- and very-low income households

- Elevating rental assistance to prevent evictions, and enhance eligibility to affordable housing

- Measuring benchmarks for involuntary displacement resulting from public and private investments and supporting investments that would offset displacement impacts

- Expanding support for CBOs delivering tenant and eviction protection services, as well as financial education and outreach for accessing affordable rental and homeownership opportunities

The draft plan would work towards **eliminating homelessness** by:

- Increasing investments in permenant supportive housing setting specific targets

- Prioritizing investments for racial and social groups overrepresented amongst our homeless population and those with the highest risks,

- Supporting strategies to house those with lower risks to avoid worsening their situation while waiting for housing and services.

The draft plan would offer **reparations** to American Indian, Black, Japanese, Filipino, and other communities directly harmed by past discriminatory government actions including redlining,

Redevelopment and Urban Renewal, the Indian Relocation Act or WWII Japanese incarceration, through:

- homeownership opportunities that would support wealth building

- improved access to affordable rental and ownership opportunities

- Investing in cultural anchors and expand access to land and spaces that hold cultural importance

The draft plan would direct the city to more strongly move towards equitable distribution of growth, focusing on **small and mid-rise multi-family buildings**, through:

- Supporting small- and mid-rise buildings by increased development capacity (heights or density) within well-resourced neighborhoods along transit corridors, or within low-density neighborhoods

- Streamlining approval of small and mid-rise buildings where community benefits are in place such as serving middle income households, and community benefit uses on the ground floors.

- Providing technical assistance and financing programs especially for low-income homeowners through new programs

How did we get here?

The drafting of HE 2022 Update relied extensively on outreach and engagement to communities historically underrepesnted including low-income communities of color and vulnerable groups. Three phases of outreach and engagement, over the course of two years, informed the Draft 3 which marks a completion to community engagement and outreach process. For the first time at this scale the Department funded and supported 22 focus groups led or co-hosted by community based organizations representing American Indian, Black, Latino, Chinese, Japanese, Filipino, low and moderate income households, Seniors, people with disabilities, LGBTQ+ and transgender, and homeless advocates. Outreach and engagement also included housing policy experts, advocates, affordable housing developers, labor organizations, architects, and developers.

Draft 3 also uses five geographies to advance place based strategies. Highlights of policies and actions for each of these geographies are summarized in the next few pages.

Figure 7.
Priority Equity Geographies
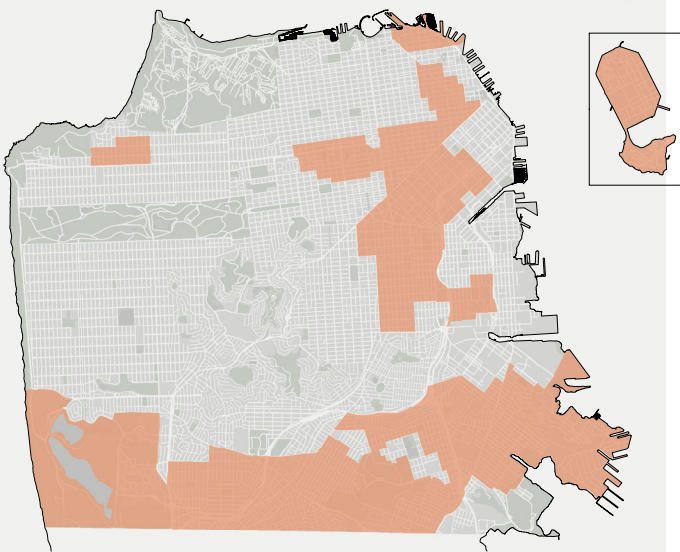
Note that Priority Equity Geographies largely overlap with Cultural Districts, EJ communities as well as areas vulnerable to displacement.
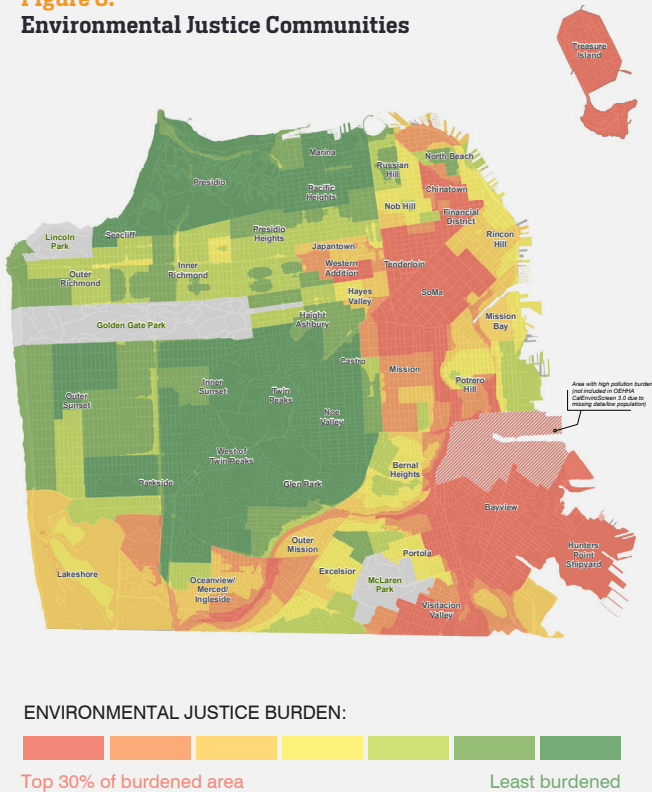
Building intergenerational wealth for American Indian, Black and other communities of color

Figure 7. Priority equity geographies are based on the SF Department of Health's Areas of Vulnerabilities map, which identifies areas with a higher density of vulnerable populations, including but not limited to people of color, seniors, youth, people with disabilities, people living in poverty and other soceioeconomic factors.

Highlights of policies and actions for *Priority Equity Geographies*:

- Increasing affordable housing investments particulary for extremeley low and very low income households and improving access to below market units for racial and social groups underserved (Policy 15 and 5)

- Improving access to well paid jobs and business development through job training and business ownership assisstance (Policy 16)

- Supporting implementions of MAP2020, Sustainable Chinatown, and new community-led strategies underway in the Tenderloin and the Fillmore

- Expanding equitable investment in resources such as transit and infrastrucutre (Policy 33, and Policy 17)

- Tailoring zoning changes to the needs of American Indian, Black and other communities of color (Policy 18)

Figure 8.
Environmental Justice Communities

ENVIRONMENTAL JUSTICE BURDEN:

Top 30% of burdened area   Least burdened

Figure 9.
Cultural Districts

Ⓐ African American Arts and Cultural District	Ⓕ Japantown Cultural District
Ⓑ American Indian Cultural District	Ⓖ Leather & LGBTQ Cultural District
Ⓒ Calle 24 Latino Cultural District	Ⓗ SoMa Pilipinas – Filipino Cultural District
Ⓓ Castro Cultural District	Ⓘ Sunset Chinese Cultural District
Ⓔ Compton's Transgender Cultural District	

Advance Environmental Justice, climate, and community resilience

Figure 8. The draft Environmental Justice Communities Map (EJ Communities Map) describes areas of San Francisco that have higher pollution and are predominately low-income. This map is based on a State map (CalEnviroScreen) but also includes local data on pollution and demographics. The draft map received public feedback for refinement, through a community engagement process, and is expected to be finalized in Fall 2022 as part of the Environmental Justice Framework.

Highlights of policies and actions for *Environmental Justice Communities*:

- Support and expand programs for existing housing to improve indoor air quality, energy retrofits, and rehabilitation assistance (Policy 34)

- Enforce and improve planning processes and building regulations to ensure a healthy environment for new housing developments in coordination with Climate Action Plan (Policy 35)

Elevate Cultural Expression and Invest in Cultural Anchors for Communities Harmed by Past Discriminatory Actions

Figure 9. The Cultural Districts are legislated geographies. These areas are defined by communities that embody a unique cultural heritage because of a concentration of cultural and historic assets and culturally significant enterprise, arts, services, or businesses, and because a significant portion of its residents or people who spend time in the area or location are members of a specific cultural or ethnic group that historically has been discriminated against, displaced, and oppressed.

Highlights of policies and actions for *Cultural Districts*:

- Utilizing the program to direct and coordinate public and private funding to support cultural anchors, activities and spaces (Policies 12 & 37)

- Expanding existing culturally responsive housing counseling MOHCD applicants through a network of community-based housing counseling agencies and Cultural Districts (Policy 6)

- Identifying zoning changes that implement priorities of cultural districts (Policy 18)

- Updating Planning requirements to improve project sponsor engagement with Cultural Districts (Policy 13)

- Supporting creation of co-housing in Cultural Districts that desire it (Policy 29)

- Reducing entitlement barriers for mixed-use projects that commit to supporting Cultural District needs (Policy 32)

- Increasing staff allocation within MOHCD, OEWD, DPW, ARTS, and Planning to create a more effective program (Policy 37)
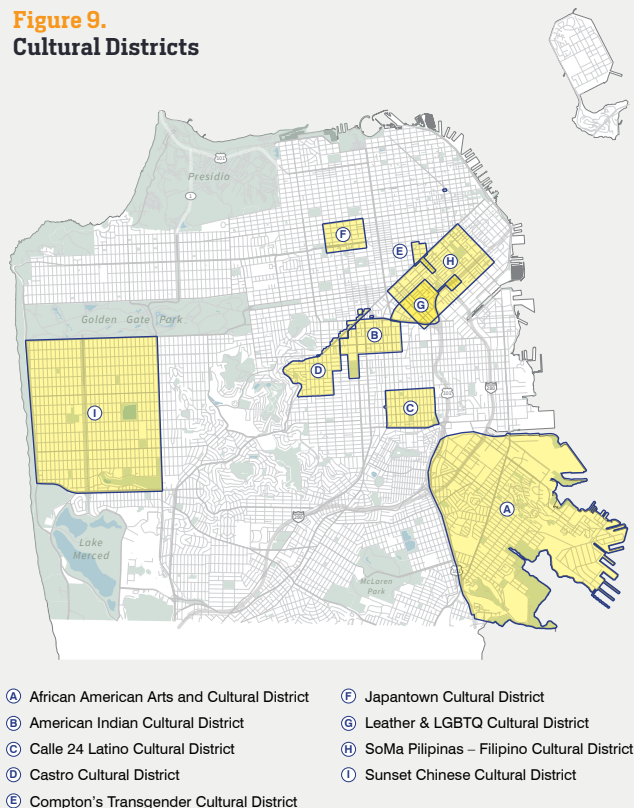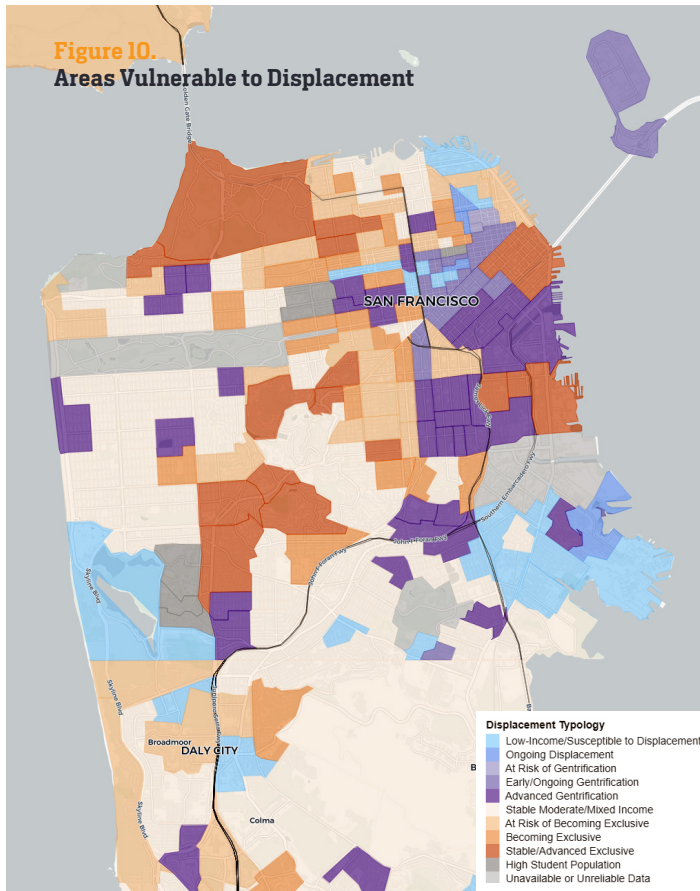
Figure 10.
Areas Vulnerable to Displacement

Displacement Typology
- Low-Income/Susceptible to Displacement
- Ongoing Displacement
- At Risk of Gentrification
- Early/Ongoing Gentrification
- Advanced Gentrification
- Stable Moderate/Mixed Income
- At Risk of Becoming Exclusive
- Becoming Exclusive
- Stable/Advanced Exclusive
- High Student Population
- Unavailable or Unreliable Data

Eliminate Community Displacement within Areas Vulnerable to Displacement

Figure 10. The Displacement and gentrification map was produced by the Urban Displacement Project for UC Berkeley in 2015, and further refined in 2018. These maps were created to better understand and predict where gentrification and displacement was happening and would likely occur in the Bay Area through a community-engaged research process. The gentrification and displacement typology maps summarized housing market dynamics and displacement and gentrification risk into categories ("typologies") at the census tract level. These maps are udergoing another update in 2022 to incorporate new data on in and out migrations.

Highlights of policies and actions for *Areas Vulnerable to Displacement*:

- Eliminating community displacement relying on anti-displacement strategies for tenant and eviction protections and elevating rental assistance (Policies 1 thru 3)

- Measuring diplacement impacts of rezoning, development projects, and infrastrucutre improvements and requiring benchmark public or private invetments towards appropriate anti-displacement startegies (e.g. acquisition and rehabilitation) (Policy 21)

- Increasing CBO funding to expand anti-displacement services (tenant and eviction protection services) as well as financial counseling for applications to below market rate units in the lottery. (Policy 21 and 5)

Figure 11.
Well-resourced Neighborhoods
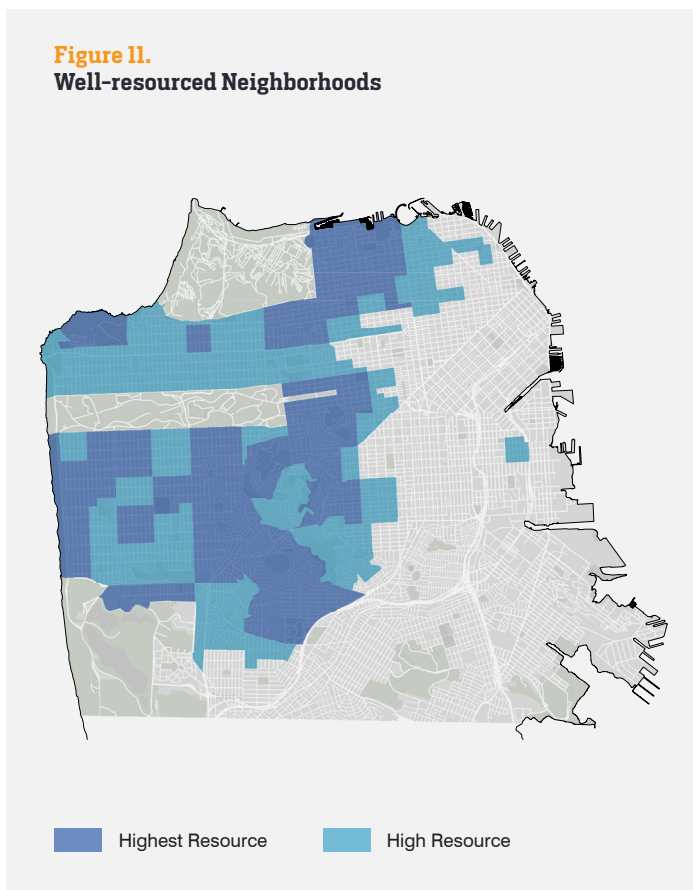
■ Highest Resource   ■ High Resource

Create A Sense of Belonging For All Communities of Color within Well-resourced Neighborhoods Through Expanded Housing choice

Figure 11. The Well-resourced Neighborhood is a geography defined by the State, with input from equity research leaders such as the Othering and Belonging institute. The purpose of this map is to identify regions whose characteristics have been shown by research to support positive economic, educational, and health outcomes for low-income families—particularly long-term outcomes for children. Key indicators used to compile the map included, but were not limited to poverty, adult education, employment, job proximity, median home value, and racial segregation.

Highlights of policies and actions for *Well-resourced Neighborhoods*:

- Build between 25% and 50% of the City's new permanently affordable housing within Well-resourced Neighborhoods within the next two RHNA cycles (16 years)

- Supporting building permanently affordable housing through land banking, ministerial review, community outreach and engagement (Policy 19)

- Increasing development capacity through height and density limit changes along transit corridors, and increased density within low-density areas, including a rezoning program to accomodate xxK units to meet RHNA 2023-2031 goals (Policy 20)

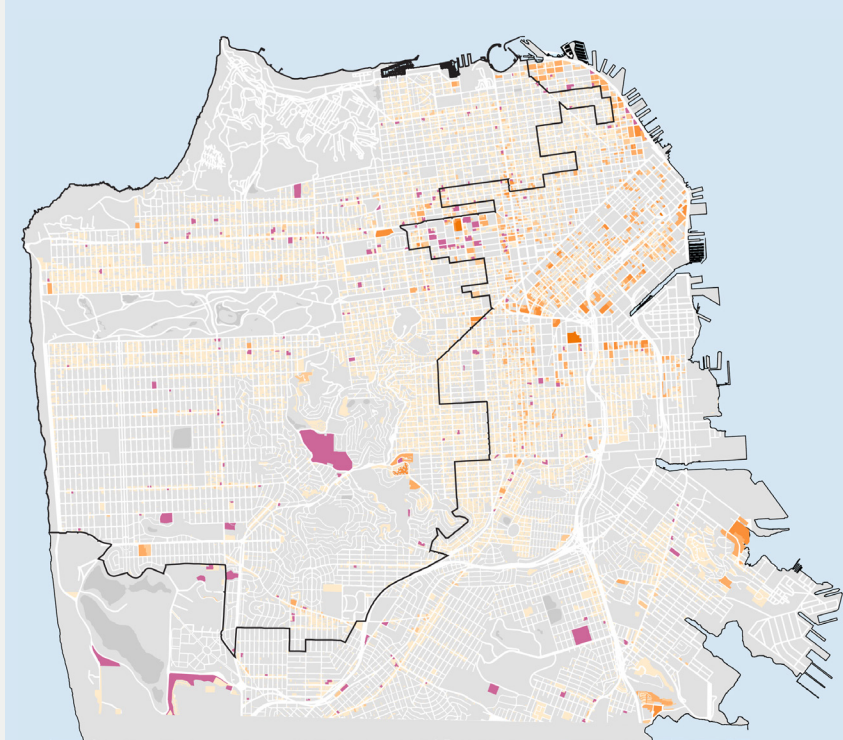# Site Inventory and Rezoning Program for RHNA 2023-2031

Figure 12. Analysis of Underutilized and Vacant Sites Capacity

San Francisco does not have enough sites to meet the City's Regional Housing Needs Allocation for 2023-2031 overall and in low income and moderate-income categories.

The City is also be below 25% of buffered RHNA targets for low-income housing units in Well-resourced neighborhoods, a proposed Housing Element policy to address Affirmatively Further Fair Housing.
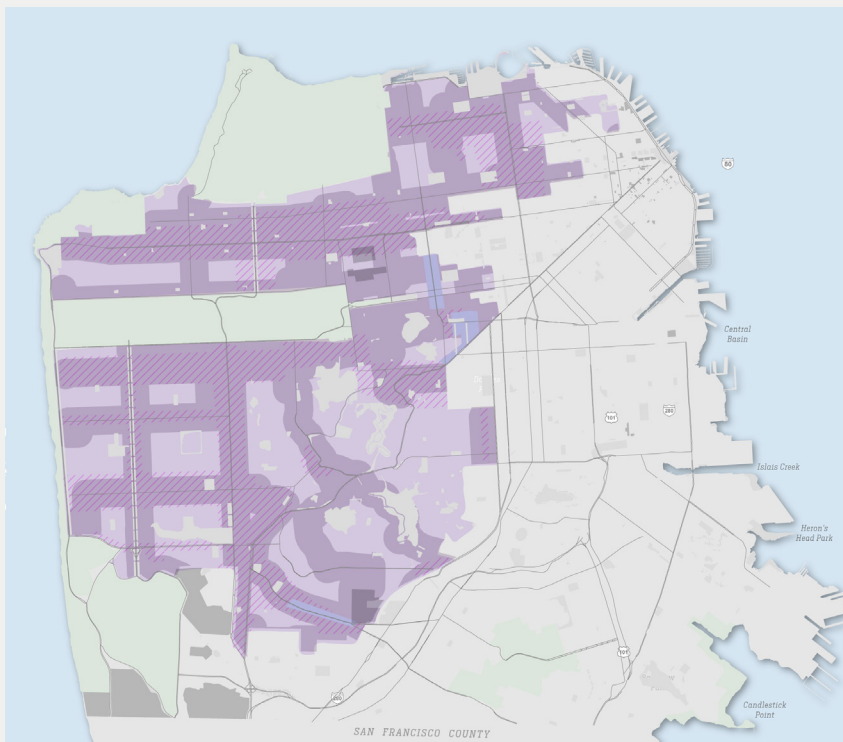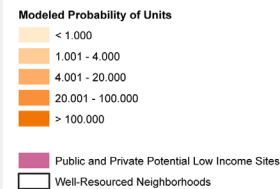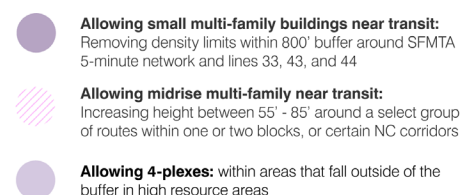
Modeled Probability of Units
- < 1.000
- 1.001 - 4.000
- 4.001 - 20.000
- 20.001 - 100.000
- > 100.000

- Public and Private Potential Low Income Sites
- Well-Resourced Neighborhoods

Figure 13. Areas Considered for Additional Height and/or Density

As required by state law, the Rezoning Program will follow the Housing Element Update 2022 as a separate action, to provide more housing opportunities particularly in well-resourced neighborhoods for low- and moderate-income households.

The Rezoning Program is guided by the policies within the Housing Element Update 2022 and AFFH and would come with other changes to target the production of affordable housing, avoid displacement, increase permit streamlining and certainty, and add community benefits.

Allowing small multi-family buildings near transit: Removing density limits within 800' buffer around SFMTA 5-minute network and lines 33, 43, and 44

Allowing midrise multi-family near transit: Increasing height between 55' - 85' around a select group of routes within one or two blocks, or certain NC corridors

Allowing 4-plexes: within areas that fall outside of the buffer in high resource areas

DRAFT 3: GOALS, OBJECTIVES, POLICIES, AND ACTIONS

Housing Element 2022 UPDATE

March 2022

Overview of Goals and Objectives

1. Recognize the right to housing as a foundation for health, and social and economic well-being.
   a. Ensure housing stability and healthy homes. *(Policies 1, 2, 3, 4, 9)*
   b. Advance equitable housing access. *(Policies, 5, 6, 7, 27, 3)*
   c. Eliminate homelessness. *(Policies 8, 9, 22)*
2. Repair the harms of historic racial, ethnic, and social discrimination against American Indian, Black, and other people of color.
   a. Make amends through truth-telling of the historic harms. *(Policy 10)*
   b. Offer reparations for communities directly harmed by past discriminatory government action[1] and bring back their displaced people. *(Policies 11, 12, 5)*
   c. Increase accountability to American Indian, Black, and other communities of color. *(Policies 13, 14, 21)*
3. Foster racially and socially inclusive neighborhoods through equitable distribution of investment and growth.
   a. Build intergenerational wealth for American Indian, Black, and other communities of color.[2] *(Policies 15, 5, 23, 11, 16, 17, 33, 18, 12, 22)*
   b. Create a sense of belonging for all communities of color within Well-resourced neighborhoods[3] through expanded housing choice. *(Policies 19, 20, 22, 26)*
   c. Eliminate community displacement within areas vulnerable to displacement.[4] *(Policies 21, 1, 3)*
4. Provide sufficient housing for existing residents and future generations for a city with diverse cultures, family structures, and abilities.
   a. Substantially expand the amount of permanently affordable housing for extremely low- to moderate-income households. *(Policies 22, 8, 15, 19, 23, 24)*
   b. Expand small and mid-rise multi-family housing production to serve our workforce, prioritizing middle-income households. *(Policies 20, 25, 26, 21)*
   c. Diversify housing types *for all* cultures, family structures, and abilities. *(Policies 27, 28, 7, 29, 30, 31)*
5. Promote neighborhoods that are well-connected, healthy, and rich with community culture.
   a. Connect people to jobs and their neighborhood with numerous, equitable, and healthy transportation and mobility options. *(Policies 17, 32, 33, 20)*
   b. Advance environmental justice, climate, and community resilience. *(Policies 34, 35)*
   c. Elevate expression of cultural identities through the activation and design of neighborhood buildings and spaces. *(Policies 36, 37, 12, 32)*

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[1] Discriminatory programs led or sanctioned by government action, include but are not limited to urban renewal, redlining, segregated public housing, racial covenants, and exclusionary zoning regulations, such as single-family zoning.

[2] For the purpose of the Housing Element these communities are defined as Priority Equity Geographies that are identified and updated by Department of Public Health's Community's Health Needs Assessment as Areas of Vulnerability.

[3] These areas are identified under California Housing and Community Development Opportunity Area Maps, as high and highest resource.

[4] Areas identified in the Urban Displacement Project's displacement and gentrification analysis as vulnerable or undergoing displacement or gentrification. This analysis is undergoing an update and a new version will be released early 2022, which will inform changes to the definition used under this objective.

Note to Reader

The following section is organized as follows:

- Goal: a short narrative provides a framework for each goal
  - Objectives: a short narrative provides a framework for each objective
    - Policies
      - Actions: each action cites the agencies responsible for each action and the timeframe for full implementation
        - Partners: *Lead Implementing Agency, Other Agency Partner*
        - Timeframe: *Short (0-5 years); Medium (6-15 years); Long (16+ years)*

Note: Census data cited in the goal and objective narratives has been updated since its last release in January 20202. This new data reflects population definitions based on conversations with the American Indian community. Data from other sources, such as SF Planning, MOHCD, and HSH, however, were not able to be updated along this new definition.

A glossary of terms is provided at the end of this document as a reference.

The following is a list of acronyms used to identify the agencies responsible for each Housing Element action:

APD	Adult Probation Department	OEWD	Office of Economic and Workforce Development
ARTS	Arts Commission		
BOS	Board of Supervisors	ORE	Office of Racial Equity
DBI	Department of Building Inspection	ORCP	Office of Resilience and Capital Planning
DPH	Department of Public Health		
DPW	Department of Public Works	OSB	Office of Small Business
HSA	Human Services Agency	Planning	Planning Department
HRC	Human Rights Commission	SF Port	Port of San Francisco
HSH	Department of Homelessness and Supportive Housing	SFFD	Fire Department
		SFHA	San Francisco Housing Authority
Mayor	Mayor's Office	SFMTA	San Francisco Municipal Transportation Agency
MOD	Mayor's Office on Disability		
MOHCD	Mayor's Office of Housing and Community Development	SFPUC	San Francisco Public Utilities Commission
OCII	Office of Community Investment and Infrastructure		

Goal 1: Recognize the right to housing as a foundation for health, and social and economic well-being.

Challenge- Access to safe and affordable housing is a social determinant of health. Several studies have found that housing instability contributes to children and youth being more vulnerable to mental health problems – including developmental delays, poor cognitive outcomes,[5] and depression[6] - and inferior educational opportunities.[7] This trauma can compound to impact health, education, and employment outcomes that can affect people throughout their lives and their descendants' lives. The racial and social disparities associated with housing instability are well documented and include rent burden (paying more than 30% of their income on rent), homelessness, overcrowded living (more than one person per room, including the living room), and health conditions (see Figure 1).

The COVID-19 pandemic further exposed longstanding racial disparities. Communities of color have endured higher infection and death rates partially due to poor living conditions (such as overcrowding) and poor health conditions.

Path forward- The United Nations (UN) defines the right to adequate housing as "the right to live somewhere in security, peace and dignity." The UN sees the right to adequate housing as enacting policies, strategies, and programs that "are needed to prevent homelessness, prohibit forced evictions, address discrimination, focus on the most vulnerable and marginalized groups, ensure security of tenure to all, and guarantee that everyone's housing is adequate."[8] For the first time, San Francisco is formally recognizing the right to housing. By doing this, the City is making a commitment to offer housing solutions that are healthy and dignified to vulnerable households: those who are unhoused, poorly housed, have been subject to discrimination, or are exposed to instability or inequities due to disabilities, disorders, criminal records, traumas, immigration status, tenure, income, sexual orientation, gender identity, or race.

In response to the current COVID-19 health crisis, the City prioritized housing and shelter for our unhoused populations embracing the connection between housing and health. A commitment to the right to housing will direct the City to scale up its resources in the long-term to offer these equitable outcomes through series of investments and prioritizations. Achieving this goal will mean eliminating homelessness, ensuring housing stability and reversing inequities in housing access for those who are vulnerable.

[5] Coley, R. L., Leventhal, T., Lynch, A. D., & Kull, M. (2013). Relations between housing characteristics and the well-being of low-income children and adolescents. *Developmental psychology*, *49*(9), 1775.

[6] Hatem, C., Lee, C. Y., Zhao, X., Reesor-Oyer, L., Lopez, T., & Hernandez, D. C. (2020). Food insecurity and housing instability during early childhood as predictors of adolescent mental health. *Journal of Family Psychology*, *34*(6), 721.

[7] Ziol-Guest, K. M., & McKenna, C. C. (2014). Early childhood housing instability and school readiness. Child development, 85(1), 103-113.

[8] Office of the United Nations High Commissioner for Human Rights, The right to adequate housing - Fact Sheet No. 21/Rev. 1 (2009). Geneva; United Nations.https://www.ohchr.org/documents/publications/fs21_rev_1_housing_en.pdf

Figure 1. Overcrowding, Housing Rent Burden, and Homelessness by Race (San Francisco)
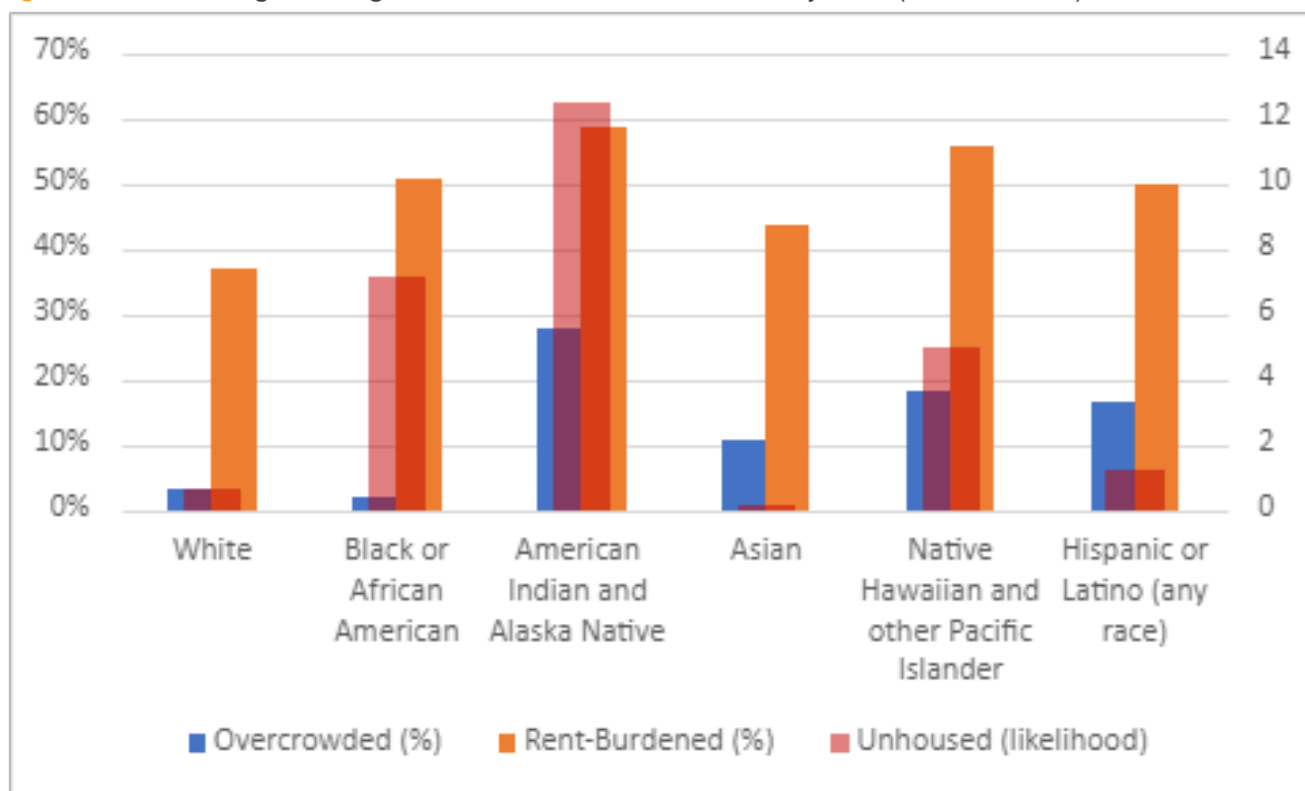
Objective 1.a: Ensure housing stability and healthy homes

Challenge- Around two thirds of San Francisco's households are renters. The majority of San Francisco's rental housing stock is subject to the Rent Control Ordinance, which limits annual rent increases and includes eviction protections. Rent control, however, has been critical but insufficient to fully protect low-and moderate-income residents, as well as American Indian, Black, and other people of color from being at risk of eviction or displacement (see Figure 2). Evictions and displacement increased during recent economic booms during which time rental prices in San Francisco rose to among the highest in the country. The increase in rental prices far outpaced wage growth for low- and moderate-income renters. Now over 80% of very low-income renter househo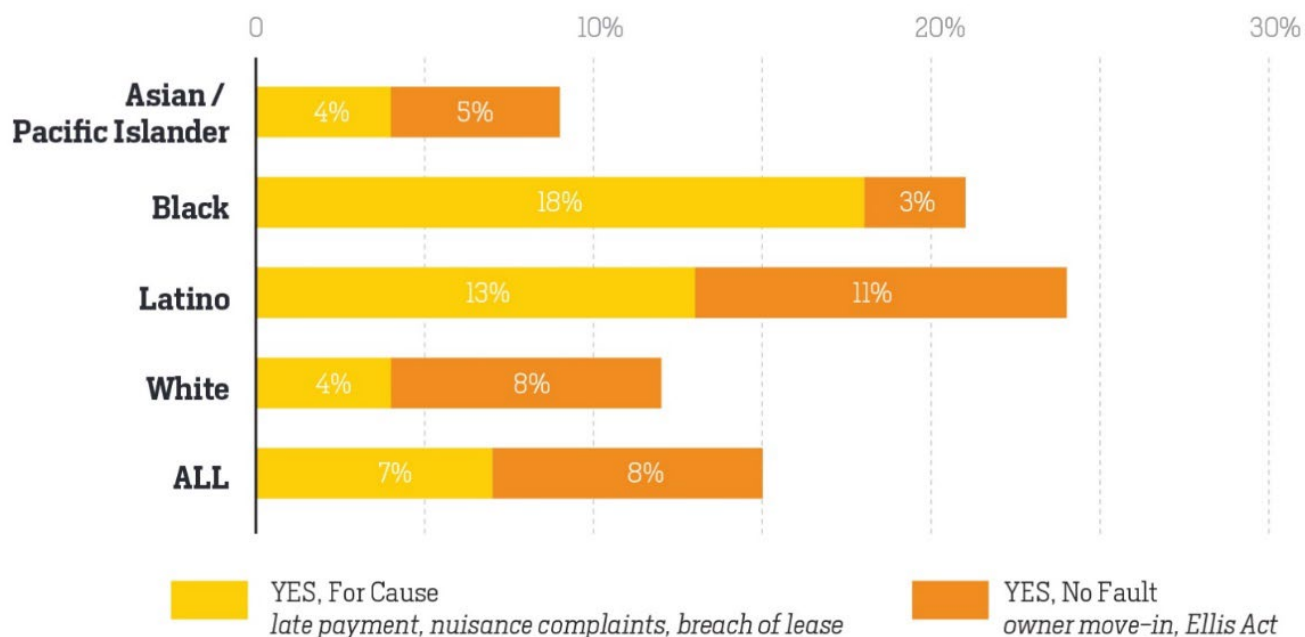lds in San Francisco are rent burdened (paying more than 30% of their income on rent). More low- and moderate-income renters are severely cost burdened (paying more than 50% of their income on rent) today compared to 1990 (see Figure 3). Over the past two decades, the city has more households in the low-income category than any other income group (see Figure 4). A survey of around 3,200 renters indicated that about one third would have no housing choice if displaced from their current residence, and another third would have to leave San Francisco to find housing (see Figure 5).

Path forward- Recognizing a right to housing must start ensuring housing stability for tenants, especially those with limited housing choices and who experience racial and social disparities. San Francisco will expand investment in rental assistance programs as a strong form of protection against housing instability, especially for

low-income tenants. These programs have proven critical in preventing evictions during the recent pandemic and have received increased funding at the federal level. San Francisco continues to maintain some of the strongest eviction protections in the region and the country. For effective implementation of these protections, San Francisco passed an ordinance to create a new rental housing inventory. Implementing this inventory will allow proactive enforcement and monitoring of our already strong protection measures, such as regulations controlling Owner Move-Ins or Ellis Act Evictions. Full implementation will also inform a series of new improvements to these protections. The City will also focus on minimizing the abuse of temporary and nuisance related evictions. Ensuring housing stability also relies on preserving affordability of existing units with deed restrictions. The City's acquisition and rehabilitation programs have been in effect in the past decade and will need to be revamped to ensure the investments are effective and reach those who have been underserved. A renewed interest and focus on co-operative housing will offer expanded opportunities, whether through protections of existing cooperative housing or creating new shared equity and cooperative ownership models.

Figure 2. Percentage of the 2018 San Francisco Housing Survey respondents who reported being threatened with an eviction in the previous 5 years by race.

Source: San Francisco Housing Needs and Trends Report; San Francisco Planning Department 2018 Housing Survey.

Figure 3. Percentage of San Francisco households that were rent burdened* by income group (1990 vs 2015).

*Rent burden means paying between 30% and 50% of the household's income in rent; severe cost burden means paying more that 50% of the household's income in rent.

Rent Burden by Income Group   Severe Cost Burden   Cost Burden
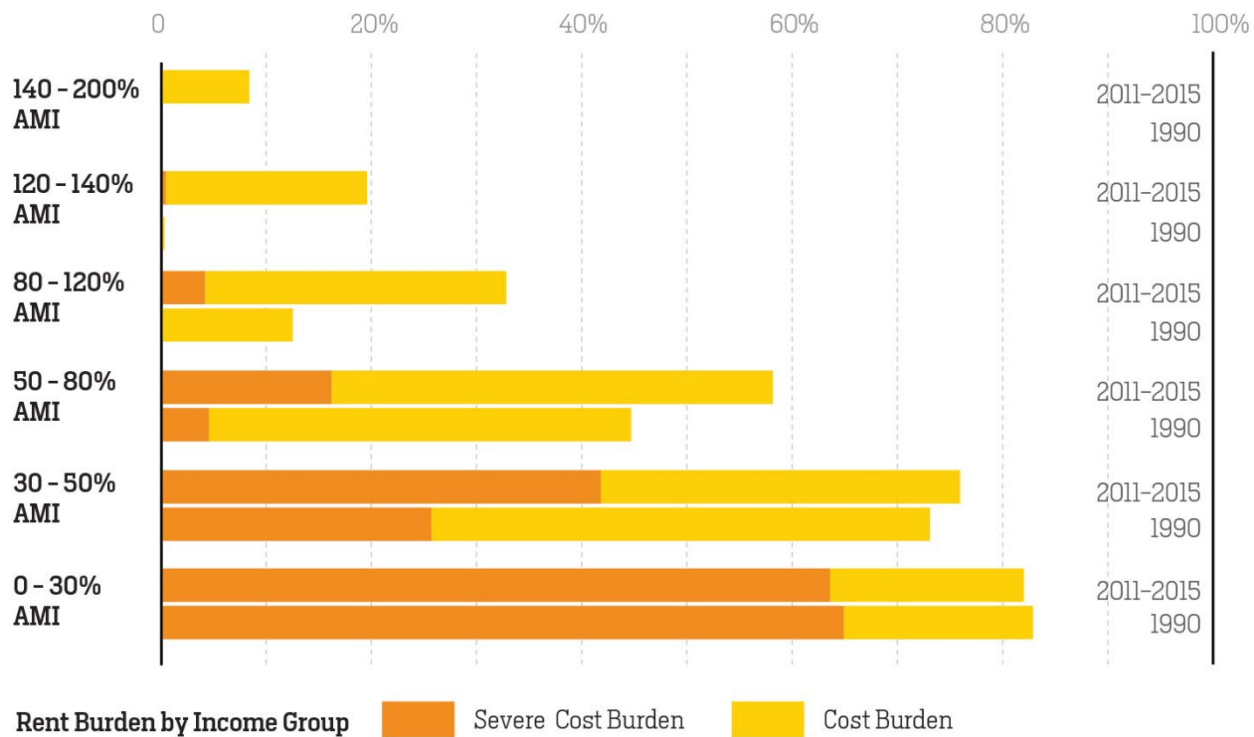
Source: San Francisco Housing Needs and Trends Report; 1990 Decennial Census (IPUMS-USA); ACS 2015 5-year Estimates IPUMS-USA).

Figure 4. Change in the number of households by household income group from 1990 to 2015.

Area median income (AMI) is a normalized measure of income in a geography. 100% AMI is the median income for SF.
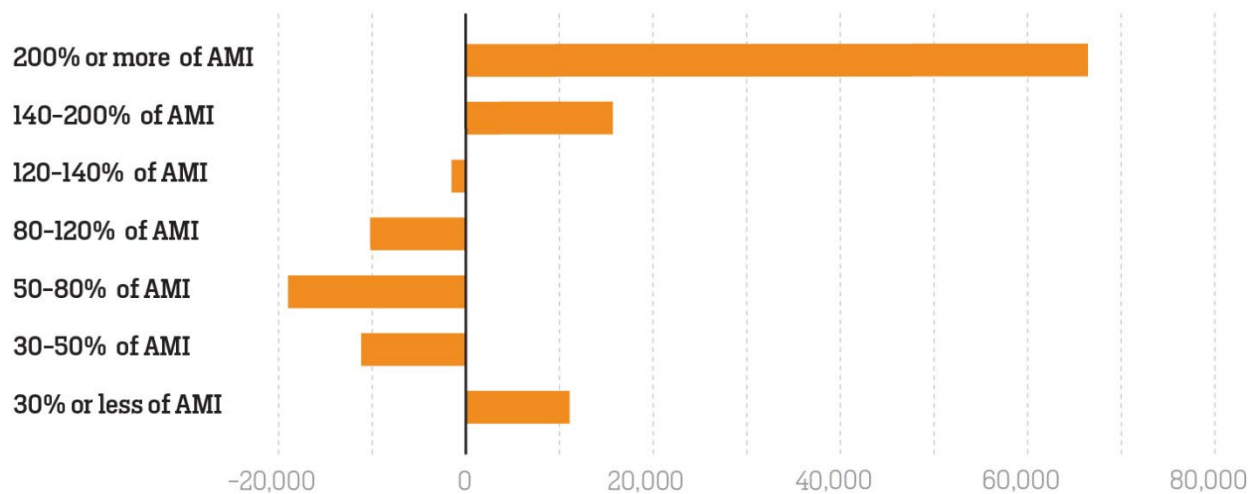
Source: San Francisco Housing Needs and Trends Report; 1990 Decennial Census (IPUMS-USA); ACS 2015 5-year Estimates IPUMS-USA).

Figure 5. Housing choices for 2018 San Francisco Housing Survey respondents if forced out of their current residence by income group.

Area median income (AMI) is a normalized measure of income in a geography. 100% AMI is the median income for SF.
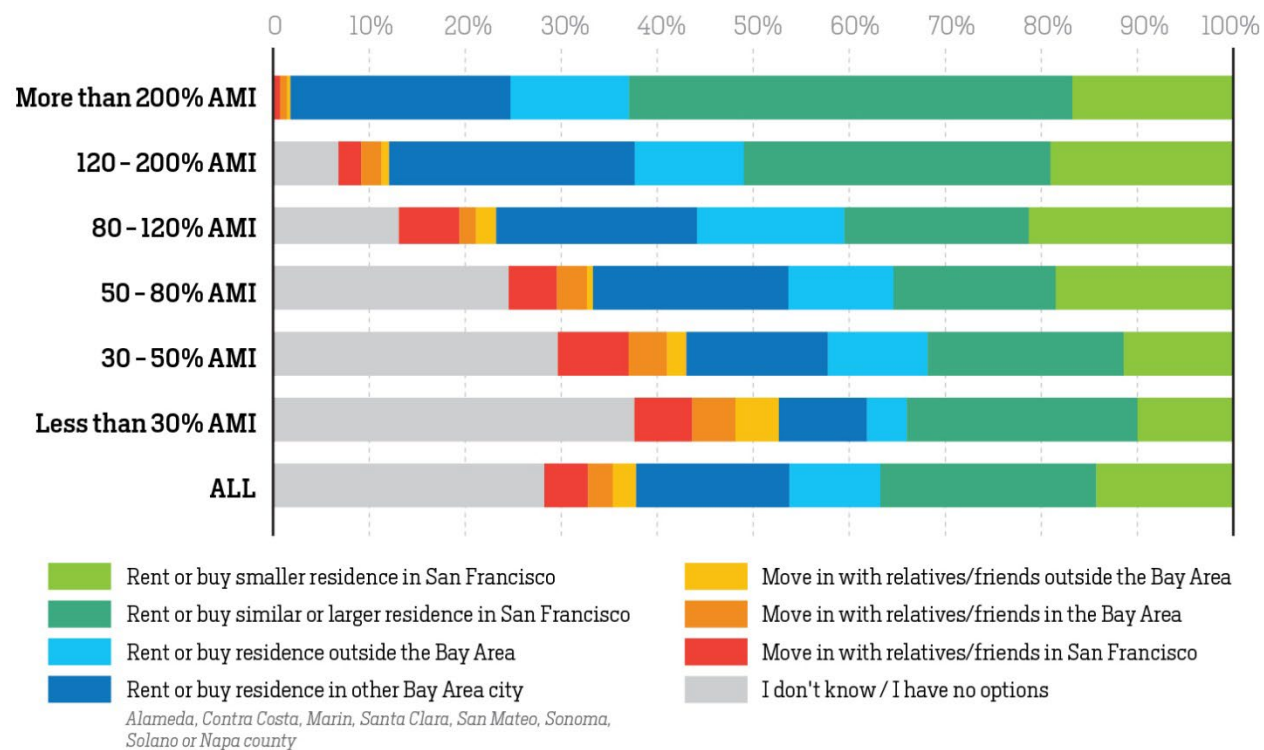
Source: San Francisco Housing Needs and Trends Report; San Francisco Planning Department 2018 Housing Survey.

POLICIES AND ACTIONS

Policy 1: Minimize all no-fault and at-fault evictions for all tenants, and elevate direct rental assistance as an eviction protection strategy.

a. Prioritize the creation of a digital Rental Housing Inventory to collect data that informs the evaluation of anti-displacement programs, including rental rates, rent control status, vacancy, and services provided. (Rent Board; Short)

b. Fully fund the Tenant Right-to-Counsel program to match the need for eviction defense. (MOHCD, Mayor/BOS; Medium)

c. Expand rental assistance programs, including those designed for emergency response, for population-specific assistance, ongoing tenant-based support, and time-limited assistance (such as Rapid Rehousing), as also referenced in Policy 9, action (d) as a homelessness prevention tool. Consider a goal of capping rent payments at 30% of household income for extremely and very-low income households. (Mayor/BOS, MOHCD, HSH,; Medium)

d. Provide a priority in the allocation of Direct Rental Assistance to populations and in areas vulnerable to displacement. (MOHCD, HSH; Short)

e. Dedicate sufficient rental assistance funding to cap rent payments at 30% of household income for SRO residents. (MOHCD, Mayor/BOS; Medium)

f. Increase relocation assistance for tenants experiencing either temporary or permanent evictions. (Mayor/BOS, Rent Board; Short)

g. Increase the time period during which relocation compensation is required when using temporary evictions from three to six months. (Mayor/BOS, Rent Board; Short)

h. Clarify and limit the definition of nuisance or other just cause evictions as needed to limit abuse. (Mayor/BOS, Rent Board; Short)

i. Pursue proactive and affirmative enforcement of eviction protections programs, especially for Owner Move-in and Ellis Act evictions, including annual reporting by owners that is enforced by site inspections and confirmation of owner occupancy and funded through owner fees. (Rent Board, MOHCD; Medium)

j. Proactively enforce eviction protection and avoid predatory practices or tenant harassment by pursuing affirmative litigation models.[9] (MOHCD; Medium)

k. Adopt incentives for property owners to rebuild buildings struck by fire within two years to house prior tenants by when the transitional housing program timeline expires (HSA, DBI, Planning, Mayor/BOS; Short)

l. As informed by Policy 21, action (d) and in coordination with community liaisons referenced under Policy 14, action (b), support and expand community-led navigation services and systems to provide tenants' rights education, similar to the existing culturally competent Code Enforcement Outreach Program that is offered within the Department of Building Inspection; and consider expanding this culturally competent program to other disadvantaged communities. (MOHCD; Medium)

m. Advocate for State legislation to reform the Ellis Act (Government Code Chapter 12.75) to stabilize rental housing by, for example, imposing a minimum holding period of five

years before the Act can be used to evict tenants. (Planning, Mayor/BOS; Medium)

n. Advocate for State legislation to reform the Costa-Hawkins Housing Law to allow cities to better stabilize tenants by, for example, allowing cities to extend rent control to multifamily housing that is at least 25 years old. (Planning, Mayor/BOS; Medium)

Policy 2: Preserve affordability of existing subsidized housing, government-owned or cooperative-owned housing, or SRO hotel rooms where the affordability requirements are at risk or soon to expire.

a. Conduct a comprehensive needs assessment of existing housing cooperatives to identify impediments to success and need for support (MOHCD; Short).

b. Expand resources for preservation, rehabilitation, or rebuilding of cooperative buildings, and adopt requirements such as one-to-one replacement of affordability rates, right-to-return, and relocation plans as informed by the needs assessment referenced under Policy 2, action (a). (MOHCD; Medium)

c. Expand technical assistance and support to limited equity cooperatives regarding governance, finance, management, and marketing. (MOHCD; Short)

d. Expand resources to continue to negotiate preservation agreements for properties with expiring affordability restrictions to ensure permanent affordability and housing stability for tenants to the greatest extent possible. (MOHCD; Medium)

e. Identify units in permanently affordable projects that can be used as temporary housing for those temporarily displaced by affordable housing rehabilitation or

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[9] Examples of similar programs in effect in 2021 include Oakland's Community Lawyering & Civil Rights program or Chicago's Residential Landlord and Tenant Ordinance.

redevelopment. (MOHCD, Mayor/BOS; Medium)

f. Identify SRO residential hotels in advanced states of disrepair where demolition and construction of new Permanent Supportive Housing is more cost-effective than rehabilitation and requiring tenant relocation plans during construction and a right to return for tenants. (DBI, HSH, Planning; Medium)

g. Increase fines for illegally converting SROs to new uses or illegally preventing residents from establishing tenancy by forcing short-term stays. (DBI; Short)

Policy 3: Reform and support the City's acquisition and rehabilitation program to better serve areas and income ranges underserved by affordable housing options and areas vulnerable to displacement.

a. Prioritize building purchases for the acquisition and rehabilitation program that serve extremely- and very-lowincome and unhoused populations including purchase of SRO residential hotels. (MOHCD, DBI; Medium)

b. Increase non-profit capacity-building investments to purchase and operate existing tenant-occupied buildings as permanent affordable housing in western neighborhoods, particularly for populations and areas vulnerable to displacement, and to support Community Opportunity to Purchase Act (COPA). (MOHCD; Medium)

c. Evaluate the feasibility of utilizing the small-sites program to increase shared equity or cooperative ownership opportunities for tenants. This study would also inform expansion of shared equity homeownership

models cited in Policy 11, action (f) and Policy 23, action (a). (MOHCD, Planning; Short)

d. Incentivize private owners to sell residential buildings to non-profit affordable housing developers via transfer tax exemptions or other financial measure. (Planning, MOHCD, Mayor/BOS; Medium)

Policy 4: Preserve the affordability of unauthorized dwelling units while improving their safety and habitability.

a. Facilitate and encourage more legalizations through financial support such as low-interest or forgivable loans for property owners. (MOHCD, Mayor/BOS, DBI; Medium)

b. Update the Conditional Use findings requirements for removal of unauthorized dwelling units to account for tenancy and to identify alternative findings to financial hardship findings that account for the cost and construction burdens of legalization. (Planning, DBI, Mayor/BOS; Short)

c. Reduce cost of legalization by removing Planning and Building Code requirements that are not critical for health or safety. (Planning, DBI, Mayor/BOS; Medium)

Policy 9: Prevent homelessness and eviction through comprehensive evidence-based systems, including housing and other services, targeted to serve those at risk of becoming unhoused[10] and the most vulnerable groups.

a. Prioritize those at risk of becoming unhoused for homeless prevention investments, such as flexible financial assistance or Step Up to Freedom[11] program and other programs that

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[10] People with prior experience of homelessness, with involvement with the criminal justice, system, extremely-low and very-low income American Indian, Black, and Latino/es, domestic violence victims, transgender people, and those at imminent risk of losing housing (e.g. tenants with an eviction notice or subject to landlord harassment).

[11] Step Up to Freedom is a reentry rapid rehousing and rental subsidy program for justice involved unstably housed/homeless adults who are between the ages of 18 – 35 years on parole or post release supervision.

offer a continuum of care and wrap around services in addition to housing. Highest risk is currently known to apply to: those with prior experience of homelessness, with involvement with the criminal justice system, extremely low and very low-income American Indian, Black, and Latino/es, domestic violence victims, transgender people, and those at imminent risk of losing housing (i.e., an eviction notice, or subject to landlord harassment). (HSH, MOHCD, APD; Short)

b. Increase the timeframe during which time-limited rental assistance is offered, through programs such as Rapid Rehousing,[12] to enable households to secure stable employment. (HSH, MOHCD; Short)

c. Ensure adequate legal services to support eviction prevention including support for rent increase hearings, habitability issues, or tenancy hearings with the Housing Authority. (MOHCD; Short)

d. Expand tenant and project-based rental assistance programs, including federal, state and local operating subsidy programs, to meet the needs of extremely and very low-income households and households with fixed incomes, such as seniors and people with disabilities, as also referenced in Policy 1, actions (c), (d), and (e). (HSH, SFHA, MOHCD; Short)

e. Expand the timeline during which transitional housing programs[13] are offered for people coming out of jails, prisons, immigration detention centers, and substance use treatment. (APD, HSH, DPH, MOHCD; Short)

f. Expand and improve services for mental health and substance use care, social work, and other supportive services for residents of Permanent Supportive Housing, and those at risk of becoming unhoused.[14] (HSH, DPH; Medium)

g. Expand on-site case management services that focus on removing barriers to housing stability to support non-profit housing providers in preventing evictions of their tenants. (HSH, MOHCD, APD ; Medium)

h. Expand housing retention requirements to prevent evictions and support tenants of non-profit housing. (MOHCD, HSH; Short)

i. Continue to provide mobile services for residents in scattered-site supportive housing, for example the new Flexible Housing Subsidy Pool program. (HSH, DPH; ongoing)

j. Adopt Trauma-Informed Systems[15] with robust training resources and increase cultural competency training specific to transgender and LGBTQ+ populations for all service providers and property managers in the City's affordable housing projects and Homeless Response System. (DPH, HSH, MOHCD, APD; Medium)

k. Improve programs intended to transfer people experiencing violent crime and domestic violence to safe housing. (HSH, MOHCD, Department on Status of Women, SFHA; Short)

l. Strengthen the housing navigation services by assigning a support counselor, with similar lived experience, to an individual regardless of where that person lives instead of being tied to a particular location, so that consistent support

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[12] A set of interventions that provides people with grants to pay for living expenses like first and last month's rent managed by the SF Department of Homelessness and Supportive Housing.

[13] A list of transitional housing programs run by the San Francisco Adult Probation Office is catalogued here.

[14] People with prior experience of homelessness, with involvement with the criminal justice, system, extremely-low and very-low income American Indian, Black, and Latinos/es/x, domestic violence victims, those at imminent risk of losing housing (for example with an eviction notice, or subject to landlord harassment).

[15] The TIS Initiative at the San Francisco Department of Public Health (SFDPH) is an organizational change model to support organizations to respond to and reduce the impact of trauma.

continues through residential transitions. (HSH, APD; Short)

m. As a prevention partner to the regional All Home Plan16, help create a regional homeless response system to share data across systems, and administer the increased funds from local, State, and federal agencies. (HSH, MOHCD; Short)

n. Expand short term medical recovery housing programs for unhoused transgender people, such as is offered by Maitri, so that transgender people can access medical care by meeting the public health system requirement for stable housing prior to undergoing gender-affirming surgeries. (HSH; Short)

o. Allocate resources to population-specific programs outside of the Homelessness Response System in acknowledgement that transgender and LGBTQ+ communities do not currently access the system because of safety and discrimination concerns. (HSH; Short)

Objective 1.b: Advance equitable housing access

Challenge- Federal fair housing laws prohibit discrimination based on race, ability, sexual orientation, gender identity,and household type. Despite these laws, racial and social disparities in housing access are stark. A major hurdle to housing equity is housing cost. More than half of Black households are rent burdened (paying more than 30% of their income on rent), and households of color overall are more likely to be rent burdened

compared to white households (see Figure 6). The American Indian population is 17 times more likely to be homeless compared to their share of population, and Black households are seven times more likely (see Figure 7). The transgender and gender non-conforming (TGNC) community in San Francisco faces specific, heightened, and disproportionate challenges in accessing fair housing opportunities. Half of respondents to the US Transgender Survey report having experienced homelessness in their lifetime, and approximately fifty percent (50%) of transitional aged youth experiencing homelessness in the 2019 point in time count identified as LGBTQ+. Seventy percent (70%) of transgender people living in shelters nationally have reported being harassed,[17] contributing to the 24% of homeless transgender people in California that have reported avoiding in staying in a shelter for fear of mistreatment.[18] Seniors and transitional aged youth (between the ages of 18 to 24) collectively made up more than half of the homeless population in 2019 (see Figure 8). Seventy-four percent (74%) of respondents of the 2019 Point-In-Time Homeless Count and Survey[19] reported living with chronic physical illnesses, physical disabilities, chronic substance use, and severe mental health conditions (see Figure 9). Amongst tenants, renters of color continue to be disproportionately affected by evictions in San Francisco. In a survey of around 3,200 renters, 24% of Latino/e/x renters and 21% of Black renters reported being threatened with eviction as opposed to only 9% of white renters (see Figure 2). While Black, American

[16] Reference to: 210413_Regional_Action_Plan_Final.pdf (allhomeca.org)

[17] National Center for Transgender Equality (2016). 2015 US Transgender Survey: Executive Summary. Washington, DC. Accessible at: http://www.transequality.org/sites/default/files/docs/USTS-Executive-Summary-FINAL.PDF

[18] National Center for Transgender Equality (2017). 2015 US Transgender Survey: California State Report. Washington, DC.

Accessible at: http://www.transequality.org/sites/default/files/docs/usts/USTSCAStateReport%281017%29.pdf

[19] Due to COVID-19, San Francisco did not conduct a PIT Count in 2021. The most recently available data at the time of this report is from 2019. New data from the 2022 PIT Count will be available in the summer of 2022. The final version of this report will be updated to contain the 2021 counts.

Indian, and other people of color would most benefit from greater affordable housing access, federal regulations and California Proposition 209, which bans institutions from affirmative action based on race, sex, or ethnicity, pose a challenge to the City to implement preference programs for the communities of color most affected by homelessness, eviction and displacement, such as the American Indian, Black and Latino(a,e) communities.

Path forward- San Francisco has adopted various strategies including programs designed to ensure access for historically disadvantaged or currently vulnerable households in awarding below market rate units. These programs include the Displaced Tenant Housing Preference Program, Neighborhood Preference Program, and the Certificate of Preference Program. To effectively advance equity, the City will revise existing and implement other programs to improve access to permanently affordable housing for underserved racial and social groups. The City will identify clearer strategies to remove barriers to housing access for transgender, LGBTQ+, seniors, people with disabilities, formerly incarcerated individuals, and other specific vulnerable populations, to inform and strengthen current and new programs

Figure 6. Percentage of households that are rent burdened* by race and ethnicity (2018).

*Rent burden means paying between 30% and 50% of the household's income in rent; severe cost burden means paying more that 50% of the household's income in rent.

Source: ACS 2018 5 Year Estimates (IPUMS-USA).

Figure 7. Percentage of people experiencing homelessness by race and ethnicity (2019).
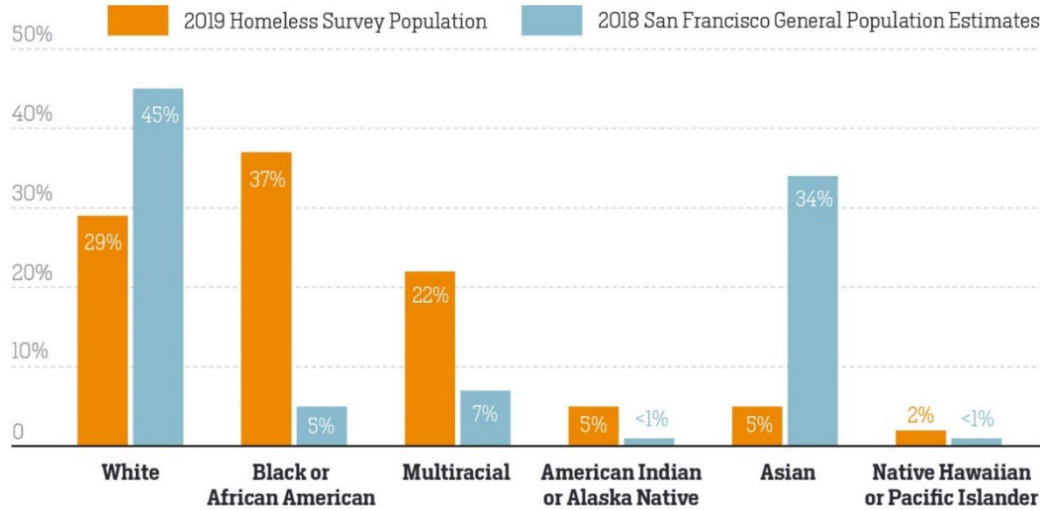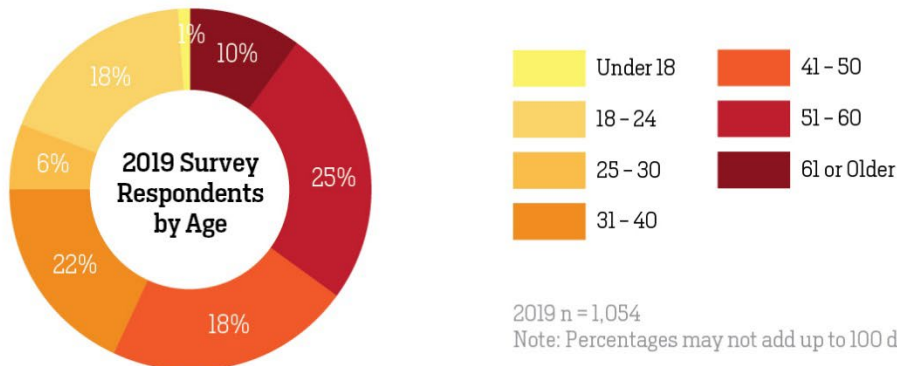

Homeless Survey Population n = 1,025
Note: Percentages may not add up to 100 due to rounding.

Source: San Francisco 2019 Point-In-Time Homeless Count and Survey Report, Department of Homeless and Supportive Housing.
Note: Hispanic/Latino/e/x was represented in a separate chart: 18% of respondents identified as Hispanic/Latino/e/x for 2019 Homeless Survey Population, 15% identified as Hispanic/Latino/e/x for the 2019 San Francisco General Population Estimates.

Figure 8. Percentage of people experiencing homelessness by age group (2019).

2019 n = 1,054
Note: Percentages may not add up to 100 due to rounding.

Source: San Francisco 2019 Point-In-Time Homeless Count and Survey Report, Department of Homeless and Supportive Housing.

Figure 9. Percentage of people experiencing homelessness with different health conditions (2019).

Figure 9. Percentage of people experiencing homelessness with different health conditions (2019).

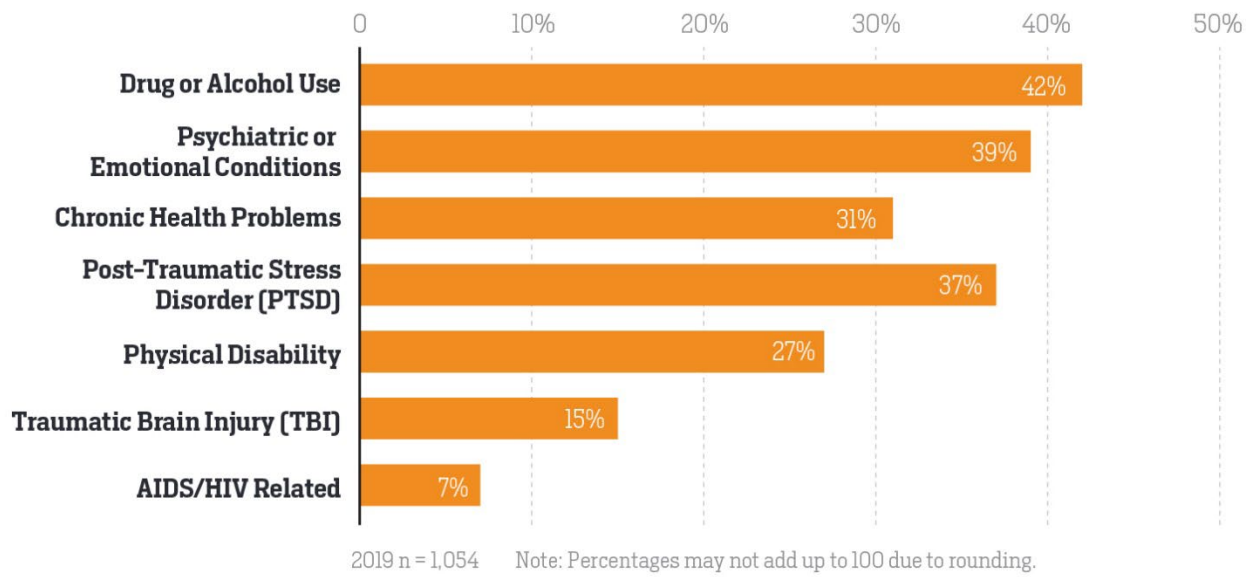| Health Condition	Percentage
Drug or Alcohol Use	42%
Psychiatric or Emotional Conditions	39%
Chronic Health Problems	31%
Post-Traumatic Stress Disorder (PTSD)	37%
Physical Disability	27%
Traumatic Brain Injury (TBI)	15%
AIDS/HIV Related	7%

2019 n = 1,054   Note: Percentages may not add up to 100 due to rounding.

Source: San Francisco 2019 Point-In-Time Homeless Count and Survey Report, Department of Homeless and Supportive Housing.

POLICIES AND ACTIONS

Policy 5: Improve access to the available Affordable Rental and Homeownership units especially for racial and social groups who have been disproportionately underserved or for American Indian, Black, Japanese, Filipino, and other communities directly harmed by past discriminatory government actions in the past including redlining, Redevelopment and Urban Renewal, the Indian Relocation Act or WWII Japanese incarceration based on a reparations framework.

a. Identify racial, ethnic, and social groups who have been disproportionately underserved by MOHCD's available Affordable Rental and Homeownership units and the underlying reasons why those groups are underrepresented in obtaining such housing. These groups include but are not limited to previously identified groups such as American Indian, Black, Latinos, and other people of color, transgender and LGBTQ+ people, transitional aged youth, people with disabilities, and senior households. This study

can inform the housing portal cited in Policy 14 (f). (MOHCD, Planning; Short)

b. Through the Inclusionary Technical Analysis Committee, assess whether affordability levels of rental and ownership units created through the Affordable Inclusionary Housing Program are accessible to groups underserved as studied in Policy 5, action (a), update those requirements in balance with ensuring financial feasibility as referenced in Policy 24 (a).   (Planning, MOHCD; Mayor/BOS; Short)

c. Evaluate and update existing policies and programs to increase the percentage of Affordable Rental and Homeownership units awarded to underserved groups identified through the studies referenced in Policy 5, action (a) and (g), including but not limited to preferences, strengthening targeted outreach, education, housing readiness counseling, and other services specific to the needs of each group, ensuring accessible accommodations in these services, as well as increasing production of units affordable to extremely low, very low, and moderate income households as

referenced under Policy 15, action (a), Policy 19, action (b), and Policy 23, action (b). (MOHCD; Short)

d. Evaluate area median incomes and unit types and identify strategies to secure housing for applicants to the Affordable Rental and Homeownership unit lottery program who have not won the lottery after more than five years of submitting applications. (MOHCD, Mayor/BOS; Short)

e. Create and pilot programs based on a reparations framework to increase access to Affordable Rental and Homeownership units for American Indian, Black, Japanese, Filipino, and other communities directly harmed by past discriminatory government actions in the past including redlining, Redevelopment and Urban Renewal, the Indian Relocation Act, or WWII Japanese incarceration have been harmed by past discriminatory government actions. (MOHCD, Planning, HRC; Short)

f. Expand the Certificates of Preference program as allowed per recent State Law 1584, and conduct comprehensive outreach and engagement to identify the descendants of households who have been displaced. Expanding this program should rely on strategies that ensure such units meet the preferences and needs of eligible households as informed by Policy 5, action (g) below. (OCII, MOHCD; Short)

g. Conduct a study to engage with Certificates of Preference holders and their descendants to identify their housing needs, preferences, and income levels and create a tracking system to better monitor who has obtained or passed on affordable rental and homeownership opportunities and why. (OCII, MOHCD; Short)

h. Expand and fund community capacity for housing programs and investments for American Indian residents as one strategy to redress the historic dispossession of resources affecting these communities, such

as the Indian Relocation Act, and other government actions that broke the cohesion of this community. (Planning, MOHCD; Short)

i. Identify and adopt local strategies to remove barriers to access permanently affordable housing for immigrants; people who lack documentation such as credit histories, bank accounts, or current leases; and for transgender people whose documentation may need corrections not possible due to immigration status, and/or non-California state laws; such local strategies should complement State legislation solutions referenced in Policy 6, action (d). (MOHCD, Mayor/BOS, Short)

j. Expand the Senior Operating Subsidy (SOS) program to allow extremely and very low-income seniors to be eligible for the senior Below Market Rate rental units. (MOHCD; Short)

k. Expand existing culturally responsive housing counseling to applicants to MOHCD Affordable Rental and Homeownership Opportunities through a network of community-based housing counseling agencies and Cultural Districts, and as informed by the needs identified under Policy 5, actions (a), (c), and (g); These programs include financial counseling, market-rate and below market rate rental readiness counseling, and other services that lead to finding and keeping safe and stable housing; expansion of such services should in coordination with Policy 21, action (d), and informed by community priorities working with liaisons referenced under Policy 14, action (b). (MOHCD; Short)

l. Strengthen monitoring and enforcement of Below Market Rate units to avoid fraud and abuse of units and to unlock more units for those eligible and in need, through active enforcement of existing obligations, expedited leasing of new and turnover units, and completing the build out of DAHLIA partners database. (MOHCD; Medium)

m. Amend the Inclusionary Housing Program regulations to allow existing homeowners of Below Market Rate units to purchase another Below Market Rate unit and sell their current unit in cases where household size changes or another reasonable accommodation is required, in order to respond to changing household needs. (MOHCD; Planning; Short)

Policy 6: Advance equal housing access by eliminating discrimination based on race, ethnicity, immigration status, HIV+ status, gender identity, sexual orientation, disabilities, age, prior incarceration, or mental health.

a. Identify and implement strategies to increase placement in Permanent Supportive Housing through the Coordinated Entry assessment for racial and social groups who are overrepresented in the unhoused population, such as extremely and very-low income American Indian, Black, and Latino(a/e) people, transgender people, or people with prior involvement in the criminal justice system. (HSH, MOHCD; Short)

b. Evaluate and identify common cases of discrimination and violation of fair housing law and groups who continuously face such discrimination, including transgender and LGBTQ+, or people with disabilities, and implement solutions to strengthen enforcement of fair housing law in those cases. (HRC; Medium)

c. Amend the City's Fair Chance Ordinance to incorporate best practices to expand housing access for people with criminal records to privately-owned units, Housing Choice Voucher units, and other federally funded units.[20] (HRC, MOHCD, APD; Short)

d. Advocate for State legislation to help remove barriers to access permanently affordable housing for immigrants or people who lack documentation such as credit histories, bank accounts, or current leases or, for transgender people whose documentation may need corrections not possible due to immigration status and/or non-California State laws, to complement local strategies referenced in Policy 5, action (i). (Planning, MOHCD; Medium)

e. Study and remove barriers to entry for temporary shelters, transitional and Permanent Supportive Housing for unhoused individuals and families, particularly for individuals with mental health or substance abuse issues, and prior involvement with the criminal justice system. (HSH, DPH, APD; Medium)

f. Conduct a Housing Needs Assessment[21] for seniors and people with disability every three years to inform strategies that meet their housing needs, as referenced in Policy 6, action (g) below, as well as in Policy 27. (HSA, Planning; ongoing)

g. Identify new strategies to address the unique housing and service needs of specific vulnerable populations toimprove housing access and security for each group, using the findings from the City's housing Consolidated Plans and through direct engagement of these populations. Studies should address the needs of veterans, seniors, people with disabilities, youth, transgender and LGBTQ+ populations. (MOHCD, HSH, Planning; Medium)

Policy 7: Pursue investments in permanently affordable housing that are specific to neighborhoods that serve as entry points to recently arrived residents from certain groups,

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[20] Examples of similar programs can be found in affect in Oakland, CA and Seattle, WA in 2021.

[21] These studies were required by Ordinance 266-20, passed by San Francisco Board of Supervisors in December 2020.

such as transgender and LGBTQ+ refugees or immigrants, or specific to populations such as transitional aged youth or transgender people.

a. Study and identify programs that respond to the needs of transgender and LGBTQ+ groups, particularly those who are refugees, lack family connections, or previously incarcerated, to incorporate into permanently affordable housing investments that are concentrated in the neighborhoods where they have historically found community, such as the Castro for LGBTQ+ communities or the Tenderloin for transgender people of color, building upon research spearheaded by the Castro LGBTQ Cultural District. (MOHCD, Planning; Short)

b. Support implementing San Francisco's "Ending Trans Homelessness Plan" as referenced under Policy 8, action (o), as well as the ongoing housing placement for the transgender community. (HSH, OTI, MOHCD; Medium)

c. Continue to provide housing affordable to applicants on the Plus Housing List. (MOHCD; ongoing)

d. Expand housing for transitional aged-youth in permanently affordable housing including supportive programs that address their unique needs such as a past criminal record, substance abuse, sexual orientation, gender identity, or other specific needs, as informed by the strategies referenced in Policy 7, action (g). (MOHCD, HSH; Medium)

e. Study and identify programs and building types that respond to the needs of recently arrived immigrants and to incorporate them into permanently affordable housing investments that are concentrated in the

neighborhoods in which they initially settle, such as Chinatown, the Tenderloin, the Mission, and other gateway neighborhoods. (MOHCD, Planning, Short)

Policy 27: Promote and facilitate aging in place for seniors and multi-generational living that supports extended families and communal households.

a. Increase permanently affordable senior housing along transit corridors to improve mobility of aging adults and seniors, particularly for extremely- and very-low income households including through expansion of Senior Operating Subsidies as referenced in Policy 5, action (j). (MOHCD; Long)

b. Pursue multi-generational living for extended families and communal households that have space and amenities for children, working-age adults, seniors and persons with disabilities, when building permanently affordable senior housing referenced under Policy 27, action (a) above, or cooperative housing referenced in Policy 23, action (a). (MOHCD; Long)

c. Create or support financing programs that support aging in place, including improvements to accessibility through home modifications or building ADUs, and supported by technical assistance programs referenced in Policy 26, action (c). (Planning, HSA, MOHCD; Short)

d. Implement new strategies to support and prevent the loss of residential care facilities, using the recommendations of the Assisted Living Working Group of the Long-term Care Coordinating Council,[22] including business support services, as well as City-funded subsidies for affordable placement of low-income residents (DPH, HSA; Medium)

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[22] Supporting Affordable Assisted Living in San Francisco, January 2019, Assisted Living Facility (ALF) Workgroup | San Francisco Human Services Agency (sfhsa.org)

e. Support and explore expanding the Home Match Program to match seniors with people looking for housing that can provide home chore support in exchange for affordable rent. (HSA, MOHCD; Medium)

f. Permit uses and eliminate regulatory limitations, such as conditional use authorizations, that discourage innovative, smaller housing types where licensing is not required, such as co-housing[23] with amenities that support seniors and those with disabilities. (Planning; Medium)

g. Strengthen interagency coordination to identify and implement strategies to address the housing needs of seniors and people with disabilities, informed by the Housing Needs Assessments referenced in Policy 6, action (f). (HSA, Planning, MOHCD, MOD; Short)

Policy 3: Reform and support the City's acquisition and rehabilitation program to better serve areas and income ranges underserved by affordable housing options and areas vulnerable to displacement.

a. Prioritize building purchases for the acquisition and rehabilitation program that serve extremely- and very-lowincome and unhoused populations including purchase of SRO residential hotels. (MOHCD, DBI; Medium)

b. Increase non-profit capacity-building investments to purchase and operate existing tenant-occupied buildings as permanent affordable housing in western neighborhoods, particularly for populations and areas vulnerable to displacement, and to support

Community Opportunity to Purchase Act (COPA). (MOHCD; Medium)

c. Evaluate the feasibility of utilizing the small-sites program to increase shared equity or cooperative ownership opportunities for tenants. This study would also inform expansion of shared equity homeownership models cited in Policy 11, action (f) and Policy 23, action (a). (MOHCD, Planning; Short)

d. Incentivize private owners to sell residential buildings to non-profit affordable housing developers via transfer tax exemptions or other financial measure. (Planning, MOHCD, Mayor/BOS; Medium)

Objective 1.c: Eliminate homelessness

Challenge- From 2005 to 2019,[24] the biennial Point-in-Time (PIT) Count of people experiencing homelessness increased from just over 5,400 individuals to approximately 8,000 individuals. Compared to 2015, homelessness increased by 17% (see Figure 10). Of these, 64% were unsheltered and 38% were experiencing chronic homelessness. Since 2015, the City has expanded considerably the number of Permanent Supportive Housing units, subsidies for operation, and temporary shelters. This will include approximately 4,000 units of additional Permanent Supportive Housing by end of 2022. The City has also reduced the number of unsheltered families. In 2016, the City and County of San Francisco created a new department, the Department of Homelessness and Supportive Housing (HSH), to make a significant and sustained reduction in homelessness in San Francisco through the

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[23] Co-housing, group housing, or co-living rooms are a type of housing that may have limited cooking facilities and do not contain a full kitchen in each room. Co-housing may include (but is not limited to) communes, fraternities and sororities, or Residential Hotels.

[24] Due to COVID-19, San Francisco did not conduct a PIT Count in 2021. The most recently available data at the time of this report is from 2019. New data from the 2022 PIT Count will be available in the summer of 2022. The final version of this report will be updated to contain the 2021 counts.

coordinated provision of services. While improvements have been made at multiple levels, the number of unhoused residents has continuously grown over the years. Moreover, homelessness disproportionately impacts specific populations, such as Black and American Indian residents, transgender and LGBTQ+ people, people with disabilities, domestic violence survivors, and veterans. These inequities require targeted and tailored solutions to effectively meet their housing needs.

Path Forward- Recognizing the right to housing means providing basic access to healthy and dignified living for everyone. Eliminating homelessness is a foundation for this goal, which relies on a comprehensive set of strategies. The City will scale up investments in Permanent Supportive Housing and services, in addition to supporting and promoting other solutions such as housing vouchers, short and long-term rental assistance. For example, in July 2020, the city launched the Flexible Housing Subsidy Pool, a scattered-site Permanent Supportive Housing strategy that matches people experiencing homelessness to private market apartments across the city and provides supportive services so that they remain stably housed. The City will also increase the supply of deeply affordable housing as a homelessness prevention strategy for extremely low- and very low-income households as those households bear a higher risk of homelessness. The City prioritizes addressing chronic homelessness. San Francisco's current goal is to end family homelessness and reduce chronic homelessness by 50% by December 2022. Eliminating homelessness goes beyond focusing on what is urgent. In the long-term, meeting this objective means securing investments and solutions to also prevent households with less severe vulnerabilities from falling into homelessness.

Figure 10. Number of counted people experiencing homelessness in San Francisco by shelter status from 2005 to 2019.
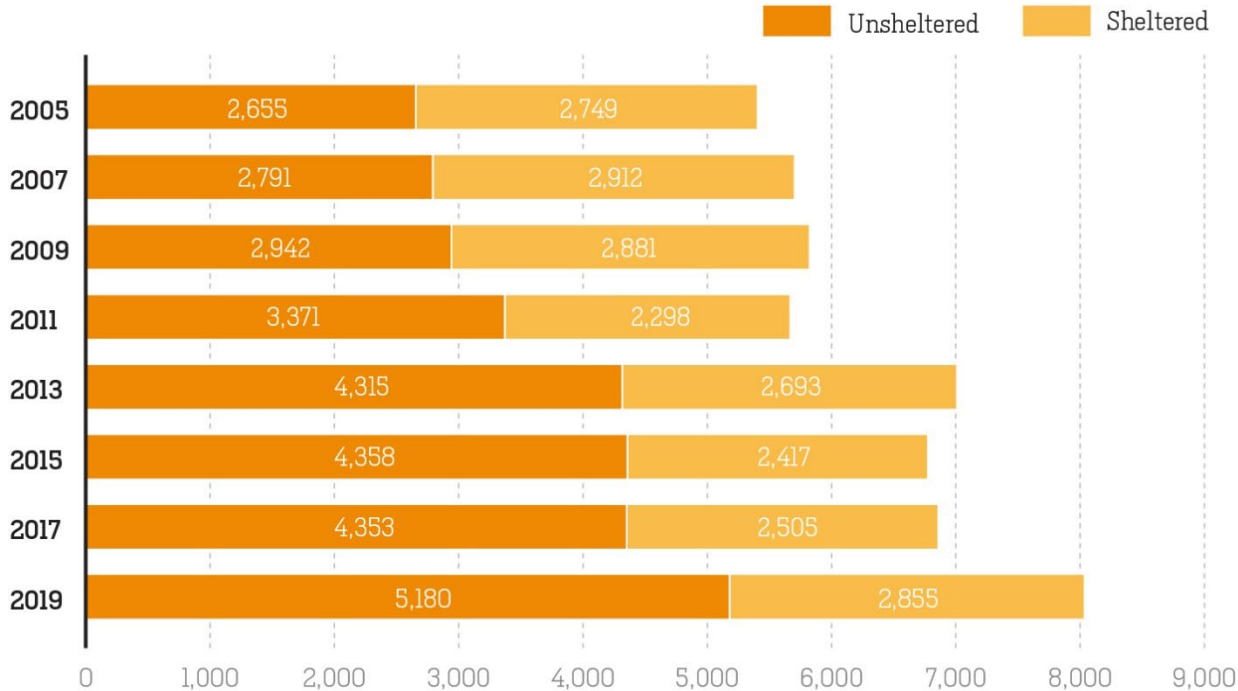
Source: San Francisco 2019 Point-In-Time Homeless Count and Survey Report, Department of Homeless and Supportive Housing.

POLICIES AND ACTIONS

Policy 8: Expand permanently supportive housing and services for individuals and families experiencing homelessness as a primary part of a comprehensive strategy to eliminate homelessness.

a. Identify a numerical target for building Permanently Supportive Housing based on the upcoming Point-in-Time Counts in 2022, to approximately house a third of the total unhoused population in Permanent Supportive Housing and services, and update this target based on the 2022 Strategy completed by the Department of Homelessness and Supportive Housing. (HSH; Short)

b. Using the annual budget for capital, operating and services costs, increase funding needed to meet the targets set in Policy 8, action (a), in balance with funding needed for the actions in this policy including short and long-term rental subsidies. (Mayor/BOS, HSH, MOHCD; Medium)

c. Prioritize Housing Choice Vouchers paired with social services for people who are unhoused. (SFHA, HSH; Short)

d. Increase the share of non-lottery housing for the unhoused within City-funded permanently affordable housing projects to 30% or greater. (MOHCD; Medium)

e. Expand and improve on-site supportive services within Permanent Supportive Housing projects including sustained care for mental health or substance abuse issues, case management, and childcare. (HSH, HSA, DPH; Medium)

f. Utilize the state-wide streamlining opportunities to expedite and increase the production of Permanent Supportive Housing. (MOHCD, Planning; Short)

g. Evaluate the current prioritization system of the Coordinated Entry System for housing placement and services for unhoused residents that currently focuses only on chronic homelessness; and adopt additional levels of priorities for other vulnerable applicants to avoid worsening their situation while waiting for housing and services, and to substantially reduce the vacancy rates of housing available. (HSH; Short)

h. Expand temporary shelter capacity models that are low-barrier and high service such as non-congregate shelter options and Navigation Center beds to eliminate unsheltered homelessness moving away from traditional shelters with high barriers, with a focus on expanding temporary shelter in proportion[25] to Permanent Supportive Housing and homelessness prevention investments in order to improve the successful exist to stable housing. (HSH; Medium)

i. Evaluate the needs for and create more types of shelters in the system with amenities and services tailored to their residents, examples could include 'clean and sober' shelters, safe consumption shelters for legal and illegal substances, non-congregate shelters, transgender shelters, and off-street safe parking sites for those vehicle dwellers seeking conventional housing. (HSH; Medium)

j. Remove Planning Code limitations to building homeless shelters and navigation centers throughout the city. (Planning; Short)

k. Secure and advocate for additional funding for building and operation of Permanent Supportive Housing from State and federal sources, such as the state's Project Homekey

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[25] All Home Plan recommends a proportion of 1-2-4 where for each four units of permanently supportive housing, two shelter beds and interim-housing options are added, along with homelessness prevention services for one individual. 210413_Regional_Action_Plan_Final.pdf (allhomeca.org)

and the federal HOME program. (HSH; Medium)

l. Provide housing navigation services and stability case management to people experiencing homelessness using rental assistance programs (e.g., Housing Choice Vouchers) during the housing search stage and ongoing to ensure tenant retention. (MOHCD, HSH; Short)

m. Create and expand incentives for private landlords to use rental assistance programs (e.g., Housing Choice Vouchers) to rent their units to extremely and very low-income households. Incentives could include covering lease up fees, rent payment during the inspection period, providing tenant support for housing retention, and covering unit damage upon separation, as well as establishing a fund to support these incentives. (SFHA, MOHCD, HSH; Short)

n. Strengthen the Housing Ladder[26] strategy to support residents of Permanent Supportive Housing to move to less-supportive settings, freeing up supportive housing units for unhoused people. Actions include revising San Francisco Housing Authority preference system to grant higher preference to these households in using Housing Choice Vouchers or other available subsidies or creating a new City-supported shallow subsidy for these households. (SFHA, HSH, MOHCD; Medium)

o. Support and fund the San Francisco Ending Trans Homelessness Plan to end homelessness for transgender people in recognition of the severe disparities in housing

access and safety experienced by this group. (HSH, OTI, MOHCD; Short)

Policy 9: Prevent homelessness and eviction through comprehensive evidence-based systems, including housing and other services, targeted to serve those at risk of becoming unhoused[27] and the most vulnerable groups.

a. Prioritize those at risk of becoming unhoused for homeless prevention investments, such as flexible financial assistance or Step Up to Freedom[28] program and other programs that offer a continuum of care and wrap around services in addition to housing. Highest risk is currently known to apply to: those with prior experience of homelessness, with involvement with the criminal justice system, extremely low and very low-income American Indian, Black, and Latino/es, domestic violence victims, transgender people, and those at imminent risk of losing housing (i.e., an eviction notice, or subject to landlord harassment). (HSH, MOHCD, APD; Short)

b. Increase the timeframe during which time-limited rental assistance is offered, through programs such as Rapid Rehousing, to enable households to secure stable employment. (HSH, MOHCD; Short)

c. Ensure adequate legal services to support eviction prevention including support for rent increase hearings, habitability issues, or tenancy hearings with the Housing Authority. (MOHCD; Short)

d. Expand tenant and project-based rental assistance programs, including federal, state and local operating subsidy programs, to meet

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[26] A rehousing approach that offers opportunities for residents of Permanent Supportive Housing (PSH) to move from intensive supportive housing to more independent living, thus freeing up their PSH unit for others.

[27] People with prior experience of homelessness, with involvement with the criminal justice, system, extremely-low and very-low income American Indian, Black, and Latino/es, domestic violence

victims, transgender people, and those at imminent risk of losing housing (e.g. tenants with an eviction notice or subject to landlord harassment).

[28] Step Up to Freedom is a reentry rapid rehousing and rental subsidy program for justice involved unstably housed/homeless adults who are between the ages of 18 – 35 years on parole or post release supervision.

the needs of extremely and very low-income households and households with fixed incomes, such as seniors and people with disabilities, as also referenced in Policy 1, actions (c), (d), and (e). (HSH, SFHA, MOHCD; Short)

e. Expand the timeline during which transitional housing programs[29] are offered for people coming out of jails, prisons, immigration detention centers, and substance use treatment. (APD, HSH, DPH, MOHCD; Short)

f. Expand and improve services for mental health and substance use care, social work, and other supportive services for residents of Permanent Supportive Housing, and those at risk of becoming unhoused.[30] (HSH, DPH; Medium)

g. Expand on-site case management services that focus on removing barriers to housing stability to support non-profit housing providers in preventing evictions of their tenants. (HSH, MOHCD, APD ; Medium)

h. Expand housing retention requirements to prevent evictions and support tenants of non-profit housing. (MOHCD, HSH; Short)

i. Continue to provide mobile services for residents in scattered-site supportive housing, for example the new Flexible Housing Subsidy Pool program. (HSH, DPH; ongoing)

j. Adopt Trauma-Informed Systems[31] with robust training resources and increase cultural competency training specific to transgender and LGBTQ+ populations for all service providers and property managers in the City's affordable housing projects and Homeless Response System. (DPH, HSH, MOHCD, APD; Medium)

k. Improve programs intended to transfer people experiencing violent crime and domestic violence to safe housing. (HSH, MOHCD, Department on Status of Women, SFHA; Short)

l. Strengthen the housing navigation services by assigning a support counselor, with similar lived experience, to an individual regardless of where that person lives instead of being tied to a particular location, so that consistent support continues through residential transitions. (HSH, APD; Short)

m. As a prevention partner to the regional All Home Plan, help create a regional homeless response system to share data across systems, and administer the increased funds from local, State, and federal agencies. (HSH, MOHCD ; Short)

n. Expand short term medical recovery housing programs for unhoused transgender people, such as is offered by Maitri, so that transgender people can access medical care by meeting the public health system requirement for stable housing prior to undergoing gender-affirming surgeries. (HSH; Short)

o. Allocate resources to population-specific programs outside of the Homelessness Response System in acknowledgement that transgender and LGBTQ+ communities do not currently access the system because of safety and discrimination concerns. (HSH; Short)

Policy 22: Create a dedicated and consistent local funding stream and advocate for State and Federal funding to support building permanently affordable housing for very low-, low-, and

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[29] A list of transitional housing programs run by the San Francisco Adult Probation Office is catalogued here.
[30] People with prior experience of homelessness, with involvement with the criminal justice, system, extremely-low and very-low income American Indian, Black, and Latinos/es/x, domestic violence victims, those at imminent risk of losing housing (for example with an eviction notice, or subject to landlord harassment).
[31] The TIS Initiative at the San Francisco Department of Public Health (SFDPH) is an organizational change model to support organizations to respond to and reduce the impact of trauma.

moderate-income households that meets the Regional Housing Needs Allocation targets.

a. Using the budget tool from Policy 14, action (e), support new and consistent sources of local funding in the City's Capital Planning process for permanently affordable housing including local bonds or other new funding sources that require voter approval. (MOHCD; Medium)

b. Dedicate funding within the 10-year Capital Planning process for permanently affordable housing in Priority Equity Geographies with a goal of building planned projects, while reaching the minimum targets in Well-resourced Neighborhoods as referenced in Policy 19, action (a). (Mayor/BOS, MOHCD; Long)

c. Explore the development of public financing tools such as Infrastructure Finance Districts to leverage the City's co-investments in order to lower direct City subsidy for permanently affordable housing. (OEWD; Medium)

d. Develop and support alternative and philanthropic funding sources to deliver permanently affordable housing faster and at a cheaper per unit cost through tools such as

the Housing Accelerator Fund. (Planning, MOHCD; Medium)

e. Support the Bay Area Housing Financing Authority's expected efforts to secure voter approval for a regional tax measure to fund permanently affordable housing. (MOHCD, Planning; Medium)

f. Advocate for federal legislation to increase Low-Income Housing Tax Credits and Private Activity Bonds, for example, by changing federal rules to lower the minimum bond financing needed to access 4% LIHTC (currently 50 percent) to help unlock more LIHTC in San Francisco and statewide. (MOHCD, Planning; Short)

g. Advocate for State legislation to change the voter approval threshold for General Obligation Bonds from two-thirds to 55 percent. (Planning, Mayor/BOS; Medium)

h. Advocate for State legislation to expand non-competitive permanently affordable housing funding sources. (Planning, Mayor/BOS; Medium)

i. Collaborate with key organizations to reform Proposition 13[32] for commercial property to provide funding support for local jurisdictions to meet their permanently affordable housing targets. (Planning, Mayor/BOS; Medium)

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[32] A 1978 ballot measure that reduced property tax rates on homes, businesses and farms, and capped assessed property taxes at 1% for assessed values with no more than 2% annual increase.

Prop 13 significantly reduced the tax revenue of local jurisdictions to fund schools, services, and infrastructure.

Goal 2. Repair the harms of racial and ethnic discrimination against American Indian, Black, and other people of color.

Challenge- Our nation, from its inception, has initiated and perpetuated harm against people of color, including the genocide, exploitation, and dispossession of American Indian people, the enslavement of Black people, and the systematic denial of suffrage and civil rights to American Indian, Black, and other people of color. San Francisco has participated in this national legacy by creating or enforcing laws, policies, actions, and institutions that have perpetuated racial discrimination and led to disparate outcomes for American Indian, Black, and other people of color (see Figure 11). In San Francisco land use, racial discrimination is evident in the City's 1870 Cubic Air Ordinance and 1880 Laundry Ordinance which targeted San Francisco's Chinese population by limiting where they could live or work. In the 20th Century, housing discrimination in San Francisco occurred through direct government action such as underline renewal or redevelopment and through a failure of the City to act to provide equal protection to all San Francisco's residents in the face of private instruments of racial discrimination including bank redlining (see Figure 12), racial covenants, and predatory subprime loans. Furthermore, the City has at times directly removed targeted communities from their homes through local use of eminent domain or stood quietly by while federal actions like WWII Japanese American incarceration injustly targeted San

Francisco citizens based on their race. Lastly, the majority of American Indian people who live in San Francisco today are here due to the Indian Relocation Act of the 1950s.[33] This policy removed American Indian peoples from their reservations and relocated them to cities nationwide. The policy enticed American Indian youth to come to seven large urban areas, including the San Francisco Bay, with promises of job training, housing, and stipends. The promises often fell short; checks did not arrive, job training was for menial labor, and people were housed in inferior housing, separated from their families and extended tribal communities.The cumulative effects of these discriminatory acts have contributed to the economic oppression that pushed and continues to push American Indian, Black and other people of color out of San Francisco. As a result, American Indian, Black, and other people of color continue to face significant income inequality, poor health outcomes, exposure to environmental pollutants, low homeownership rates, high eviction rates, and poor access to healthy food, quality and well-resourced schools, and infrastructure.

Path forward- San Francisco has a role to play in redressing the compounding effects of racial discrimination against American Indian, Black, and other people of color perpetuated at all levels of government and throughout American society. While federal action is required to redress the harms of American Indian genocide or the enslavement of Black people, San Francisco can incrementally work towards healing these deep wounds and the disparities that have resulted from centuries of oppression. The San Francisco Planning Commission passed a resolution on June 11, 2020, that acknowledges and apologizes for the history of racist, discriminatory, and inequitable

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[33] SF Human Rights Commission. Discrimination by Omission: Issues of Concern for Native Americans in San Francisco. August 23, 2007. Accessed online March 16, 2022 at: https://sf-

hrc.org//sites/default/files/Documents/HRC_Publications/Articles/Discrimination_by_Omission_Issues_of_Concern_for_Native_Americans_in_San_Francisco.pdf

planning policies and practices that have resulted in racial disparities. The resolution provides direction for the Planning Department to develop proactive strategies to address and redress structural and institutional racism. The resolution explicitly directs the Planning Department to redress the consequences of government-sanctioned racial harm via meaningful City-supported, community-led processes.

To advance this transformative work, the City must deepen its understanding of the direct harm that discriminatory housing programs and policies caused to American Indian, Black, Japanese,

Filipino, and other communities of color in San Francisco. It must also understand the multiple ways in which broader mechanisms of racial and social discrimination reduce a person's access to housing, such as job discrimination or racial disparities within the criminal justice system. The City must actively dismantle these discriminatory policies by reallocating resources to increase housing access, financial stability, economic opportunities, and community building investments for these communities. Lastly, the City must remain accountable to these communities and transparent in the processes it undertakes to redress harm.

Figure 11. Percentage change of population by race and ethnicity from 1990 to 2015.
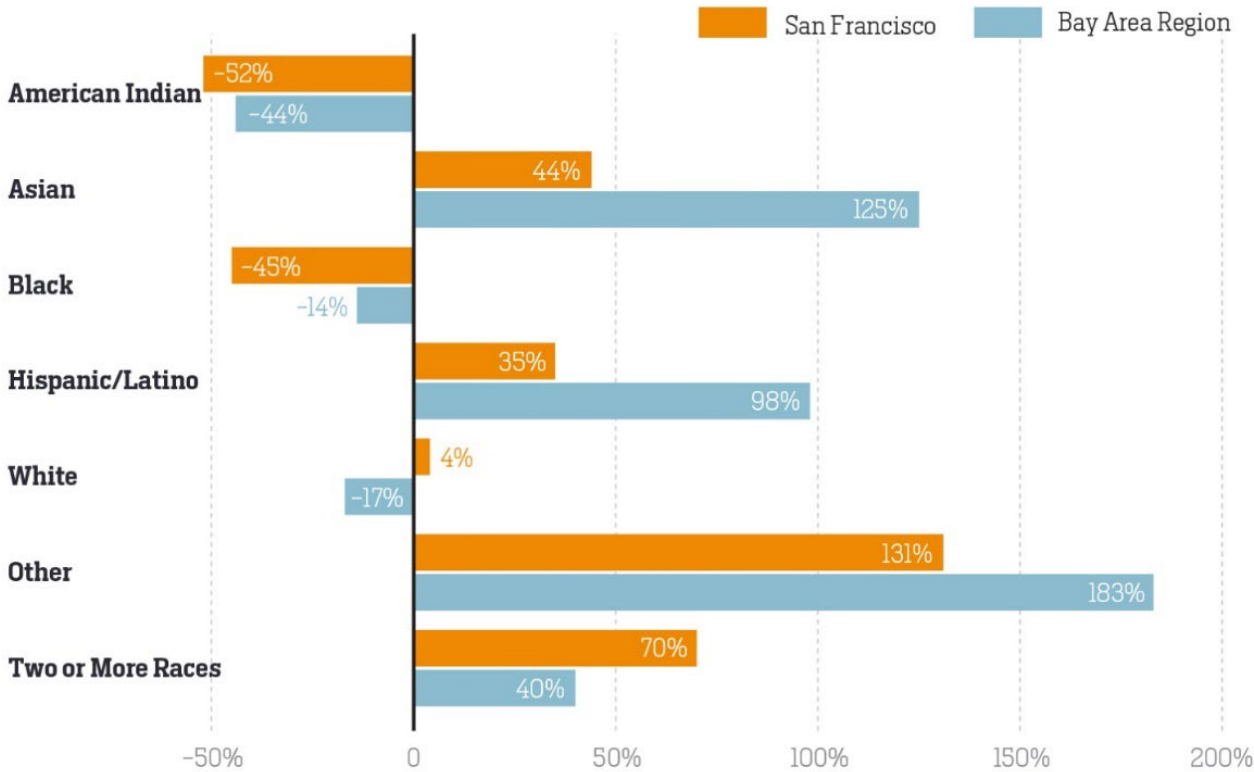
Source: 1990 Decennial Census (IPUMS-USA); ACS 2015 5-year Estimates (IPUMS-USA).

Figure 12. Redlining map shows in red neighborhoods that were discriminated for home and improvement loans.
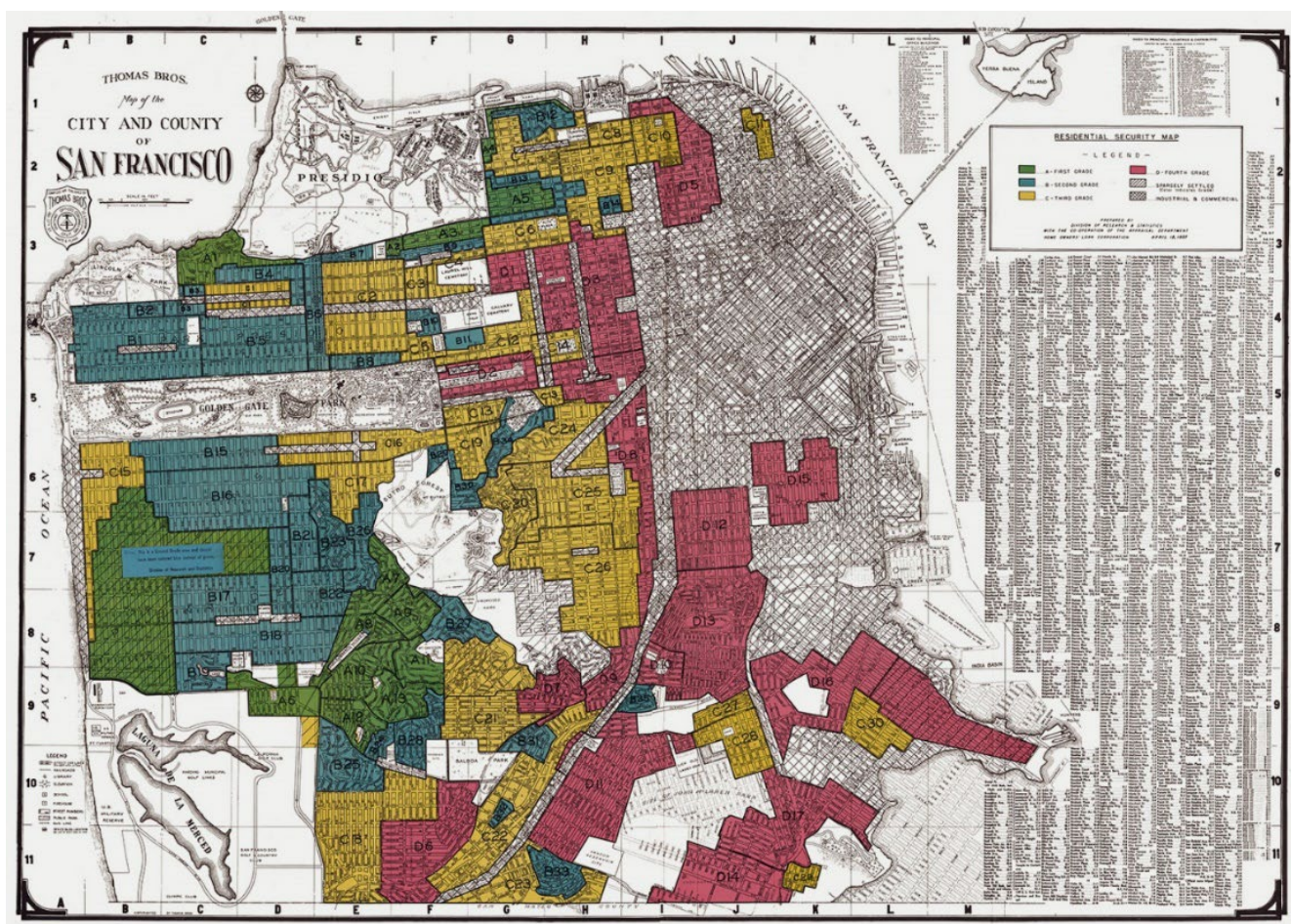
Objective 2.a Make amends and inform reparative actions by telling the truth about discriminatory actions and the resulting harm

Challenge- Throughout history, communities of color have been the targets of federal, state and locally sponsored and supported programs which have segregated neighborhoods, displaced, and stripped wealth from communities, and undermined their general health and well-being. The impact of these discriminatory actions on American Indian, Black and other communities of color has yet to be fully documented or understood. While historians have described national events such as the Japanese Internment Bill of 1942 or the Indian Relocation Act of 1956, or government endorsed practices such as redlining (see Figure 12), racially restrictive covenants, and urban renewal, the City needs to study and understand how these actions specifically impacted the residents of San Francisco in order to take reparative action. The City cannot make amends or take steps to repair past harm without identifying the persons who suffered these acts of discrimination and, by speaking with them, documenting the nature and magnitude of the harm. In many cases, this will mean tracking how harm to an individual repercussed through generations and communities. This level of

investigation and documentation, centering the voices of the American Indian, Black and other communities of color, has been limited in San Francisco to date. For example, the Planning Department has constructed historical narratives to explain segregation in public housing or development patterns resulting from redlining and urban renewal to inform the department's regulatory review; however, the department is only just beginning to apply this information in a reparative framework to ask, "What actions must we take as a department and a city to redress the harm that resulted from these events?" This is a challenging and urgent task because truth-telling will necessarily rely on oral histories to reveal the largely undocumented stories of impacted communities, and first-hand accounts of these events will become rarer as members of those communities pass on. Moreover, the opportunity to repair harm for those individuals will be lost.

Path forward- To begin to repair and redress the harm, it is crucial that the City undergoes a truth-telling process to acknowledge the impacts government-sanctioned actions that led to wealth loss, disparate housing outcomes and displacement in the American Indian, Black, Japanese, Filipino and other communities of color. This process of investigation, documentation, and acknowledgment is essential for establishing accountability, raising consciousness, and informing the mechanisms and magnitude of resources required to repair the harm. The City must support the affected communities to lead this investigation and documentation, and acknowledgement of harms and their disparate outcomes must be communicated at all levels of power. This truth-telling can illuminate how City agencies build programs that are harm reductive, culturally competent, accessible, and that do not reproduce racist practices from the past. Lastly, truth-telling can begin to correct the erasure from the historic record, both in its written form and in the city's built-form, that these communities have suffered.

POLICIES AND ACTIONS

Policy 10: Acknowledge the truth about discriminatory practices and government actions[34] as told by American Indian, Black, and other communities of color to understand the root causes of the housing disparities in these communities and to inform how to redress the harms.

a. Commission an American Indian community-led study to document the discriminatory practices and government actions against American Indian communities including the Indian Relocation Act of 1956 and the cumulative impacts of genocide, exploitation, and dispossession of resources in terms of wealth loss, disparate housing outcomes, and scale of displacement. (Planning, HRC ; Short)

b. Commission a community-led study by affected communities, including American Indian, Black, and other communities of color, to document the history of redlining, racial covenants, and exclusionary zoning practices in San Francisco and their cumulative impacts, particularly on Black households, in terms wealth-loss, disparate housing outcomes, and scale of displacement. (Planning; Short)

c. Commission a community-led study by affected communities, including American Indian, Black, and other communities of color, to document the history of urban renewal in

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[34] Discriminatory programs include, but are not limited to, redlining, urban renewal, segregated public housing, and exclusionary zoning regulations, such as single-family zoning.

San Francisco and its cumulative impacts, particularly on Black households, in terms wealth-loss, disparate housing outcomes, and scale of displacement. (==Planning==; Short)

d. Commission a community-led study by affected communities to document the history of public housing replacement in San Francisco and its impacts, particularly on Black households, in terms of wealth loss, disparate housing outcomes, and scale of displacement. (==Planning==; Short)

e. Commission a community-led study by affected communities to document the history of predatory lending practices in San Francisco and its impacts in terms of wealth loss, disparate housing outcomes, and scale of displacement. (==Planning==; Short)

f. Incorporate the findings of these studies including the resulting disparities and inequities when applying the racial and social equity assessment tool[35] to applicable projects (==Planning==; Short).

Objective 2.b Offer reparations for communities directly harmed by discriminatory action and bring back their displaced people

Challenge- Racial discrimination has led to disparate outcomes in income for American Indian, Black and other communities of color, leaving them vulnerable to housing insecurity and limiting their ability to build intergenerational wealth. The median income for Black households was $30,442 in 2018, 23% of median income for a white household, and for American Indian households' median income was $61,250 (see

Figure 13), 46% of a white household's median income. As a result, these communities are far more impacted by displacement as discussed also in objective 2.b. San Francisco has a moral obligation to repair the harms of racial discrimination, especially those harms for which it holds the greatest responsibility. Calls for reparations from the federal government have occurred since the Civil War, but it was only in 2021 that House Resolution 40, first introduced in 1989 to create a commission to study slavery and discrimination and potential reparations, moved out of committee. In California, Assembly Bill 3121 was enacted on September 30, 2020 to establish the Task Force to Study and Develop Reparation Proposals for Black Americans. And in May 2021, San Francisco's Board of Supervisors appointed the city's African American Reparations Advisory Committee, described as the first body of its kind to create a comprehensive reparations plan for Black Americans.

Path forward- The City can build on current and past local and state initiatives to pursue reparations for American Indian, Black, as well as Japanese American and Filipinos harmed by government actions to create local programs that use housing as tool of repair that addresses persistent housing disparities for these groups and continued community displacement. Reparative acts through housing tools targeted to harmed communities could include dedicating land or housing, offering homeownership loans and grants, ensuring access to below market rate units, facilitating communal forms of land or housing ownership, creating pathways for displaced people and their descendants to return, and strengthening and sustaining their cultural

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[35] An analysis approach to assessing the potential racial and social equity impacts of a proposed action. This tool is part of San Francisco Planning's Racial and Social Equity Action Plan, which aims

to pro-actively advance equity in the Department's internal and external work such as community planning, community engagement, policy/laws development, hiring, and process improvements. At the time of publication (March 2022), this tool is still being developed.

anchors, such as businesses, community and cultural centers, and historic sites.

The city should use the Cultural District program to help anchor and stabilize American Indian, Black and other communities of color by leveraging the community-government partnerships the program has created to lead community planning and guide resource allocation. The program's mandate requires that the City coordinate resources to assist in stabilizing the districts, which house and provide for vulnerable communities facing, or at risk of, displacement or gentrification. Their community-led processes such as their Cultural History, Housing, and Economic Sustainability Strategies (CHHESS) and direct services, provide a culturally competent framework for stabilizing harmed communities and devising ways to bring back their displaced members.

To incrementally repair the harm inflicted on American Indian and Black people throughout our nation's history and to reverse the displacement

and overrepresentation in homelessness of American Indian and Black residents, the City should support these groups for homeownership opportunities, rental housing assistance and other housing services programs. Similarly, to address direct displacement caused by government actions, the City will explore implementing the newly passed State Assembly Bill 1584 that expands the Certificate of Preference program to serve the descendants of households displaced.

The goal of such actions is to erase racial and ethnic disparities across indicators such as homelessness, homeownership, and rent burden, to improve life outcomes for residents in vulnerable communities, and to grow the city's communities of color whose populations have been diminished by displacement. Housing reparative acts should work in concert with more comprehensive local, state, and federal efforts to redress the nation's history of harm against American Indian, Black and other communities of color.

Figure 13. Median household income by race and ethnicity (2018).

SAN FRANCISCO	$104,552
American Indian / Alaskan Native	$61,250
Black or African American	$30,442
Hispanic or Latino/e/x (Any Race)	$72,578
Native Hawaiian and Other Pacific Islander	$76,333
Some Other Race	$ 59,497
Two or More Races	$114,399
White (Non-Hispanic)	$132,154

Source: ACS 2018 5-year Estimates (IPUMS-USA).

POLICIES AND ACTIONS

Policy 11: Establish and sustain homeownership housing programs designed around a reparations framework for American Indian, Black, Japanese, Filipino, and other communities directly harmed by past discriminatory government actions in the past including redlining, Redevelopment and Urban Renewal, the Indian Relocation Act, or WWII Japanese incarceration, as a means of redressing the harms and with the goal of stabilizing these communities and bringing back those who have been displaced from the city.

a. Establish pilot and permanent programs that offer homeownership opportunities targeted to Black communities harmed through redlining or urban renewal, and to certificate of preference holders and their descendants as informed by the studies referenced in Policy 5, action (g); Building on programs such as the Dream Keeper initiative. Such programs should include features such as silent second loans or grants for down payment assistance, as well as other financial assistance to reduce income eligibility as a barrier to access homeownership opportunities. (MOHCD; Medium)

b. Upon completion of the pilot program for Black communities cited in Policy 11, action (a), evaluate and extend the program to other communities directly harmed by discriminatory government actions.[36] (MOHCD; Short)

c. Target increased investment in the Down Payment Assistance Loan Program to communities harmed by discriminatory government actions as listed in this policy. (MOHCD; Short)

d. Prioritize American Indian residents for housing opportunities to redress the historic

dispossession of resources affecting these communities, such as by the Indian Relocation Act, and other government actions that broke the cohesion of this community. (Mayor/BOS; Short)

e. Implement the right to return legislation for residents of public housing including opportunities to those previously displaced. (MOHCD; Medium)

f. Pursue expanding and modifying the shared equity homeownership and land trust models, to address their effectiveness and scalability, for communities harmed by past discrimination. Use the findings of the study referenced in Policy 3, action (c) to inform expansion of these models. (MOHCD, Planning; Medium)

Policy 12: Invest in cultural anchors and expand access to land and spaces that hold cultural importance for American Indian, Black, Japanese, Filipino, and other communities directly harmed by discriminatory government actions in the past including redlining, Redevelopment and Urban Renewal, the Indian Relocation Act or WWII Japanese incarceration as a means of redressing histories of dispossession, social disruption, and physical displacement based on a reparations framework.

a. In recognition of the removal of American Indians from their ancestral lands, identify opportunities to restore access to land for traditional cultural uses and to invest in spaces for the American Indian community to participate in traditional cultural practices and convene community gatherings. (MOHCD, Mayor/Board, RED; Short)

b. In recognition of the disproportionate loss of Black residents from San Francisco in recent

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[36] Discriminatory programs by government action affecting housing, including government sanctioned programs, include but are not limited to urban renewal, redlining, segregated public housing,

racial covenants, and exclusionary zoning regulations, such as single-family zoning.

decades resulting from a culmination of discriminatory government actions, identify opportunities to donate or dedicate land for use by Black-led, community-serving organizations. (MOHCD, Mayor/Board, RED; Short)

c. Strengthen interagency coordination to ensure that Cultural District strategies related to the creation or improvement of cultural anchors and spaces are integrated into planning, funding, and construction and/or rehabilitation of public projects (e.g., parks and open spaces, street improvements, libraries, and transit facilities). (Planning, MOHCD, OEWD; Short)

d. Fund the development and implementation of community-developed strategies in Cultural Districts to retain and grow culturally associated businesses and services that attract residents back to the area. (MOHCD, OEWD, OSB, Planning; Short)

e. Recognize spaces of cultural importance identified by American Indian, Black, Japanese, Filipino, and other communities directly harmed by discriminatory government actions in community planning and regulatory review for development projects, consult them in decisions affecting those spaces, and direct resources towards their preservation and management. (Planning, OEWD, OSB; Short)

f. Fund the development of cultural spaces that serve communities harmed as described under this policy, using potential new funding sources such as the mitigation fund referenced under Policy 37, action (c) or community facilities fees. (MOHCD, Planning, OEWD; Medium)

g. Explore utilizing the Legacy Business Registry program to direct resources to businesses and not-for-profit organizations associated with American Indian, Black, Japanese, Filipino, and other communities directly harmed by

discriminatory government actions. (OSB, OEWD; Short)

Policy 5: Improve access to the available Affordable Rental and Homeownership units especially for racial and social groups who have been disproportionately underserved or for American Indian, Black, Japanese, Filipino, and other communities directly harmed by past discriminatory government actions in the past including redlining, Redevelopment and Urban Renewal, the Indian Relocation Act or WWII Japanese incarceration based on a reparations framework.

a. Identify racial, ethnic, and social groups who have been disproportionately underserved by MOHCD's available Affordable Rental and Homeownership units and the underlying reasons why those groups are underrepresented in obtaining such housing. These groups include but are not limited to previously identified groups such as American Indian, Black, Latinos, and other people of color, transgender and LGBTQ+ people, transitional aged youth, people with disabilities, and senior households. This study can inform the housing portal cited in Policy 14 (f). (MOHCD, Planning; Short)

b. Through the Inclusionary Technical Analysis Committee, assess whether affordability levels of rental and ownership units created through the Affordable Inclusionary Housing Program are accessible to groups underserved as studied in Policy 5, action (a), update those requirements in balance with ensuring financial feasibility as referenced in Policy 24 (a). (Planning, MOHCD; Mayor/BOS; Short)

c. Evaluate and update existing policies and programs to increase the percentage of Affordable Rental and Homeownership units awarded to underserved groups identified through the studies referenced in Policy 5,

action (a) and (g), including but not limited to [preferences](#), strengthening targeted outreach, education, housing readiness counseling, and other services specific to the needs of each group, ensuring accessible accommodations in these services, as well as increasing production of units affordable to extremely low, very low, and moderate income households as referenced under Policy 15, action (a), Policy 19, action (b), and Policy 23, action (b). (MOHCD; Short)

d. Evaluate area median incomes and unit types and identify strategies to secure housing for applicants to the Affordable Rental and Homeownership unit lottery program who have not won the lottery after more than five years of submitting applications. (MOHCD, Mayor/BOS; Short)

e. Create and pilot programs based on a reparations framework to increase access to Affordable Rental and Homeownership units for American Indian, Black, Japanese, Filipino, and other communities directly harmed by past discriminatory government actions in the past including [redlining](#), [Redevelopment and Urban Renewal](#), the Indian Relocation Act, or WWII Japanese incarceration have been harmed by past discriminatory government actions. (MOHCD, Planning, HRC; Short)

f. Expand the Certificates of Preference program as allowed per recent State Law 1584, and conduct comprehensive outreach and engagement to identify the descendants of households who have been displaced. Expanding this program should rely on strategies that ensure such units meet the preferences and needs of eligible households as informed by Policy 5, action (g) below. (OCII, MOHCD; Short)

g. Conduct a study to engage with Certificates of Preference holders and their descendants to identify their housing needs, preferences, and income levels and create a tracking system to better monitor who has obtained or passed on affordable rental and homeownership opportunities and why. (OCII, MOHCD; Short)

h. Expand and fund community capacity for housing programs and investments for American Indian residents as one strategy to redress the historic dispossession of resources affecting these communities, such as the Indian Relocation Act, and other government actions that broke the cohesion of this community. (Planning, MOHCD; Short)

i. Identify and adopt local strategies to remove barriers to access permanently affordable housing for immigrants; people who lack documentation such as credit histories, bank accounts, or current leases; and for transgender people whose documentation may need corrections not possible due to immigration status, and/or non-California state laws; such local strategies should complement State legislation solutions referenced in Policy 6, action (d). (MOHCD, Mayor/BOS, Short)

j. Expand the Senior Operating Subsidy (SOS) program to allow extremely and very low-income seniors to be eligible for the senior Below Market Rate rental units. (MOHCD; Short)

k. Expand existing culturally responsive housing counseling to applicants to MOHCD Affordable Rental and Homeownership Opportunities through a network of community-based housing counseling agencies and Cultural Districts, and as informed by the needs identified under Policy 5, actions (a), (c), and (g); These programs include financial counseling, market-rate and below market rate rental readiness counseling, and other services that lead to finding and keeping safe and stable housing; expansion of such services should in coordination with Policy 21, action (d), and informed by community priorities working with liaisons referenced under Policy 14, action (b). (MOHCD; Short)

l. Strengthen monitoring and enforcement of Below Market Rate units to avoid fraud and abuse of units and to unlock more units for those eligible and in need, through active enforcement of existing obligations, expedited leasing of new and turnover units, and completing the build out of DAHLIA partners database. (MOHCD; Medium)

m. Amend the Inclusionary Housing Program regulations to allow existing homeowners of Below Market Rate units to purchase another Below Market Rate unit and sell their current unit in cases where household size changes or another reasonable accommodation is required, in order to respond to changing household needs. (MOHCD; Planning; Short)

Objective 2.c Increase accountability to American Indian, Black and other communities of color

Challenge- Limited commitment at the local, state, and federal levels to adequately fund housing programs to meet the City's existing housing need has contributed to profound public frustration and distrust in the agencies that are meant to serve them. In focus groups for the Housing Element with communities of color and vulnerable groups in 2021, participants reported the sense of powerlessness that they have experienced when attempting to access city programs and resources. Participants shared housing-related experiences that have left them feeling unheard, overwhelmed, exhausted, and powerless to improve housing challenges that seem insurmountable. Participants expressed that existing housing programs and systems sometimes contribute to this sense of powerlessness by de-humanizing already vulnerable community members, and by operating without enough transparency, or accountability to the communities served.

More needs to be done to improve information sharing with the public about why their needs are not being met, how decisions are being made, and why resources have been inadequate. Unmet housing needs for low-income people are the norm around the state and nation as represented by only one Section 8 voucher available for every four qualified households, and very-low-income renters everywhere face cost burdens and a scarcity of affordable housing. Locally, hundreds of households apply for each new affordable housing unit (see Figure 14). American Indian, Black and other people of color are disproportionately impacted by the failure to adequately fund our housing systems. These are the same communities that are most marginalized from the electoral process and therefore, have fewer means to impact political and government decisions regarding housing policy and resource allocation and to hold those in power accountable to their needs. Likewise, communities of color have not been sufficiently elevated in the City's outreach and engagement efforts or adequately represented in decision-making bodies, further marginalizing their voices.

Path forward- The City must create systems of accountability that empower American Indian, Black and other communities of color with the knowledge and means to effect positive change for their communities. Elevating the voices of communities of color and other marginalized groups will require that the City proactively support community-based organizations in leading community engagement, and planning. Working with community organizations that serve American Indian, Black and other people of color will help expand access to housing programs and ensure that new policies and larger programmatic changes effectively meet the housing needs of these communities. Outreach and engagement processes should be community-led, culturally appropriate, long-term, and with clear

expectations about the outcome of the engagement.Whenever possible, the time and knowledge shared by community advisors should be compensated. Elevating the voices of communities of color also means increasing representation of American Indian, Black, and other people of color in advisory and decision-making bodies.

Improving accountability to advance racial and social equity in housing outcomes will require identifying priorities in this housing plan. While the City needs to significantly expand its resources, priority actions will guide City agencies to prioritize their existing limited resources into actions that carry the highest impact in serving the needs of communities of color, and improving housing affordability for all. Working with bodies and organizations that represent American Indian, Black, and other Communities of color, such as the Community Equity Advisory Council, the African American Reparations Committee, or Cultural Districts, the City will update those priorities frequently, and report on their performance. This process will equip communities of color with more knowledge of the functions and performance of housing programs and policies

and the means to hold agencies accountable and support efforts to hold greater power in the decisions that affect their communities. The dissemination of information to and capacity building with American Indian, Black, and other communities of color should expand access to housing programs and result in more effective policies and strategies for meeting the housing needs of their communities.

Additionally, transparent processes and interagency coordination will support the City to continuously identify the funding gaps to implement those priorities and inform the City's budgeting process. A new racial and social equity analysis framework will help evaluate the impact of the Housing Element's policies and programs to ensure timely adjustments to increase accountability and effectiveness in advancing racial and social equity. This new framework will include metrics to evaluate progress, and investment solutions to prevent and reverse adverse impacts and to advance equity. Overall, these new tools should make possible a healthier democratic system in which the needs of all residents are more equitably addressed.

Figure 14. BMR Rental Applicants vs Occupants by Race and Ethnicity.

Demographics for BMR Rentals*		
589 units (new and re-rental)	Applicants	Occupants
American Indian or Alaska Native	1,818	4
Asian	36,301	214
Black or African American	19,045	71
Hispanic or Latino	28,005	140
Native Hawaiian or Other Pacific Islander	1,710	6
White	18,392	90
Other or Multi-Racial	6,597	24
Unknown	8,169	51
Total	**120,037**	**602**

Source: 2019-2020 MOCHD Progress Report

POLICIES AND ACTIONS

Policy 13: Amplify and prioritize voices of American Indian, Black, and other people of color, and other disadvantaged communities, and embrace the guidance of their leaders throughout the engagement and planning processes for housing policy, planning, programs, and developments.

a. Develop and implement community engagement strategies that center racial and social equity and cultural competency to be used by Planning Department staff as well as developers or community groups. (Planning; Short)

b. Update the Planning Code and Planning Department protocols where necessary to reflect strategies developed in Policy 13, action (a), this includes updating Planning Department requirements for project sponsors to engage with interested Cultural Districts to allow these communities to provide input upon initiation of a project application and to allow the project sponsor adequate time to address the input through dialogue or project revisions. (Planning; Short)

c. Increase resources and funding to partner with community-based organizations primarily serving and representing American Indian, Black, other people of color for inclusive outreach and engagement and meaningful participation in planning processes related to housing through focus groups, surveys, and other outreach events (Planning, Mayor/BOS; Medium)

d. Develop and implement guidelines, and update the municipal codes where needed, to ensure elevated representation of American Indian, Black, and other communities of color in decision-making or advisory bodies such as Community Advisory Councils (CACs). (Planning; Medium)

e. Prioritize and improve consultation with local Native Ohlone representatives, including the Association of Ramaytush Ohlone representatives, and American Indian residents in policy development and project review regarding tribal and cultural resource identification, treatment, and management while compensating them for their knowledge and efforts. Improvements should include commissioning the development of community-led, culturally relevant guidelines for identifying and protecting tribal and cultural resources and identifying funding sources for cultural resource identification, treatment and management. (Planning; Short)

f. Identify and implement priority strategies recommended by advisory bodies primarily serving and representing American Indian, Black, and other people of color such as the African American Reparations Advisory Committee and the Transgender Advisory Committee. (Planning, MOHCD; Medium)

Policy 14: Establish accountability tools to advance racial and social equity in housing access with measurable progress.

a. Develop and align department-wide metrics that measure progress towards beneficial outcomes for American Indian, Black, and other people of color resulting from housing policies using methods consistent with the San Francisco Equity Index prepared by the Office of Racial Equity. (Planning, ORE; Medium)

b. Identify and fund liaisons within key City agencies such as MOHCD and Planning to support the housing needs and priorities of American Indian, Black, other people of color, and other disadvantaged communities; such liaison should provide regular check-ins with the community at centralized community spaces and reporting on program performance. (Planning, MOHCD; Short)

c. Identify priority actions in the Housing Element specific to different communities, through collaboration with Cultural Districts or other racial and social equity-focused community bodies such as the Community Equity Advisory Council or the African American Reparations Committee, and report back to communities on those priorities and update every two years. (Planning; Medium)

d. Establish an inter-agency Housing Element implementation committee, who convenes meetings with community advisor members representing racial and social equity-focused bodies as cited in Policy 14, action (c), to inform the City's budget and work program on housing equity. The committee would be responsible for reporting progress measured in actions (a) and (c) to the Planning Commission and Mayor's Office and for identifying financial or legal challenges to progress. (Planning, MOHCD, HRC; Short)

e. Create a budgeting tool for housing investments, including permanently affordable housing production, preservation, and housing services, to implement the priorities identified in Policy 14, actions (b) and (c), and inform the Capital Planning process as cited in Policy 22, action (a). The tool would identify existing and consistent sources of funding as well as funding gaps to inform the annual funding and Capital Planning process. (Planning, MOHCD; Short)

f. Develop a housing portal, expanding DAHLIA, to improve data collection on communities being served by various housing services, and to also provide a hub for applicants to all housing programs and services including rental assistance, affordable housing lotteries, vouchers, and public housing. (MOHCD, Digital Services, SFHA, HSH; Short)

Policy 21: Prevent the potential displacement and adverse racial and social equity impacts of zoning

changes, planning processes, or public and private investments especially for populations and in areas vulnerable to displacement.

a. Based on the Racial and Social Equity Impact Analysis for the Housing Element,[37] measure and quantify levels of investments to prevent community displacement through increased permanently affordable housing production, equitable access to housing, and other community stabilization strategies for vulnerable populations. (Planning; Short)

b. Create benchmarks for affordable housing production and preservation investments to avoid displacement and other adverse racial and social equity impacts for future zoning changes, development projects and infrastructure projects according to the scale and location of the proposal, as informed by the Racial and Social Equity Impact Analysis for the Housing Element. (Planning; Short)

c. Invest public funding or direct private investment to implement the anti-displacement investments identified in Policy 21, action (b) for zoning changes, development projects, or infrastructure projects of certain scale or intensity, in parallel with the project timeline. (MOHCD, SFMTA, OEWD, DPW; Medium)

d. Increase funding to expand the services of community-based organizations and providers for financial counseling services listed under Policy 5, action (k), as well as tenant and eviction protection services listed under Policy 1, to better serve populations and areas vulnerable to displacement; tenant and eviction protection services include legal services, code enforcement outreach, tenant counseling, mediation, and housing-related financial assistance; expansion of such services should be informed by community priorities working with liaisons referenced under Policy 14, action (b). (MOHCD, Mayor/BOS; Short)

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[37] The Racial and Social Equity Impact analysis of the Housing Element will be completed prior to the adoption of the Housing Element 2022, and this action will be updated based on the findings accordingly.

Goal 3. Foster racially and socially inclusive neighborhoods through equitable distribution of investment and growth.

Challenge- Racial and economic segregation is defined by the UC Berkeley Othering and Belonging Institute (OBI) as "an attempt to deny and prevent association with another group, and a strategy that institutionalizes othering of racial or social groups through inequitable resource distributions."[38]

Racial concentrations overlapped with concentration of low-income households are strongly visible in San Francisco (Mission, Fillmore and Bayview, Chinatown, SoMA) indicating segregated living patterns (Figure 15). Many of these neighborhoods have hosted most of the new growth, with 85% of new housing built since 2005 concentrated in the eastern and central parts of the city: Downtown/South Beach, SoMa, Mission Bay, Potrero Hill/ Dogpatch, Bayview Hunters Point, the Mission, Tenderloin, and Hayes Valley (see Figure 16). While these investments in housing development brought new infrastructure, jobs, and residents to the east side, many lower income communities of color were locked out of access to these benefits and are still contending with the lingering effects of discrimination that make them more vulnerable to homelessness, evictions, and displacement. At the same time, well-resourced neighborhoods with greater access to parks, quality schools, better environmental conditions, and with higher median incomes have

experienced the lowest rates of new housing development over the last few decades. Multi-family homes in these neighborhoods are either not currently allowed or zoning restrictions render them too expensive to deliver. These restrictions have the effect of excluding low- and moderate-income households from being able to live in these neighborhoods and in that way serve to maintain racial and economic segregation in San Francisco (see Figure 17).

Path forward- A new state law, Affirmatively Furthering Fair Housing (AFFH), requires that all public agencies administer programs and activities related to housing and community development in a manner that promotes fair housing. Affirmatively furthering fair housing means "taking meaningful actions, in addition to combating discrimination, that overcome patterns of segregation and foster inclusive communities free from barriers that restrict access to opportunity."[39] The California Department of Housing and Community Development (HCD) prescribes that in order to prevent further segregation and concentration of poverty, and to increase access to opportunity and redress past actions that led to current inequities, city agencies and decision-makers "must create land-use and funding policies to increase affordable housing in high resource neighborhoods that have often been exclusionary (explicitly or indirectly due to costs or zoning policies) and bring additional resources to traditionally under-resourced neighborhoods."[40]

The goal of greater integration, and racially and socially inclusive neighborhoods, relies on building intergenerational wealth within areas[41] with high concentration of American Indian, Black, or other

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[38] https://www.otheringandbelonging.org/the-problem-of-othering/

[39] AB 686 https://leginfo.legislature.ca.gov/faces/billNavClient.xhtml?bill_id=201720180AB686

[40] https://www.hcd.ca.gov/community-development/affh/docs/affh_document_final_4-27-2021.pdf#page=16

[41] Ibram Kendi, "How to Be an Antiracist" (One World, August 13, 2019).

communities of color. This goal requires the City to ensure low-income communities and communities of color can also benefit from investment in housing, including the opportunity to build wealth. The goal also requires the City to open wealthy, white, and well-resourced neighborhoods to all communities of color and low-income households in order provide access to high-quality neighborhood resources that foster positive economic and health outcomes. To prevent further inequities as an unintended impact of investments, targeted anti-displacement investments are needed to stabilize existing racially and socially inclusive communities.

Figure 15. Map of predominant racial and ethnic concentrations and Racially and Ethnically Concntrated Areas of Proverty (R/ECAP) (2017).
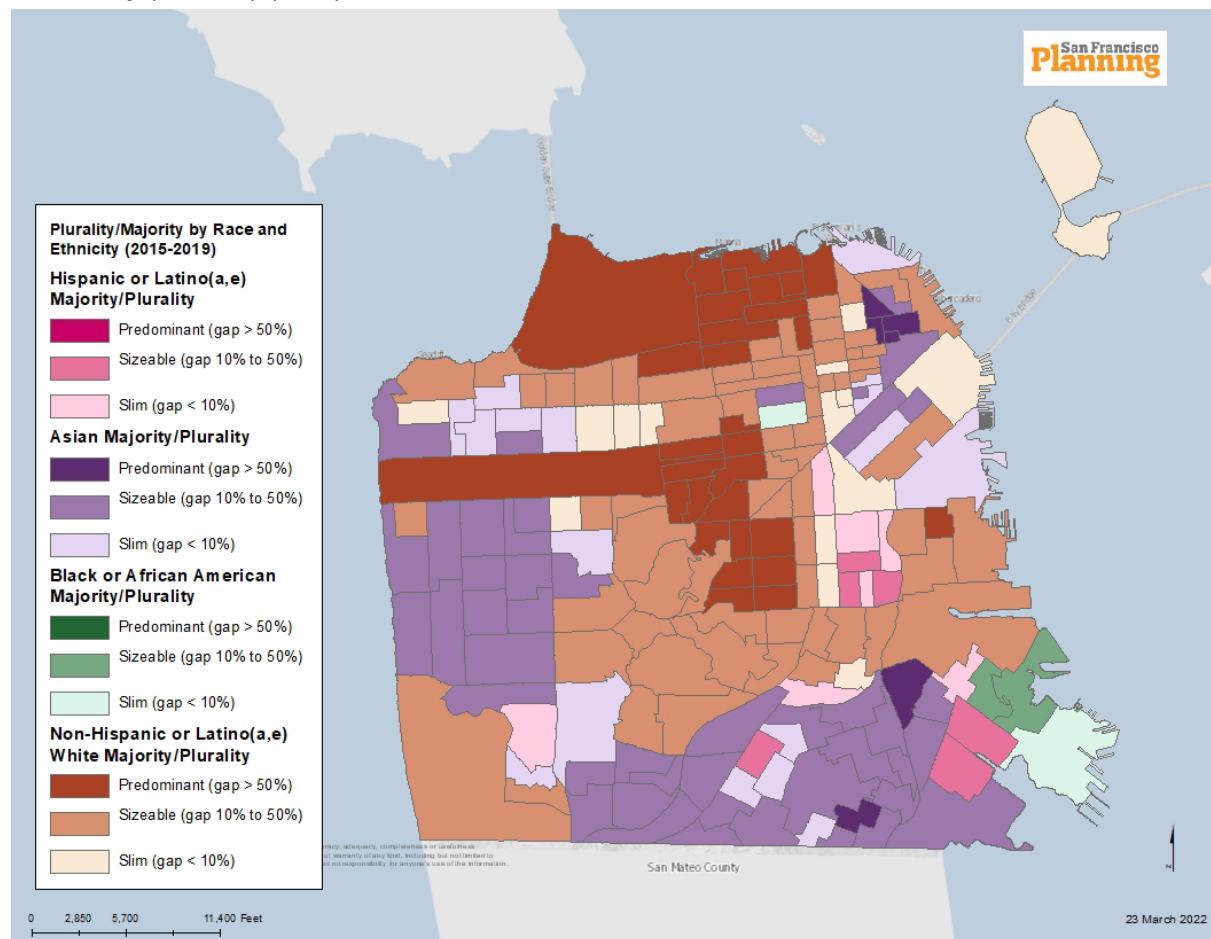
Source: Esri, Predominant Race/Ethnicity by Block Group, 2013-2017 (2013-2017 American Community Survey 5 Year)

Figure 16. Map of housing production by neighborhood from 2005 to 2019.

Housing Production by Neighborhood, 2005 to 2019

Total Units
- Less than 300
- 301 – 1,500
- 1,501 – 3,000
- 3,001 – 8,721
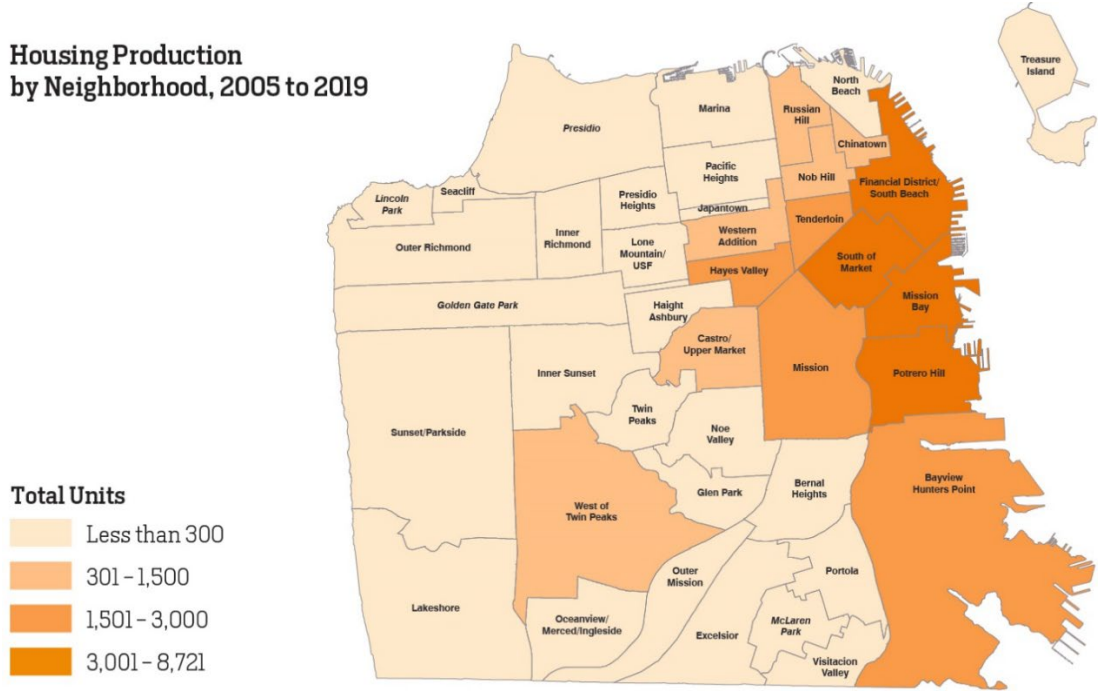
Source: San Francisco Housing Affordability Strategies (2020).

Figure 17. Map of permanent affordable housing by units per building (2018).

Subsidized Affordable Housing

Affordable Units
- 0 – 10
- 11 – 100
- 101 – 300
- 301 – 646
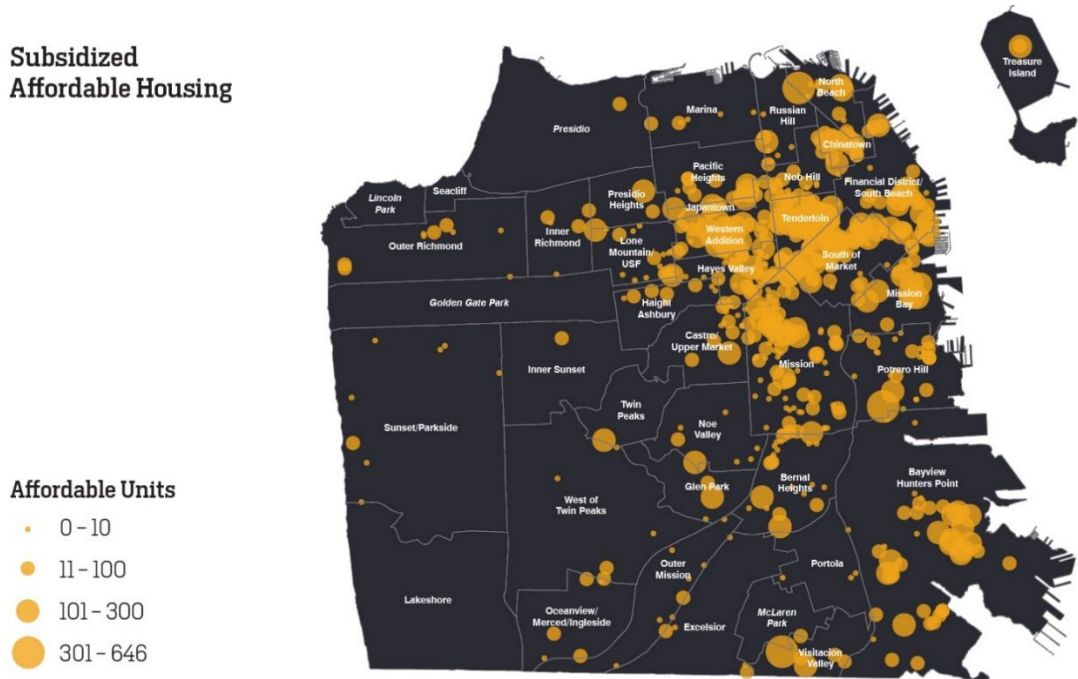
Source: San Francisco Housing Affordability Strategies (2020) with data from the San Francisco's Mayor's Office of Housing and Community Development (2018).

Objective 3.a Build intergenerational wealth for American Indian, Black, and other communities of color.

Challenge- Government actions in the form of redevelopment and urban renewal have dispossessed specific communities in San Francisco, such as American Indian, Black, Japanese, Filipino, and other communities, of homes and entire neighborhoods. The median household wealth (the difference between total assets and total debts) for white households is more than five times greater than Latino/e/x households and more than seven times greater than Black households (see Figure 18). Income data from San Francisco echoes these national trends (see Figure 13). The median income for Black households is less than one fourth of non-Hispanic white households. Similarly, the median household income for American Indians ($61,250), Latinos/es/x ($72,578), and Asians ($88,016) was also lower than non-Hispanic white households.

These wealth gaps have left households of color more likely to experience housing instability and cycles of intergenerational poverty, and often unable to build wealth to pass down to their children over decades. Wealth allows people and families to secure safe and healthy housing, open businesses, sustain themselves in retirement, and facilitate education and access to homeownership for their children. Homeownership is one of the primary sources of building wealth for most U.S. families. But decades of lost opportunity due to housing discrimination and neighborhood disinvestment, along with educational and workplace discrimination, have locked many people of color out of homeownership and contributed to the racial wealth gaps we see today. While some neighborhoods with the high

concentration of low-income American Indian, Black, and other communities of color in San Francisco have experienced significant housing and infrastructure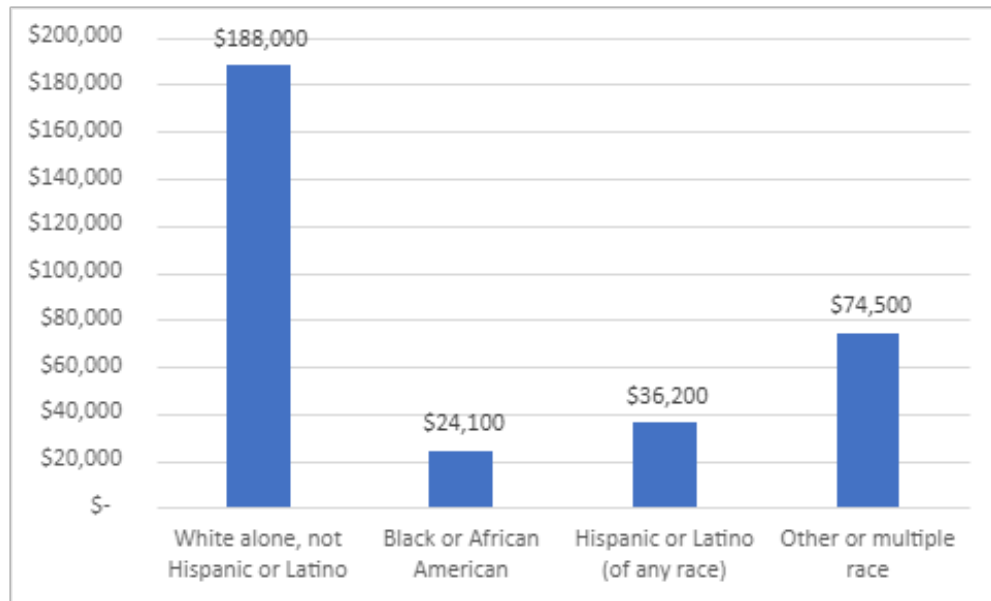 investments in the past two decades, these communities have experienced limited benefits and, in some cases, experienced displacement of residents and businesses. In addition, these low-income communities of color have had limited access to the new permanently affordable housing units due to income or credit requirements beyond their reach.

Path forward- Racially and socially inclusive neighborhoods rely on low-income American Indian, Black, and other communities of color having the opportunity to build wealth to pass on to future generations. This Housing Element defines Priority Equity Geographies, as places where the city will target direct investments to achieve this outcome and implement reparative strategies described in the previous goal (see Figure 19). Wealth building strategies should start with a people-based approach and include access to affordable housing and homeownership, as well as trainings for well-paid jobs, business ownership, and fostering financial literacy and readiness. Wealth building strategies will also include place-based strategies to improve access to opportunity: resources in one's neighborhood that are linked to positive economic, social and health outcomes for communities, such as quality public schools, affordable and accessible transportation options that connect residents to educational and economic development opportunities, affordable community serving businesses, and a healthy environment. These resources create the conditions for thriving neighborhoods that, along with people-based approaches, can build lasting wealth that can be passed on from one generation to the next.

Figure 18. National median household wealth (2019).

Figure 19. Map of Priority Equity Geographies
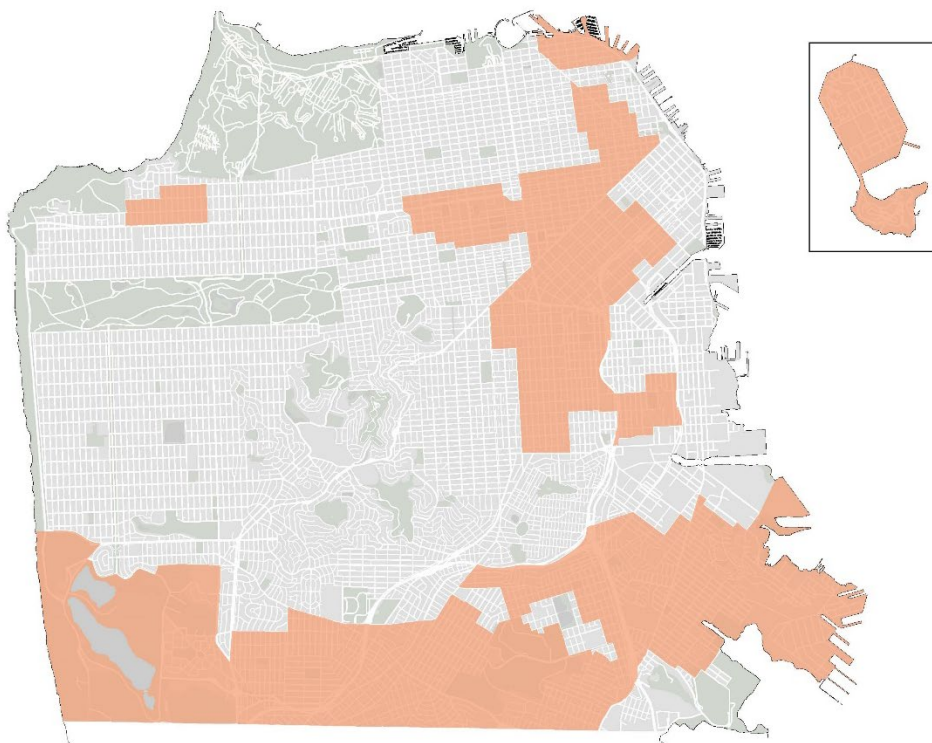
POLICIES AND ACTIONS

Policy 15: Expand permanently affordable housing investments in Priority Equity Geographies to better serve American Indian, Black, and other People of color within income ranges underserved, including extremely-, very low-, and moderate-income households.

a. Increase production of housing affordable to extremely and very low-income households including identifying and deploying subsidy resources necessary to serve these income groups. (MOHCD, HSH; Medium)
b. Maximize the use of ongoing tenant-based rental assistance to expand eligibility for extremely and very low-income households who otherwise do not qualify for Below Market Rate units. (MOHCD; Short)
c. Evaluate increasing neighborhood preference allocation for Below Market Rate units in Priority Equity Geographies to better serve American Indian, Black, and other communities of color, if possible, per the Federal Fair Housing regulations, as informed by Policy 5 and underlying actions. (MOHCD; Short)
d. Support the development and implementation of community-led plans in the Tenderloin and the Fillmore (Planning, MOHCD; Short)
e. Support implementation of Mission Action Plan 2020 (MAP2020) and Sustainable Chinatown and as updated from time to time in order to meet its affordable housing production and preservation targets. (MOHCD, Planning; Short)
f. Continue to support and expedite delivery of the permanently affordable housing projects in Redevelopment Areas led by the Office of Community Investment and Infrastructure (OCII). (Planning; ongoing)
g. Continue to rebuild and replace public housing units at HOPE SF sites without displacement of the current residents. (MOHCD; Medium)

Policy 5: Improve access to the available Affordable Rental and Homeownership units especially for racial and social groups who have been disproportionately underserved or for American Indian, Black, Japanese, Filipino, and other communities directly harmed by past discriminatory government actions in the past including redlining, Redevelopment and Urban Renewal, the Indian Relocation Act or WWII Japanese incarceration based on a reparations framework.

a. Identify racial, ethnic, and social groups who have been disproportionately underserved by MOHCD's available Affordable Rental and Homeownership units and the underlying reasons why those groups are underrepresented in obtaining such housing. These groups include but are not limited to previously identified groups such as American Indian, Black, Latinos, and other people of color, transgender and LGBTQ+ people, transitional aged youth, people with disabilities, and senior households. This study can inform the housing portal cited in Policy 14 (f). (MOHCD, Planning; Short)
b. Through the Inclusionary Technical Analysis Committee, assess whether affordability levels of rental and ownership units created through the Affordable Inclusionary Housing Program are accessible to groups underserved as studied in Policy 5, action (a), update those requirements in balance with ensuring financial feasibility as referenced in Policy 24 (a). (Planning, MOHCD; Mayor/BOS; Short)
c. Evaluate and update existing policies and programs to increase the percentage of Affordable Rental and Homeownership units awarded to underserved groups identified through the studies referenced in Policy 5, action (a) and (g), including but not limited to preferences, strengthening targeted outreach, education, housing readiness counseling, and

other services specific to the needs of each group, ensuring accessible accommodations in these services, as well as increasing production of units affordable to extremely low, very low, and moderate income households as referenced under Policy 15, action (a), Policy 19, action (b), and Policy 23, action (b). (MOHCD; Short)

d. Evaluate area median incomes and unit types and identify strategies to secure housing for applicants to the Affordable Rental and Homeownership unit lottery program who have not won the lottery after more than five years of submitting applications. (MOHCD, Mayor/BOS; Short)

e. Create and pilot programs based on a reparations framework to increase access to Affordable Rental and Homeownership units for American Indian, Black, Japanese, Filipino, and other communities directly harmed by past discriminatory government actions in the past including redlining, Redevelopment and Urban Renewal, the Indian Relocation Act, or WWII Japanese incarceration have been harmed by past discriminatory government actions. (MOHCD, Planning, HRC; Short)

f. Expand the Certificates of Preference program as allowed per recent State Law 1584, and conduct comprehensive outreach and engagement to identify the descendants of households who have been displaced. Expanding this program should rely on strategies that ensure such units meet the preferences and needs of eligible households as informed by Policy 5, action (g) below. (OCII, MOHCD; Short)

g. Conduct a study to engage with Certificates of Preference holders and their descendants to identify their housing needs, preferences, and income levels and create a tracking system to better monitor who has obtained or passed on affordable rental and homeownership opportunities and why. (OCII, MOHCD; Short)

h. Expand and fund community capacity for housing programs and investments for American Indian residents as one strategy to redress the historic dispossession of resources affecting these communities, such as the Indian Relocation Act, and other government actions that broke the cohesion of this community. (Planning, MOHCD; Short)

i. Identify and adopt local strategies to remove barriers to access permanently affordable housing for immigrants; people who lack documentation such as credit histories, bank accounts, or current leases; and for transgender people whose documentation may need corrections not possible due to immigration status, and/or non-California state laws; such local strategies should complement State legislation solutions referenced in Policy 6, action (d). (MOHCD, Mayor/BOS, Short)

j. Expand the Senior Operating Subsidy (SOS) program to allow extremely and very low-income seniors to be eligible for the senior Below Market Rate rental units. (MOHCD; Short)

k. Expand existing culturally responsive housing counseling to applicants to MOHCD Affordable Rental and Homeownership Opportunities through a network of community-based housing counseling agencies and Cultural Districts, and as informed by the needs identified under Policy 5, actions (a), (c), and (g); These programs include financial counseling, market-rate and below market rate rental readiness counseling, and other services that lead to finding and keeping safe and stable housing; expansion of such services should in coordination with Policy 21, action (d), and informed by community priorities working with liaisons referenced under Policy 14, action (b). (MOHCD; Short)

l. Strengthen monitoring and enforcement of Below Market Rate units to avoid fraud and abuse of units and to unlock more units for

those eligible and in need, through active enforcement of existing obligations, expedited leasing of new and turnover units, and completing the build out of DAHLIA partners database. (MOHCD; Medium)

m. Amend the Inclusionary Housing Program regulations to allow existing homeowners of Below Market Rate units to purchase another Below Market Rate unit and sell their current unit in cases where household size changes or another reasonable accommodation is required, in order to respond to changing household needs. (MOHCD; Planning; Short)

Policy 23: Retain and increase the number of moderate- and middle-income households through building permanently affordable workforce housing and reversing the shortage in affordable housing built for these households.

a. Study and implement expansion of shared equity models to leverage more non-City financing tools that offer moderate- and middle-income homeownership (such as Shared Equity, land trusts, or cooperative ownership) through development of smaller sized lots. Use the studies cited in Policy 3, action (c), and Policy 11, action (f) to inform expansion of these models and pursue partnership with private and philanthropic property owners referenced under Policy 19, action (d). (MOHCD, Planning; Short)
b. Study and implement expansions to programs that create workforce housing for educators to serve other public-sector essential workers such as transit operators and hospital workers. (Planning, MOHCD, Mayor/BOS; Short)
c. Continue funding for the First Responders Down Payment Assistance Loan Program and

the SFUSD Educators Down Payment Assistance Loan Program. (MOHCD; ongoing)

Policy 11: Establish and sustain homeownership housing programs designed around a reparations framework for American Indian, Black, Japanese, Filipino, and other communities directly harmed by past discriminatory government actions in the past including redlining, Redevelopment and Urban Renewal, the Indian Relocation Act, or WWII Japanese incarceration, as a means of redressing the harms and with the goal of stabilizing these communities and bringing back those who have been displaced from the city.

a. Establish pilot and permanent programs that offer homeownership opportunities targeted to Black communities harmed through redlining or urban renewal, and to certificate of preference holders and their descendants as informed by the studies referenced in Policy 5, action (g); Building on programs such as the Dream Keeper initiative. Such programs should include features such as silent second loans or grants for down payment assistance, as well as other financial assistance to reduce income eligibility as a barrier to access homeownership opportunities. (MOHCD; Medium)
b. Upon completion of the pilot program for Black communities cited in Policy 11, action (a), evaluate and extend the program to other communities directly harmed by discriminatory government actions.[42] (MOHCD; Short)
c. Target increased investment in the Down Payment Assistance Loan Program to communities harmed by discriminatory government actions as listed in this policy. (MOHCD; Short)

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[42] Discriminatory programs include, but are not limited to, redlining, urban renewal, segregated public housing, and exclusionary zoning regulations, such as single-family zoning.

d. Prioritize American Indian residents for housing opportunities to redress the historic dispossession of resources affecting these communities, such as by the Indian Relocation Act, and other government actions that broke the cohesion of this community. (Mayor/BOS; Short)

e. Implement the right to return legislation for residents of public housing including opportunities to those previously displaced. (MOHCD; Medium)

f. Pursue expanding and modifying the shared equity homeownership and land trust models, to address their effectiveness and scalability, for communities harmed by past discrimination. Use the findings of the study referenced in Policy 3, action (c) to inform expansion of these models. (MOHCD, Planning; Medium)

Policy 16: Improve access to well-paid jobs and business ownership for American Indian, Black and other communities of color, particularly those who live in Priority Equity Geographies, to build the wealth needed to afford and meet their housing needs.

a. Expand and target job training, financial readiness education programs to residents of Priority Equity Geographies including youth from American Indian, Black and other communities of color. (OEWD, MOHCD, ORE; Medium)

b. Support developers of new permanently affordable housing developments in Priority Equity Geographies through dedicated funding from GO Bonds and other eligible funding sources to include affordable community serving uses such as grocery stores, healthcare clinics, or institutional community uses such as child-care facilities, community facilities, job training centers, social services as part of their ground floor use programming. (MOHCD, Mayor/BOS/BOS; Medium)

c. Adopt commercial space guidelines to encourage the development of businesses owned by American Indian, Black and other people of color in permanently affordable housing buildings. (MOHCD, OEWD, ORE; Short)

d. Provide resources for warm-shell buildout and tenant improvements for businesses owned by American Indian, Black, and other people of color in permanently affordable housing buildings. (OEWD, MOHCD, ORE; Medium)

e. Expand capacity-building, job training, start-up, and business development resources for Black business owners in development and contracting construction trades in support of building housing. (OEWD, MOHCD, ORE; Medium)

f. Grow a range of business and career-building opportunities in Priority Equity Geographies through resources to support affordable Production, Distribution, and Repair (PDR) space, protections and incentives for PDR in the Planning Code, enforcement of PDR zoning, and industrial (or commercial) design guidelines. (OEWD; Planning; Medium)

Policy 17: Expand investments in Priority Equity Geographies to advance equitable access to resources while ensuring community stability.

a. Apply equity metrics identified under Policy 14 (a) in identifying necessary infrastructure improvements for Priority Equity Geographies and to guide all City investment decisions, including but not limited to: Capital Planning, General Plan Elements, Interagency Plan Implementation Committee or Citizen Advisory Council review, in coordination with Policy 33 actions (a) through (c). (Planning; Short)

b. Prioritize Priority Equity Geographies in investments to improve transit service, as well as other community improvements to parks, streetscape, and neighborhood amenities, in coordination with the investments referenced

under Policy 33, action (c). (SFMTA, RPD, DPW, Planning; Medium)

c. Invest in and implement anti-displacement measures in parallel with major infrastructure improvements in areas undergoing displacement, as informed by Policy 21, actions (a) and (b). (Planning, SFMTA, RPD, DPW; Medium)

Policy 33: Ensure transportation investments advance equitable access to transit and are planned in parallel with increase in housing capacity to create well-connected neighborhoods consistent with the City's Connect SF vision, and encourage sustainable trips[43] in new housing.

a. Strengthen interagency coordination for transportation, evaluating the existing and future needs of Priority Equity Geographies, Environmental Justice Communities, and Well-resourced Neighborhoods targeted for increased housing capacity, and plan for staffing and funding needed for these investments (e.g., general obligation bonds, federal grants). This includes delivering a network such that transit vehicles come every five minutes[44] along certain corridors, and for rail consistent with the city's Connect SF vision and its Transit Strategy (SFMTA, Planning, SFCTA; Medium)

b. Restore, maintain, and optimize the existing transit system, particularly prioritize implementation of SFMTA's 5-year Capital Improvement Program's Transit Optimization and Expansion Projects in Well-resourced Neighborhoods targeted for increased housing capacity. (SFMTA, Planning; Short)

c. Restore and improve transit service as identified in the city's Transit Strategy, particularly for essential workers, transit-dependent people, and in Priority Equity Geographies and Environmental Justice communities (SFMTA; Short)

d. Adopt requirements that encourage sustainable trip choices[45] in new housing and reduce transportation impacts from new housing. Such amendments may require certain new housing to include additional transportation demand management measures and driveway and loading operations plans, protect pedestrian, cycling, and transit-oriented street frontages from driveways, and reduce vehicular parking. (Planning, SFMTA; Short)

Policy 18: Tailor zoning changes within Priority Equity Geographies and intersecting Cultural Districts to serve the specific needs of American Indian, Black, and other communities of color.

a. Identify and adopt zoning changes that implement priorities of American Indian, Black, and other communities of color identified in Cultural District or other community-led processes. (Planning; Medium)

b. Consult with related Cultural Districts or other racial equity-focused community bodies such as the Community Equity Advisory Council to evaluate the racial and social equity impacts of proposed zoning changes in these areas and using the framework identified under Policy 21, actions (a) and (b). (Planning; Medium)

c. Allocate resources and create an implementation plan for any applicable anti-displacement measures parallel with the

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[43] Sustainable trip choices mean walking, bicycling, transit, and carpooling.

[44] A conceptual network of high-frequency transit lines, where a substantial investment in on-street improvements would markedly increase the routes' speed and reliability. These improvements

include bus-only lanes, traffic signal adjustments, and queue jumps, and can be installed relatively quickly. Lines on the five-minute network include routes in the Rapid Network.

[45] Sustainable trip choices mean walking, bicycling, transit, and carpooling.

adoption of those zoning changes. (Planning; Medium)

Policy 12: Invest in cultural anchors and expand access to land and spaces that hold cultural importance for American Indian, Black, Japanese, Filipino, and other communities directly harmed by discriminatory government actions in the past including redlining, Redevelopment and Urban Renewal, the Indian Relocation Act or WWII Japanese incarceration as a means of redressing histories of dispossession, social disruption, and physical displacement based on a reparations framework.

a. In recognition of the removal of American Indians from their ancestral lands, identify opportunities to restore access to land for traditional cultural uses and to invest in spaces for the American Indian community to participate in traditional cultural practices and convene community gatherings. (MOHCD, Mayor/Board, RED; Short)
b. In recognition of the disproportionate loss of Black residents from San Francisco in recent decades resulting from a culmination of discriminatory government actions, identify opportunities to donate or dedicate land for use by Black-led, community-serving organizations. (MOHCD, Mayor/Board, RED; Short)
c. Strengthen interagency coordination to ensure that Cultural District strategies related to the creation or improvement of cultural anchors and spaces are integrated into planning, funding, and construction and/or rehabilitation of public projects (e.g., parks and open spaces, street improvements, libraries, and transit facilities). (Planning, MOHCD, OEWD; Short)
d. Fund the development and implementation of community-developed strategies in Cultural Districts to retain and grow culturally associated businesses and services that

attract residents back to the area. (MOHCD, OEWD, OSB, Planning; Short)
e. Recognize spaces of cultural importance identified by American Indian, Black, Japanese, Filipino, and other communities directly harmed by discriminatory government actions in community planning and regulatory review for development projects, consult them in decisions affecting those spaces, and direct resources towards their preservation and management. (Planning, OEWD, OSB; Short)
f. Fund the development of cultural spaces that serve communities harmed as described under this policy, using potential new funding sources such as the mitigation fund referenced under Policy 37, action (c) or community facilities fees. (MOHCD, Planning, OEWD; Medium)
g. Explore utilizing the Legacy Business Registry program to direct resources to businesses and not-for-profit organizations associated with American Indian, Black, Japanese, Filipino, and other communities directly harmed by discriminatory government actions. (OSB, OEWD; Short)

Policy 22: Create a dedicated and consistent local funding stream and advocate for State and Federal funding to support building permanently affordable housing for very low-, low-, and moderate-income households that meets the Regional Housing Needs Allocation targets.

a. Using the budget tool from Policy 14, action (e), support new and consistent sources of local funding in the City's Capital Planning process for permanently affordable housing including local bonds or other new funding sources that require voter approval. (MOHCD; Medium)
b. Dedicate funding within the 10-year Capital Planning process for permanently affordable housing in Priority Equity Geographies with a goal of building planned projects, while

reaching the minimum targets in Well-resourced Neighborhoods as referenced in Policy 19, action (a). (Mayor/BOS, MOHCD; Long)

c. Explore the development of public financing tools such as Infrastructure Finance Districts to leverage the City's co-investments in order to lower direct City subsidy for permanently affordable housing. (OEWD; Medium)

d. Develop and support alternative and philanthropic funding sources to deliver permanently affordable housing faster and at a cheaper per unit cost through tools such as the Housing Accelerator Fund. (Planning, MOHCD; Medium)

e. Support the Bay Area Housing Financing Authority's expected efforts to secure voter approval for a regional tax measure to fund permanently affordable housing. (MOHCD, Planning; Medium)

f. Advocate for federal legislation to increase Low-Income Housing Tax Credits and Private Activity Bonds, for example, by changing federal rules to lower the minimum bond financing needed to access 4% LIHTC (currently 50 percent) to help unlock more LIHTC in San Francisco and statewide. (MOHCD, Planning; Short)

g. Advocate for State legislation to change the voter approval threshold for General Obligation Bonds from two-thirds to 55 percent. (Planning, Mayor/BOS; Medium)

h. Advocate for State legislation to expand non-competitive permanently affordable housing funding sources. (Planning, Mayor/BOS; Medium)

i. Collaborate with key organizations to reform Proposition 13[46] for commercial property to provide funding support for local jurisdictions

to meet their permanently affordable housing targets. (Planning, Mayor/BOS; Medium)

Objective 3.b Create a sense of belonging for all communities of color within Well-resourced Neighborhoods through expanded housing choice

Challenge- Well-resourced Neighborhoods are areas the state has identified in each jurisdiction as places that have a high concentration of resources that have been shown to support positive economic, educational, and health outcomes for low-income families — particularly long-term outcomes for children (see Figure 20). Since 2005, just 10% of all new housing in San Francisco and 10% new affordable housing has been built in Well-resourced Neighborhoods though these areas cover nearly 52% of the residential land in the city (see Figures 16 & 17). In part this is because 65% of land in these areas is limited to one or two units and most of the rest also has fixed restrictions on the number of units allowed- even near major commercial districts and transit lines (see Figure 21). This pattern of development has had a two-fold effect on low-income communities and communities of color which mostly reside outside of these neighborhoods. First, these communities disproportionately carry the burden of accommodating growth in our city. Second, a lack of new housing, particularly affordable housing, in neighborhoods with better services and amenities means those neighborhoods remain largely inaccessible to low-income communities and communities of color.

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[46] A 1978 ballot measure that reduced property tax rates on homes, businesses and farms, and capped assessed property taxes at 1% for assessed values with no more than 2% annual increase.

Prop 13 significantly reduced the tax revenue of local jurisdictions to fund schools, services, and infrastructure.

Current restrictions on the number of homes that can be built on most of the city's residential land date largely to the 1970s, when the city faced a substantially different housing context. The city had lost population from 1950 to 1980 as many middle- and high-income households, who were typically white, moved to rapidly growing suburban communities of single-family homes. Jobs were also growing quickly in suburban areas including manufacturing, logistics, and new suburban office parks. The amount of housing produced regionally was significantly higher than today and housing costs were lower to what people earned at the time. These zoning changes from the 1970s often were an indirect way to institutionalize and perpetuate racial and social exclusion from affluent, white neighborhoods in San Francisco. These practices and regulations are known as exclusionary zoning.

Path forward- Fostering racially and socially inclusive neighborhoods throughout the city means increasing housing choice for all in all neighborhoods. It means ensuring access to housing for American Indian, Black, and other communities of color across all neighborhoods. To promote a sense of belonging for all communities in Well-resourced Neighborhoods, the City needs to shift course regarding where new housing is built, so more diverse communities can call these neighborhoods home. The new Affirmatively Furthering Fair Housing Law also requires local jurisdictions to create programs that would reverse segregation and promote inclusive neighborhoods, including allowing for more housing, particularly affordable housing, to be built in Well-resourced Neighborhoods. Increasing housing development capacity through changes to zoning in Well-resourced Neighborhoods, focusing on small- to mid-rise multifamily buildings is the first step the City must pursue to shift development patterns. Increasing housing choice in these areas also will rely on Incentives and community benefits in order to provide housing choices affordable to not just to low-income residents, but also to middle-income residents, families with children, seniors and people with disabilities. Opening access to housing choices in the Well-resourced Neighborhoods must be supplemented with strategies to foster openness to new neighbors, support to those previously excluded in accessing new neighborhoods, and financial strategies for affordable housing.

Figure 20. Map of Well-resourced Neighborhoods
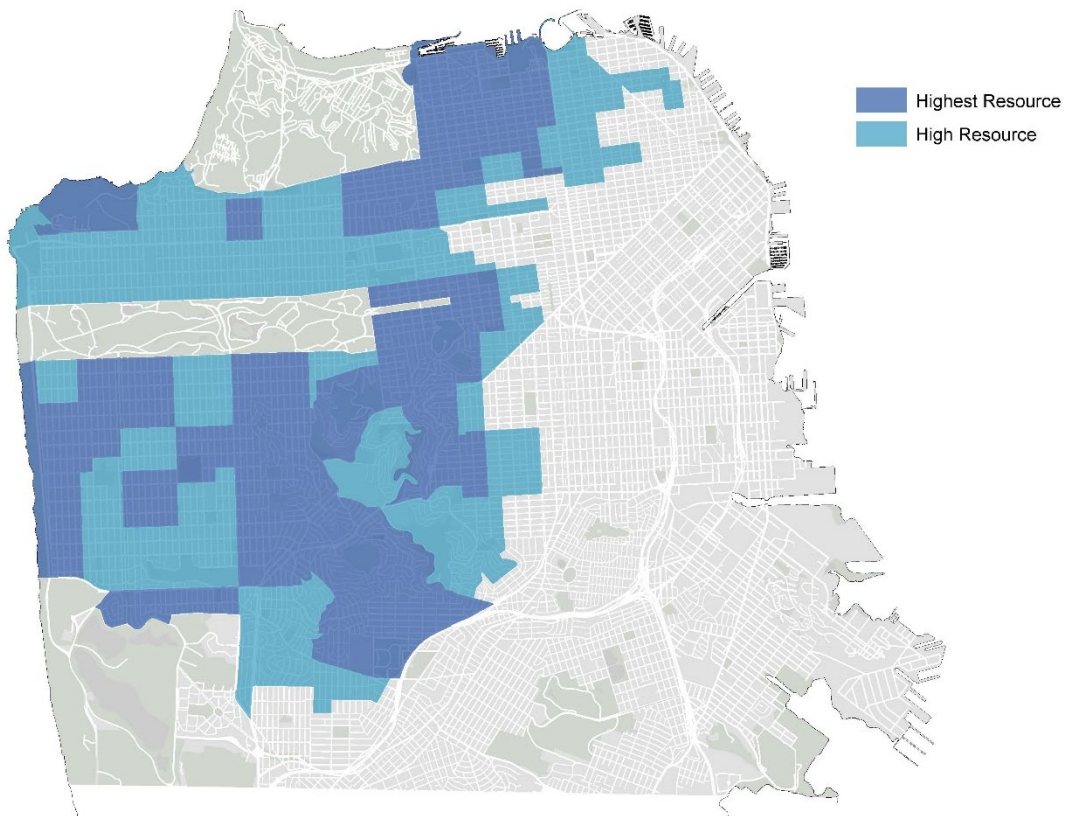
Source: 2020 TCAC/HCD Opportunity Map.

Note: Well-resourced Neighborhoods are shown below and defined as "High Resource/Highest Resource" by the California Fair Housing Task Force. The purpose of this map is to identify every region of the state whose characteristics have been shown by research to support positive economic, educational, and health outcomes for low-income families—particularly long-term outcomes for children.

Figure 21. Map of simplified zoning categories for the Housing Affordability Strategies analysis.

Zoning Categories

- Commercial
- Multifamily–Density Restricted
- Multifamily–Form Based Density
- Redevelopment Area
- PDR/Industrial
- Public
- RH-1
- RH-2
- RH-3/RM-1
- Other
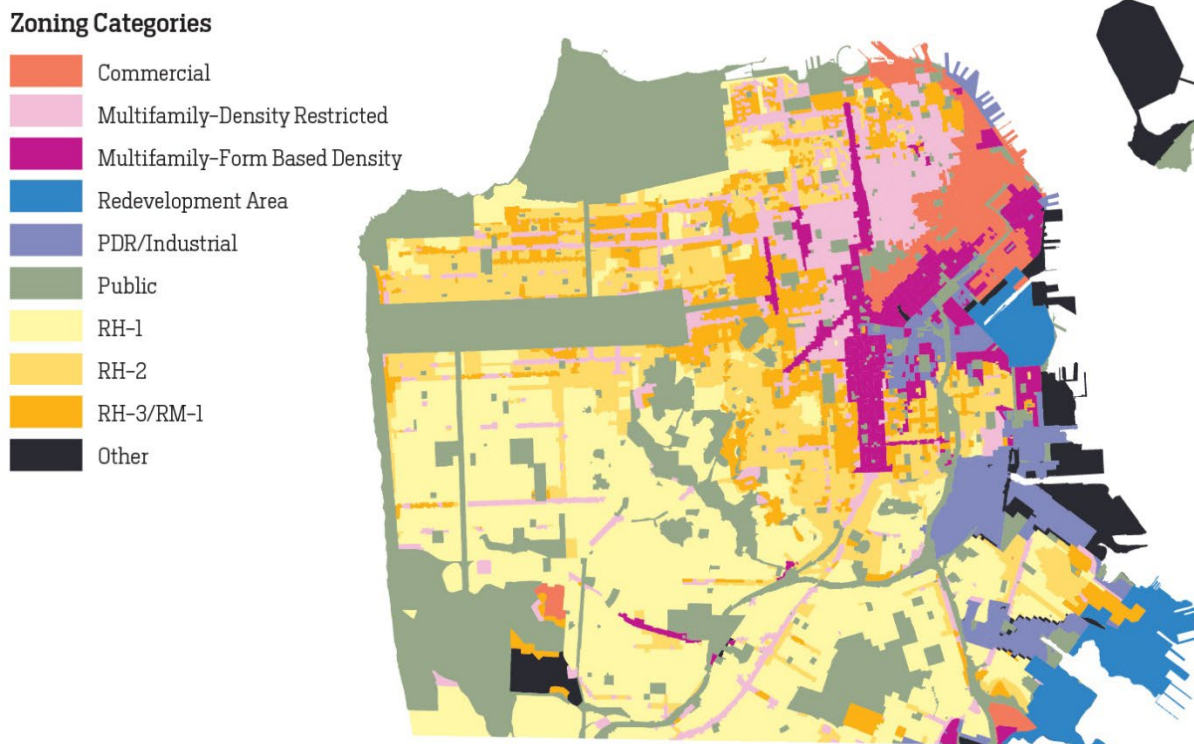
Source: San Francisco Housing Affordability Strategies.

POLICIES AND ACTIONS

Policy 19: Enable low and moderate-income households, particularly American Indian, Black, and other people of color, to live and prosper in Well-resourced Neighborhoods by increasing the number of permanently affordable housing units in those neighborhoods.

a. Build between 25% and 50% of the City's new permanently affordable housing within Well-resourced Neighborhoods within the next two RHNA cycles, implementing the zoning strategies of Policy 20, actions (a) through (d). (MOHCD, Planning; Medium)

b. Increase housing that is affordable to extremely low and very low-income households in Well-resourced Neighborhoods through City funded permanently affordable housing projects. (MOHCD; Long)

c. Create a funded land banking program to purchase sites that could accommodate at least 50 units on sites in Well-resourced Neighborhoods, such as sites owned by religious institutions, parking on public land, or underutilized sites. (Planning, MOHCD, Mayor/BOS; Medium)

d. Pursue partnerships with religious institutions, or other philanthropic or private property owners, and non-profit developers to identify and support development of sites that could accommodate new permanently affordable housing, shared equity or cooperative models as referenced under Policy 23, action (a). (Planning, MOHCD, OEWD; Medium)

e. Reduce costs of building permanently affordable housing by supporting engagement processes identified under Policy 20, action (e) that recognize that mid-rise buildings are

needed to accommodate new permanently affordable housing; cost reduction strategies include but are not limited to expanding ministerial review[47] of permanently affordable housing on smaller sized residentially zoned parcels. (==Planning==; Short)

f. Create and expand funding for programs that provide case management, financial literacy education, and housing readiness to low-income American Indian, Black and other people of color households who seek housing choices in Well-resourced Neighborhoods, and provide incentives and counseling to landlords in Well-resourced Neighborhoods to offer units to low-income households. Consider similar incentives referenced in Policy 8, action (m). (==MOHCD==; Medium)

Policy 20: Increase mid-rise and small multi-family housing types in Well-resourced Neighborhoods near transit, including along SFMTA Rapid Network[48] and other transit, and throughout lower-density areas, by adopting zoning changes or density bonus programs.

a. Increase the opportunity for mid-rise multi-family buildings through changes to height limits, removal of density controls, and other zoning changes along SFMTA's Muni Forward Rapid Network[49] and other transit lines such as California Street, Union Street, Lombard Street, Geary Blvd, Judah Street, Noriega Street, Ocean Ave, Taraval Street, Sloat Blvd, 19th Ave, Park Presidio Blvd, West Portal Ave, Junipero Serra Blvd, Church Street, Divisadero Street, 17th and Market/Castro, and Van Ness Ave. (==Planning==, ==Mayor/BOS==; Short)

b. Increase the opportunity to create more small multi-family buildings by replacing lot-based unit maximum zoning controls with form-based residential or mixed-use zoning in Well-resourced Neighborhoods near transit. (==Planning==, ==Mayor/BOS==; Short)

c. Allow a minimum of four units on all residential lots, expanding the State duplex/lot split program (SB 9), and include programs and incentives that target these new homes to moderate- and middle-income households as described in Policy 26. (==Planning==, ==Mayor/BOS==; Short)

d. Create a rezoning program to meet the requirements of San Francisco's Regional Housing Needs Allocation and Affirmatively Furthering Fair Housing laws, relying on a combination of strategies in actions (a) through (c) above to accommodate approximately 20,000 units. (==Planning==, ==Mayor/BOS==; Short)

e. Engage with communities living in Well-resourced Neighborhoods to nurture enhanced openness for all through educational material and community conversations that highlight how locating new housing and permanently affordable housing in every neighborhood can address historic inequity and injustice and build more vibrant neighborhoods that improve everyone's quality of life. (==Planning==; Short)

Policy 22: Create a dedicated and consistent local funding stream and advocate for State and Federal funding to support building permanently affordable housing for very low-, low-, and

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[47] A governmental decision involving little or no personal judgment by the public official; it involves only the use of fixed standards or objective measurements, and the public official cannot use personal, subjective judgment in deciding whether or how the project should be carried out.

[48] The 13 rail and bus lines that account for the majority of Muni's ridership. Before the pandemic, Rapid Network lines were scheduled to operate every 10 minutes or better all day on weekdays.

[49] The 13 rail and bus lines that account for the majority of Muni's ridership. Before the pandemic, Rapid Network lines were scheduled to operate every 10 minutes or better all day on weekdays.

moderate-income households that meets the Regional Housing Needs Allocation targets.

a. Using the budget tool from Policy 14, action (e), support new and consistent sources of local funding in the City's Capital Planning process for permanently affordable housing including local bonds or other new funding sources that require voter approval. (MOHCD; Medium)

b. Dedicate funding within the 10-year Capital Planning process for permanently affordable housing in Priority Equity Geographies with a goal of building planned projects, while reaching the minimum targets in Well-resourced Neighborhoods as referenced in Policy 19, action (a). (Mayor/BOS, MOHCD; Long)

c. Explore the development of public financing tools such as Infrastructure Finance Districts to leverage the City's co-investments in order to lower direct City subsidy for permanently affordable housing. (OEWD; Medium)

d. Develop and support alternative and philanthropic funding sources to deliver permanently affordable housing faster and at a cheaper per unit cost through tools such as the Housing Accelerator Fund. (Planning, MOHCD; Medium)

e. Support the Bay Area Housing Financing Authority's expected efforts to secure voter approval for a regional tax measure to fund permanently affordable housing. (MOHCD, Planning; Medium)

f. Advocate for federal legislation to increase Low-Income Housing Tax Credits and Private Activity Bonds, for example, by changing federal rules to lower the minimum bond financing needed to access 4% LIHTC

(currently 50 percent) to help unlock more LIHTC in San Francisco and statewide. (MOHCD, Planning; Short)

g. Advocate for State legislation to change the voter approval threshold for General Obligation Bonds from two-thirds to 55 percent. (Planning, Mayor/BOS; Medium)

h. Advocate for State legislation to expand non-competitive permanently affordable housing funding sources. (Planning, Mayor/BOS; Medium)

i. Collaborate with key organizations to reform Proposition 13[50] for commercial property to provide funding support for local jurisdictions to meet their permanently affordable housing targets. (Planning, Mayor/BOS; Medium)

Policy 26: Facilitate small and mid-rise multi-family buildings as a prominent housing type that private development can deliver to serve middle-income households without deed restriction, including through expansion or demolition of existing lower density housing, or by adding Accessory Dwelling Units (ADUs).

a. Identify and adopt incentives or abatements that could make small multi-family buildings feasible and accessible to middle-income households without deed restriction, such as exemptions from some fees, modified inclusionary requirements, or streamlined approval criteria as defined in Policy 25, action (a). (Planning, Mayor/BOS; Medium)

b. Create low-interest construction loan programs for eligible lower-income homeowners, to expand their existing homes with additional units or demolish and replace their homes with more units up the allowable maximum density. (MOHCD, Mayor/BOS; Medium)

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[50] A 1978 ballot measure that reduced property tax rates on homes, businesses and farms, and capped assessed property taxes at 1% for assessed values with no more than 2% annual increase.

Prop 13 significantly reduced the tax revenue of local jurisdictions to fund schools, services, and infrastructure.

c. Create and fund technical assistance programs, as well as outreach and education programs for eligible homeowners interested in updating their property from single- to multi-family housing (through ADUs or demolitions) particularly targeting low-income property owners, households of color, seniors and people with disabilities, such as the Housing Development Incentive Program for Homeowners[51] that would also incorporate financing programs as referenced under Policy 26, action (b). Such programs should ensure accessible accommodations for aging adults and people with disabilities. (Planning, HSA; Short)

d. Update the Planning Code requirements to remove the Conditional Use processes for demolition of single-family or multi-unit buildings that are not tenant occupied and without history of tenant evictions, that are not historic resources, when increased density is proposed, and in accordance with the requirements of State Law (Housing Crisis Act) to replace rent controlled and permanently affordable units at equivalent affordability rates of the unit prior to demolition. Continue to apply Conditional Use requirements to demolition of tenant occupied buildings. (Planning; Short)

e. Support projects that maximize density within low-density zoning areas through processes referenced in Policy 25, action (a), and explore new fees on single-family housing applications where more density is permitted. (Planning; Short)

f. Create and adopt new design standards that align with rear yard, height, and other physical code standards; where small multi-unit buildings are proposed such design standards should eliminate guidelines that subjectively and significantly restrict the massing of housing contrary to those regulatory standards in accordance with the State's Housing Accountability Act. (Planning; Short)

g. Prioritize City permitting staff resources for the review of ADUs that do not displace tenants. (DBI; Planning, Short)

h. Continue to strengthen the interagency coordination (e.g. Roundtable Review) for permit processing of ADUs and implement an integrated online permitting system and permitting governance structure to support permit streamlining and government transparency. (Planning, DBI; ongoing)

i. Create an affordable ADU program that provides financial support for professional services and construction of units that serve low-income households. (Planning, MOHCD; Short)

j. Encourage Junior ADUs (JADUs) as an effective and low-cost way of adding habitable space within existing single-family homes, as JADUs also expand opportunities for multi-generational living. (Planning; Short)

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[51] Ordinance 69-22 passed on March 11, 2022

Objective 3.c Eliminate displacement of vulnerable communities and communities of color

Challenge - Due to social and economic inequities, low-income households and households of color are particularly vulnerable to displacement. The impacts of displacement, the involuntary or forced movement of households due to causes outside of the household's ability to control on communities are deep and destabilizing. Members of displaced communities report feelings of loss, anxiety, and fear,[52] experience the disintegration of social fabrics,[53] face greater food insecurity,[54] and self-report poorer health outcomes.[55] In San Francisco, economic booms are often accompanied with an increase in eviction rates (see Figure 22).

Eviction notices are only one metric to measure displacement. The Urban Displacement Project has measured displacement through a variety of social and economic indicators (see Figure 23),[56] including new metrics such as in and out migration to neighborhoods.[57] Displacement constitutes not only loss of people but also cultural heritage, businesses and services, and social networks, all of which provide vital spaces for immigrants, transgender and LGBTQ+ residents, people of color, and other groups. These resources are also essential to the fabric of San Francisco. Displacement is more likely to occur in neighborhoods with high populations of seniors,

low-income households, and Black, American Indian, and other communities of color, making thesepopulations even more vulnerable and disadvantaged. Studies have suggested that major infrastructure improvements, such as new rail or major transit investments, could result in displacement impacts if parallel anti-displacement investments have not been made.[58] Low-income communities of color also have expressed concerns about displacement due to rental and price adjustments which can occur along with major zoning changes, or major new market-rate buildings. At the same time neighborhoods without such investments have also experienced high eviction rates and have been identified as vulnerable to displacement, such as places in the Richmond and Sunset.

Path forward- Preventing further displacement is key to the goal of racial and socially inclusive neighborhoods as it contributes to greater neighborhood and individual stability and cultivates culturally appropriate commercial and social spaces for the most vulnerable communities. The City must understand and measure displacement impacts more clearly and directly to prevent further displacement. Upcoming analyses will identify metrics to measure displacement, especially in geographies identified as vulnerable to displacement. The findings of that analysis will inform anti-displacement investments that will ameliorate, and ideally reverse the displacement impacts. Anti-displacement

[52] Atkinson, Rowland, Maryann Wulff, Margaret Reynolds, and Angela Spinney. "Gentrification and displacement: the household impacts of neighborhood change." AHURI Final Report 160 (2011): 1-89.

[53] Betancur, John. "Gentrification and community fabric in Chicago." Urban studies 48, no. 2 (2011): 383-406.

[54] Whittle, Henry J., Kartika Palar, Lee Lemus Hufstedler, Hilary K. Seligman, Edward A. Frongillo, and Sheri D. Weiser. "Food insecurity, chronic illness, and gentrification in the San Francisco Bay Area: an example of structural violence in United States public policy." Social science & medicine 143 (2015): 154-161.

[55] Izenberg, Jacob M., Mahasin S. Mujahid, and Irene H. Yen. "Health in changing neighborhoods: A study of the relationship between

gentrification and self-rated health in the state of California." Health & place 52 (2018): 188.

[56] Social and economic indicators include: household income, change in household income, housing costs, rent increases, and housing affordability

[57] Chapple, K., & Thomas, T., and Zuk, M. (2021). Urban Displacement Project website. Berkeley, CA: Urban Displacement Project.

[58] Zuk, Miriam, Ariel H. Bierbaum, Karen Chapple, Karolina Gorska, and Anastasia Loukaitou-Sideris. "Gentrification, displacement, and the role of public investment." Journal of Planning Literature 33, no. 1 (2018): 31-44.

investments include funding eviction defense programs, such as right to counsel and tenant rights education, bolstering and enforcing existing eviction protections and rent stabilization laws, and providing relief through emergency or targeted rent subsidies, as well as medium- to long-term investments such as preservation of affordability of existing housing that primarily house low-income households and households of color, and building new permanently affordable housing targeted to communities vulnerable to displacement.

Figure 22. GDP growth and eviction notices in San Francisco from 2002 to 2019.
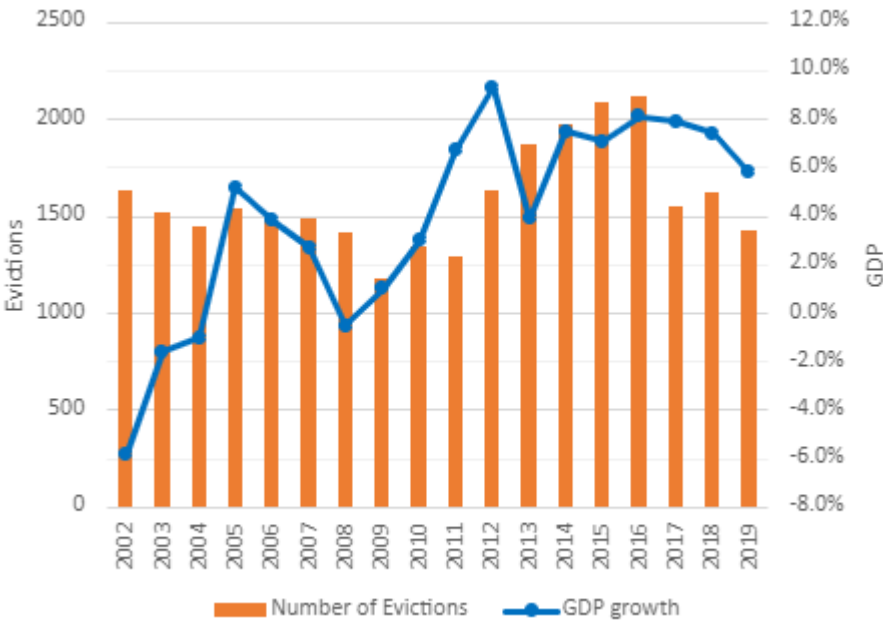
Source: San Francisco Rent Board, US Bureau of Economic Analysis

Figure 23. San Francisco Bay Area gentrification and displacement map.
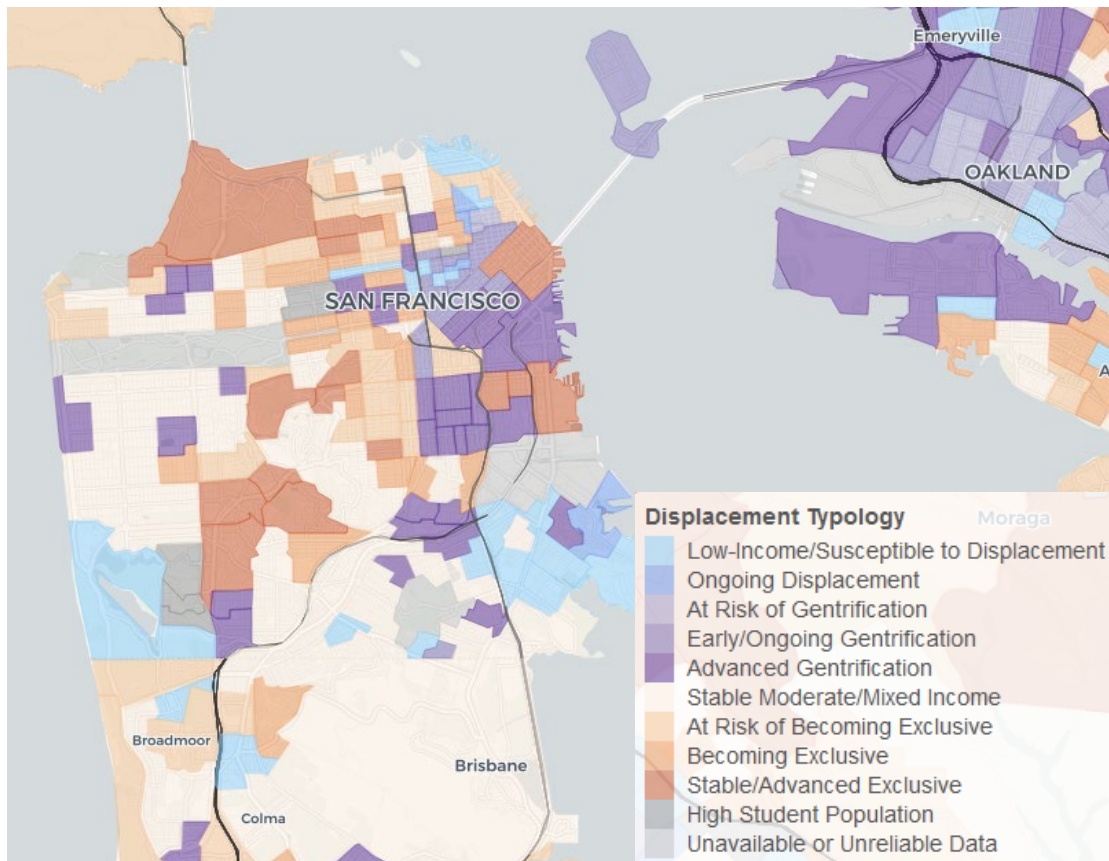
Source: San Francisco Bay Area Gentrification and Displacement Map, Urban Displacement Project; accessed in January 2022.

POLICIES AND ACTIONS

Policy 21: Prevent the potential displacement and adverse racial and social equity impacts of zoning changes, planning processes, or public and private investments especially for populations and in areas vulnerable to displacement.

a. Based on the Racial and Social Equity Impact Analysis for the Housing Element,[59] measure and quantify levels of investments to prevent community displacement through increased permanently affordable housing production, equitable access to housing, and other community stabilization strategies for vulnerable populations. (Planning; Short)

b. Create benchmarks for affordable housing production and preservation investments to avoid displacement and other adverse racial and social equity impacts for future zoning changes, development projects and infrastructure projects according to the scale and location of the proposal, as informed by the Racial and Social Equity Impact Analysis for the Housing Element.(Planning; Short)

c. Invest public funding or direct private investment to implement the anti-displacement investments identified in Policy 21, action (b) for zoning changes, development projects, or infrastructure projects of certain scale or

[59] The Racial and Social Equity Impact analysis of the Housing Element will be completed prior to the adoption of the Housing Element 2022, and this action will be updated based on the findings accordingly.

intensity, in parallel with the project timeline. (MOHCD, SFMTA, OEWD, DPW; Medium)

d. Increase funding to expand the services of community-based organizations and providers for financial counseling services listed under Policy 5, action (k), as well as tenant and eviction protection services listed under Policy 1, to better serve populations and areas vulnerable to displacement; tenant and eviction protection services include legal services, code enforcement outreach, tenant counseling, mediation, and housing-related financial assistance; expansion of such services should be informed by community priorities working with liaisons referenced under Policy 14, action (b). (MOHCD, Mayor/BOS; Short)

Policy 1: Minimize all no-fault and at-fault evictions for all tenants, and elevate direct rental assistance as an eviction protection strategy.

a. Prioritize the creation of a digital Rental Housing Inventory to collect data that informs the evaluation of anti-displacement programs, including rental rates, rent control status, vacancy, and services provided. (Rent Board; Short)

b. Fully fund the Tenant Right-to-Counsel program to match the need for eviction defense. (MOHCD, Mayor/BOS; Medium)

c. Expand rental assistance programs, including those designed for emergency response, for population-specific assistance, ongoing tenant-based support, and time-limited assistance (such as Rapid Rehousing), as also referenced in Policy 9, action (d) as a homelessness prevention tool. Consider a goal of capping rent payments at 30% of household income for extremely and very-low income

households. (Mayor/BOS, MOHCD, HSH,; Medium)

d. Provide a priority in the allocation of Direct Rental Assistance to populations and in areas vulnerable to displacement. (MOHCD, HSH; Short)

e. Dedicate sufficient rental assistance funding to cap rent payments at 30% of household income for SRO residents. (MOHCD, Mayor/BOS; Medium)

f. Increase relocation assistance for tenants experiencing either temporary or permanent evictions. (Mayor/BOS, Rent Board; Short)

g. Increase the time period during which relocation compensation is required when using temporary evictions from three to six months. (Mayor/BOS, Rent Board; Short)

h. Clarify and limit the definition of nuisance or other just cause evictions as needed to limit abuse. (Mayor/BOS, Rent Board; Short)

i. Pursue proactive and affirmative enforcement of eviction protections programs, especially for Owner Move-in and Ellis Act evictions, including annual reporting by owners that is enforced by site inspections and confirmation of owner occupancy and funded through owner fees. (Rent Board, MOHCD; Medium)

j. Proactively enforce eviction protection and avoid predatory practices or tenant harassment by pursuing affirmative litigation models.[60] (MOHCD; Medium)

k. Adopt incentives for property owners to rebuild buildings struck by fire within two years to house prior tenants by when the transitional housing program timeline expires (HSA, DBI, Planning, Mayor/BOS; Short)

l. As informed by Policy 21, action (d) and in coordination with community liaisons referenced under Policy 14, action (b), support

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[60] Examples of similar programs in effect in 2021 include Oakland's Community Lawyering & Civil Rights program or Chicago's Residential Landlord and Tenant Ordinance.

and expand community-led navigation services and systems to provide tenants' rights education, similar to the existing culturally competent Code Enforcement Outreach Program that is offered within the Department of Building Inspection; and consider expanding this culturally competent program to other disadvantaged communities. (MOHCD; Medium)

m. Advocate for State legislation to reform the Ellis Act (Government Code Chapter 12.75) to stabilize rental housing by, for example, imposing a minimum holding period of five years before the Act can be used to evict tenants. (Planning, Mayor/BOS; Medium)

n. Advocate for State legislation to reform the Costa-Hawkins Housing Law to allow cities to better stabilize tenants by, for example, allowing cities to extend rent control to multifamily housing that is at least 25 years old. (Planning, Mayor/BOS; Medium)

Policy 3: Reform and support the City's acquisition and rehabilitation program to better serve areas and income ranges underserved by affordable housing options and areas vulnerable to displacement.

a. Prioritize building purchases for the acquisition and rehabilitation program that serve extremely- and very-lowincome and unhoused populations including purchase of SRO residential hotels. (MOHCD, DBI; Medium)

b. Increase non-profit capacity-building investments to purchase and operate existing tenant-occupied buildings as permanent affordable housing in western neighborhoods, particularly for populations and areas vulnerable to displacement, and to support Community Opportunity to Purchase Act (COPA). (MOHCD; Medium)

c. Evaluate the feasibility of utilizing the small-sites program to increase shared equity or cooperative ownership opportunities for tenants. This study would also inform expansion of shared equity homeownership models cited in Policy 11, action (f) and Policy 23, action (a). (MOHCD, Planning; Short)

d. Incentivize private owners to sell residential buildings to non-profit affordable housing developers via transfer tax exemptions or other financial measure. (Planning, MOHCD, Mayor/BOS; Medium)

Goal 4. Provide sufficient housing for existing residents and future generations for a city with diverse cultures, family structures, and abilities.

Challenge- San Francisco has been in a state of affordability crisis in the past couple of decades, a crisis felt by low-, moderate-, and, more recently, middle-income households. Current residents or workers wanting to call San Francisco home cannot afford the housing they need. While this crisis is fueled by the consistent housing shortage throughout the state, San Francisco has become one of the least affordable cities in the nation. The median condominium price of $1.2 million is affordable to households making $222,000 annually. Less than 25% of San Francisco households earn this income and less than 10% of San Francisco workers have this salary. In 2022, median rent was $3,800 for a 2-bedroom apartment, affordable to a household earning $137,000, that is less than 40% of our households.

During the economic boom of the last decade, the city attracted major job growth particularly high salaried jobs. The increasing demand for city linving by high earning households, along with historic low housing production rates drove up the rental and sales prices (see Figure 24), and triggered waves of displacement especially in low-income communities of color (see Figure 4). This challenge has been compounded by a significant decline of public funding for affordable housing from the Federal and State governments over the past four decades. High housing costs in our region mean that this disinvestment has had an even greater impact. Securing State affordable housing funds has become more competitive recently, and San Francisco does not fare well due to high costs of construction. Staggeringly high costs of housing development also mean that new homes delivered by private investment are only affordable to higher-income earners, further aggravating the affordability crisis. High costs of construction material, skilled labor priced out of living in the region, and complex review and permitting processes, and with increased investment risk all contribute to increases in the cost of building homes.

As the cost of living in San Francisco has ballooned over the years, the city has lost much of the diversity that once defined its identity. Seniors, families with children and middle-wage workers are confronted with very limited choices. Many are forced to find housing choices that meet their needs across the bay or further away and endure long commute hours. Many are forced to leave the Bay Area or California completely. The City has been unable to provide the needed housing for the diversity of workers that our economy requires and most importantly the housing for our diverse cultures and communities that define the essential values of San Francisco.

Path forward- There has been a growing commitment to address housing scarcity in California. Cities throughout the state are required to facilitate sufficient housing that not only responds to natural population growth but also address existing housing needs. These needs are measured by the share of households who bear high housing cost burden (paying more than 30% of their income on rent), or by those living in overcrowded conditions (more than one person per room, including the living room), or by low rates of available units on the market for rent or sale. San Francisco's Regional Housing Needs

Allocation for the 2023-2031 cycle is 82,069 units, over three times the targets of the most recent regional planning cycle (2014-2022) (See Figure 25).

Many studies illustrate the importance of increasing the supply of housing to address the affordability crisis throughout California. New market-rate housing is generally only affordable to high-income earners. In San Francisco, new housing is also mostly limited to certain neighborhoods, and often in certain typologies within high-rise or mid-rise buildings that may not serve families with children, multi-generational living, or seniors.

Achieving the goal of providing sufficient housing will require providing an abundance of

permanently affordable housing, which requires a substantial increase in public funding. It also means continuing production of market-rate housing for all segments of San Francisco's workforce. It means supporting private investments to build housing for middle-income households. Small and mid-rise multi-family buildings have been a typology that historically played this role without public subsidies or income restrictions. This is a typology that fits the scale of most of San Francisco's neighborhoods, and new strategies can promote the feasibility of these buildings. The City's future diversity also relies on ensuring that new housing responds to the needs of a diversity of cultures, incomes, household types and family structures, age, and abilities.

Figure 24. Percentage change in job growth compared to percentage change in housing unit production from 2010 to 2019.

Source: 2010, 2019 BLS QCEW; ACS 2010 and 2019 1-Year Estimates.

Figure 25. San Francisco Regional Housing Needs Allocation by income level (Cycle 5 vs Cycle 6).
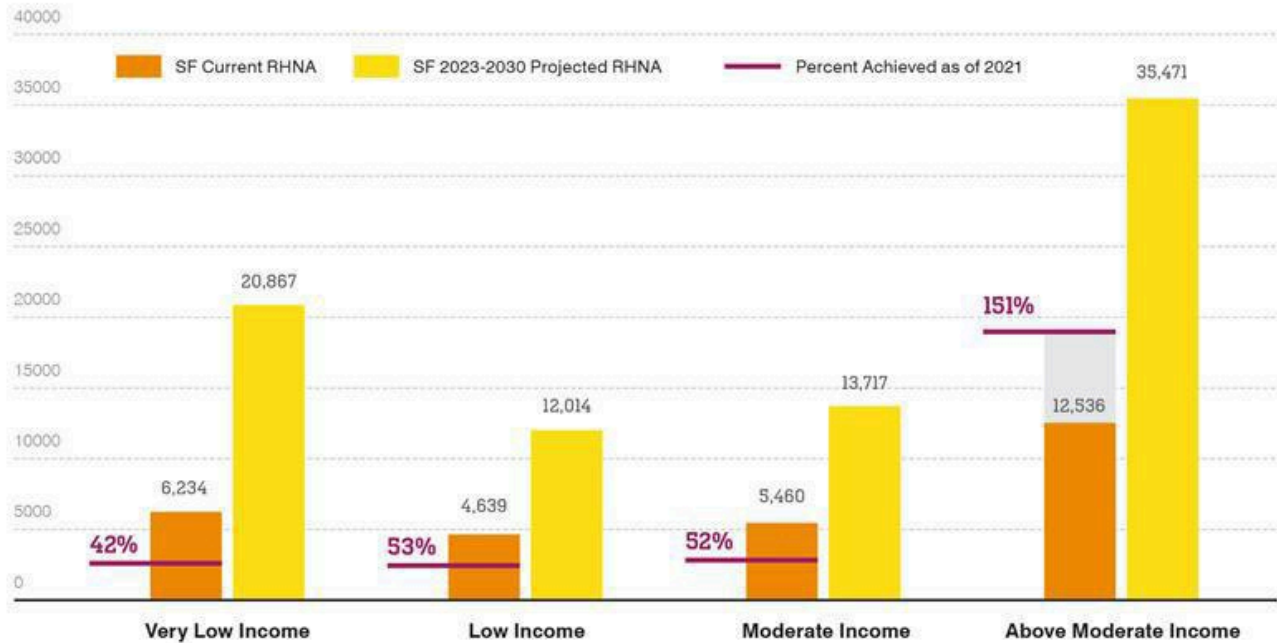
Source: ABAG

Objective 4.a Substantially expand the amount of permanently affordable housing for extremely low– to moderate–income households.

Challenge- Building housing permanently affordable to people with extremely low- to moderate- incomes requires subsidy to cover the gap between the cost of development and operations and the reduced revenue due to lower rents and prices. Annual affordable housing production has varied from year to year over the past decade, generally following overall housing production (see Figure 26). Federal funding for affordable housing has continually decreased for the past several decades. In the past 15 years, San Francisco has only built or preserved 13,320 units permanently affordable to extremely low- to moderate-income households, 33% of our regional

targets. San Francisco also lost a significant and continuous source of funding due to State dissolution of Redevelopment Agencies in 2011. To continue building affordable housing, non-profit developers piece together a variety of public and private funding sources. The City also created new sources of local funding to make up for the loss of redevelopment funds. These include:

- Affordable housing trust fund, established in 2012, a general fund set aside of approximately $50 million/yr for 30 years.
- Employer gross receipts tax, established in 2018, expected to create $300 million per year for supportive housing

- Real Estate Transfer tax for properties valued at $10 million or higher, expected to create $196 million per year[61]
- Affordable Housing General Obligation Bonds, $310 million in 2015, and $600 million in 2019, and $147 million in the Health and Recovery G.O. Bond in 2020.

Despite limited funding sources, San Francisco continues to build affordable housing at a faster rate than most other cities. According to the Housing Affordability Strategies report, the City needs to spend over $517 million per year on building or preserving permanently affordable housing to secure 30 percent affordability of 5,000 new or preserved units (see Figure 27a). This study assumed an average cost of construction of $700,000 per unit and a subsidy of $350,000. The City was able to reach the high funding target in 2019. With the additional funding from the new gross receipts tax for Permanent Supportive Housing, the City reached approximately $650 million in 2021 for production and preservation of affordable housing. However, the new RHNA goals have increased significantly and will require substantially larger investments. Initial analysis shows a significant deficit per year to meet the affordability targets ranging from $1.3 billion in the 2023 to $2.5 billion in 2031. This gap also relies on private development providing a portion of our affordable housing units through inclusionary requirements, and contributing to housing related fees such as jobs housing linkage fees.

Path forward- Substantial expansion of permanently affordable housing for extremely low to moderate-income households is a critical pillar of addressing housing needs and housing our workforce. Without that investment the City will continue to lose its racial, social and cultural diversity. To achieve this objective, the City must seek new paths to substantially expand funding sources for affordable housing whether through new local sources, or expanded State and Federal funding. Figure 27(b) shows projected funding that is fairly certain. The City should utilize the two new sources of funding, gross receipts tax, and the Real Estate Transfer tax, to partially meet our funding gap, and consider new funding sources such as a new affordable housing bond, and other sources to meet the gap. Reducing the cost per unit for building affordable housing is also a critical path forward, which can be possible with streamlined review, and neighborhood support of mid-rise buildings for permanently affordable housing in all neighborhoods. The City will continue and expand streamlined review of all permanently affordable housing, reduce the cost of construction in regulatory review processes, and rely on innovative materials to make more efficient use of limited public funds. The City must also distribute affordable housing investments across all neighborhoods, including investments in Well-resourced Neighborhoods where the production of affordable housing has been limited. Expanding the types of permanently affordable housing beyond non-profit owned and operated or privately-owned below market rate rental units into cooperative housing, shared equity models, and land trusts will expand paths to increase affordable homeownership opportunities. The City must also target its investment to provide permanently affordable housing that serves the particular needs of vulnerable groups, such as transgender and LGBTQ+, transitional-aged youth, seniors and people with disabilities, and families with children. As the City, state and federal governments, continue to expand investment in affordable housing, it is important to recognize the role of

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[61] This funding source is for the general fund and is subject to annual appropriation. For FY20-21, $10M of supplemental appropriation was approved for affordable housing

private housing developers in building permanent affordable housing, through inclusionary requirements, or affordable housing fees. Beyond the distinct contributions of the government and private sectores, the City must continue to support public-private partnerships to leverage public funds with private investments to maximize the number of affordable housing units produced.

Figure 26. Affordable housing production by income level from 2006 to 2018.
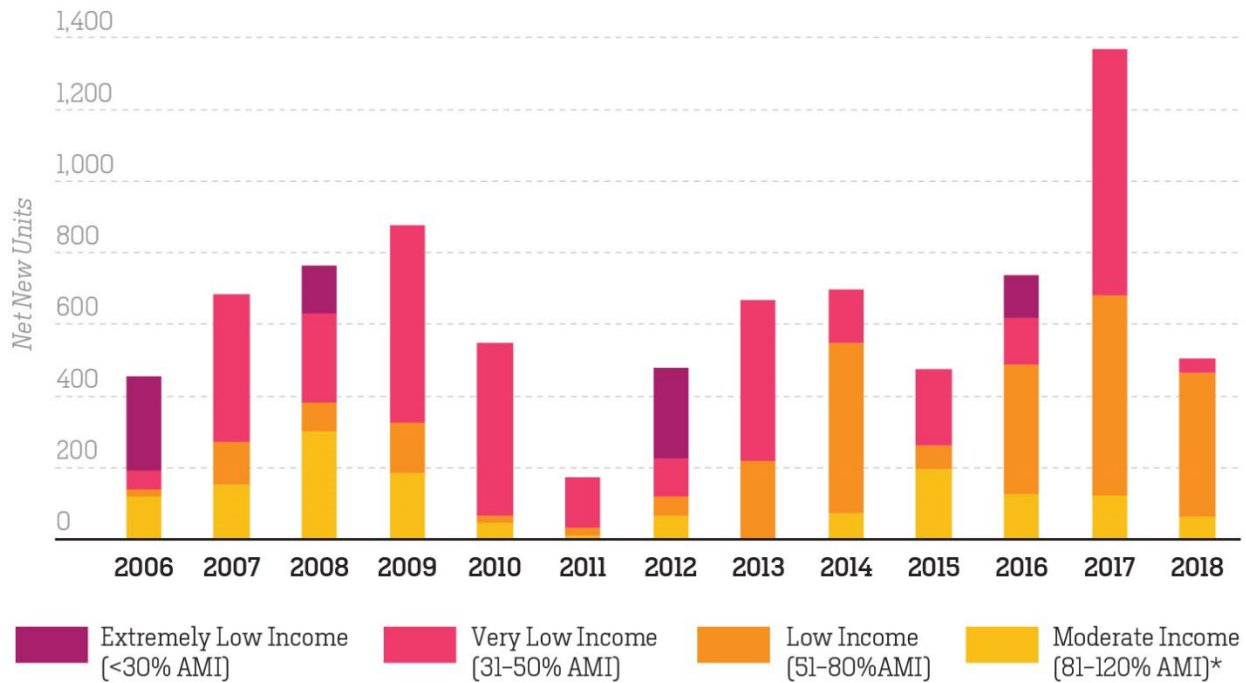
* Does not include new or legalized ADUs.

Source: City of San Francisco Planning Department Housing Inventory Reports, 2006 to 2018; Strategic Economics, 2020.

Figure 27a. Affordable housing past expenditures (2006-2018) by source.
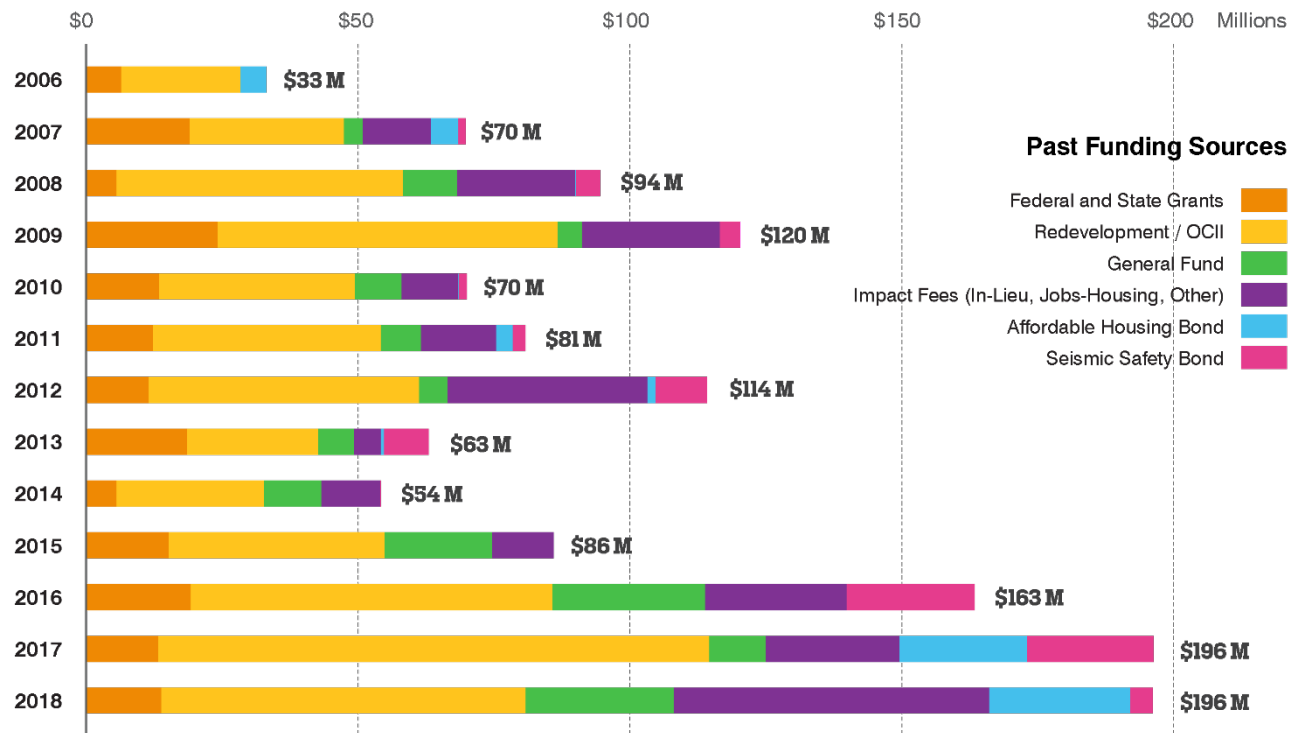
Source: Mayor's Office of Housing and Community Development, San Franisco Planning Department, and Strategic Economics, 2020.

Figure 27b. Projected funding for permanently affordable housing (2021-2030) by source.
This figure does not reflect the new funding sources such as the new gross receipts tax for Permanent Supportive Housing, as well as the Real Estate Transfer tax for 2023 onwards.
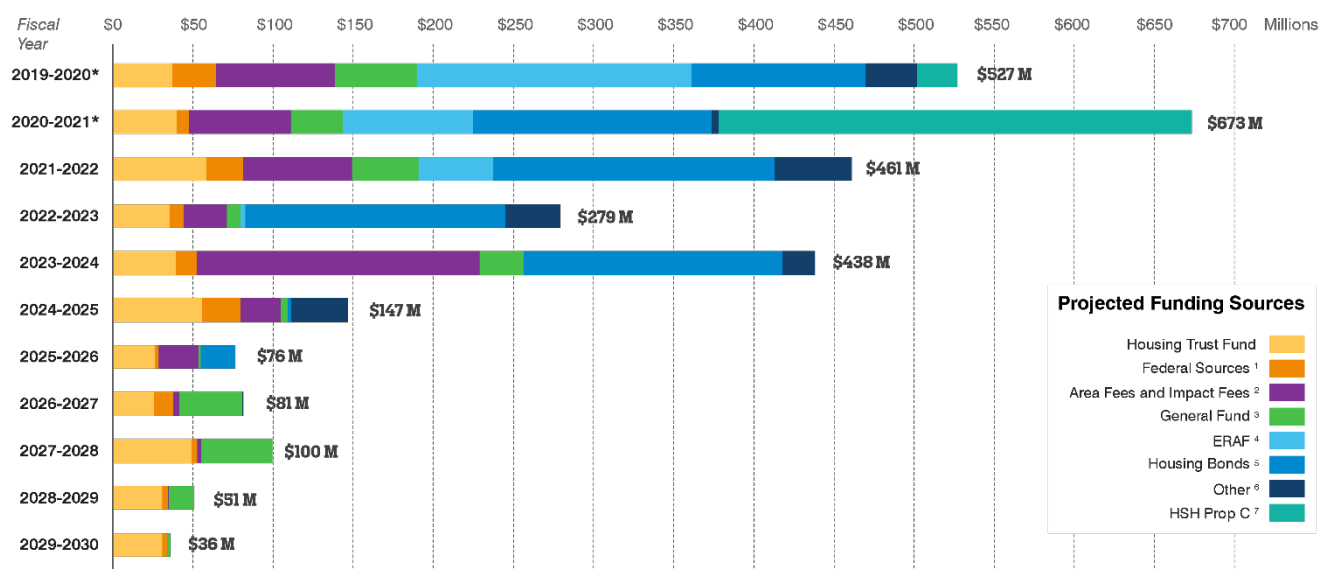
* The funding on FY20 and FY 21 is still being presented as projected. This data will be updated with MOHCD and HSH.
(1) Includes HOME and CDBG
(2) Includes area-specific fees, inclusionary housing fees, and jobs-housing linkage fees
(3) Includes land sales and Certificates of Participation (COPs)
(4) In 2019, the Board of Supervisors passed an ordinance to establish the use of excess Education Revenue Augmentation Fund (ERAF) revenue for affordable housing production and preservation
(5) Includes 2015 Proposition A and 2019 Proposition A housing bonds
(6) Includes Citywide Development Agreements, Condominium Conversions fees, Low and Moderate Income Housing Asset Fund (LMIHAF), and other project-specific revenue)
(7) In 2018, San Francisco voters passed Prop C. This ballot measure provides significant new funding for homelessness and mental health services. HSH is using Prop C funding to enhance resources across their system of care, with a focus on acquiring new Permanent Supportive Housing. This chart does not incorporate a projected funding on Prop C funds yet.

Source: Mayor's Office of Housing and Community Development, San Franisco Planning Department, and Strategic Economics, 2020.

POLICIES AND ACTIONS

Policy 22: Create a dedicated and consistent local funding stream and advocate for State and Federal funding to support building permanently affordable housing for very low-, low-, and moderate-income households that meets the Regional Housing Needs Allocation targets.

a. Using the budget tool from Policy 14, action (e), support new and consistent sources of local funding in the City's Capital Planning process for permanently affordable housing including local bonds or other new funding sources that require voter approval. (MOHCD; Medium)

b. Dedicate funding within the 10-year Capital Planning process for permanently affordable housing in Priority Equity Geographies with a goal of building planned projects, while reaching the minimum targets in Well-resourced Neighborhoods as referenced in Policy 19, action (a). (Mayor/BOS, MOHCD; Long)

c. Explore the development of public financing tools such as Infrastructure Finance Districts to leverage the City's co-investments in order to lower direct City subsidy for permanently affordable housing. (OEWD; Medium)

d. Develop and support alternative and philanthropic funding sources to deliver permanently affordable housing faster and at a cheaper per unit cost through tools such as the Housing Accelerator Fund. (Planning, MOHCD; Medium)

e. Support the Bay Area Housing Financing Authority's expected efforts to secure voter

approval for a regional tax measure to fund permanently affordable housing. (MOHCD, Planning; Medium)

f. Advocate for federal legislation to increase Low-Income Housing Tax Credits and Private Activity Bonds, for example, by changing federal rules to lower the minimum bond financing needed to access 4% LIHTC (currently 50 percent) to help unlock more LIHTC in San Francisco and statewide. (MOHCD, Planning; Short)

g. Advocate for State legislation to change the voter approval threshold for General Obligation Bonds from two-thirds to 55 percent. (Planning, Mayor/BOS; Medium)

h. Advocate for State legislation to expand non-competitive permanently affordable housing funding sources. (Planning, Mayor/BOS; Medium)

i. Collaborate with key organizations to reform Proposition 13[62] for commercial property to provide funding support for local jurisdictions to meet their permanently affordable housing targets. (Planning, Mayor/BOS; Medium)

Policy 8: Expand permanently supportive housing and services for individuals and families experiencing homelessness as a primary part of a comprehensive strategy to eliminate homelessness.

a. Identify a numerical target for building Permanently Supportive Housing based on the upcoming Point-in-Time Counts in 2022, to approximately house a third of the total unhoused population in Permanent Supportive Housing and services, and update this target based on the 2022 Strategy completed by the Department of Homelessness and Supportive Housing. (HSH; Short)

b. Using the annual budget for capital, operating and services costs, increase funding needed to meet the targets set in Policy 8, action (a), in balance with funding needed for the actions in this policy including short and long-term rental subsidies. (Mayor/BOS, HSH, MOHCD; Medium)

c. Prioritize Housing Choice Vouchers paired with social services for people who are unhoused. (SFHA, HSH; Short)

d. Increase the share of non-lottery housing for the unhoused within City-funded permanently affordable housing projects to 30% or greater. (MOHCD; Medium)

e. Expand and improve on-site supportive services within Permanent Supportive Housing projects including sustained care for mental health or substance abuse issues, case management, and childcare. (HSH, HSA, DPH; Medium)

f. Utilize the state-wide streamlining opportunities to expedite and increase the production of Permanent Supportive Housing. (MOHCD, Planning; Short)

g. Evaluate the current prioritization system of the Coordinated Entry System for housing placement and services for unhoused residents that currently focuses only on chronic homelessness; and adopt additional levels of priorities for other vulnerable applicants to avoid worsening their situation while waiting for housing and services, and to substantially reduce the vacancy rates of housing available. (HSH; Short)

h. Expand temporary shelter capacity models that are low-barrier and high service such as non-congregate shelter options and Navigation Center beds to eliminate unsheltered homelessness moving away from

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[62] A 1978 ballot measure that reduced property tax rates on homes, businesses and farms, and capped assessed property taxes at 1% for assessed values with no more than 2% annual increase.

Prop 13 significantly reduced the tax revenue of local jurisdictions to fund schools, services, and infrastructure.

traditional shelters with high barriers, with a focus on expanding temporary shelter in proportion[63] to Permanent Supportive Housing and homelessness prevention investments in order to improve the successful exist to stable housing. (HSH; Medium)

i. Evaluate the needs for and create more types of shelters in the system with amenities and services tailored to their residents, examples could include 'clean and sober' shelters, safe consumption shelters for legal and illegal substances, non-congregate shelters, transgender shelters, and off-street safe parking sites for those vehicle dwellers seeking conventional housing. (HSH; Medium)

j. Remove Planning Code limitations to building homeless shelters and navigation centers throughout the city. (Planning; Short)

k. Secure and advocate for additional funding for building and operation of Permanent Supportive Housing from State and federal sources, such as the state's Project Homekey and the federal HOME program. (HSH; Medium)

l. Provide housing navigation services and stability case management to people experiencing homelessness using rental assistance programs (e.g., Housing Choice Vouchers) during the housing search stage and ongoing to ensure tenant retention. (MOHCD, HSH; Short)

m. Create and expand incentives for private landlords to use rental assistance programs (e.g., Housing Choice Vouchers) to rent their units to extremely and very low-income households. Incentives could include covering lease up fees, rent payment during the

inspection period, providing tenant support for housing retention, and covering unit damage upon separation, as well as establishing a fund to support these incentives. (SFHA, MOHCD, HSH; Short)

n. Strengthen the Housing Ladder[64] strategy to support residents of Permanent Supportive Housing to move to less-supportive settings, freeing up supportive housing units for unhoused people. Actions include revising San Francisco Housing Authority preference system to grant higher preference to these households in using Housing Choice Vouchers or other available subsidies or creating a new City-supported shallow subsidy for these households. (SFHA, HSH, MOHCD; Medium)

o. Support and fund the San Francisco Ending Trans Homelessness Plan to end homelessness for transgender people in recognition of the severe disparities in housing access and safety experienced by this group. (HSH, OTI, MOHCD; Short)

Policy 15: Explore utilizing the Legacy Business Registry program to direct resources to businesses associated with communities impacted by displacement. (OEWD, OSB; Short) Expand permanently affordable housing investments in Priority Equity Geographies to better serve American Indian, Black, and other People of color within income ranges underserved, including extremely-, very low-, and moderate-income households.

a. Increase production of housing affordable to extremely and very low-income households including identifying and deploying subsidy

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[63] All Home Plan recommends a proportion of 1-2-4 where for each four units of permanently supportive housing, two shelter beds and interim-housing options are added, along with homelessness prevention services for one individual. 210413_Regional_Action_Plan_Final.pdf (allhomeca.org)

[64] A rehousing approach that offers opportunities for residents of Permanent Supportive Housing (PSH) to move from intensive supportive housing to more independent living, thus freeing up their PSH unit for others.

resources necessary to serve these income groups. (MOHCD, HSH; Medium)

b. Maximize the use of ongoing tenant-based rental assistance to expand eligibility for extremely and very low-income households who otherwise do not qualify for Below Market Rate units. (MOHCD; Short)

c. Evaluate increasing neighborhood preference allocation for Below Market Rate units in Priority Equity Geographies to better serve American Indian, Black, and other communities of color, if possible, per the Federal Fair Housing regulations, as informed by Policy 5 and underlying actions. (MOHCD; Short)

d. Support the development and implementation of community-led plans in the Tenderloin and the Fillmore (Planning, MOHCD; Short)

e. Support implementation of Mission Action Plan 2020 (MAP2020) and Sustainable Chinatown and as updated from time to time in order to meet its affordable housing production and preservation targets. (MOHCD, Planning; Short)

f. Continue to support and expedite delivery of the permanently affordable housing projects in Redevelopment Areas led by the Office of Community Investment and Infrastructure (OCII). (Planning; ongoing)

g. Continue to rebuild and replace public housing units at HOPE SF sites without displacement of the current residents. (MOHCD; Medium)

Policy 19: Enable low and moderate-income households, particularly American Indian, Black, and other people of color, to live and prosper in Well-resourced Neighborhoods by increasing the number of permanently affordable housing units in those neighborhoods.

a. Build between 25% and 50% of the City's new permanently affordable housing within Well-resourced Neighborhoods within the next two RHNA cycles, implementing the zoning strategies of Policy 20, actions (a) through (d). (MOHCD, Planning; Medium)

b. Increase housing that is affordable to extremely low and very low-income households in Well-resourced Neighborhoods through City funded permanently affordable housing projects. (MOHCD; Long)

c. Create a funded land banking program to purchase sites that could accommodate at least 50 units on sites in Well-resourced Neighborhoods, such as sites owned by religious institutions, parking on public land, or underutilized sites. (Planning, MOHCD, Mayor/BOS; Medium)

d. Pursue partnerships with religious institutions, or other philanthropic or private property owners, and non-profit developers to identify and support development of sites that could accommodate new permanently affordable housing, shared equity or cooperative models as referenced under Policy 23, action (a). (Planning, MOHCD, OEWD; Medium)

e. Reduce costs of building permanently affordable housing by supporting engagement processes identified under Policy 20, action (e) that recognize that mid-rise buildings are needed to accommodate new permanently affordable housing; cost reduction strategies include but are not limited to expanding ministerial review[65] of permanently affordable housing on smaller sized residentially zoned parcels. (Planning; Short)

f. Create and expand funding for programs that provide case management, financial literacy education, and housing readiness to low-

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[65] A governmental decision involving little or no personal judgment by the public official; it involves only the use of fixed standards or objective measurements, and the public official cannot use personal, subjective judgment in deciding whether or how the project should be carried out.

income American Indian, Black and other people of color households who seek housing choices in Well-resourced Neighborhoods, and provide incentives and counseling to landlords in Well-resourced Neighborhoods to offer units to low-income households. Consider similar incentives referenced in Policy 8, action (m). (MOHCD; Medium)

Policy 23: Retain and increase the number of moderate- and middle-income households through building permanently affordable workforce housing and reversing the shortage in affordable housing built for these households.

a. Study and implement expansion of shared equity models to leverage more non-City financing tools that offer moderate- and middle-income homeownership (such as Shared Equity, land trusts, or cooperative ownership) through development of smaller sized lots. Use the studies cited in Policy 3, action (c), and Policy 11, action (f) to inform expansion of these models and pursue partnership with private and philanthropic property owners referenced under Policy 19, action (d). (MOHCD, Planning; Short)
b. Study and implement expansions to programs that create workforce housing for educators to serve other public-sector essential workers such as transit operators and hospital workers. (Planning, MOHCD, Mayor/BOS; Short)
c. Continue funding for the First Responders Down Payment Assistance Loan Program and the SFUSD Educators Down Payment Assistance Loan Program. (MOHCD; ongoing)

Policy 24: Support mixed-income development projects to maximize the number of permanently affordable housing constructed, in balance with delivering other permanent community benefits that advance racial and social equity.

a. Through the Inclusionary Technical Analysis Committee, review the inclusionary rates on a regular basis to ensure development projects maintain financial feasibility in all neighborhoods in order to maximize total number of Below Market Rate units delivered without public subsidy, and in balance with the directions of Policy 5, action (b). (Planning, MOHCD; Long)
b. Expand density bonus programs to allow additional Below Market Rate units in exchange for Planning Code modifications or exemptions. (Planning; Medium)
c. Explore the possibility of additional height increases and density limit removal at major transit nodes along Rapid bus and rail corridors, in addition to areas referenced in Policy 20, in parallel with needed infrastructure improvements and maximize permanently affordable housing units. (Planning; Medium)
d. Support approval of housing project applications that maximize density and height under existing zoning and regulatory programs as that will result in the production of more permanently affordable housing units, as informed by the racial and social equity impact analysis referenced in Policy 21, actions (a) and (b). (Planning; Short)
e. Expand the Public Sites for Housing Program through public-private partnerships and prioritize City resources to support the maximum number of permanently affordable housing units on underutilized publicly owned and surplus sites, balancing the financial needs of enterprise agencies, and ensuring adequate space and resources to address the gaps in community infrastructure, services and amenities. (Planning, OEWD, MOHCD; Long)
f. Support the maximum number of permanently affordable housing units as well as improved transit facilities on SFMTA owned sites slated for development through leveraging private investment in market-rate units with public

funding. (Planning, OWED, SFMTA, MOHCD; Medium)

g. Support maximum permanently affordable housing as an essential benefit of new mixed-use development agreements alongside other benefits such as community facilities and transit investments. (OEWD, Planning; ongoing)

h. Incentivize development projects to exceed the required inclusionary percentages to maximize the total number of Below Market Rate units via density bonus programs or regulatory paths through streamlined approval as defined in Policy 25, action (c). (Planning; Short)

i. Explore public-private partnership solutions for front-ending the necessary funding for infrastructure investments to expedite housing for large master plans and development agreements with major up front infrastructure needs, such as Treasure Island, Candlestick Park, Hunters Point Shipyard, Parkmerced, HOPE SF projects, and Schlage Lock, such as direct City investment in infrastructure, allocation of public financing for infrastructure improvements, or issuance of other public debt to fund infrastructure improvements. (OEWD, DPW; Medium)

j. Partner with affordable housing developers to purchase privately-owned entitled sites where construction may be stalling. (MOHCD,Mayor/BOS; Short)

k. Advocate for regional and State funds through the existing infrastructure bank or other paths to help finance the infrastructure needs of large urban infill and redevelopment projects. (Planning, OEWD, Mayor/BOS; Medium)

Objective 4.b   Expand small and mid-rise multi-family housing production to serve our

workforce, prioritizing middle-income households.

Challenge- While middle income households in San Francisco were not cost burdened (paying more than 30 percent of their income for housing) at all in 1990 more recent data shows that middle-income households are now cost-burdened (see Figure 3). San Francisco's housing costs are so high that even middle-income households – such as teachers, nurses, or first responders - are increasingly finding it hard to remain in the city. Data from the San Francisco Unified School District, for example, shows that anywhere from 300 to 700 educators leave San Francisco every year, leading to a shortage of teachers. While middle-income households may find rental housing affordable in many neighborhoods, median sales prices are completely out of reach. Middle-income households can find homeownership opportunities more easily across the bay, and that alone presents an incentive to leave the city.

Middle-income households have been increasingly left out as a target for newly built private market housing. While San Francisco has consistently met or exceeded regional housing targets for "above moderate-income households," this housing is not affordable to middle-income households. Factors contributing to this high cost include: land value, construction material costs, labor shortages, a complex regulatory environment, lengthy permitting processes, as well as uncertainties of discretionary approval processes. The high cost of developing housing increases investment risk and focus on projects that can endure uncertainty and yield higher rents and sales prices.

The cost of housing is also conditioned by the city's attractiveness to workers, businesses and investors from the region, the country and the

world[66]. San Francisco has been an attractive place for many high-income workers and investors around the world. This attractiveness makes housing in San Francisco a valuable global commodity. The availability of resources to pay for housing partially defines what is being produced by the private market for new housing and drives the market for renovations and modification to existing housing stock. These trends have resulted in market rate housing that is only affordable to higher-income earners.

These pressures leave middle-income households with very limited choices, as federal and state funding resources only target lower income households for affordable housing. The City has recently created programs, such as educator housing, that would produce deed restricted units for eligible middle-income households. Inclusionary requirements for market rate housing have also been updated to include below market rate units that are affordable to households earning up to 150% of AMI, or $179,850 for a three-person household. Relying on City housing subsidies to serve middle-income households would certainly mean taking away limited public funding resources from moderate-, low-, and very low-income households who are left without choices in most of the region.

Path forward- Finding new paths to ensure that the private housing market serves the middle-income workforce is key to maintaining our city's diversity.

Expanding where small and mid-rise buildings can be constructed throughout the city provides a path for the market to provide more middle-income housing opportunities without public subsidy. This objective will be met not only by increasing development capacity for small and mid-rise buildings in areas where they are not currently allowed, but also by removing uncertainty from regulatory review processes, streamlining review, and cost abatements. The smaller scale of these buildings fit within the existing scales of most of the neighborhoods in the city which provides better opportunities for a clearer regulatory framework and streamlined processes, including units that serve middle-income households without deed restrictions. Adding new units to our existing housing stock on vacant lots, and through demolition and reconstruction is a critical strategy to increase small multi-family homes particularly for middle income households. However, new units should meet the affordability rates of existing units and tenants should be offered competitive relocation programs during construction. As building multi-unit buildings has been legalized in areas designated for single-family homes throughout the city and the State, the City must encourage multi-family buildings whenever possible. The retention of single-family homes should include contributions towards affordable multi-family housing given the missing opportunities and high use of land and infrastructure resources by a single household.

POLICIES AND ACTIONS

Policy 20: Increase mid-rise and small multi-family housing types in Well-resourced Neighborhoods

near transit, including along SFMTA Rapid Network[67] and other transit, and throughout lower-

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[66] San Francisco is the third city in the world with the highest concentration of billionaires Source and the Bay Area has concentrated around 20 percent of global venture capital, half of 'unicorn' companies and 8 out of 13 valued over $10 billion.

[67] The 13 rail and bus lines that account for the majority of Muni's ridership. Before the pandemic, Rapid Network lines were scheduled to operate every 10 minutes or better all day on weekdays.

density areas, by adopting zoning changes or density bonus programs.

a. Increase the opportunity for mid-rise multi-family buildings through changes to height limits, removal of density controls, and other zoning changes along SFMTA's Muni Forward Rapid Network[68] and other transit lines such as California Street, Union Street, Lombard Street, Geary Blvd, Judah Street, Noriega Street, Ocean Ave, Taraval Street, Sloat Blvd, 19th Ave, Park Presidio Blvd, West Portal Ave, Junipero Serra Blvd, Church Street, Divisadero Street, 17th and Market/Castro, and Van Ness Ave. (Planning, Mayor/BOS; Short)

b. Increase the opportunity to create more small multi-family buildings by replacing lot-based unit maximum zoning controls with form-based residential or mixed-use zoning in Well-resourced Neighborhoods near transit. (Planning, Mayor/BOS; Short)

c. Allow a minimum of four units on all residential lots, expanding the State duplex/lot split program (SB 9), and include programs and incentives that target these new homes to moderate- and middle-income households as described in Policy 26. (Planning, Mayor/BOS; Short)

d. Create a rezoning program to meet the requirements of San Francisco's Regional Housing Needs Allocation and Affirmatively Furthering Fair Housing laws, relying on a combination of strategies in actions (a) through (c) above to accommodate approximately 20,000 units. (Planning, Mayor/BOS; Short)

e. Engage with communities living in Well-resourced Neighborhoods to nurture enhanced openness for all through educational material and community conversations that highlight how locating new housing and permanently affordable housing in every neighborhood can address historic inequity and injustice and build more vibrant neighborhoods that improve everyone's quality of life. (Planning; Short)

Policy 25: Reduce development constraints such as lengthy City-permitting process and high construction costs to increase housing choices and improve affordability.

a. Establish streamlined or ministerial approval[69] to increase housing choices as identified in Policy 25, actions (a) thru (b); streamlining processes include reducing neighborhood notification requirements where community-informed community benefits are provided, allowing Department approval instead of Planning Commission approvals for projects that provide increased on-site affordability, consolidating appeal hearings to facilitate certainty in the development process and enable a comprehensive appeal discussion of all community concerns, or adoption of Housing Sustainability Districts within Well-resourced Neighborhoods outside of areas vulnerable to displacement. (Planning, Mayor/BOS; Medium)

b. Support mid-rise and small multi-family buildings through streamlining processes referenced in Policy 25, action (a) above, where community benefits such as certain portion of units serving middle-income households without deed restriction, designating commercial space as a Community Benefit Use, as defined in Policy

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[68] The 13 rail and bus lines that account for the majority of Muni's ridership. Before the pandemic, Rapid Network lines were scheduled to operate every 10 minutes or better all day on weekdays.

[69] A governmental decision involving little or no personal judgment by the public official; it involves only the use of fixed standards or objective measurements, and the public official cannot use personal, subjective judgment in deciding whether or how the project should be carried out.mini

32, action (d), offering reduced rent for community-serving purposes via a development agreement or deed-restrictions, or meeting family-friendly criteria as referenced in Policy 28, action (d). Such processes should consider other incentives referenced in Policy 26, action (a) for mid-rise and small multi-family buildings. (Planning, Mayor/BOS; Short)

c. Support projects that include higher rates of below market rate units beyond required, using streamlining models referenced in Policy 25, action (a) as informed by racial and social equity impact analysis under Policy 21, actions (a) and (b). (Planning, Mayor/BOS; Short)

d. Pursue California Environmental Quality Act (CEQA) streamlining for projects through Community Plan Exemptions or by adopting Housing Sustainability Districts within Well-resourced Neighborhoods outside of areas vulnerable to displacement. (Planning, Mayor/BOS; Medium)

e. Continue to strengthen coordination of interagency permitting review and approval processes for implementation of approved large master planned projects to accelerate construction timelines of infrastructure improvements. (OEWD, Planning; ongoing)

f. Continue to implement the Mayor Executive Directives to accelerate creating new housing and expand City department's compliance with the directives (Mayor Breed's Executive Directive 18-01 and Mayor Lee's Executive Directive 17-02). (Planning, DBI, OEWD, DPW, SFPUC, SFMTA, SF Port, OCII, MOHCD, MOD, SFFD; ongoing)

g. Reduce review and notification requirements of the Planning Code for small projects such as rear additions, and reallocate the Planning Department's staff resources to support low-income homeowners with technical assistance as identified under Policy 26, action (c), using the Department's Racial and Social Equity Assessment tool.[70] (Planning; Short)

h. Prioritize Department's staff and resources to review Discretionary Review applications that are filed by tenants and those within Priority Equity Geographies and reallocate the Planning Department's staff resources from other Discretionary Review applications to support low-income homeowners with technical assistance as identified under Policy 26, action (c), using the Department's Racial and Social Equity Assessment tool.[71] (Planning; Short)

i. Develop Objective Design Standards that reduce subjective design review of housing projects while ensuring that new development in existing neighborhoods support livability, building durability, access to light and outdoor space, and creative expression. (Planning; Short)

j. Expand the use of cost-efficient construction types and materials such as cross laminated timber[72] and modular construction,[73] especially where local jobs are supported. (DBI; Medium)

k. Support more efficient construction process by maintaining or increasing flexibility of lot size

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[70] An analysis approach to assessing the potential racial and social equity impacts of a proposed action. This tool is part of San Francisco Planning's Racial and Social Equity Action Plan, which aims to pro-actively advance equity in the Department's internal and external work such as community planning, community engagement, policy/laws development, hiring, and process improvements. At the time of publication (March 2022), this tool is still being developed.

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external work such as community planning, community engagement, policy/laws development, hiring, and process improvements. At the time of publication (March 2022), this tool is still being developed.

[72] An engineered wood building material that can be used in walls, roofs or ceilings, may be eco-friendly, and could lower construction cost through decreased lead times.

[73] A type of prefabricated housing, where the pieces of the building are usually built in one place using a factory assembly line, shipped to a construction site, and then assembled. Using this housing production method reduces construction costs through its building process and through decreased lead times.

limits, allowing the development of small lots and reducing Conditional Use Authorizations or other barriers for lot consolidation. (Planning; Short)

l. Expand Impact Fee exemption to a broader range of permanently affordable housing projects including those with units affordable up to 120 percent of Area Median Income or projects that rely on philanthropic subsidies. (Planning, MOHCD, Mayor/BOS; Short)

m. Strengthen the interagency coordination for the associated approvals for publicly funded affordable housing; examples of associated approvals include the PG&E requirements to accommodate Public Utilities Commission (PUC) low-cost electric service, or the multi-agency review of disability access, in order to reduce per-unit construction costs. (SFPUC, MOHCD; Medium)

n. Expand the construction workforce through training programs in partnership with non-City apprenticeship programs and expand the Local Hire program to allow more projects to participate. (OEWD; Medium)

Policy 26: Facilitate small and mid-rise multi-family buildings as a prominent housing type that private development can deliver to serve middle-income households without deed restriction, including through expansion or demolition of existing lower density housing, or by adding Accessory Dwelling Units (ADUs).

a. Identify and adopt incentives or abatements that could make small multi-family buildings feasible and accessible to middle-income households without deed restriction, such as exemptions from some fees, modified inclusionary requirements, or streamlined

approval criteria as defined in Policy 25, action (a). (Planning, Mayor/BOS; Medium)

b. Create low-interest construction loan programs for eligible lower-income homeowners, to expand their existing homes with additional units or demolish and replace their homes with more units up the allowable maximum density. (MOHCD, Mayor/BOS; Medium)

c. Create and fund technical assistance programs, as well as outreach and education programs for eligible homeowners interested in updating their property from single- to multi-family housing (through ADUs or demolitions) particularly targeting low-income property owners, households of color, seniors and people with disabilities, such as the Housing Development Incentive Program for Homeowners[74] that would also incorporate financing programs as referenced under Policy 26, action (b). Such programs should ensure accessible accommodations for aging adults and people with disabilities. (Planning, HSA; Short)

d. Update the Planning Code requirements to remove the Conditional Use processes for demolition of single-family or multi-unit buildings that are not tenant occupied and without history of tenant evictions, that are not historic resources, when increased density is proposed, and in accordance with the requirements of State Law (Housing Crisis Act) to replace rent controlled and permanently affordable units at equivalent affordability rates of the unit prior to demolition. Continue to apply Conditional Use requirements to demolition of tenant occupied buildings. (Planning; Short)

e. Support projects that maximize density within low-density zoning areas through processes

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[74] Ordinance 69-22 passed on March 11, 2022

referenced in Policy 25, action (a), and explore new fees on single-family housing applications where more density is permitted. (Planning; Short)

f. Create and adopt new design standards that align with rear yard, height, and other physical code standards; where small multi-unit buildings are proposed such design standards should eliminate guidelines that subjectively and significantly restrict the massing of housing contrary to those regulatory standards in accordance with the State's Housing Accountability Act. (Planning; Short)

g. Prioritize City permitting staff resources for the review of ADUs that do not displace tenants. (DBI; Planning, Short)

h. Continue to strengthen the interagency coordination (e.g. Roundtable Review) for permit processing of ADUs and implement an integrated online permitting system and permitting governance structure to support permit streamlining and government transparency. (Planning, DBI; ongoing)

i. Create an affordable ADU program that provides financial support for professional services and construction of units that serve low-income households. (Planning, MOHCD; Short)

j. Encourage Junior ADUs (JADUs) as an effective and low-cost way of adding habitable space within existing single-family homes, as JADUs also expand opportunities for multi-generational living. (Planning; Short)

Policy 21: Prevent the potential displacement and adverse racial and social equity impacts of zoning changes, planning processes, or public and private investments especially for populations and in areas vulnerable to displacement.

a. Based on the Racial and Social Equity Impact Analysis for the Housing Element,[75] measure and quantify levels of investments to prevent community displacement through increased permanently affordable housing production, equitable access to housing, and other community stabilization strategies for vulnerable populations. (Planning; Short)

b. Create benchmarks for affordable housing production and preservation investments to avoid displacement and other adverse racial and social equity impacts for future zoning changes, development projects and infrastructure projects according to the scale and location of the proposal, as informed by the Racial and Social Equity Impact Analysis for the Housing Element. (Planning; Short)

c. Invest public funding or direct private investment to implement the anti-displacement investments identified in Policy 21, action (b) for zoning changes, development projects, or infrastructure projects of certain scale or intensity, in parallel with the project timeline. (MOHCD, SFMTA, OEWD, DPW; Medium)

d. Increase funding to expand the services of community-based organizations and providers for financial counseling services listed under Policy 5, action (k), as well as tenant and eviction protection services listed under Policy 1, to better serve populations and areas vulnerable to displacement; tenant and eviction protection services include legal services, code enforcement outreach, tenant counseling, mediation, and housing-related financial assistance; expansion of such services should be informed by community priorities working with liaisons referenced under Policy 14, action (b). (MOHCD, Mayor/BOS; Short)

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[75] The Racial and Social Equity Impact analysis of the Housing Element will be completed prior to the adoption of the Housing Element 2022, and this action will be updated based on the findings accordingly.

Objective 4.c Expand and diversify housing types for all

Challenge- San Francisco is home to a diverse range of family and household structures including multigenerational families, LGTBQ+ families, single parents, roommate living, artist co-ops, single-person households, couples, or families with multiple children among many others. As people's lifestyles change, children move out, families grow, partners move in or out, or physical abilities change, their housing needs change as well. San Francisco residents are finding it increasingly challenging to find housing that meets their changing needs, either within their current neighborhood, or anywhere in the city. Households with children, particularly those with two or more children are having an increasingly hard time staying in San Francisco (see Figure 28), and households with children in San Francisco experience high rates of overcrowding (more than 1 person per room, including the living room) as well (see Figure 29). Other household types are also experiencing pressure: many have been doubling or tripling up to live in the City as roommates or related adults (see Figure 29). Many are forced to live in these arrangements or leave the City because they cannot find housing that is within their financial reach and meets their needs. Seniors, aging adults, and people with disabilities are unable to afford living conditions that match their abilities. A two-person educator household is likely cost burdened (paying more than 30% of their income on rent) or may not live in housing that meets their needs if interested in growing their

family. Artists who once found a haven in San Francisco, and who are often the promoters of the city's diverse cultures, are turned away without viable housing choices.

Path forward- Ensuring a diversity of housing types at various affordability levels is critical to maintaining and advancing the diversity that once defined San Francisco. The City must employ targeted programs and products that serve the particular needs of seniors, people with disabilities, transgender and LGBTQ+, transitional aged youth, or families with children. To meet these unique needs, new housing must offer varying design and amenities, promote certain typologies, be located in certain neighborhoods, or in proximity to transit amenities. For example, promoting co-housing[76] will address the growing interest among some communities in living in small rooms with shared amenities (kitchen, living room, etc.). Housing for seniors and people with disabilities, at variety of income levels, must be promoted along transit corridors to address limited mobility issues. Trangender and LGBTQ+ households are interested in living in neighborhoods where they have built a community over decades. Families with children, at a variety of income levels, need improved access to child friendly amenities, and shared open spaces. All neighborhoods should provide a range of housing types, at a range of affordability levels, as well as amenities that serve the changing needs of seniors, children, people with disabilities, young individuals, and various family structures.

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[76] Co-housing, group housing, or co-living rooms are a type of housing that may have limited cooking facilities and do not contain a full kitchen in each room. Co-housing may include (but is not limited to) communes, fraternities and sororities, or Residential Hotels.

Figure 28. Percentage change in number of households with children from 1990 to 2015.
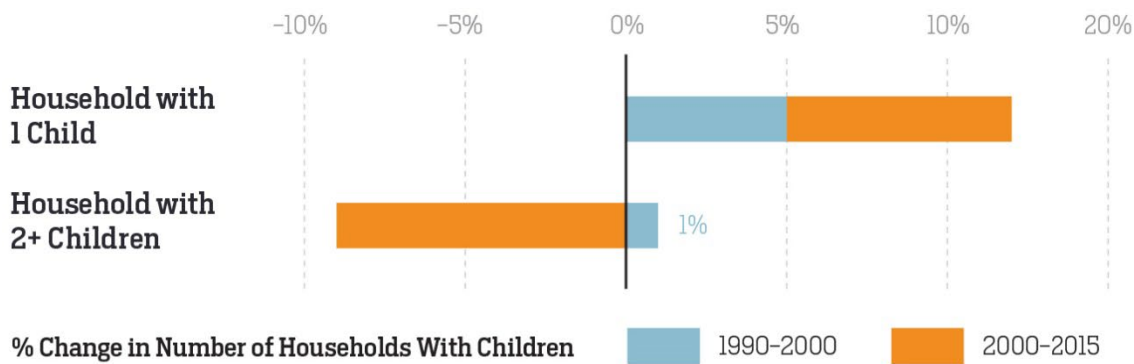
Source: San Francisco Housing Needs and Trends Report. Data: Decennial Census (1990 and 2000) and ACS (2015)

Figure 29. Percentage of households living in overcrowded* units by household type (2015).
* Overcrowded conditions are defined as more than one person per room, including the living room.
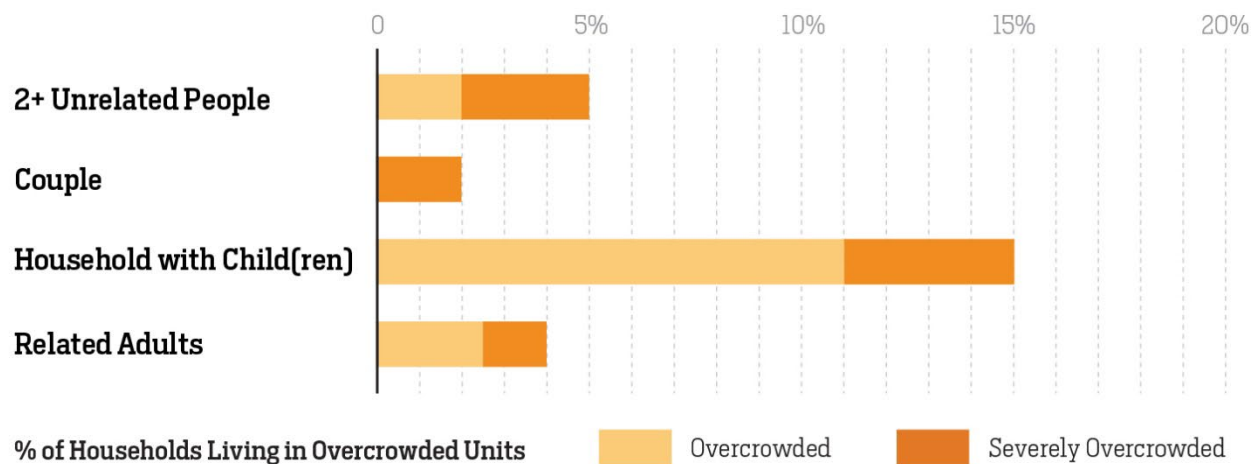
Source: San Francisco Housing Needs and Trends Report. Data: ACS 2015 5-year Estimates.

POLICIES AND ACTIONS

Policy 27: Promote and facilitate aging in place for seniors and multi-generational living that supports extended families and communal households.

a. Increase permanently affordable senior housing along transit corridors to improve mobility of aging adults and seniors, particularly for extremely- and very-low income households including through expansion of Senior Operating Subsidies as referenced in Policy 5, action (e). (MOHCD; Long)

b. Pursue multi-generational living for extended families and communal households that have space and amenities for children, working-age adults, seniors and persons with disabilities, when building permanently affordable senior housing referenced under Policy 27, action (a) above, or cooperative housing referenced in Policy 23, action (a). (MOHCD; Long)

c. Create or support financing programs that support aging in place, including improvements to accessibility through home modifications or building ADUs, and supported by technical assistance programs referenced in Policy 26, action (c). (Planning, HSA, MOHCD; Short)

d. Implement new strategies to support and prevent the loss of residential care facilities, using the recommendations of the Assisted Living Working Group of the Long-term Care Coordinating Council,[77] including business support services, as well as City-funded subsidies for affordable placement of low-income residents (DPH, HSA; Medium)

e. Support and explore expanding the Home Match Program to match seniors with people looking for housing that can provide home chore support in exchange for affordable rent. (HSA, MOHCD; Medium)

f. Permit uses and eliminate regulatory limitations, such as conditional use authorizations, that discourage innovative, smaller housing types where licensing is not required, such as co-housing[78] with amenities that support seniors and those with disabilities. (Planning; Medium)

g. Strengthen interagency coordination to identify and implement strategies to address the housing needs of seniors and people with disabilities, informed by the Housing Needs Assessments referenced in Policy 6, action (f). (HSA, Planning, MOHCD, MOD; Short)

Policy 28: Prevent the outmigration of families with children and support the needs of families to grow.

a. Identify neighborhoods with a higher concentration of low-income, immigrant, and rent- burdened[79] families with children, such as Tenderloin, Mission, Chinatown, and/or SoMA, and allocate resources to increase permanently affordable housing that addresses their income and needs in those neighborhoods. (MOHCD, Planning; Medium)

b. Establish programs to assist extremely low and very low-income families with children to relocate from SROs and overcrowding living conditions to appropriate permanently affordable housing. (MOHCD, Planning; Medium)

c. Develop objective design standards for child-friendly amenities within new buildings particularly for small and mid-rise multi-family buildings. (Planning; Short)

d. Establish criteria for family-friendly housing to support these projects through processes referenced in Policy 25, action (b). Such criteria can include development projects with substantially higher number of two- or three-bedroom units than required; that are affordable to a wide range of low- to middle-income households and meet the child-friendly design standards established in Policy 28, action (b). (Planning; Medium)

e. Collaborate with the San Francisco Unified School District to evaluate the feasibility of providing a priority in the school assignment process for low-income families and those living in permanently affordable housing. (Planning, SFUSD, MOHCD; Medium)

f. Continue to require multi-bedroom unit mixes. (Planning; ongoing)

Policy 7: Pursue investments in permanently affordable housing that are specific to neighborhoods that serve as entry points to recently arrived residents from certain groups, such as transgender and LGBTQ+ refugees or immigrants, or specific to populations such as transitional aged youth or transgender people.

a. Study and identify programs that respond to the needs of transgender and LGBTQ+

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[77] Supporting Affordable Assisted Living in San Francisco, January 2019, Assisted Living Facility (ALF) Workgroup | San Francisco Human Services Agency (sfhsa.org)
[78] Co-housing, group housing, or co-living rooms are a type of housing that may have limited cooking facilities and do not

contain a full kitchen in each room. Co-housing may include (but is not limited to) communes, fraternities and sororities, or Residential Hotels.
[79] Households that pay more than 30 percent of their income for housing.

groups, particularly those who are refugees, lack family connections, or previously incarcerated, to incorporate into permanently affordable housing investments that are concentrated in the neighborhoods where they have historically found community, such as the Castro for LGBTQ+ communities or the Tenderloin for transgender people of color, building upon research spearheaded by the Castro LGBTQ Cultural District. (MOHCD, Planning; Short)

b. Support implementing San Francisco's "Ending Trans Homelessness Plan" as referenced under Policy 8, action (o), as well as the ongoing housing placement for the transgender community. (HSH, OTI, MOHCD; Medium)

c. Continue to provide housing affordable to applicants on the Plus Housing List. (MOHCD; ongoing)

d. Expand housing for transitional aged-youth in permanently affordable housing including supportive programs that address their unique needs such as a past criminal record, substance abuse, sexual orientation, gender identity, or other specific needs, as informed by the strategies referenced in Policy 7, action (g). (MOHCD, HSH; Medium)

e. Study and identify programs and building types that respond to the needs of recently arrived immigrants and to incorporate them into permanently affordable housing investments that are concentrated in the neighborhoods in which they initially settle, such as Chinatown, the Tenderloin, the Mission, and other gateway neighborhoods. (MOHCD, Planning, Short)

Policy 29: Encourage co-housing[80] to support ways for households to share space, resources, and responsibilities, especially to reinforce supportive relationships within and across communities and generations.

a. Eliminate the definition of "group housing" and modify "dwelling unit" to include "more than one" family in the Planning Code and to include minimum quality of life standards, such as cooking facilities and common space. (Planning, Mayor/BOS; Short)

b. Support process and code changes in Priority Equity Geographies that seek to define specific needs or limits around co-housing types, as informed by Policy 18. (Planning, Mayor/BOS; Short)

c. Create a co-housing informational program that provides ideas and recommendations on types, financing structures, precedents, and technical guidance to support their creation in Cultural Districts and Priority Equity Geographies to meet community needs. (Planning, Short)

d. Support co-housing developments on parcels owned by non-profits, like sites owned by religious institutions, to further encourage philanthropically financed affordable housing. (Planning; Short)

Policy 30: Require new commercial developments and large employers, hospitals, and educational institutions to help meet housing demand generated by anticipated job growth to maintain an appropriate jobs-housing fit, and address housing needs of students.

a. Conduct a feasibility study to assess large employers affordable housing funding on an ongoing-basis to complement the jobs

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[80] Co-housing, group housing, or co-living rooms are a type of housing that may have limited cooking facilities and do not contain a full kitchen in each room. Co-housing may include (but is not limited to) communes, fraternities and sororities, or Residential Hotels.

housing linkage requirements. (==Planning==, ==OEWD, Mayor/BOS==; Medium)

b. Encourage and provide opportunities for large commercial developments to build housing or dedicate land in lieu of their jobs housing linkage fee with affordability requirements that align with the income levels of the households anticipated to fill new jobs. (==Planning, OEWD==, ==Mayor/BOS==; Medium)

c. Provide paths for large employers to contribute funding to and/or partner with non-profit developers to provide homeownership opportunities. (==Planning,==; Medium)

d. Maintain the jobs housing linkage program and adjust the fee levels based on an updated nexus study and feasibility study on a regular basis. (==Planning==; Long)

e. Explore expanding jobs housing linkage fees to large employer institutional developments (medical and educational) who are currently not subject to jobs housing linkage fees. (==Planning, OEWD==, ==Mayor/BOS==; Medium)

f. Pursue partnerships that commit large employer institutions who are not subject to job housing linkage fees (hospitals and educational institutions) to conduct an analysis of the housing demand of their employees and to meet that demand within institutional master plans or equivalent documents. (==Planning, OEWD==, ==Mayor/BOS==; Medium)

g. Pursue partnerships with educational institutions to identify the housing needs of students, monitor implementation of planned student housing in institutional master plans, and promote strategies to address the unmet housing needs of students. (==Planning==; Medium)

Policy 31: Maximize the use of existing housing stock for res3idential use by discouraging vacancy, short-term use, and speculative resale.

a. Explore legislating a vacancy tax for residential units that stay empty for long periods of a year or used as secondary or vacation homes. (==Planning==, Mayor/BOS; Medium)

b. Explore regulatory paths, including a tax or other regulatory structures, for short term speculative resale of residential units, particularly those which seek to extract value out of evicting tenants, or rapid reselling to more lucrative markets. (==Planning==; Medium)

c. Continue to improve compliance, enforcement, and restrictions on short-term rentals. (==Planning==; ongoing)

Goal 5. Promote neighborhoods that are well-connected, healthy, and rich with community culture.

Challenge- San Francisco's neighborhoods have unique qualities and histories that enrich their residents and communities, but they also are the result of incremental decision-making and discriminatory practices that have left disparities in public services, resources, and impacts from environmental damage. Government agencies have sometimes organized past public investment around the location of new housing or land-use changes rather than an accounting for equity, which may consider needs, and quality of public investments.

Additionally, private enterprise that supports essential services like healthy food, healthcare, laundry, or childcare, has become increasingly pushed to serve high earners as their economic margins have dropped, even prior to the pandemic. Small businesses provide some of these essential services in addition to serving as neighborhood centers. However, according to the California Employment Development Department, the number of retail establishments with fewer than 10 employees in San Francisco dropped over 8%, between 2007 and 2017. As land values and online shopping and delivery services have increased and brick-and-mortar retail declined, the health of neighborhood commercial corridors varied with some corridors struggling, reducing residents' access to nearby services and opportunities to support community culture and cohesion.

Path forward- Having a safe, sustainable, nurturing home means more than inhabiting an indoor structure, it must be in and connected to a larger place that fulfills residents' social, cultural, and

physical growth. For a neighborhood to house people, it must provide access to good quality grocery stores, healthcare, schools, community services, arts and cultural institutions. It must create a healthy environment with clean air, water, and soil and be prepared for the heightened impacts of the climate crisis, especially protecting those most at-risk. It must connect us to areas and resources beyond the neighborhood and across the city and region through equitable transit and transportation infrastructure. While a set of amenities may not be the same across neighborhoods, the City should support the unique ecosystem of each one that will nourish its communities and center equity in government investments.

This Goalprovides a solid framework for the allocation of resources where changes are more urgent. To achieve healthy neighborhoods for housing residents, the City must focus on repairing past harms through environmental justice and equitable mobility strategies to address the disparate outcomes in wealth and health in Priority Equity Geographies while protecting these communities against displacement.

At the same time, as San Francisco population grows the existing community facilities and services, including parks, schools, libraries, police and fire departments, must address the growing need. Recent neighborhood zoning changes have included planning for infrastructure such as transit, open space, and street improvements using development impact fees to help fund such infrastructure, such as the Southeast Framework and Greater SoMa Community Facilities Needs Assessment (see Figures 30 to 32).

Housing in a neighborhood can foster relationships, identities, creativity, and individual well-being. Neighborhoods that express individual personalities and shared connections across cultures, race, and ethnicity, or art and

architectural heritage provide a sense of community. Considering housing proximity and access to goods and services can reduce burdens, enhance the experience, or encourage healthy habits in daily life. Each neighborhood is a result of its people and histories and their efforts and challenges and should reflect these specific experiences, undo past harms and adapt to changing conditions.

Figure 30. Infrastructure impact fees generated from development in Area Plans.
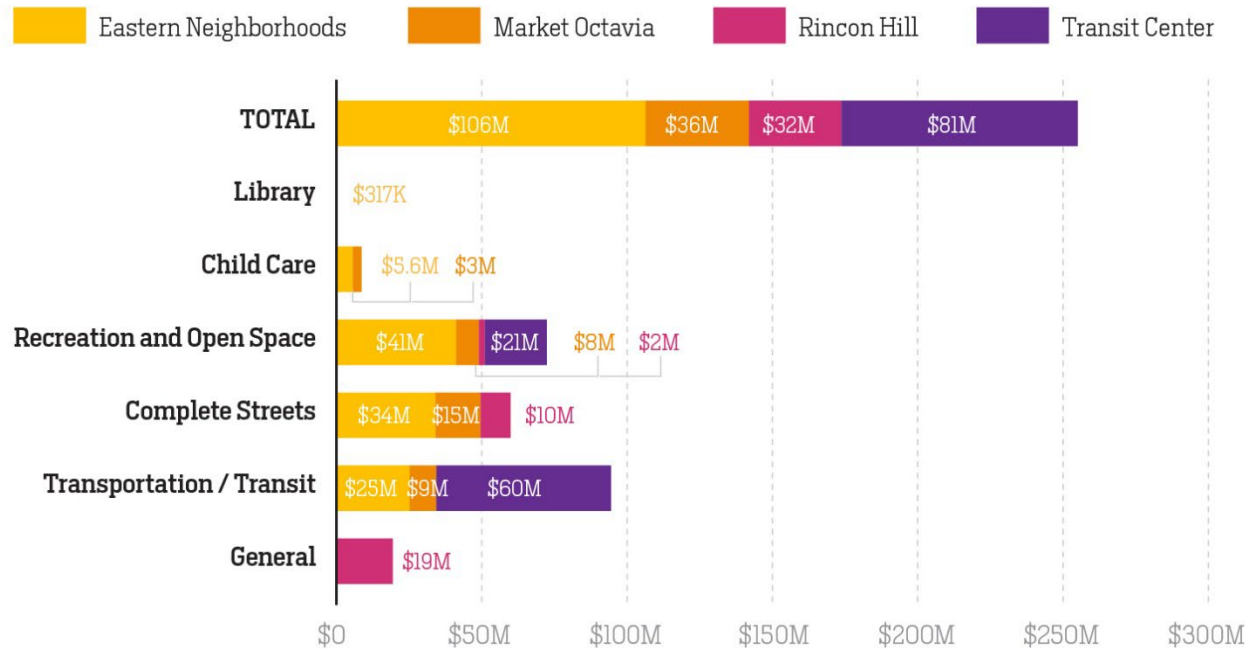
Source: SF Planning and DBI.

Figure 31. Nearly half of the cost of, In Chan Kaajal Park, a park bulit in 2017 in the Mission was funded by development impact fees.

Photo: San Francisco Recreation & Parks

Figure 32. Streetscape improvements along 22nd street to improve pedestrian safety was largely funded by development impact fees.

Rendering: San Francisco Public Works

Objective 5.a Connect people to jobs and their neighborhood with numerous, equitable, and healthy transportation and mobility options

Challenge- As the city and region have developed through decades of changes in economic, living, and land use patterns, transportation infrastructure has often been deployed to reconnect people's

needs, primarily around jobs and housing. However, local governmental agencies often focused on the needs of middle- and high-income workers (e.g, freeways, regional commuter transit) and left many populations, especially those of color or with low-wage jobs or those outside the workforce or with other needs, with few or burdensome options. For example, Golden Gate Park, with its world-class cultural institutions and well-maintained open space full of programs and activities, is an hour-long bus ride from the areas in the city with the highest percentage of children, including Bayview, Outer Mission, and the Excelsior.

It has become increasingly difficult and more expensive to complete new infrastructureprojects, including transportation projects. Thus the City is challenged to keep up with growth, which, limitspersons quality and life and access to opportunities (e.g., jobs, parks, schools, etc.). Those living in historically underserved communities and those with limited mobility options continue to face greater challenges than those able-bodied persons with more resources.

Additionally, the past two decades have transformed former mostly industrial neighborhoods into more mixed-use neighborhoods, including with housing. This has occurred primarily in the southeast portion of the city where historically there was less investment and stability in the types of small businesses that serve residents. These redeveloping areas include public benefits such as new or improved infrastructure. However, some residents may feel some benefits are oriented to future residents rather than supporting the needs of existing residents and businesses.

Path forward- A more equitable San Francisco requires planning for how housing, jobs, services,

institutions, and resources are interconnected in and between vibrant neighborhoods.

Some areas of the city, primarily lower density neighborhoods in the middle, western, and northern neighborhoods, have had greater per capital public investment in infrastructure This includes more per capita investments in schools, transit, parks, and other community facilities. Providing more housing in these locations opens access to these benefits to more people. The City will address how new housing impacts existing neighborhoods depending on their geography, history, cultural identity, and past discrimination. These efforts address and support neighborhood life, such as economic development, facility planning, collaboration across agencies, and community-based organizations. The priority is to help people thriveby meeting their needs and providing opportunities that are easily accessible , which also supports San Francisco's goals for of healthier transportation and climate .

San Francisco has been a Transit First City for 45+ years, with a clear intention of supporting public transportation and walkable and bikeable neighborhoods. In the past decade, it has also significantly invested in Vision Zero, a program to get to zero traffic fatalities by 2024; the Climate Action Plan 2021, to reduce carbon emissions; and ConnectSF a fifty-year vision for San Francisco's mobility. ConnectSF relates directly to housing considerations, for example that we should preserve permanently affordable housing. Maintaining – and increasing – the City's stock of permanently affordable housing is critical,especially in areas receiving new infrastructure investment and add new low- and moderate-income housing near essential services and schools. The city's transportation policies will also be anchored in the upcoming Transportation Element Update which will be designed to center racial and social equity to redress historic harms, prioritize undoing damage, promote equity, and

prioritize those most at-risk of being excluded from transportation resources.

One of the City's climate goal is to have 80% of trips be sustainable, low carbon, by 2030 – such as transit, walking, or biking. Building multi-family housing near transit helps the City meet these goals. It helps the City meet climate goals by

providing access to transit for more people; it improves the cost-effectiveness of existing transit investments and makes the City more competitive for regional, state, and federal funds to expand transit; and it provides a larger customer base for businesses located along or nearby transit lines.

POLICIES AND ACTIONS

Policy 17: Expand investments in Priority Equity Geographies to advance equitable access to resources while ensuring community stability.

a. Apply equity metrics identified under Policy 14 (a) in identifying necessary infrastructure improvements for Priority Equity Geographies and to guide all City investment decisions, including but not limited to: Capital Planning, General Plan Elements, Interagency Plan Implementation Committee or Citizen Advisory Council review, in coordination with Policy 33 actions (a) through (c). (Planning; Short)

b. Prioritize Priority Equity Geographies in investments to improve transit service, as well as other community improvements to parks, streetscape, and neighborhood amenities, in coordination with the investments referenced under Policy 33, action (c). (SFMTA, RPD, DPW, Planning; Medium)

c. Invest in and implement anti-displacement measures in parallel with major infrastructure improvements in areas undergoing displacement, as informed by Policy 21, actions (a) and (b). (Planning, SFMTA, RPD, DPW; Medium)

Policy 32: Facilitate neighborhoods where proximity to daily needs and high-quality community services and amenities promotes social connections, supports caregivers, reduces

the need for private auto travel, and advances healthy activities.

a. Develop or adopt certification programs for community-serving businesses, such as grocery stores, childcare centers, healthcare clinics, and laundromats. Eliminate conditional use authorizations or reduce entitlement requirements related to lot size or commercial uses for new housing developments that include businesses that meet such requirements, allow them to participate in a Community Benefit Use program as described in Policy 32, action (d), or provide rental subsidies to them. (Planning, OEWD; Medium)

b. In Cultural Districts, reduce conditional use authorizations or other entitlement barriers for mixed-use buildings that can commit via deed restriction or other legal agreement to the inclusion of businesses, institutions, or services that support Cultural District needs and identity for a minimum of ten years. (Planning; Short)

c. Incentivize new housing to commit via deed restrictions or other legal agreement to below market rate commercial leases for community-based organizations serving the neighborhood community for a minimum of ten years by providing fee waivers, especially in Cultural Districts. (Planning; Medium)

d. Study the creation of a Community Benefit Use program, referenced in Policy 25, action (b)

and Policy 32, action (i), that allows new housing developments to have a highly flexible ground floor use entitlement and tenants to be eligible for rent subsidy in exchange for community participation in tenant selection or for businesses that obtain certifications as described in Policy 32, action (a). (Planning; Short)

e. Strengthen interagency coordination, review, and compliance processes to ensure that walking and biking infrastructure and safety improvements are integrated into planning, funding, and construction and/or rehabilitation of public projects (e.g., parks and open spaces, libraries, and transit facilities) in addition to private development projects. (Planning, MTA, DPW; Short)

f. Organize housing and neighborhood business and service areas to prioritize proximity in neighborhood planning or development agreement projects that propose land use changes. (Planning; Medium)

g. Create and a long-range community facilities plan, and update every 5-10 years, for public facilities including parks, recreation centers, schools, libraries, to accommodate a thirty-year projected population growth, informed by equity metrics in a manner that secures equitable access in Priority Equity Geographies, Environmental Justice Communities, and Well-resourced Neighborhoods that are targeted for increased housing capacity, building on processes such as the Community Facilities Framework, and in collaboration with Interagency Plan Implementation Committee. (Planning, SFRPD, LIB, SFUSD; Medium)

h. Develop a comprehensive and regularly updated map of daily needs, amenities, and community facilities, to inform the work of the interagency coordination under action (e) as well as community-based organizations in planning for services, resources, open space, and businesses to be near each other and supportive to communities. (Planning, MTA, DPW, OEWD, DYCF, HSA; Medium)

i. Expand and allow community serving uses, such as retail, restaurants, and personal services within areas that are primarily residential especially on corner parcels, especially uses under the Community Benefit Use program defined under Policy 32 action (d). (Planning; Short)

j. Change regulations and definitions in current Planning code to improve flexibility on allowing home-based businesses and work from home in residential districts, for example, create an accessory entrepreneurial use that allows up to two employees. (Planning; Short)

k. Continue to adhere to guidelines in the Better Streets Plan when new housing creates improvements to sidewalks, streets, and other public spaces. (Planning; ongoing)

l. Prioritize uses in the ground floor of buildings that support housing, neighborhood activity and identity, especially in Cultural Districts, over inclusion of utility infrastructure, such as transformer vaults. (Planning, DPW; Short)

Policy 33: Ensure transportation investments create equitable access to transit and are planned in parallel with increase in housing capacity to advance well-connected neighborhoods consistent with the City's Connect SF vision, and encourage sustainable trips[81] in new housing.

a. Strengthen interagency coordination for transportation, evaluating the existing and future needs of Priority Equity Geographies,

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[81] Sustainable trip choices mean walking, bicycling, transit, and carpooling.

Environmental Justice Communities, and Well-resourced Neighborhoods targeted for increased housing capacity, and plan for staffing and funding needed for these investments (e.g., general obligation bonds, federal grants). This includes delivering a network such that transit vehicles come every five minutes[82] along certain corridors, and for rail consistent with the city's Connect SF vision and its Transit Strategy (SFMTA, Planning, SFCTA; Medium)

b. Restore, maintain, and optimize the existing transit system, particularly prioritize implementation of SFMTA's 5-year Capital Improvement Program's Transit Optimization and Expansion Projects in Well-resourced Neighborhoods targeted for increased housing capacity. (SFMTA, Planning; Short)

c. Restore and improve transit service as identified in the city's Transit Strategy, particularly for essential workers, transit-dependent people, and in Priority Equity Geographies and Environmental Justice communities (SFMTA; Short)

d. Adopt requirements that encourage sustainable trip choices[83] in new housing and reduce transportation impacts from new housing. Such amendments may require certain new housing to include additional transportation demand management measures and driveway and loading operations plans, protect pedestrian, cycling, and transit-oriented street frontages from driveways, and reduce vehicular parking. (Planning, SFMTA; Short)

Policy 20: Increase mid-rise and small multi-family housing types in Well-resourced Neighborhoods near transit, including along SFMTA Rapid Network[84] and other transit, and throughout lower-density areas, by adopting zoning changes or density bonus programs.

a. Increase the opportunity for mid-rise multi-family buildings through changes to height limits, removal of density controls, and other zoning changes along SFMTA's Muni Forward Rapid Network[85] and other transit lines such as California Street, Union Street, Lombard Street, Geary Blvd, Judah Street, Noriega Street, Ocean Ave, Taraval Street, Sloat Blvd, 19th Ave, Park Presidio Blvd, West Portal Ave, Junipero Serra Blvd, Church Street, Divisadero Street, 17th and Market/Castro, and Van Ness Ave. (Planning, Mayor/BOS; Short)

b. Increase the opportunity to create more small multi-family buildings by replacing lot-based unit maximum zoning controls with form-based residential or mixed-use zoning in Well-resourced Neighborhoods near transit. (Planning, Mayor/BOS; Short)

c. Allow a minimum of four units on all residential lots, expanding the State duplex/lot split program (SB 9), and include programs and incentives that target these new homes to moderate- and middle-income households as described in Policy 26. (Planning, Mayor/BOS; Short)

d. Create a rezoning program to meet the requirements of San Francisco's Regional Housing Needs Allocation and Affirmatively Furthering Fair Housing laws, relying on a

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[82] A conceptual network of high-frequency transit lines, where a substantial investment in on-street improvements would markedly increase the routes' speed and reliability. These improvements include bus-only lanes, traffic signal adjustments, and queue jumps, and can be installed relatively quickly. Lines on the five-minute network include routes in the Rapid Network.

[83] Sustainable trip choices mean walking, bicycling, transit, and carpooling.

[84] The 13 rail and bus lines that account for the majority of Muni's ridership. Before the pandemic, Rapid Network lines were scheduled to operate every 10 minutes or better all day on weekdays.

[85] The 13 rail and bus lines that account for the majority of Muni's ridership. Before the pandemic, Rapid Network lines were scheduled to operate every 10 minutes or better all day on weekdays.

combination of strategies in actions (a) through (c) above to accommodate approximately 20,000 units. (Planning, Mayor/BOS; Short)

e. Engage with communities living in Well-resourced Neighborhoods to nurture enhanced openness for all through educational material and community conversations that highlight how locating new housing and permanently affordable housing in every neighborhood can address historic inequity and injustice and build more vibrant neighborhoods that improve everyone's quality of life. (Planning; Short)

Objective 5.b Advance environmental justice, climate, and community resilience

Challenge – Many environmental perils exist for residents of San Francisco, some natural and others exacerbated by human action, resulting in inequitable consequences. In San Francisco, as in many other cities, low-income households and people of color are more likely to live in neighborhoods with environmental hazards, such as toxic groundwater, polluting industrial activities, congested freeways, and hazardous and solid waste facilities. In large part, this is the direct result of racial covenants, redlining, urban renewal and other discriminatory programs that have historically restricted where people of color may live. Furthermore, these communities may be less likely to have access to health-supportive resources, such as grocery stores, safe parks and open spaces, adequate and stable employment,

health facilities, and frequent public transit. These disparities result in worse health outcomes and shortened life expectancy for our most vulnerable populations. For instance, in San Francisco, the average life expectancy for Black men (68 years) is more than a decade shorter than the citywide average (80 years), and 15 years shorter than the group with the longest life expectancy, Asian men (83 years).[86]

The COVID-19 pandemic has exacerbated the consequences of these existing health disparities. To date, the pandemic has disproportionately impacted communities of color, with those in the Latino/e/x and Black communities at highest risk (see Figure 33). The same health conditions that are more prevalent in neighborhoods most impacted by environmental injustice – asthma, heart disease, diabetes, hypertension – have also been identified as major risk factors for COVID-19.

San Francisco is increasingly vulnerable to climate crisis-related hazards like sea level rise, poor air quality, and extreme heat events. For example, approximately 37,200 people in San Francisco live in areas vulnerable to flooding from sea level rise (see Figure 34) and recent wildfires have shown that the entire city is vulnerable to poor air quality. Environmental pollution also affects certain neighborhoods that are identified by the State as "disadvantaged communities."[87] Similarly, earthquakes have been a historic hazard to San Francisco residents despite the city having the highest building code rating for structural safety required in new buildings. The city has had programs that require or encourage seismic upgrades to existing buildings, with the aim of

[86] "Mortality." SFHIP. San Francisco Health Improvement Partnership. Accessed January 14, 2022. http://www.sfhip.org/chna/community-health-data/mortality/.

[87] "Disadvantaged communities" is an area identified by the California Environmental Protection Agency pursuant to Section 39711 of the Health and Safety Code or an area that is a low-income area

that is disproportionately affected by environmental pollution and other hazards that can lead to negative health effects, exposure, or environmental degradation." Source: CA Office of Planning and Research, General Plan Guidelines, Chapter 4: Required Elements, June 2020

fostering a housing stock resilient to possible future earthquakes. This continues to be a challenge, along with the possible massive disruptions to infrastructure.

Even under normal conditions, housing is in constant need of repair and rehabilitation to remain safe and supportive. Those who have housing instability are more likely to stay in housing that is unsafe or inadequate where either landlords or low-income homeowners defer improvements, with the latter facing increasing pressure to sell and leave the city altogether. Or in cases where the housing is maintained, households may have a higher occupancy than is safe, rendering fire codes insufficient in case of emergency.

Path forward- Addressing both safe housing and a safe environment for neighborhoods requires substantial investment, planning, and inter-agency coordination. The City's Climate Action Plan 2021, Earthquake Safety Implementation Program, and the Environmental Justice Framework (see Figure 35) currently in process are three significant efforts across the city to address the many environmental challenges in relation to housing. In 2019, San Francisco declared a climate emergency in accordance with the Paris Climate Agreement and committed to eliminating greenhouse gas emissions by 2050. This commitment relies on the transformation of energy supply, buildings, transportation and waste system to reduce emissions. New housing development can help contribute to these goals by meeting the City's Green Building Code standards. Emissions from buildings stem mostly from the use of natural gas for water and from space heating, recently eliminated as an option through the City's New Construction Ordinance. San Francisco has committed to zero emissions in new construction by no later than 2030.

As most of San Francisco's housing was built before the middle of the last century, many buildings may require upgrades to improve resiliency against these hazards as well as general habitability. Older and inadequately maintained buildings are less able to weather the impacts of these climate and environmental challenges. When these buildings fail, the outcomes are worse for lower-income households and those with health conditions and other existing vulnerabilities. As local, state, and federal resources are made available to address efficiency and resiliency of residential buildings, for example the State-funded and locally run CALHome program, and the Capital Improvement Program, these resources should be prioritized to address existing inequities faced in vulnerable neighborhoods. The city should continue to support seismic upgrades and lead remediation, in such programs as DPH's ChildHood Prevention Lead Program, prioritizing homeowners in Environmental Justice communities.

New housing development can also include neighborhood retail and other services on the ground floor, such as grocery stores, childcare, stores, restaurants, community centers, health facilities, etc. that meet the needs of residents. Finally, new housing can provide open space as required by SF Planning Code, community gardens, living roofs as required by the SF Better Roofs Ordinance (see Figure 36), and street trees as required by the SF Better Streets Plan that benefit existing and new neighbors. Integrating and designing sites to accommodate nature, through requirements such as Bird Safe Building Standards, throughout our streets and buildings improves air quality, plant and wildlife health, human wellness, and climate adaptation.

Figure 33. Percent of cases and death by race or ethnicity.

Percent of cases and population by race or ethnicity

● Percent of Cases ● Percent of Population

Percent of deaths and population by race or ethnicity

● Percent of Deaths ● Percent of Population
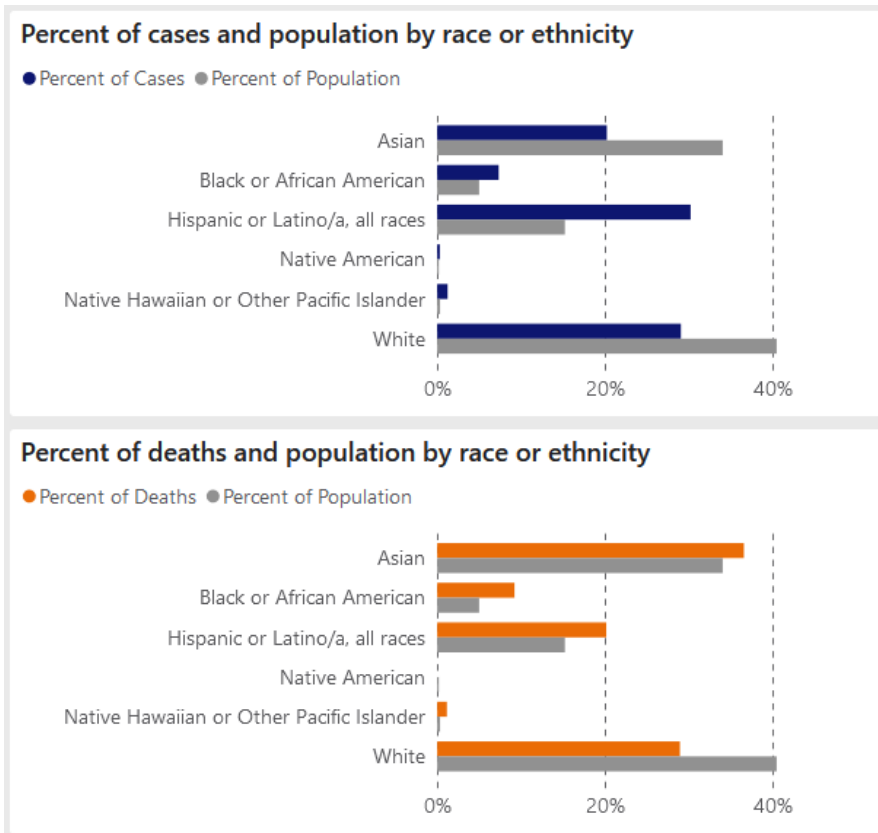
Source: Data SF; extracted January 14, 2022.

Figure 34. Areas vulnerable to sea level rise.
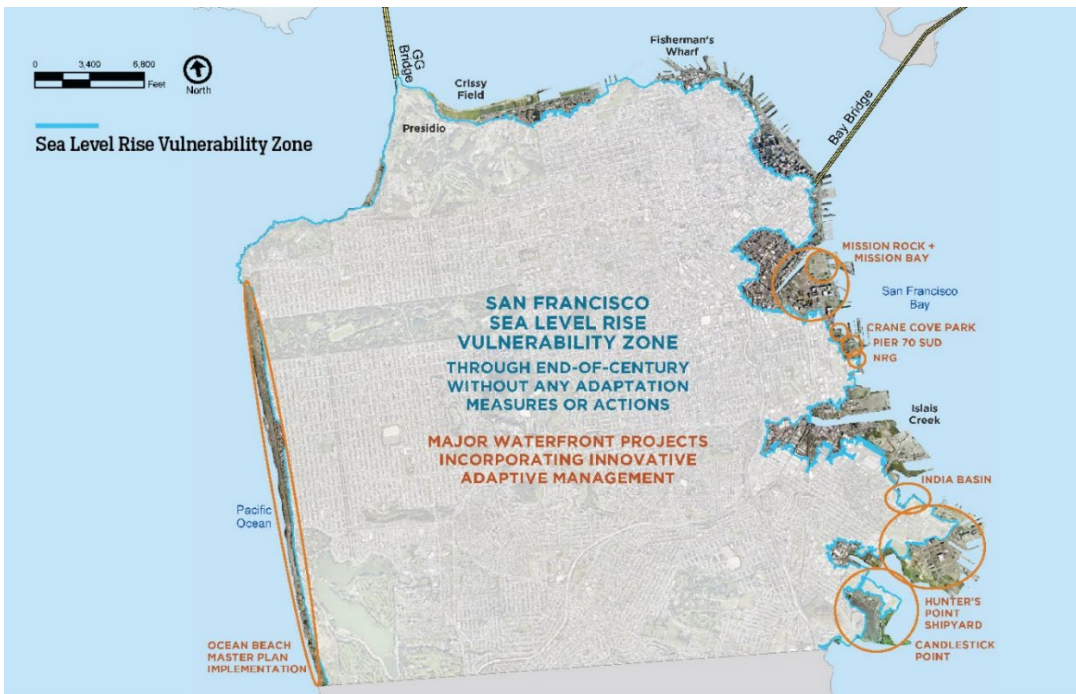
Source: San Francisco Sea Level Rise Action Plan

Figure 35. Draft Environmental Justice Communities (2021).

Areas of San Francisco that have higher pollution and are predominately low-income. This map is based on CalEnviroScreen, a tool created by CalEPA& OEHHA that maps California communities that are most affected by pollution and other health risks. "EJ Communities" are defined as the census tracts with the top 30% of cumulative environmental and socioeconomic vulnerability across the city.
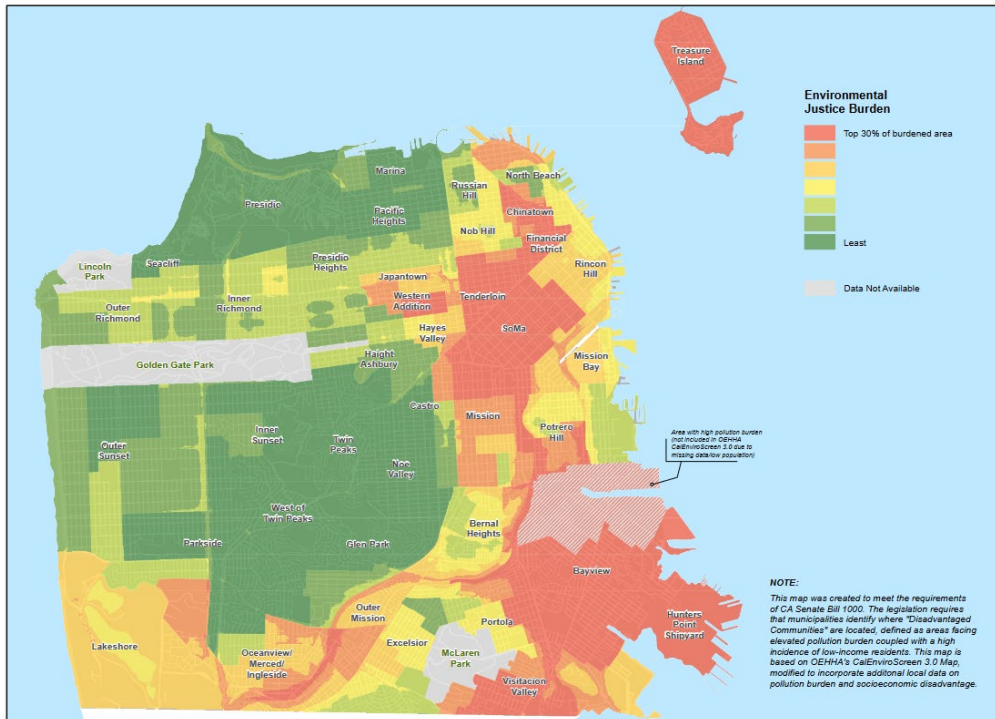
Source: SF Planning's Environmental Justice Framework.

Figure 36. San Francisco has recently required certain development projects to provide a 'living roof'.
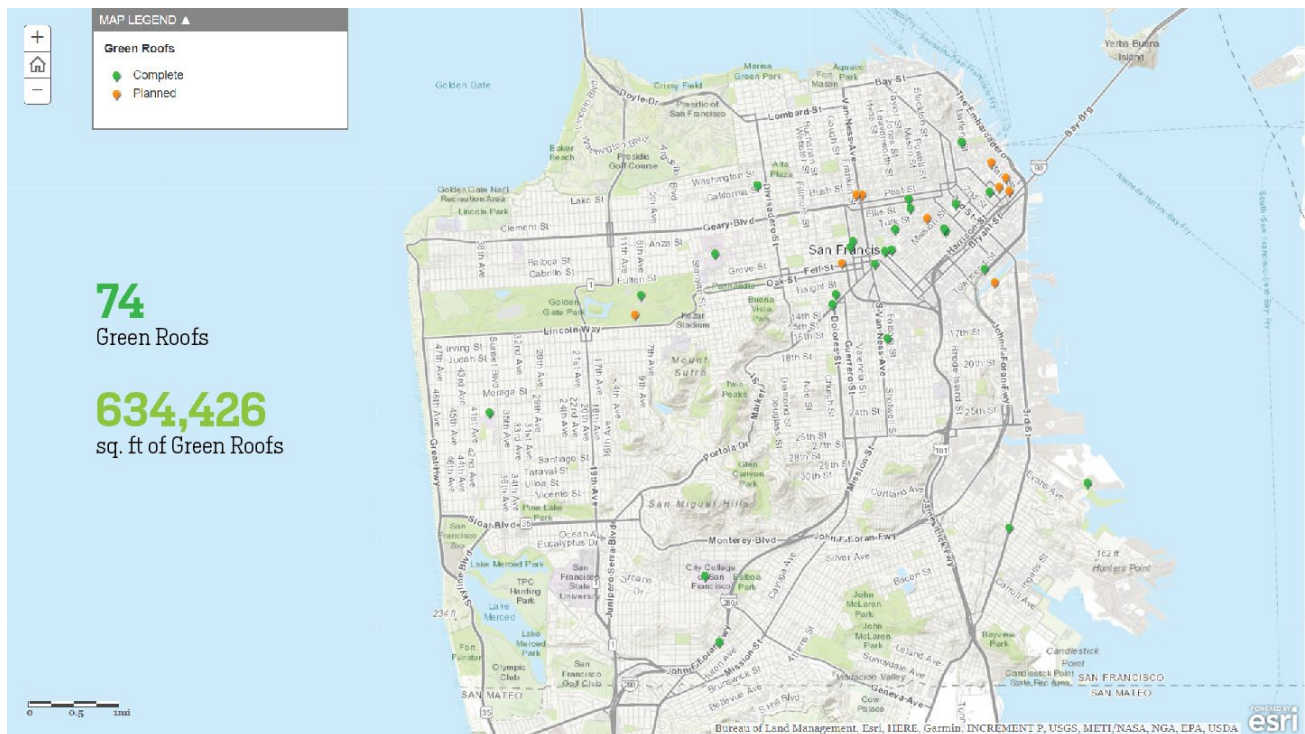
Source: San Francisco Planning

POLICIES AND ACTIONS

Policy 34: Support the repair and rehabilitation of housing to ensure life safety, health, and well-being of residents, especially in Environmental Justice Communities, and to support sustainable building practices.

a. Create and expand programs to improve indoor air quality for existing housing, particularly in Environmental Justice Communities, such as applying the standards in Article 38 of SF Health Code to such housing. (Planning, DPH; Short)

b. Create electric conversion policies and programs for existing housing that decrease the use of gas appliances in homes to support respiratory health in children, prioritizing Environmental Justice Communities. (DOE, Mayor/BOS; Short)

c. Support and streamline permits for energy retrofit, heating, ventilation and air conditioning (HVAC), and weatherization upgrades. (DBI, Planning; Short)

d. Expand funding for acquisition and rehabilitation programs to remove mold, lead, and other health hazards through programs such as Fix Lead SF and CALHome. (Mayor/BOS; Medium)

e. Continue to connect residents and housing developments with technical support and financing programs for earthquake safety retrofits such as the Mandatory Soft Story Retrofit Program. (DBI, ORCP; ongoing)

f. Create programs to provide rehabilitation assistance to qualified homeowners to maintain exterior cladding, rooves, and essential building utilities in housing in Environmental Justice Communities. (DBI; Medium)

Policy 35: Enforce and improve planning processes and building regulations to ensure a healthy environment for new housing

developments, especially in Environmental Justice Communities.

a. Identify the public health needs of neighborhoods through community planning processes or large-scale development projects by engaging community-based organizations; public health needs include addressing air, soil, groundwater contamination, and noise pollution (Planning, DPH, PUC, ORCP, PORT; Medium)

b. Ensure and reinforce that all community planning efforts meet the City's 2021 Climate Action Plan, and future updates to this plan, to prepare neighborhoods and future housing projects for sea level rise impacts, especially in Priority Equity Geographies and Environmental Justice Communities. (Planning; Short)

c. Provide neighborhood and infrastructure planning to mitigate flooding risk during weather events or due to climate crisis impacts. (Planning, SFPUC; Medium)

d. Enhance high-pressure fire protection for the Westside of San Francisco by implementing and constructing Phase 1 of the Westside Potable Emergency Firefighting Water System (PEFWS) and continue to work with the community, and obtain funding to implement and construct Phase 2 of the PEFWS. (SFPUC, Mayor/BOS; Medium)

e. Develop and require community accountability measures, including notification and engagement of residents, when building housing on environmentally contaminated sites located in Environmental Justice Communities and Priority Equity Geographies. (Planning; Short)

f. Develop notification processes in planning efforts in geographies that include polluting sources, such as freeways, to anticipate solutions for potential future sensitive

populations such as seniors, children, and those with disabilities. (<mark>Planning</mark>; Short)

g. Strengthen building standards to ensure that new housing developments limit sound intrusion from exterior and interior sources. (<mark>DBI</mark>, <mark>Planning</mark>; Short)

h. Explore whether certification or building codes effectively incentivize the use of low VOC (volatile organic compounds) materials in new construction to reduce exposure. (<mark>DBI</mark>, <mark>Planning</mark>; Short)

i. Maximize the installation of site-appropriate, native trees and vegetation at grade and on roofs in new residential development, especially in neighborhoods with less tree canopy coverage as per the SF Better Streets Plan, the SF Green Landscaping Ordinance, and the SF Better Roofs Ordinance. (<mark>Planning</mark>, <mark>DPW</mark>; Short)

j. Update Planning Code requirements, such as the SF Green Landscaping Ordinance, to reduce paved surfaces and underground enclosed space in rear and side yards to specifically retain deep soil for trees and more sustainable vegetation. (<mark>Planning</mark>; Short)

k. Study and document the impact of open space and housing based on scientific analysis for people's health, especially for children, for the Commission's use in evaluating development agreements that include housing and rear yard variances in housing applications (<mark>Planning</mark>, <mark>DPH</mark>, <mark>RPD</mark>; Short)

l. Enforce compliance with existing requirements in the SF Stormwater Management Ordinance to incorporate on-site stormwater management and flood resilience. (<mark>SFPUC</mark>, <mark>Planning</mark>; ongoing)

Objective 5.c Elevate expression of cultural identities through the activation and design of neighborhood buildings and spaces

Challenge- The cultural diversity of San Francisco's neighborhoods is threatened by the displacement of racial, ethnic and other marginalized cultural groups, such as transgender and LGBTQ+ residents. While San Francisco's neighborhoods still retain a high level of cultural identity which contributes to their sense of place and to the residents' sense of belonging, this aspect of community stability is hard to sustain when the culture bearers and community members that embody that identity can no longer afford to live in the neighborhood. Across communities of color and other marginalized groups, the forces of displacement are making it difficult for cultural groups to transmit the traditions, practices, and artistic expressions that define them and their heritage. This erodes the health and cultural richness of the community, which can be witnessed through the loss of culturally significant businesses, community spaces, art and cultural programming.

As an example of this challenge to retain the city's cultural diversity, the city has lost significant Legacy Businesses[88] over the past decade due to displacement pressures and lower income communiteis of color have been hit particularly hard. A 2014 report by the City's Budget and Legislative Analyst's Office showed the closure of small businesses in San Francisco had reached record numbers with

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[88] In order to be designated by the Board of Supervisors as a Legacy Business, businesses must generally have operated in San Francisco for 30 or more years, have contributed to the city's history and/or the identity of a particular neighborhood or community, and be committed to maintaining the physical features and traditions that define the business, including crafts, cuisines, art forms, or activities.

almost 4,000 small businesses closing in 2014 alone. In contrast, only 693 small businesses closed in 1994, the first year of the study. The report drew connections to San Francisco's skyrocketing rents and the high level of commercial evictions, which continue today. The [Legacy Business Registry](#) and corresponding fund were created in 2015 in recognition of this loss and to mitigate or reverse the trend.

Similarly, the city's [Cultural Districts](#) Initiative was formalized in 2018 with the aim of stabilizing vulnerable communities facing or at risk of displacement or gentrification, and to preserve, strengthen and promote our cultural assets and diverse communities. While both of these innovative programs provide potentially effective models for government interventions to fight community displacement and elevate expressions of cultural identity, the funding needs of both programs to date have far exceeded the allocated resources.

While many parts of the city, such as the Cultural Districts, aim to reinforce cultural identities that are at-risk, other parts of the city not identified as such may expect new housing opportunities to arrive subject to more general design guidance. Historically, San Francisco design guidance has reinforced existing patterns, whether in massing or façade or roofline expression, even though some of the original housing stock was mass-produced with little individual character or architectural quality. While this desire for compatibility was intended to prevent vast and dramatic changes in scale, in practice over time scale has mostly been addressed through code or zoning requirements and these have mostly limited creativity, architectural expression, and muted the voices of an expanding diversity of residents. While continuity of place is essential in cities, public space, facades, and street environments should

also reflect the evolutions in personal and cultural expression.

Path forward- As new development comes to San Francisco's neighborhoods, good building design should remain sensitive to the unique neighborhood context while enhancing these neighborhoods. New buildings can improve the experience of existing and new neighbors through architecture, services or retail provided on the ground floor, or the streetscape improvements on the fronting street. New development should help maintain neighborhoods' historic architectural heritage and landmarks as well as their cultural heritage: objects, beliefs, traditions, practices, artistic interpretation, and significant places that develop a sense of belonging and identity. New development must also recognize the erased histories and heritage from American Indian, Black and other communities of color.

[Cultural Districts](#) will be an important platform to move forward; they have been defined by the city as areas containing a concentration of cultural and historic assets, culturally significant enterprise, arts, services, or businesses and a significant portion of its residents or people who spend time in the area, are members of a specific cultural community or ethnic group that historically has been discriminated against, displaced or oppressed.By reflecting the cultural identities of their residents in new development, building design can create environments that cultivate understanding and appreciation of diverse peoples, that honor the stories of all communities, and that foster a sense of belonging for all residents. This can be achieved through design and artistic expression in the built environment – buildings, parks, sidewalks, streets, structures, and other public spaces – and through the activation and use of public and private spaces. By elevating expression of cultural identities, the City can

encourage more equitable local economies, and advance social justice. In this way, this objective also furthers Objective 3a to "Build intergenerational wealth for American Indian, Black, and other communiteis of color." The creativity and sense of belonging resulting from this work will promote mental health while resulting in layered cultural landscapes and experiences for residents, workers, and visitors.

Achieving this objective will mean re-evaluating how existing and new design guidelines can be utilized to foster creativity while implementing foundational design principals and ensuring durable building materials. It also requires the Planning Department to explore how design, especially at the ground floor, supports social engagement and the vibrancy of neighborhoods. At the same time, it requires tools that ensure that existing expressions of cultural identity and places that hold cultural and historic meaning are respected. In other cases, the city should explore limiting or revising discretionary guidelines to balance the needs of new housing and neighborhood scale, which is already governed by definitive height and bulk controls. By creating and adopting objective standards that focus on the major concerns— light and air, dramatic shifts in scale— the city can allow for more flexibility in how neighborhoods look and feel, inviting new

residents to join in and creative disciplines to deploy their talents.

The management of culturally and historically significant spaces must be guided by the culture bearers and descendants of those cultural groups, and special attention should be paid to those groups that have been marginalized from these decisions in the past. Ramaytush descendants and the American Indian community more broadly both hold special roles in guiding how the city manages tribal cultural resources and places significant for American Indian cultural practices. Consultation methods and information systems must be improved to ensure their full participation in decisions affecting the Ramaytush and American Indian community.

The City can utilize and expand existing historic preservation tools such as protective ordinances, rehabilitation incentives, and environmental laws to improve the management of places that express cultural identity. And the City can grow new and innovative programs such as the Legacy Business Registry, the Citywide Retail Strategy, and Cultural District program to guide cultural resource management and programs intended to support cultural uses and activities throughout the city.

POLICIES AND ACTIONS

Policy 36: Shape urban design policy, standards, and guidelines to enable cultural and identity expression, advance architectural creativity and durability, and foster neighborhood belonging.

a. Create and adopt a new objective design standard to require the use of natural and

durable materials for front façade and windows, for example stucco, stone, concrete, wood, and metal, subject to periodic, amended revision and eliminate existing design guidelines, except in Special Area Design Guidelines or adopted or listed Historic Districts, that require detailed front façade compatibility with surrounding neighborhood architectural patterns, for

example window proportions, roof shape, or type of entry. (Planning; Short)

b. Complete, adopt, and apply the Ground Floor Residential Design Guidelines to housing projects, in coordination with State requirements. These recommend porches, stoops, and accessible open space near sidewalks to invite social engagement and belonging. (Planning; Medium)

c. Create Special Area Design Guidelines if requested by communities in Cultural Districts and Priority Equity Geographies where the design of public space and architecture could help reinforce cultural identities, and in coordination with State requirements. (Planning; Medium)

Policy 37: Support cultural uses, activities, and architecture that sustain San Francisco's dynamic and unique cultural heritages.

a. Utilize the Cultural Districts program to support building permanently affordable housing, along with other housing development and neighborhood investments that include cultural activities, uses, traditions, and spaces, in coordination with Policy 12. (Planning, MOHCD, OEWD, ARTS, DPW; Medium)

b. Increase staff allocation within MOHCD, OEWD, DPW, ARTS, and Planning to create a more robust, sustained, and effective Cultural Districts program, provide more direct support for the development and implementation of their respective Cultural History Housing and Economic Sustainability Strategies (CHHESS). (MOHCD, Planning, OEWD, ARTS, DPW; Medium)

c. Study creation of a cultural resource mitigation fund that could be paid into by projects that impact cultural resources to support cultural resource protection and preservation throughout the city, prioritizing

funding the development of cultural spaces as described in Policy 12, action (f). (MOHCD/Planning/OEWD; Medium)

d. Designate historically and culturally significant buildings, landscapes, and districts for preservation using the Citywide Cultural Resource Survey, Planning Code Articles 10 and 11, and state and national historic resource registries to ensure appropriate treatment of historic properties that are important to the community and unlock historic preservation incentives for more potential housing development sites. (Planning; Short)

e. Promote the use of the Retained Elements Special Topic Design Guidelines to development applicants to address sites where conserving parts of buildings sustains cultural identity and proposed housing serves the community. (Planning; Short)

f. Establish priority building permit and entitlement Planning Department review processes for multi-family residential development projects that rehabilitate or adaptively reuse existing buildings to support sustainable building practices, per Policy 34, while preserving cultural resources. (Planning; Short)

g. Develop objective design standards for the treatment of historic buildings and districts to provide consistent and efficient regulatory review that facilitates housing development approvals and protects the City's cultural and architectural heritages. (Planning; Short)

h. Promote historic preservation and cultural heritage incentives, such as tax credit programs and the State Historical Building Code, for use in residential rehabilitation projects through general outreach, interagency collaboration with MOHCD and OEWD, building trades collaboration, educational materials, community capacity building efforts, and through the regulatory

review process. (Planning, MOHCD, OEWD; Medium)

i. Revise Urban Design Guidelines to provide guidance on including signage, lighting, public art, historical interpretation and educational opportunities in housing development projects in a manner that reflects neighborhood history and culture, prioritizing the acknowledgement and representation of American Indian history and culture, in coordination with State requirements. (Planning, ART; Short)

j. Complete the Citywide Cultural Resources Survey, including the citywide historic context statement, with ongoing community engagement to identify important individual historic or cultural resources and districts. (Planning; Medium)

k. Complete the Heritage Conservation Element of the General Plan in order to bring clarity and accountability to the City's role in sustaining both the tangible and intangible aspects of San Francisco's cultural heritage. (Planning; Ongoing)

Policy 12: Invest in cultural anchors and expand access to land and spaces that hold cultural importance for American Indian, Black, Japanese, Filipino, and other communities directly harmed by discriminatory government actions in the past including redlining, Redevelopment and Urban Renewal, the Indian Relocation Act or WWII Japanese incarceration as a means of redressing histories of dispossession, social disruption, and physical displacement based on a reparations framework.

a. In recognition of the removal of American Indians from their ancestral lands, identify opportunities to restore access to land for traditional cultural uses and to invest in spaces for the American Indian community to participate in traditional cultural practices

and convene community gatherings. (MOHCD, Mayor/Board, RED; Short)

b. In recognition of the disproportionate loss of Black residents from San Francisco in recent decades resulting from a culmination of discriminatory government actions, identify opportunities to donate or dedicate land for use by Black-led, community-serving organizations. (MOHCD, Mayor/Board, RED; Short)

c. Strengthen interagency coordination to ensure that Cultural District strategies related to the creation or improvement of cultural anchors and spaces are integrated into planning, funding, and construction and/or rehabilitation of public projects (e.g., parks and open spaces, street improvements, libraries, and transit facilities). (Planning, MOHCD, OEWD; Short)

d. Fund the development and implementation of community-developed strategies in Cultural Districts to retain and grow culturally associated businesses and services that attract residents back to the area. (MOHCD, OEWD, OSB, Planning; Short)

e. Recognize spaces of cultural importance identified by American Indian, Black, Japanese, Filipino, and other communities directly harmed by discriminatory government actions in community planning and regulatory review for development projects, consult them in decisions affecting those spaces, and direct resources towards their preservation and management. (Planning, OEWD, OSB; Short)

f. Fund the development of cultural spaces that serve communities harmed as described under this policy, using potential new funding sources such as the mitigation fund referenced under Policy 37, action (c) or community facilities fees. (MOHCD, Planning, OEWD; Medium)

g. Explore utilizing the Legacy Business Registry program to direct resources to businesses and not-for-profit organizations associated with American Indian, Black, Japanese, Filipino, and other communities directly harmed by discriminatory government actions. (OSB, OEWD; Short)

Policy 32: Facilitate neighborhoods where proximity to daily needs and high-quality community services and amenities promotes social connections, supports caregivers, reduces the need for private auto travel, and advances healthy activities.

a. Develop or adopt certification programs for community-serving businesses, such as grocery stores, childcare centers, healthcare clinics, and laundromats. Eliminate conditional use authorizations or reduce entitlement requirements related to lot size or commercial uses for new housing developments that include businesses that meet such requirements, allow them to participate in a Community Benefit Use program as described in Policy 32, action (d), or provide rental subsidies to them. (Planning, OEWD; Medium)

b. In Cultural Districts, reduce conditional use authorizations or other entitlement barriers for mixed-use buildings that can commit via deed restriction or other legal agreement to the inclusion of businesses, institutions, or services that support Cultural District needs and identity for a minimum of ten years. (Planning; Short)

c. Incentivize new housing to commit via deed restrictions or other legal agreement to below market rate commercial leases for community-based organizations serving the neighborhood community for a minimum of ten years by providing fee waivers, especially in Cultural Districts. (Planning; Medium)

d. Study the creation of a Community Benefit Use program, referenced in Policy 25, action (b) and Policy 32, action (i), that allows new housing developments to have a highly flexible ground floor use entitlement and tenants to be eligible for rent subsidy in exchange for community participation in tenant selection or for businesses that obtain certifications as described in Policy 32, action (a). (Planning; Short)

e. Strengthen interagency coordination, review, and compliance processes to ensure that walking and biking infrastructure and safety improvements are integrated into planning, funding, and construction and/or rehabilitation of public projects (e.g., parks and open spaces, libraries, and transit facilities) in addition to private development projects. (Planning, MTA, DPW; Short)

f. Organize housing and neighborhood business and service areas to prioritize proximity in neighborhood planning or development agreement projects that propose land use changes. (Planning; Medium)

g. Create and a long-range community facilities plan, and update every 5-10 years, for public facilities including parks, recreation centers, schools, libraries, to accommodate a thirty-year projected population growth, informed by equity metrics in a manner that secures equitable access in Priority Equity Geographies, Environmental Justice Communities, and Well-resourced Neighborhoods that are targeted for increased housing capacity, building on processes such as the Community Facilities Framework, and in collaboration with Interagency Plan Implementation Committee. (Planning, SFRPD, LIB, SFUSD; Medium)

h. Develop a comprehensive and regularly updated map of daily needs, amenities, and community facilities, to inform the work of the interagency coordination under action (e) as well as community-based organizations in planning for services, resources, open space, and businesses to be near each other and supportive to communities. (Planning, MTA, DPW, OEWD, DYCF, HSA; Medium)

i. Expand and allow community serving uses, such as retail, restaurants, and personal services within areas that are primarily residential especially on corner parcels, especially uses under the Community Benefit Use program defined under Policy 32 action (d). (Planning; Short)

j. Change regulations and definitions in current Planning code to improve flexibility on allowing home-based businesses and work from home in residential districts, for example, create an accessory entrepreneurial use that allows up to two employees. (Planning; Short)

k. Continue to adhere to guidelines in the Better Streets Plan when new housing creates improvements to sidewalks, streets, and other public spaces. (Planning; ongoing)

l. Prioritize uses in the ground floor of buildings that support housing, neighborhood activity and identity, especially in Cultural Districts, over inclusion of utility infrastructure, such as transformer vaults. (Planning, DPW; Short)

Appendix A: Glossary

Term	Definition	Link
Accessory Dwelling Units (ADUs)	Housing units added to existing or proposed residential buildings. ADUs are also often called in-law units, granny flats, secondary units, or basement or garage apartments.	http://projects.sfplanning.org/community-stabilization/accessory-dwelling-units.htm
Administrative (or "ministerial") approval	A governmental decision involving little or no personal judgment by the public official; it involves only the use of fixed standards or objective measurements, and the public official cannot use personal, subjective judgment in deciding whether or how the project should be carried out.	
Affirmatively Further Fair Housing (AFFH)	Enacted by AB 686 in 2018, this California law strengthens existing fair housing requirements and protections. AFFH contains requirements state and local governments must follow to ensure inclusive communities, including new requirements for municipal housing element updates.	https://www.hcd.ca.gov/community-development/affh/index.shtml; https://leginfo.legislature.ca.gov/faces/billTextClient.xhtml?bill_id=201720180AB686
All-Home Plan	All Home Plan recommends a proportion of 1-2-4 where for each four units of permanently supportive housing, two shelter beds and interim-housing options are added, along with homelessness prevention services for one individual.	210413_Regional_Action_Plan_Final.pdf (allhomeca.org)
At-risk of becoming unhoused	People with prior experience of homelessness, with involvement with the criminal justice, system, extremely-low and very-low income American Indian, Black, and Latinos/es/x, domestic violence victims, those at imminent risk of losing housing (for example with an eviction notice, or subject to landlord harassment).	
Cost burdened	Households that pay more than 30 percent of their income for housing.	
Cross-laminated timber	An engineered wood building material that can be used in walls, roofs or ceilings, may be eco-friendly, and could lower construction cost through decreased lead times.	
Cultural anchors	Businesses, community and cultural centers, and other spaces of cultural importance for communities.	
Cultural Districts	A geographic area or location within San Francisco that embodies a unique cultural heritage. Through a formalized, collaborative partnership between the City and communities, the mandate requires that the City coordinate resources to assist in stabilizing vulnerable communities facing, or at risk of, displacement or gentrification.	http://projects.sfplanning.org/community-stabilization/cultural-districts-initiative.htm
Discriminatory programs	Discriminatory programs by government action affecting housing, including government sanctioned programs, include but are not limited to urban renewal, redlining, segregated public housing, racial covenants, and exclusionary zoning regulations, such as single-family zoning.	
Ellis Act Evicitons	Evictions for which landlords have the right to evict tenants to remove all the units in the building from the rental market for at least 10 years. Units that have been recovered due to an Ellis Act eviction have restrictions on its future use, including conversions into condos and rentals.	https://projects.sfplanning.org/community-stabilization/rent-stabilization-eviction-protection.htm#:~:text=%28OMI%29.-,Ellis%20Act,evictions,-landlords
Environmental Justice Communities Map	The draft Environmental Justice Communities Map (EJ Communities Map) describes areas of San Francisco that have higher pollution and are predominately low-income. This map is based on CalEnviroScreen, a tool created by CalEPA & OEHHA that maps California communities that are most affected by pollution and other health risks. This draft EJ Communities Map includes additional local data on pollution and demographics. The draft map received public feedback	

	for refinement, through a community engagement process, and is expected to be finalized in Fall 2022, as part of the Environmental Justice Framework. Environmental Justice Communities (EJ Communities) are defined as the census tracts with the top 30% of cumulative environmental and socioeconomic vulnerability across the city.	
Exclusionary zoning practices	Land use regulations that through their design and effect perpetuate racial and social exclusion. Early zoning regulations including single-family zoning often institutionalized racially exclusive practices for real estate profits.	https://belonging.berkeley.edu/root sraceplace#:~:text=Explicitly%20 Racial,Exclusionary%20Zoning,- Many
Five-Minute Network (MUNI)	A conceptual network of high-frequency transit lines, where a substantial investment in on-street improvements would markedly increase the routes' speed and reliability. These improvements include bus-only lanes, traffic signal adjustments, and queue jumps, and can be installed relatively quickly. Lines on the five-minute network include routes in the Rapid Network.	https://connectsf.org/wp- content/uploads/ConnectSF_Trans it_Strategy_FINAL-20211209-1.pdf (pg. 24)
Group housing, co-housing, or co-living	Co-housing, group housing, or co-living rooms are a type of housing that may have limited cooking facilities and do not contain a full kitchen in each room. Co-housing may include (but is not limited to) communes, fraternities and sororities, or Residential Hotels.	
High opportunity areas	Areas in every region of the state whose characteristics have been shown by research to support positive economic, educational, and health outcomes for low-income families—particularly long-term outcomes for children. SF Planning used this same index to identify "Well-resourced neighborhoods."	https://www.treasurer.ca.gov/ctcac /opportunity.asp
Housing accelerator fund	This fund offers affordable housing developers lending opportunities to bridge permanent financing programs offered by MOHCD for production and preservation of affordable housing. The speed of execution, flexible terms, and ability to coordinate with public funders helps borrowers acquire sites quickly. It also allowed investors to provide grants, equity-like investments, program-related investments (PRIs), and secured and unsecured debt for funding affordable housing.	https://www.sfhaf.org/
Housing Ladder strategy	A rehousing approach that offers opportunities for residents of Permanent Supportive Housing (PSH) to move from intensive supportive housing to more independent living, thus freeing up their PSH unit for others.	https://hsh.sfgov.org/services/the- homelessness-response- system/housing-ladder/
Inclusionary units	San Francisco requires new residential buildings of 10 or more units to include on-site affordable units (called inclusionary housing). Other options to meet this requirement include the payment of in-lieu fees (that fund 100 percent affordable housing), off-site affordable units, and land dedication.	http://projects.sfplanning.org/com munity-stabilization/inclusionary- housing.htm
Inventory of rental housing units	A registry of rent controlled units that could provide policy makers and advocacy organizations greater insight into occupancy status, rental rates, or eviction history.	http://projects.sfplanning.org/com munity-stabilization/rent- stabilization-eviction- protection.htm#C-3
Junior Accessory Dwelling Units (JADUs)	A type of ADU that is generally smaller than average ADUs and shares a restroom and/or kitchen with the main home.	https://projects.sfplanning.org/com munity-stabilization/accessory- dwelling- units.htm#:~:text=program%20for - ,junior%20ADUs%2C,that%20hom e.,-However
Mid-rise multifamily buildings	Buildings of 5 to 8 stories	

Modular housing	A type of prefabricated housing, where the pieces of the building are usually built in one place using a factory assembly line, shipped to a construction site, and then assembled. Using this housing production method reduces construction costs through its building process and through decreased lead times.	
Navigation centers	Low-threshold, high-service temporary shelter programs for adults experiencing homelessness in San Francisco. Services include case management, housing navigation, DPH health services, HSA benefits enrollment, SSI advocacy, and harm reduction therapy.	https://hsh.sfgov.org/services/the-homelessness-response-system/shelter/navigation-centers/
No-fault evictions	Evictions that allow landlords to take possession of their property from the tenant and are not due to tenant actions. These evictions include Ellis Act, owner move-in, demolition, capital improvement, substantial rehabilitation, sale of unit converted to condo, and lead paint abatement.	https://projects.sfplanning.org/community-stabilization/rent-stabilization-eviction-protection.htm#:~:text=%27No-fault%27,evictions,-allow
Overcrowding	More than 1 person per room (including living rooms) for overcrowding, and more than 1.5 persons per room for severe overcrowding.	
Owner Move-In (OMI) Eviction	Evictions that allow owners to evict the tenant for the owner or their family to live in the unit as their principal place of residence. It is generally restricted to one OMI eviction per building.	https://projects.sfplanning.org/community-stabilization/rent-stabilization-eviction-protection.htm#:~:text=years.-,Owner,evictions,-allow
Payments of relocation assitance	Payments that landlords must provide tenants that are evicted through no-fault evictions. At the time of publication (Jan 2022) payments are set between $7,200 to $12,000 per tenant.	https://sfrb.org/sites/default/files/Document/Form/579%20Multilingual%20Relocation%20Payments%207.9C%2020-21.pdf
Preference programs	Lottery preference programs provide priority for specific housing projects or affordable housing to households qualifying for each program. Having lottery preference improves a household's chances in a housing lottery for affordable housing and gives current and former San Francisco residents a chance to continue living in the City.	http://projects.sfplanning.org/community-stabilization/lottery-preference-programs.htm
Proposition 13	A 1978 ballot measure that reduced property tax rates on homes, businesses and farms, and capped assessed property taxes at 1% for assessed values with no more than 2% annual increase. Prop 13 significantly reduced the tax revenue of local jurisdictions to fund schools, services, and infrastructure.	
Racial and social equity assessment tool	An analysis approach to assessing the potential racial and social equity impacts of a proposed action. This tool is part of San Francisco Planning's Racial and Social Equity Action Plan, which aims to pro-actively advance equity in the Department's internal and external work such as community planning, community engagement, policy/laws development, hiring, and process improvements. At the time of publication (March 2022), this tool is still being developed.	https://sfplanning.org/project/racial-and-social-equity-action-plan#about
Racially restrictive covenants	Throughout the late-nineteenth and mid-twentieth centuries, white property owners and subdivision developers wrote clauses into their property deeds forbidding the resale and sometimes rental of such property to non-whites, particularly African Americans. This approach was endorsed by the federal government and the real estate industry at least through the 1940s, and in many cases was required by banks and other lending institutions.	https://belonging.berkeley.edu/rootsraceplace#:~:text=138-,Racially%20Restrictive,Association%20Bylaws,-Throughout

Rapid Network (MUNI)	The 13 rail and bus lines that account for the majority of Muni's ridership. Before the pandemic, Rapid Network lines were scheduled to operate every 10 minutes or better all day on weekdays. The lines in the Rapid network consist of J Church; KT: K Ingleside; T Third Street; M Ocean View; N Judah; 5 Fulton; 5R Fulton Rapid; 7 Haight/Noriega; 9 San Bruno; 9R San Bruno Rapid; 14 Mission; 14R Mission Rapid; 28 19th Avenue; 28R 19th Avenue Rapid; 38 Geary; and 38R Geary Rapid.	https://connectsf.org/wp-content/uploads/ConnectSF_Transit_Strategy_FINAL-20211209-1.pdf (pg. 24)
Rapid rehousing	A set of interventions that provides people with grants to pay for living expenses like first and last month's rent managed by the SF Department of Homelessness and Supportive Housing.	https://hsh.sfgov.org/services/the-homelessness-response-system/housing/
Redlining	An explicitly discriminatory federal policy that color-coded Black and nearby neighborhoods in red, deeming them "hazardous" to potential mortgage lenders. This systematically denied residents in these neighborhoods loans for homeownership or maintenance, leading to segregation and cycles of disinvestment in primarily Black and other communities of color.	https://www.urbandisplacement.org/about/what-are-gentrification-and-displacement/
Rent control	Rent Ordinance (1979) that restricts annual rent increases, ensures tenants can only be evicted for "just causes," and restricts evictions of tenants occupying a qualifying unit built prior to June 13, 1979. Once tenants vacate the rent-stabilized unit, landlords can raise its rent to market rate (otherwise known as vacancy decontrol).	http://projects.sfplanning.org/community-stabilization/rent-stabilization-eviction-protection.htm
Severely cost burdened	Households that pay more than 50 percent of their income for housing.	
Short-term rentals	A rental of all or a portion of a home for periods of less than 30 nights (for example, Airbnb rentals).	http://projects.sfplanning.org/community-stabilization/short-term-rental-regulations.htm
Single Room Occupancy	A form of housing that serves low-income residents. A typical room in an SRO residential hotel is a single eight (8) x ten (10) foot room with shared toilets, kitchens and showers on each floor.	http://projects.sfplanning.org/community-stabilization/sro-hotel-protections.htm
Small multifamily building	Buildings of 4 or less stories that include between 4 and 19 units	
Small Sites Acquisition	An acquisition and rehabilitation loan program for small multifamily rental buildings to protect and establish long-term affordable housing throughout San Francisco, launched in 2014.	http://projects.sfplanning.org/community-stabilization/small-sites-program.htm
Supportive housing	A type of housing managed by the SF Department of Homelessness and Supportive Housing that offers tenants long-term affordable housing with on-site services, such as case management, mental health services,etc.	https://hsh.sfgov.org/services/the-homelessness-response-system/housing/
Trauma-informed systems	The TIS Initiative at the San Francisco Department of Public Health (SFDPH) is an organizational change model to support organizations to respond to and reduce the impact of trauma.	https://www.sfdph.org/dph/comupg/oprograms/TIS/default.asp
Urban renewal	A federally funded program that acquired, razed, and redeveloped areas of cities condemned as "blighted." In practice, redevelopment areas often followed redlining, and property was often taken from people of color by eminent domain for minimal compensation creating massive displacement of those communities.	https://belonging.berkeley.edu/rootsraceplace#:~:text=The%20Beginnings,Suburban%20Revolt

Housing Element Update 2022
Revised Policy & Action Table

San Francisco
Planning

Draft 3 Policies and Actions	Changes from Draft 2 to Draft 2				Draft 2 Policies and Actions
	New	SC	NMC	RCI	
1. Minimize all no-fault and at-fault evictions for all tenants, and elevate direct rental assistance as an eviction protection strategy. [objectives: 1.a, I.b, III.c]			X		**1. Minimize all no-fault and at-fault evictions for all tenants, and elevate direct rental assistance as an eviction protection strategy. [objectives: 1.a, I.b, III.c]**
a. Prioritize the creation of a digital Rental Housing Inventory to collect data that informs the evaluation of anti-displacement programs, including rental rates, rent control status, vacancy, and services provided. (Rent Board; Short)			X		a. Prioritize the creation of a digital Rental Housing Inventory to collect data that informs the evaluation of anti-displacement programs, including rental rates, rent control status, vacancy, and services provided. (Rent Board; Short)
b. Fully fund the Tenant Right-to-Counsel program to match the need for eviction defense. (MOHCD, Mayor/BOS; Medium)			X		b. Fully fund the Tenant Right-to-Counsel program to match the need for eviction defense. (MOHCD, Mayor/BOS; Medium)
c. Expand rental assistance programs, including those designed for emergency response, for population-specific assistance, ongoing tenant-based support, and time-limited assistance (such as Rapid Rehousing), as also referenced in Policy 9, action d as a homelessness prevention tool. Consider a goal of capping rent payments at 30% of household income for extremely and very-low income households. (Mayor/BOS, MOHCD, HSH,; Medium)			X		c. Expand rental assistance programs, including those designed for emergency response, ongoing tenant-based support, and time-limited assistance (such as Rapid Rehousing), as also referenced in Policy 9, action d as a homelessness prevention tool. Consider a goal of capping rent payments at 30% of household income for extremely and very-low income households. (Mayor/BOS, MOHCD, HSH,; Medium)
d. Provide a priority in the allocation of Direct Rental Assistance to populations and areas vulnerable to displacement. (MOHCD, HSH; Short)		X		X	d. Provide a priority in the allocation of Direct Rental Assistance to households that live in areas identified as vulnerable to displacement. (MOHCD, HSH; Short)
e. Dedicate sufficient rental assistance funding to cap rent payments at 30% of household income for SRO residents. (MOHCD, Mayor/BOS; Medium)			X		e. Dedicate sufficient rental assistance funding to cap rent payments at 30% of household income for SRO residents. (MOHCD, Mayor/BOS; Medium)
f. Increase relocation assistance for tenants experiencing either temporary or permanent evictions. (Mayor/BOS, Rent Board; Short)			X		f. Increase relocation assistance for tenants experiencing either temporary or permanent evictions. (Mayor/BOS, Rent Board; Short)
g. Increase the time period during which relocation compensation is required when using temporary evictions from three to six months. (Mayor/BOS, Rent Board; Short)			X		g. Increase the time period during which relocation compensation is required when using temporary evictions from three to six months. (Mayor/BOS, Rent Board; Short)
h. Clarify and limit the definition of nuisance or other just cause evictions as needed to limit abuse. (Mayor/BOS, Rent Board; Short)			X		h. Clarify and limit the definition of nuisance or other just cause evictions as needed to limit abuse. (Mayor/BOS, Rent Board; Short)
i. Pursue proactive and affirmative enforcement of eviction protections programs, especially for Owner Move-in and Ellis Act evictions, including annual reporting by owners that is enforced by site inspections and confirmation of owner occupancy and funded through owner fees. (Rent Board, MOHCD; Medium)			X		i. Pursue proactive/affirmative enforcement of eviction protections programs, especially for Owner Move-in and Ellis Act evictions, including annual reporting by owners that is enforced by site inspections and confirmation of owner occupancy and funded through owner fees. (Rent Board, MOHCD; Medium)
j. Proactively enforce eviction protection and avoid predatory practices or tenant harassment by pursuing affirmative litigation models5. (MOHCD; Medium)			X		j. Proactively enforce eviction protection and avoid predatory practices or tenant harassment by pursuing affirmative litigation models5. (MOHCD; Medium)

Draft 3 Policies and Actions	Changes from Draft 2 to Draft 2				Draft 2 Policies and Actions
	New	SC	NMC	RCI	
k. Adopt incentives for property owners to rebuild buildings struck by fire within two years to house prior tenants by when the transitional housing program timeline expires. (HSA, DBI, Planning,Mayor/BOS; Short)			X		k. Adopt incentives for property owners to rebuild buildings struck by fire within two years to house prior tenants by when the transitional housing program timeline expires. (HSA, DBI, Planning,Mayor/BOS; Short)
l. As informed by Policy 21, action (c) and in coordination with community liaisons referenced under Policy 14, action (b), support and expand community-led navigation services and systems to provide tenants' rights education, similar to the existing culturally competent Code Enforcement Outreach Program that is offered within the Department of Building Inspection; and consider expanding this culturally competent program to other disadvantaged communities. (MOHCD; Medium)		X		X	l. Support and expand community-led navigation services and systems to provide tenants' rights education, similar to the existing Code Enforcement Outreach Program that is offered within the Department of Building Inspection; and consider expanding this culturally competent program to other people of color. (MOHCD; Medium)
m. Advocate for State legislation to reform the Ellis Act (Government Code Chapter 12.75) to stabilize rental housing by, for example, imposing a minimum holding period of five years before the Act can be used to evict tenants. (Planning, Mayor/BOS; Medium)			X		m. Advocate for State legislation to reform the Ellis Act (Government Code Chapter 12.75) to stabilize rental housing by, for example, imposing a minimum holding period of five years before the Act can be used to evict tenants. (Planning, Mayor/BOS; Medium)
n. Advocate for State legislation to reform the Costa-Hawkins Housing Law to allow cities to better stabilize tenants by, for example, allowing cities to extend rent control to multifamily housing that is at least 25 years old. (Planning, Mayor/BOS; Medium)			X		n. Advocate for State legislation to reform the Costa-Hawkins Housing Law to allow cities to better stabilize tenants by, for example, allowing cities to extend rent control to multifamily housing that is at least 25 years old. (Planning, Mayor/BOS; Medium)
2. Preserve affordability of existing subsidized housing, government-owned or cooperative-owned housing, or SRO hotel rooms where the affordability requirements are at risk or soon to expire. [objectives: I.a, I.b, III.c]			X		**2. Preserve affordability of existing subsidized housing, government-owned or cooperative-owned housing, or SRO hotel rooms where the affordability requirements are at risk or soon to expire. [objectives: I.a, I.b, III.c]**
a. Conduct a comprehensive needs assessment of existing housing cooperatives to identify impediments to success and need for support (MOHCD; Short).			X		a. Conduct a comprehensive needs assessment of existing housing cooperatives to identify impediments to success and need for support (MOHCD; Short).
b. Expand resources for preservation, rehabilitation, or rebuilding of cooperative buildings, and adopt requirements such as one-to-one replacement of affordability rates, right-to-return, and relocation plans. (MOHCD; Medium)			X		b. Expand resources for preservation, rehabilitation, or rebuilding of cooperative buildings, and adopt requirements such as one-to-one replacement of affordability rates, right-to-return, and relocation plans. (MOHCD; Medium)
c. Expand technical assistance and support to limited equity cooperatives regarding governance, finance, management, and marketing. (MOHCD; Short)			X		c. Expand technical assistance and support to limited equity cooperatives regarding governance, finance, management, and marketing. (MOHCD; Short)
d. Expand resources to continue to negotiate preservation agreements for properties with expiring affordability restrictions to ensure permanent affordability and housing stability for tenants to the greatest extent possible. (MOHCD; Medium)			X		d. Expand resources to continue to negotiate preservation agreements for properties with expiring affordability restrictions to ensure permanent affordability and housing stability for tenants to the greatest extent possible. (MOHCD; Medium)
e. Identify units in permanently affordable projects that can be used as temporary housing for those temporarily displaced by affordable housing rehabilitation or redevelopment. (MOHCD, Mayor/BOS; Medium)			X		e. Identify units in permanently affordable projects that can be used as temporary housing for those temporarily displaced by affordable housing rehabilitation or redevelopment. (MOHCD, Mayor/BOS; Medium)

Draft 3 Policies and Actions	Changes from Draft 2 to Draft 2				Draft 2 Policies and Actions
	New	**SC**	**NMC**	**RCI**	
f. Identify SRO residential hotels in advanced states of disrepair where demolition and construction of new permanent supportive housing is more cost-effective than rehabilitation and requiring tenant relocation plans during construction and a right to return for tenants. (DBI, HSH, Planning; Medium)			X		f. Identify SRO residential hotels in advanced states of disrepair where demolition and construction of new permanent supportive housing is more cost-effective than rehabilitation and requiring tenant relocation plans during construction and a right to return for tenants. (DBI, HSH, Planning; Medium)
g. Increase fines for illegally converting SROs to new uses or illegally preventing residents from establishing tenancy by forcing short-term stays. (DBI; Short)			X		g. Increase fines for illegally converting SROs to new uses or illegally preventing residents from establishing tenancy by forcing short-term stays. (DBI; Short)
3. Reform and support the City's acquisition and rehabilitation program to better serve areas and income ranges underserved by affordable housing options and areas vulnerable to displacement. [objectives: I.a, I.b, IV.a]			X		**3. Reform and support the City's acquisition and rehabilitation program to better serve areas and income ranges underserved by affordable housing options and areas vulnerable to displacement. [objectives: I.a, I.b, IV.a]**
a. Prioritize building purchases for the acquisition and rehabilitation program that serve extremely- and very-low income and unhoused populations including purchase of SRO residential hotels. (MOHCD, DBI; Medium)			X		a. Prioritize building purchases for the acquisition and rehabilitation program that serve extremely- and very-low income and unhoused populations including purchase of SRO residential hotels. (MOHCD, DBI; Medium)
b. Increase non-profit capacity-building investments to purchase and operate existing tenant-occupied buildings as permanent affordable housing in western neighborhoods, particularly for populations and areas vulnerable to displacement, and to support Community Opportunity to Purchase Act (COPA). (MOHCD; Medium)		X		X	b. Increase non-profit capacity-building investments to purchase and operate existing tenant-occupied buildings as permanent affordable housing in western neighborhoods, particularly within areas vulnerable to displacement. (MOHCD; Medium)
c. Evaluate the feasibility of utilizing the small-sites program to increase shared equity or cooperative ownership opportunities for tenants. This study would also inform expansion of shared equity homeownership models cited in Policy 11 action (I) and Policy 23 action (a). (MOHCD, Planning; Short)			X		c. Evaluate the feasibility of utilizing the small-sites program to increase shared equity or cooperative ownership opportunities for tenants. This study would also inform expansion of shared equity homeownership models cited in Policy 11 action (I) and Policy 23 action (a). (MOHCD, Planning; Short)
d. Incentivize private owners to sell residential buildings to non-profit affordable housing developers via transfer tax exemptions or other financial measure. (Planning, MOHCD, Mayor/BOS; Medium)			X		d. Incentivize private owners to sell residential buildings to non-profit affordable housing developers via transfer tax exemptions or other financial measure. (Planning, MOHCD, Mayor/BOS; Medium)
4. Preserve the affordability of unauthorized dwelling units while improving their safety and habitability. [objectives: I.b]			X		**4. Preserve the affordability of unauthorized dwelling units while improving their safety and habitability. [objectives: I.b]**
a. Facilitate and encourage more legalizations through financial support such as low-interest or forgivable loans for property owners. (MOHCD, Mayor/BOS, DBI; Medium)			X		a. Facilitate and encourage more legalizations through financial support such as low-interest or forgivable loans for property owners. (MOHCD, Mayor/BOS, DBI; Medium)
b. Update the Conditional Use findings requirements for removal of unauthorized dwelling units to account for tenancy and to identify alternative findings to financial hardship findings that account for the cost and construction burdens of legalization. (Planning, DBI, Mayor/BOS; Short)			X		b. Update the Conditional Use findings requirements for removal of unauthorized dwelling units to account for tenancy and to identify alternative findings to financial hardship findings that account for the cost and construction burdens of legalization. (Planning, DBI, Mayor/BOS; Short)
c. Reduce cost of legalization by removing Planning and Building Code requirements that are not critical for health or safety. (Planning, DBI, Mayor/BOS; Medium)			X		c. Reduce cost of legalization by removing Planning and Building Code requirements that are not critical for health or safety. (Planning, DBI, Mayor/BOS; Medium)

Draft 3 Policies and Actions	Changes from Draft 2 to Draft 2				Draft 2 Policies and Actions
	New	**SC**	**NMC**	**RCI**	
Policy 5. Improve access to the available Below Market Rate units especially for racial and social groups who have been disproportionately underserved or for American Indian, Black, Japanese, Filipino, and other communities directly harmed by discriminatory government actions in the past including redlining, Redevelopment and Urban Renewal, the Indian Relocation Act or WWII Japanese incarceration have been harmed by past discriminatory designed around a reparations framework. [objectives: I.b, , II.b, III.a]		X		X	**5. Improve access to the available Below Market Rate units especially for racial and social groups who have been disproportionately underserved. [objectives: I.b, , II.b, III.a]**
a. Identify racial, ethnic, and social groups who have been disproportionately underserved by available Below Market Rate units and the underlying reasons, these groups include but are not limited to previously identified groups such as American Indian, Black, Latinos, and other people of color, transgender and LGBTQ+ people, transitional aged youth, people with disabilities, and senior households. This study can inform the housing portal cited in Policy 14 (e). (MOHCD, Planning; Short)			X		a. Identify racial, ethnic, and social groups who have been disproportionately underserved by available Below Market Rate units and the underlying reasons, these groups include but are not limited to previously identified groups such as American Indian, Black, Latinos, and other people of Color, LGBTQ+, transitional aged youth, people with disabilities, and senior households. This study can inform the housing portal cited in Policy 14 (e). (MOHCD, Planning; Short)
b. Through the Inclusionary Technical Analysis Committee, assess whether affordability levels of rental and ownership units created through the Affordable Inclusionary Housing Program are accessible to groups underserved as studied in Policy5, action (a), update those requirements in balance with ensuring financial feasibility as referenced in Policy 24 (a). (Planning, MOHCD; Mayor/BOS; Short)			X		b. Through the Inclusionary Technical Analysis Committee, assess whether affordability levels of rental and ownership units created through the Affordable Inclusionary Housing Program are accessible to groups underserved as studied in Policy5, action (a), update those requirements in balance with ensuring financial feasibility as referenced in Policy 24 (a). (Planning, MOHCD; Mayor/BOS; Short)
c. Evaluate and update existing policies and programs to increase the percentage of Below Market Rate units awarded to underserved groups identified through the study cited in Policy 5, action (a) and (e), including but not limited to preferences, strengthening targeted outreach, education, housing readiness counseling, and other services specific to the needs of each group, ensuring accessible accommodations in these services. (MOHCD; Short)			X		c. Evaluate and update existing policies and programs to increase the percentage of Below Market Rate units awarded to underserved groups identified through the study cited in Policy 5, action (a), including but not limited to preferences, strengthening targeted outreach, education, housing readiness counseling, and other services specific to the needs of each group, ensuring accessible accommodations in these services. (MOHCD; Short)
d. Evaluate area median incomes and unit types and identify strategies to secure housing for applicants to the Below Market Rate unit lottery program who have not won the lottery after more than five years of submitting applications. (MOHCD, Mayor/BOS; Short)			X		d. Evaluate area median incomes and unit types and identify strategies to secure housing for applicants to the Below Market Rate unit lottery program who have not won the lottery after more than five years of submitting applications. (MOHCD, Mayor/BOS; Short)
e. Create and pilot programs based on a reparations framework to increase access to below market rate units for American Indian, Black, Japanese, Filipino, and other communities directly harmed by discriminatory government actions in the past including redlining, Redevelopment and Urban Renewal, the Indian Relocation Act, or WWII Japanese incarceration have been harmed by past discriminatory government actions. (MOHCD, Planning, HRC; Short)		X		X	

Draft 3 Policies and Actions	Changes from Draft 2 to Draft 2				Draft 2 Policies and Actions
	New	SC	NMC	RCI	
f. Expand the Certificates of Preference program as allowed per recent State Law 1584, including comprehensive outreach and engagement to identify the descendants of households who have been displaced. Expanding this programs should rely on strategies that ensure below market rate units the preferences and needs of eligible households as informed by action (g) below. (OCII, MOHCD; Short)		X		X	f. To support the Certificates of Preference program, conduct a study to engage with Certificate holders and their descendants to identify what they see as their housing needs and goals and recommend strategies for better supporting those families (not limited to the existing preference program). Create a tracking system to better understand who has obtained or passed on opportunities and why. (OCII, MOHCD; Short)
g. Conduct a study to engage with Certificates of Preference holders and their descendants to identify their housing needs, preferences, and income levels and create a tracking system to better monitor who has obtained or passed on opportunities and why. (OCII, MOHCD; Short)		X		X	f. To support the Certificates of Preference program, conduct a study to engage with Certificate holders and their descendants to identify what they see as their housing needs and goals and recommend strategies for better supporting those families (not limited to the existing preference program). Create a tracking system to better understand who has obtained or passed on opportunities and why. (OCII, MOHCD; Short)
h. Expand and fund community capacity for housing programs and investments for American Indian residents as one strategy to redress the historic dispossession of resources affecting these communities, through Indian Relocation Act, and other government actions that broke the cohesion of this community. (Planning, MOHCD; Short)	X			X	
i. Identify and adopt local strategies to remove barriers to access permanently affordable housing for immigrants; people who lack documentation such as credit history, bank accounts, or current lease; and for transgender people whose documentation may need corrections not possible due to immigration status, and/or US state of origin laws; such local strategies should complement State legislation solutions referenced in Policy 6, action (d). (MOHCD, Mayor/BOS, Short)		X		X	
e. Expand the Senior Operating Subsidy (SOS) program to allow extremely and very low-income seniors to be eligible for the senior Below Market Rate rental units. (MOHCD; Short)			X		e. Expand the Senior Operating Subsidy (SOS) program to allow extremely and very low-income seniors to be eligible for the senior Below Market Rate rental units. (MOHCD; Short)
k. Expand existing culturally responsive housing counseling to applicants to MOHCD Affordable Rental Opportunities and Affordable Homeownership Opportunities through a network of community-based housing counseling agencies and Cultural Districts, and as informed by the needs identified under Policy 5 actions (a), (c), and (e); These programs include financial counseling, market-rate and below market rate rental readiness counseling, and other services that lead to finding and keeping safe and stable housing; expansion of such services should in coordination with Policy 21 action (d) , and also informed by community priorities working with liaisons referenced under Policy 14, action (b). (MOHCD; Short)		X		X	h. Continue to provide high-quality and culturally responsive housing counseling to applicants to MOHCD Affordable Rental Opportunities and Affordable Homeownership Opportunities through a network of community-based housing counseling agencies. These programs include financial counseling, market-rate and below market rate rental readiness counseling, and other services that lead to finding and keeping safe and stable housing. (MOHCD; ongoing)

Draft 3 Policies and Actions	Changes from Draft 2 to Draft 2				Draft 2 Policies and Actions
	New	SC	NMC	RCI	
f. Strengthen monitoring and enforcement of Below Market Rate units to avoid fraud and abuse of units and to unlock more units for those eligible and in need, through active enforcement of existing obligations, lease up of new and turnover units, and completing the build out of DAHLIA partners database. (MOHCD; Medium)			X		f. Strengthen monitoring and enforcement of Below Market Rate units to avoid fraud and abuse of units and to unlock more units for those eligible and in need, through active enforcement of existing obligations, lease up of new and turnover units, and completing the build out of DAHLIA partners database. (MOHCD; Medium)
g. Amend the Inclusionary Housing Program regulations to allow existing homeowners of Below Market Rate units to purchase another Below Market Rate unit and sell their current unit in cases where household size changes or another reasonable accommodation is required, in order to respond to changing household needs. (MOHCD; Planning; Short)			X		g. Amend the Inclusionary Housing Program regulations to allow existing homeowners of Below Market Rate units to purchase another Below Market Rate unit and sell their current unit in cases where household size changes or another reasonable accommodation is required, in order to respond to changing household needs. (MOHCD; Planning; Short)
6. Advance equal housing access by eliminating discrimination based on race, ethnicity, immigration status, HIV+ status, gender identity, sexual orientation, disabilities, age, prior incarceration, or mental health. [objectives: I.a]			X		**6. Advance equal housing access by eliminating discrimination based on race, ethnicity, immigration status, HIV+ status, gender identity, sexual orientation, disabilities, age, prior incarceration, or mental health. [objectives: I.a]**
a. Identify and implement strategies to increase placement in permanent supportive housing through the Coordinated Entry assessment for racial and social groups who are overrepresented in the unhoused population, such as extremely and very-low income American Indian, Black, and Latino(a/e) people, transgender people, or people with prior involvement in the criminal justice system. (HSH, MOHCD; Short)			X		a. Identify and implement strategies to increase placement in permanent supportive housing through the Coordinated Entry assessment for racial and social groups who are overrepresented in the unhoused population, such as extremely and very-low income American Indian, Black, and Latino/es, or prior involvement in the criminal justice system. (HSH, MOHCD; Short)
b. Evaluate and identify common cases of discrimination and violation of fair housing law and groups who continuously face such discrimination, including transgender and LGBTQ+, or people with disabilities, and implement solutions to strengthen enforcement of fair housing law in those cases. (HRC; Medium)			X		b. Evaluate and Identify common cases of discrimination and violation of fair housing law and groups who continuously face such discrimination, including LGBTQ+, or people with disabilities, and implement solutions to strengthen enforcement of fair housing law in those cases. (HRC; Medium)
c. Amend the City's Fair Chance Ordinance to incorporate best practices to expand housing access for people with criminal records to privately-owned units, Housing Choice Voucher units, and other federally funded units.[6] (HRC, MOHCD, APD; Short)			X		c. Amend the City's Fair Chance Ordinance to incorporate best practices to expand housing access for people with criminal records to privately-owned units, Housing Choice Voucher units, and other federally funded units.[6] (HRC, MOHCD, APD; Short)
d. Advocate for State legislation to help remove barriers to access permanently affordable housing for immigrants or people who lack documentation such as credit history, bank accounts, or current lease lease or transgender people whose documentation may need corrections that are not possible due to immigration status and/or US state of origin laws, to complement local strategies referenced in Policy 5, action (i). (Planning; Medium)		X		X	d. Advocate for State legislation to help remove barriers to access permanently affordable housing for immigrants or people who lack documentation such as credit history, bank accounts, or current lease. (Planning; Medium)
e. Study and remove barriers to entry for temporary shelters, transitional and permanent supportive housing for unhoused individuals and families, particularly for individuals with mental health or substance abuse issues, and prior involvement with the criminal justice system. (HSH, DPH, APD; Medium)			X		e. Study and remove barriers to entry for temporary shelters, transitional and permanent supportive housing for unhoused individuals and families, particularly for individuals with mental health or substance abuse issues, and prior involvement with the criminal justice system. (HSH, DPH, APD; Medium)

Draft 3 Policies and Actions	Changes from Draft 2 to Draft 2				Draft 2 Policies and Actions
	New	**SC**	**NMC**	**RCI**	
f. Conduct a Housing Needs Assessment for seniors and people with disability every three years to inform strategies that meet their housing needs, as referenced in action (g) below, as well as in Policy 27. (HSA, Planning; ongoing)			X		f. Conduct a Housing Needs Assessment for seniors and people with disability every three years to inform strategies that meet their housing needs, as referenced in action (g) below, as well as in Policy 27. (HSA, Planning; ongoing)
g. Identify new strategies to address the unique housing and service needs of specific vulnerable populations to improve housing access and security for each group, using the findings from the City's housing Consolidated Plans and through direct engagement of these populations. Studies should address the needs of veterans, seniors, people with disabilities, youth, transgender and LGBTQ+ populations. (MOHCD,HSH, Planning ;Medium)			X		g. Identify new strategies to address the unique housing and service needs of specific vulnerable populations to improve housing access and security for each group, using the findings from the City's housing Consolidated Plans and through direct engagement of these populations. Studies should address the needs of veterans, seniors, people with disabilities, youth, transgender and LGBTQ+ populations. (MOHCD,HSH, Planning ;Medium)
7. Pursue investments in permanently affordable housing that are specific to neighborhoods that serve as entry points to recently arrived residents from certain groups, such as transgender and LGBTQ+ refugees or immigrants, or specific to populations such as transitional aged youth or transgender people. [objectives: I.c, IV.a, IV.c]			X		**7. Pursue investments in permanently affordable housing that are specific to neighborhoods that serve as entry points to recently arrived residents from certain groups, such as LGBTQ+ refugees or immigrants, or specific to populations such as transitional aged youth or transgender people. [objectives: I.c, IV.a, IV.c]**
a. Study and identify programs that respond to the needs of transgender and LGBTQ+ groups, particularly those who are refugees, lack family connections, or previously incarcerated, to incorporate into permanently affordable housing investments that are concentrated in the neighborhoods where they have historically found community, such as the Castro for LGBTQ+ communities or the Tenderloin for transgender people of color, building upon research spearheaded by the Castro LGBTQ Cultural District. (MOHCD, Planning; Short)		X		X	a. Study and identify programs that respond to the needs of LGBTQ+ groups, particularly those who are refugees, lack family connections, or previously incarcerated, to incorporate into permanently affordable housing investments that are concentrated in the neighborhoods where they find community (e.g. in the Castro), building upon research spearheaded by the Castro LGBTQ Cultural District. (MOHCD, Planning; Short)
b. Support implementing San Francisco's "Ending Trans Homelessness Plan" as referenced under Policy 8 action (o), as well as the housing placement for the transgender community. (HSH, OTI, MOHCD; Medium)		X		X	b. Support implementing Our Trans Home initiative to advance equity in assessment and housing placement for the transgender community. (MOHCD; Medium)
c. Continue to provide housing affordable to applicants on the Plus Housing List. (MOHCD; ongoing)			X		c. Continue to provide housing affordable to applicants on the Plus Housing List. (MOHCD; ongoing)
d. Expand housing for transitional aged-youth in permanently affordable housing including supportive programs that address their unique needs as related to past criminal record, substance abuse, sexual orientation, gender identity, or other specific needs, as informed by the strategies referenced in Policy 7, action (g). (MOHCD, HSH; Medium)			X		d. Expand housing for transitional aged-youth in permanently affordable housing including supportive programs that address their unique needs as related to past criminal record, substance abuse, or other specific needs, as informed by the strategies referenced in Policy 7, action (g). (MOHCD, HSH; Medium)
Study and identify programs and building types that respond to the needs of recently arrived immigrants to incorporate into permanently affordable housing investments that are concentrated in the neighborhoods in which they initially settle, such as Chinatown, the Tenderloin, the Mission, and other gateway neighborhoods. (MOHCD, Planning, Short)	X			X	
8. Expand permanently supportive housing and services for individuals and families experiencing homelessness as a primary part of a comprehensive strategy to eliminate homelessness. [objectives: I.c, IV.a]			X		**8. Expand permanently supportive housing and services for individuals and families experiencing homelessness as a primary part of a comprehensive strategy to eliminate homelessness. [objectives: I.c, IV.a]**

Draft 3 Policies and Actions	Changes from Draft 2 to Draft 2				Draft 2 Policies and Actions
	New	SC	NMC	RCI	
a. Identify a numerical target for building Permanently Supportive Housing based on the upcoming Point in Time Counts in 2022, to approximately house a third of the total unhoused population in permanent supportive housing and services, and update this target based on the 2022 Strategy completed by the Department of Homelessness and Supportive Housing. (HSH; Short)			X		a. Identify a numerical target for building permanently supportive housing based on the upcoming Point in Time Counts in 2022, to approximately house a third of the total unhoused population in permanent supportive housing and services, and update this target based on the 2022 Strategy completed by the Department of Homelessness and Supportive Housing. (HSH; Short)
b. Using the annual budget for capital, operating and services costs, increase funding needed to meet the targets set in action (a), in balance with funding needed for the actions in this policy including short and long-term rental subsidies. (Mayor/BOS, HSH, MOHCD; Medium)		X		X	c. Use the annual budget for capital, operating and services to funding needed for the actions in this policy including short and long-term rental subsidies using the process referenced in Policy 22, action (a).(Mayor/BOS, HSH, MOHCD; Medium)
b. Prioritize Housing Choice Vouchers paired with social services for people who are unhoused. (SFHA, HSH; Short)			X		b. Prioritize Housing Choice Vouchers paired with social services for people who are unhoused. (SFHA, HSH; Short)
d. Increase the share of non-lottery housing for the unhoused within City-funded permanently affordable housing projects to 30% or greater. (MOHCD; Medium)			X		d. Increase the share of non-lottery housing for the unhoused within City-funded permanently affordable housing projects to 30% or greater. (MOHCD; Medium)
e. Expand and improve on-site supportive services within permanent supportive housing projects including sustained care for mental health or substance abuse issues, case management, and childcare. (HSH, HSA, DPH; Medium)			X		e. Expand and improve on-site supportive services within permanent supportive housing projects including sustained care for mental health or substance abuse issues, case management, and childcare. (HSH, HSA, DPH; Medium)
f. Utilize the state-wide streamlining opportunities to expedite and increase the production of permanent supportive housing. (MOHCD, Planning; Short)			X		f. Utilize the state-wide streamlining opportunities to expedite and increase the production of permanent supportive housing. (MOHCD, Planning; Short)
g. Evaluate the current prioritization system of of the Coordinated Entry System for housing placement and services for unhoused residents that currently focuses only on chronic homelessness; and adopt additional levels of priorities for other vulnerable applicants to avoid worsening their situation while waiting for housing and services, and to substantially reduce the vacancy rates of housing available. (HSH; Medium)		X		X	g. Evaluate the current prioritization system of housing placement and services for unhoused residents focusing on chronic homelessness and adopt additional levels of priorities for other vulnerable applicants to avoid worsening their situation while waiting for housing and services. (HSH; Medium)
h. Expand temporary shelter capacity models that are low-barrier and high service such as non-congregate shelter options and Navigation Center beds to eliminate unsheltered homelessness moving away from traditional shelters with high barriers, with a focus on expanding temporary shelter in proportion to Permanent supportive Supportive Housing and homelessness prevention investments in order to improve the successful exist to stable housing. (HSH;		X		X	h. Continue to expand temporary shelter capacity such as navigation centers to eliminate unsheltered homelessness, with a focus on expanding temporary shelter in proportion 8 to permanent supportive housing and homelessness prevention investments.(HSH; Medium)
i. Evaluate the needs for and create more types of shelters in the system with amenities and services tailored to their residents, examples could include 'clean and sober' shelters, safe consumption shelters for legal and illegal substances, non-congregate shelters, transgender shelters, and off-street safe parking sites for those vehicle dwellers seeking conventional housing. (HSH; Medium)			X		i. Evaluate the needs for and create more types of shelters in the system with amenities and services tailored to their residents, examples could include 'clean and sober' shelters, safe consumption shelters for legal and illegal substances, non-congregate shelter, and off-street safe parking sites for those vehicle dwellers seeking conventional housing. (HSH; Medium)
j. Remove Planning Code limitations to building homeless shelters and navigation centers throughout the city. (Planning; Short)			X		j. Remove Planning Code limitations to building homeless shelters and navigation centers throughout the city. (Planning; Short)

Draft 3 Policies and Actions	Changes from Draft 2 to Draft 2				Draft 2 Policies and Actions
	New	**SC**	**NMC**	**RCI**	
k. Secure and advocate for additional funding for building and operation of permanent supportive housing from State and federal sources, such as the state's Project Homekey and the federal HOME			X		k. Secure and advocate for additional State and federal funding for building and operation of permanent supportive housing such as the state's Project Homekey and the federal HOME
l. Provide housing navigation services and stability case management to people experiencing homelessness using rental assistance programs (e.g., Housing Choice Vouchers) during the housing search stage and ongoing to ensure tenant retention. (MOHCD, HSH; Short)			X		l. Provide housing navigation services and stability case management to people experiencing homelessness using rental assistance programs (e.g., Housing Choice Vouchers) during the housing search stage and ongoing to ensure tenant retention. (MOHCD, HSH; Short)
m. Create and expand incentives for private landlords to use rental assistance programs (e.g., Housing Choice Vouchers) to rent their units to extremely and very low-income households. Incentives could include covering lease up fees, rent payment during the inspection period, providing tenant support for housing retention, and covering unit damage upon separation, as well as establishing a fund to support these incentives. (SFHA, MOHCD, HSH; Short)			X		m. Create and expand incentives for private landlords to use rental assistance programs (e.g., Housing Choice Vouchers) to rent their units to extremely and very low-income households. Incentives could include covering lease up fees, rent payment during the inspection period, providing tenant support for housing retention, covering unit damage upon separation, as well as establishing a fund to support these incentives. (SFHA, MOHCD, HSH; Short)
n. Strengthen the Housing Ladder[9] strategy to support residents of permanent supportive housing to move to less-supportive settings, freeing up supportive housing units for unhoused people. Actions include revising San Francisco Housing Authority preference system to grant higher preference to these households in using Housing Choice Vouchers or other available subsidies, or creating a new City-supported shallow subsidy for these households. (SFHA,HSH, MOHCD; Medium)			X		n. Strengthen the Housing Ladder[9] strategy to support residents of permanent supportive housing to move to less-supportive settings, freeing up supportive housing units for unhoused people. Actions include revising San Francisco Housing Authority preference system to grant higher preference to these households in using Housing Choice Vouchers or other available subsidies, or creating a new City-supported shallow subsidy for these households. (SFHA,HSH, MOHCD; Medium)
o. Support and fund the San Francisco Ending Trans Homelessness Plan to end homelessness for transgender people in recognition of the severe disparities in housing access and safety experienced by this group. (HSH, OTI, MOHCD; Short)	X			X	
9. Prevent homelessness and eviction through comprehensive evidence-based systems, including housing and other services, targeted to serve those at risk of becoming unhoused[10] and the most vulnerable groups. [objectives: I.c, I.b]			X		**9. Prevent homelessness and eviction through comprehensive evidence-based systems, including housing and other services, targeted to serve those at risk of becoming unhoused[10] and the most vulnerable groups. [objectives: I.c, I.b]**
a. Prioritize those at risk of becoming unhoused for homeless prevention investments, such as flexible financial assistance or Step Up to Freedom[11] program and other programs that offer a continuum of care and wrap around services in addition to housing. Highest risk is currently known to apply to: those with prior experience of homelessness, with involvement with the criminal justice, system, extremely low and very low-income American Indian, Black, and Latino/es, domestic violence victims, transgender people, and those at imminent risk of losing housing (i.e., an eviction notice, or subject to landlord harassment). (HSH, MOHCD, APD; Short)			X		a. Prioritize those at risk of becoming unhoused for homeless prevention investments, such as flexible financial assistance or Step Up to Freedom[11] program and other programs that offer a continuum of care and wrap around services in addition to housing. Highest risk is currently known to apply to: those with prior experience of homelessness, with involvement with the criminal justice, system, extremely low and very low-income American Indian, Black, and Latino/es, domestic violence victims, those at imminent risk of losing housing (i.e., an eviction notice, or subject to landlord harassment). (HSH, MOHCD, APD; Short)
b. Increase the timeframe during which time-limited rental assistance is offered, through programs such as Rapid Rehousing, to enable households to secure stable employment. (HSH, MOHCD; Short)			X		b. Increase the timeframe during which time-limited rental assistance is offered, through programs such as Rapid Rehousing, to enable households to secure stable employment. (HSH, MOHCD; Short)

Draft 3 Policies and Actions	Changes from Draft 2 to Draft 2				Draft 2 Policies and Actions
	New	**SC**	**NMC**	**RCI**	
c. Ensure adequate legal services to support eviction prevention including support for rent increase hearings, habitability issues, or tenancy hearings with the Housing Authority. (MOHCD; Short)			X		c. Ensure adequate legal services to support eviction prevention including support for rent increase hearings, habitability issues, or tenancy hearings with the Housing Authority. (MOHCD; Short)
d. Expand tenant and project-based rental assistance programs, including federal, state and local operating subsidy programs, to meet the needs of extremely and very low-income households and households with fixed incomes, such as seniors and people with disabilities, as also referenced in Policy 1, actions (c), (d), and (e). (HSH, SFHA, MOHCD; Short)			X		d. Expand tenant and project-based rental assistance programs, including federal, state and local operating subsidy programs, to meet the needs of extremely and very low-income households and households with fixed incomes, such as seniors and people with disabilities, as also referenced in Policy 1, actions (c), (d), and (e). (HSH, SFHA, MOHCD; Short)
e. Expand the timeline during which transitional housing programs[12] are offered for people coming out of jails, prisons, immigration detention centers, and substance use treatment. (APD, HSH, DPH, MOHCD; Short)			X		e. Expand the timeline during which transitional housing programs[12] are offered for people coming out of jails, prisons, immigration detention centers, and substance use treatment. (APD, HSH, DPH, MOHCD; Short)
f. Expand and improve services for mental health and substance use care, social work, and other supportive services for residents of permanent supportive housing, and those at risk of becoming unhoused[13]. (HSH, DPH; Medium)			X		f. Expand and improve services for mental health and substance use care, social work, and other supportive services for residents of permanent supportive housing, and those at risk of becoming unhoused[13]. (HSH, DPH; Medium)
g. Expand on-site case management services that focus on removing barriers to housing stability to support non-profit housing providers in preventing evictions of their tenants. (HSH, MOHCD, APD ; Medium)			X		g. Expand on-site case management services that focus on removing barriers to housing stability to support non-profit housing providers in preventing evictions of their tenants. (HSH, MOHCD, APD ; Medium)
h. Expand housing retention requirements to prevent evictions and support tenants of non-profit housing. (MOHCD, HSH; Short)			X		h. Expand housing retention requirements to prevent evictions and support tenants of non-profit housing. (MOHCD, HSH; Short)
i. Continue to provide mobile services for residents in scattered-site supportive housing, for example the new Flexible Housing Subsidy Pool program. (HSH, DPH; ongoing)			X		i. Continue to provide mobile services for residents in scattered-site supportive housing, for example the new Flexible Housing Subsidy Pool program. (HSH, DPH; ongoing)
j. Adopt Trauma-Informed Systems[14] with robust training resources and increase cultural competency training specific to transgender and LGBTQ+ populations for all service providers and property managers in the City's affordable housing projects and Homeless Response System. (DPH, HSH, MOHCD, APD; Medium)		X		X	j. Adopt Trauma-Informed Systems[14] with robust training resources for all service providers and property managers in the City's affordable housing projects and Homeless Response System. (DPH, HSH, MOHCD, APD; Medium)
k. Improve programs intended to transfer people experiencing violent crime and domestic violence to safe housing. (HSH, MOHCD, Department on Status of Women, SFHA; Short)			X		k. Improve programs intended to transfer people experiencing violent crime and domestic violence to safe housing. (HSH, MOHCD, Department on Status of Women, SFHA; Short)
l. Strengthen the housing navigation services by assigning a support counselor, with similar lived experience, to an individual regardless of where that person lives instead of being tied to a particular location, so that consistent support continues through residential transitions. (HSH, APD; Short)			X		l. Strengthen the housing navigation services by assigning a support counselor, with similar lived experience, to an individual regardless of where that person lives instead of being tied to a particular location, so that consistent support continues through residential transitions. (HSH, APD; Short)
m. As a prevention partner to the regional All Home Plan[15], help create a regional homeless response system to share data across systems, and administer the increased funds from local, State, and federal agencies. (HSH, MOHCD; Short)			X		m. As a prevention partner to the regional All Home Plan[15], help create a regional homeless response system to share data across systems, and administer the increased funds from local, State, and federal agencies. (HSH, MOHCD; Short)

Draft 3 Policies and Actions	Changes from Draft 2 to Draft 2				Draft 2 Policies and Actions
	New	**SC**	**NMC**	**RCI**	
n. Expand short term medical recovery housing programs for unhoused transgender people, such as is offered by Maitri, so that transgender people can access medical care by meeting the public health system requirement for stable housing prior to undergoing gender-affirming surgeries. (HSH; Short)	X			X	
o. Allocate resources to population-specific programs outside of the Homelessness Response System in acknowledgement that transgender and LGBTQ+ communities do not currently access the system because of safety and discrimination concerns. (HSH; Short)	X			X	
10. Acknowledge the truth about discriminatory practices and government actions[16] as told by American Indian, Black, and other communities of color to understand the root causes of the housing disparities in these communities and to inform how to redress the harms. [objectives: II.a]			X		**10. Acknowledge the truth about discriminatory practices and government actions[16] as told by American Indian, Black, and other communities of color to understand the root causes of the housing disparities in these communities and to inform how to redress the harms. [objectives: II.a]**
a. Commission an American Indian community-led study to document the discriminatory practices and government actions against American Indian communities including the Indian Relocation Act of 1956 and the cumulative impacts of genocide, exploitation, and dispossession of resources in terms of wealth loss, disparate housing outcomes, and scale of displacement. (Planning, HRC ; Short)			X		a. Commission an American Indian community-led study to document the discriminatory practices and government actions against American Indian communities including the Indian Relocation Act of 1956 and the cumulative impacts of genocide, exploitation, and dispossession of resources in terms of wealth loss, disparate housing outcomes, and scale of displacement. (Planning, HRC ; Short)
b. Commission a community-led study by affected communities, including American Indian, Black, and other communities of color, to document the history of redlining, racial covenants, and exclusionary zoning practices in San Francisco and their cumulative impacts, particularly on Black households, in terms wealth-loss, disparate housing outcomes, and scale of displacement. (Planning; Short)			X		b. Commission a community-led study by affected communities, including American Indian, Black, and other communities of color, to document the history of redlining and racial covenants in San Francisco and their cumulative impacts, particularly on Black households, in terms wealth-loss, disparate housing outcomes, and scale of displacement. (Planning; Short)
c. Commission a community-led study by affected communities, including American Indian, Black, and other communities of color, to document the history of urban renewal in San Francisco and its cumulative impacts, particularly on Black households, in terms wealth-loss, disparate housing outcomes, and scale of displacement. (Planning; Short)			X		c. Commission a community-led study by affected communities, including American Indian, Black, and other communities of color, to document the history of urban renewal in San Francisco and its cumulative impacts, particularly on Black households, in terms wealth-loss, disparate housing outcomes, and scale of displacement. (Planning; Short)
d. Commission a community-led study by affected communities to document the history of public housing replacement in San Francisco and its impacts, particularly on Black households, in terms of wealth loss, disparate housing outcomes, and scale of displacement. (Planning; Short)			X		d. Commission a community-led study by affected communities to document the history of public housing replacement in San Francisco and its impacts, particularly on Black households, in terms of wealth loss, disparate housing outcomes, and scale of displacement. (Planning; Short)
e. Commission a community-led study by affected communities to document the history of predatory lending practices in San Francisco and its impacts in terms of wealth loss, disparate housing outcomes, and scale of displacement. (Planning; Short)			X		e. Commission a community-led study by affected communities to document the history of predatory lending practices in San Francisco and its impacts in terms of wealth loss, disparate housing outcomes, and scale of displacement. (Planning; Short)

Draft 3 Policies and Actions	Changes from Draft 2 to Draft 2				Draft 2 Policies and Actions
	New	SC	NMC	RCI	
f. Incorporate the findings of these studies including the resulting disparities and inequities when applying the racial and social equity assessment tool[17] to applicable projects (Planning; Short).			X		f. Incorporate the findings of these studies including the resulting disparities and inequities when applying the racial and social equity assessment tool[17] to applicable projects (Planning; Short).
11. Establish and sustain housing programs designed around a reparations framework for American Indian, Black, Japanese, Filipino, and other communities directly harmed by discriminatory government actions in the past including redlining, Redevelopment and Urban Renewal, the Indian Relocation Act or WWII Japanese incarceration as a means of redressing the harms and with the goal of restoring denied housing opportunities, eliminating the resulting housing disparities, and bringing back those who have been displaced from the city. [objectives: II.b, III.a]		X		X	11. Establish and sustain homeownership housing programs designed around a reparations framework for American Indian, Black, Japanese, Filipino, and other communities directly targeted by discriminatory government actions in the past including redlining, Redevelopment and Urban Renewal, the Indian Relocation Act or WWII Japanese incarceration with the goal of stabilizing these communities and bringing back those who have been displaced from the city. [objectives: II.b, III.a]
a. Establish pilot and permanent programs that offer homeownership opportunities targeted to Black communities harmed through redlining or urban renewal, and Certificate of preference holders and their descendants as informed by the studies referenced in Policy 5 action (g); building on programs such as the Dream Keeper initiative. Such programs should include features such as silent second loans or grants for down payment assistance, as well as other financial assistance to reduce income eligibility as a barrier to access homeownership opportunities. (MOHCD; Medium)		X		X	a. Establish pilot programs that offer homeownership opportunities targeted to Black communities harmed through redlining or urban renewal, building on programs such as the Dream Keeper initiative and including features such as silent second loans or grants for down payment assistance. (MOHCD; Medium)
b. Upon completion of the pilot program for Black communities cited in Poicy 11, action (a), evaluate and extend the program to other communities directly harmed by discriminatory government actions. (MOHCD; Long)	X			X	
c. Target increased investment in the Down Payment Assistance Loan Program to communities harmed by discriminatory government actions as listed in this policy. (MOHCD; Short)			X		b. Target increased investment in the Down Payment Assistance Loan Program to communities harmed by discriminatory government actions.[18]. (MOHCD; Short)
d. Prioritize American Indian residents for housing opportunities to redress the historic dispossession of resources affecting these communities, such as by the Indian Relocation Act, and other historic government actions that broke the cohesion of this community. (Mayor/BOS; Short)		X		X	c. Identify housing opportunities targeted to the American Indian community to redress the historic dispossession of resources affecting these communities, through Indian Relocation Act, or other historic efforts that broke the cohesion of this community. (Mayor/BOS; Short)
e. Implement the right to return legislation for residents of public housing including opportunities to those previously displaced. (MOHCD; Medium)			X		d. Implement the right to return legislation for residents of public housing including opportunities to those previously displaced. (MOHCD; Medium)
f. Pursue expanding and modifying the shared equity homeownership and land trust models, to address their effectiveness and scalability, for communities harmed by past discrimination. Use the findings of the study referenced in Policy 3 action (c) to inform expansion of these models. (MOHCD, Planning; Medium)			X		e. Pursue expanding and modifying the shared equity homeownership and land trust models, to address their effectiveness and scalability, for communities harmed by past discrimination. Use the findings of the study referenced in Policy 3 action (c) to inform expansion of these models. (MOHCD, Planning; Medium)

Draft 3 Policies and Actions	Changes from Draft 2 to Draft 2				Draft 2 Policies and Actions
	New	SC	NMC	RCI	
12. Invest in cultural anchors and expand access to land and spaces that hold cultural importance for American Indian, Black, Japanese, Filipino, and other communities directly harmed by discriminatory government actions in the past including redlining, Redevelopment and Urban Renewal, the Indian Relocation Act or WWII Japanese incarceration as a means of redressing histories of dispossession, social disruption, and physical displacement based on a reparations framework. [objectives: II.b, III.a]		X		X	**12. Cultivate cultural anchors[19] by identifying, preserving, and enhancing spaces of cultural importance for communities impacted by displacement so that they can return to thriving and culturally rich neighborhoods. [objectives: II.b, III.a]**
a. In recognition of the removal of American Indians from their ancestral lands, identify opportunities to restore access to land for traditional cultural uses and to invest in spaces for the American Indian community to participate in traditional cultural practices and convene community gatherings. (MOHCD, Mayor/Board, RED; Short)		X		X	e. Recognizing the history of dispossession and the symbolic importance of land, identify opportunities to dedicate land for community spaces for the American Indian community. (MOHCD, Mayor/Board, RED; Short)
b. In recognition of the disproportionate loss of Black residents from San Francisco in recent decades resulting from a culmination of discriminatory government actions, identify opportunities to donate or dedicate land for use by Black-led, community-serving organizations. (MOHCD, Mayor/Board, RED; Short)	X			X	
c. Strengthen interagency coordination to ensure that Cultural District strategies related to the creation or improvement of cultural anchors and spaces are integrated into planning, funding, and construction and/or rehabilitation of public projects (e.g., parks and open spaces, street improvements, libraries, and transit facilities). (Planning, MOHCD, OEWD; Short)		X		X	a. Utilize the Cultural Districts program and related strategies to guide neighborhood investments and housing development that supports cultural activities, uses, traditions, and spaces that strengthen unique racial, social, and cultural aspects of San Francisco communities. (Planning, MOHCD, OEWD; Short)
d. Fund the development and implementation of community-developed strategies, including Cultural District strategies, that aim to retain and grow culturally associated businesses, organizations, and services that stabilize communities impacted by government discrimination and attract displaced residents back to the area. (MOHCD, OEWD, OSB, Planning; Short)			X		c. Fund the development and implementation of community-developed strategies in Cultural Districts to retain and grow culturally associated businesses and services that attract residents back to the area. (MOHCD, OEWD, OSB, Planning; Short)
e. Recognize spaces of cultural importance identified by American Indian, Black, Japanese, Filipino, and other communities directly harmed by discriminatory government actions in community planning and regulatory review for development projects, consult them in decisions affecting those spaces, and direct resources towards their preservation and management. (Planning, OEWD, OSB; Short)		X		X	b. Recognize spaces of cultural importance identified by American Indian and Black communities and other displaced groups in community planning and regulatory review, consult them in decisions affecting those spaces, and direct resources towards their preservation and management. (Planning, OEWD, OSB; Short)
f. Fund the development of cultural spaces that serve communities harmed as described under this policy, using potential new funding sources such as the mitigation fund referenced under Policy 37, action (c) or community facilities fees. (MOHCD, Planning, OEWD; Medium)		X			c. Fund the development and implementation of community-developed strategies in Cultural Districts to retain and grow culturally associated businesses and services that attract residents back to the area. (MOHCD, OEWD, OSB, Planning; Short)

Draft 3 Policies and Actions	Changes from Draft 2 to Draft 2				Draft 2 Policies and Actions
	New	SC	NMC	RCI	
g. Explore utilizing the Legacy Business Registry program to direct resources to businesses and not-for-profit organizations associated with American Indian, Black, Japanese, Filipino, and other communities directly harmed by discriminatory government actions. (OEWD, OSB; Short)		X			f. Explore utilizing the Legacy Business Registry program to direct resources to businesses associated with communities impacted by displacement. (OEWD, OSB; Short)
13. Amplify and prioritize voices of American Indian, Black, and other people of color, and other disadvantaged communities, and embrace the guidance of their leaders throughout the engagement and planning processes for housing policy, planning, programs, and developments. [objectives: II.c]			X		**13. Amplify and prioritize voices of American Indian, Black, and other people of color and embrace the guidance of their leaders throughout the engagement and planning processes for housing policy, planning, programs, and developments. [objectives: II.c]**
a. Develop and implement community engagement strategies that center racial and social equity and cultural competency to be used by Planning Department staff as well as developers or community groups. (Planning; Short)			X		a. Develop and implement community engagement strategies that center racial and social equity and cultural competency to be used by Planning Department staff as well as developers or community groups. (Planning; Short)
b. Update the Planning Code and Planning Department protocols where necessary to reflect strategies developed in Policy 13, action (a), this includes updating Planning Department requirements for project sponsors to engage with interested Cultural Districts to allow these communities to provide input upon initiation of a project application and to allow the project sponsor adequate time to address the input through dialogue or project revisions. (Planning; Short)			X		b. Update the Planning Code and Planning Department protocols where necessary to reflect strategies developed in Policy 13, action (a), this includes updating Planning Department requirements for project sponsors to engage with interested Cultural Districts to allow these communities to provide input upon initiation of a project application and to allow the project sponsor adequate time to address the input through dialogue or project revisions. (Planning; Short)
c. Increase resources and funding to partner with community-based organizations primarily serving and representing American Indian, Black, other people of color for inclusive outreach and engagement and meaningful participation in planning processes related to housing through focus groups, surveys, and other outreach events (Planning, Mayor/BOS; Medium)			X		c. Increase resources and funding to partner with community-based organizations primarily serving and representing American Indian, Black, other people of color for inclusive outreach and engagement and meaningful participation in planning processes related to housing through focus groups, surveys, and other outreach events (Planning, Mayor/BOS; Medium)
d. Develop and implement guidelines, and update the municipal codes where needed, to ensure elevated representation of American Indian, Black, and other communities of color in decision-making or advisory bodies such as Community Advisory Councils (CACs). (Planning; Medium)			X		d. Develop and implement guidelines, and update the municipal codes where needed, to ensure elevated representation of American Indian, Black, and other communities of color in decision-making or advisory bodies such as Community Advisory Councils (CACs). (Planning; Medium)
e. Prioritize and improve consultation with local Native Ohlone representatives, including the Association of Ramaytush Ohlone representatives, and American Indian residents in policy development and project review regarding tribal and cultural resource identification, treatment, and management while compensating them for their knowledge and efforts. . Improvements should include commissioning the development of community-led, culturally relevant guidelines for identifying and protecting tribal and cultural resources and identifying funding sources for cultural resource identification, treatment and management. (Planning; Short)		X			e. Prioritize and improve consultation with local Native Ohlone representatives, including the Association of Ramaytush Ohlone representatives, and American Indian residents in policy development and project review regarding tribal and cultural resource identification, treatment, and management while compensating them for their knowledge and efforts. (Planning; Short)

Draft 3 Policies and Actions	Changes from Draft 2 to Draft 2				Draft 2 Policies and Actions
	New	SC	NMC	RCI	
~~f. Increase grant funding sources and staff allocation within MOHCD, OEWD, DPW, ARTS, and Planning to create a more robust, sustained, and effective program and support their respective Cultural History Housing and Economic Sustainability Strategies (CHHESS) reports. (MOHCD, Planning, OEWD, ARTS, DPW; Medium)~~		X			f. Increase grant funding sources and staff allocation within MOHCD, OEWD, DPW, ARTS, and Planning to create a more robust, sustained, and effective program and support their respective Cultural History Housing and Economic Sustainability Strategies (CHHESS) reports. (MOHCD, Planning, OEWD, ARTS, DPW; Medium)
f. Identify and implement priority strategies recommended by advisory bodies primarily serving and representing American Indian, Black, and other people of color such as the African American Reparations Advisory Committee and the Transgender Advisory Committee. (Planning, MOHCD; Medium)			X		g. Identify and implement priority strategies recommended by advisory bodies primarily serving and representing American Indian, Black, and other people of color such as the African American Reparations Advisory Committee. (Planning, MOHCD; Medium)
14. Establish accountability tools to advance racial and social equity in housing access with measurable progress. [objectives: II.c]			X		**14. Establish accountability tools to measure progress towards advancing racial and social equity in housing access. [objectives: II.c]**
a. Develop and align department-wide metrics that measure progress towards beneficial outcomes for American Indian, Black, and other people of color resulting from housing policies using methods consistent with the San Francisco Equity Index prepared by the Office of Racial Equity. (Planning, ORE; Medium)			X		a. Develop and align department-wide metrics that measure progress towards beneficial outcomes for American Indian, Black, and other people of color resulting from housing policies using methods consistent with the San Francisco Equity Index prepared by the Office of Racial Equity. (Planning, ORE; Medium)
b. Identify and fund liaisons within key City agencies such as MOHCD, and Planning to support the housing needs and priorities of American Indian, Black, other people of color, and other disadvantaged communitie; such liaison should provide regular check-ins with the community at centralized community spaces, and reporting on program performance. (Planning, MOHCD; Short)	X			X	
c. Identify priority actions in the Housing Element specific to different communities, through collaboration with Cultural Districts or other racial and social equity-focused community bodies such as the Community Equity Advisory Council or the African American Reparations Committee, and report back to communities on those priorities and update every two years. (Planning; Medium)			X		b. Identify priority actions in the Housing Element specific to different communities, through collaboration with Cultural Districts or other racial and social equity-focused community bodies such as the Community Equity Advisory Council, and report back to communities on those priorities and update every two years. (Planning; Medium)
c. Establish an inter-agency Housing Element implementation committee, who convenes meetings with community advisor members representing representing racial and social equity-focused bodies as cited in Policy 14, action (c), to inform the City's budget and work program on housing equity. The committee would be responsible for reporting progress measured in actions (a) and (b) to the Planning Commission and Mayor's Office and for identifying financial or legal challenges to progress. (Planning, MOHCD, HRC; Short)		X		X	c. Establish an inter-agency Housing Element implementation committee to inform the City's budget and work program on housing equity. The committee would be responsible for reporting progress measured in actions (a) and (b) and for identifying financial or legal challenges to progress. (Planning, MOHCD, HRC; Short)

Draft 3 Policies and Actions	Changes from Draft 2 to Draft 2				Draft 2 Policies and Actions
	New	SC	NMC	RCI	
d. Create a budgeting tool for housing investments, including permanently affordable housing production, preservation, and housing services, to implement the priorities identified in Policy 14, actions (b) and (c), and inform the Capital Planning process as cited in Policy 22 action (a). The tool would identify existing and consistent sources of funding as well as funding gaps to inform the annual funding and Capital Planning process. (Planning, MOHCD; Short)			X		d. Create a budget tool for housing investments, including permanently affordable housing production, preservation, and housing services, to implement the priorities identified in the Housing Element 2022 Update actions (b) and (c), and inform the Capital Planning process as cited in Policy 22 action (a). The tool would identify existing and consistent sources of funding as well as funding gaps to inform the annual funding and Capital Planning process. (Planning, MOHCD; Short)
e. Develop a housing portal, expanding DAHLIA, to improve data collection on communities being served by various housing services, and to also provide a hub for applicants to all housing programs and services including as rental assistance, affordable housing lotteries, vouchers, and public housing. (MOHCD, Digital Services, SFHA, HSH; Short)			X		e. Develop a housing portal, expanding DAHLIA, to improve data collected on communities being served by various housing services, and to also provide a hub for applicants to all housing programs and services including as rental assistance, affordable housing lotteries, vouchers, and public housing. (MOHCD, Digital Services, SFHA, HSH; Short)
15. Expand permanently affordable housing investments in Priority Equity Geographies to better serve American Indian, Black, and other People of color within income ranges underserved, including extremely-, very low-, and moderate-income households. [objectives: III.a, IV.a]			X		**15. Expand permanently affordable housing investments in Priority Equity Geographies to better serve American Indian, Black, and other People of color within income ranges underserved, including extremely-, very low-, and moderate-income households. [objectives: III.a, IV.a]**
a. Increase production of housing affordable to extremely and very low-income households including identifying and deploying subsidy resources necessary to serve these income groups. (MOHCD, HSH; Medium)			X		a. Increase production of housing affordable to extremely and very low-income households including identifying and deploying subsidy resources necessary to serve these income groups. (MOHCD, HSH; Medium)
b. Maximize the use of ongoing tenant-based rental assistance to expand eligibility for extremely and very low-income households who otherwise do not qualify for Below Market Rate units. (MOHCD; Short)			X		b. Maximize the use of ongoing tenant-based rental assistance to expand eligibility for extremely and very low-income households who otherwise do not qualify for Below Market Rate units. (MOHCD; Short)
c. Evaluate increasing neighborhood preference allocation for Below Market Rate units in Priority Equity Geographies to better serve American Indian, Black, and other communities of color, if possible, per the Federal Fair Housing regulations, as informed by Policy 5 and underlying actions. (MOHCD; Short)			X		c. Evaluate increasing neighborhood preference allocation for Below Market Rate units in Priority Equity Geographies to better serve American Indian, Black, and other communities of color, if possible, per the Federal Fair Housing regulations. (MOHCD; Short)
d. Support the development and implementation of community-led plans in the Tenderloin and the Fillmore (Planning, MOHCD; Short)	X			X	
e. Support implementation of Mission Action Plan 2020 (MAP2020) and Sustainable Chinatown and as updated from time to time in order to meet its affordable housing production and preservation targets. (MOHCD, Planning; Short)	X			X	
f. Continue to support and expedite delivery of the permanently affordable housing projects in Redevelopment Areas led by the Office of Community Investment and Infrastructure (OCII). (Planning; ongoing)			X		d. Continue to support and expedite delivery of the permanently affordable housing projects in Redevelopment Areas led by the Office of Community Investment and Infrastructure (OCII). (Planning; ongoing)
g. Continue to rebuild and replace public housing units at HOPE SF sites without displacement of the current residents. (MOHCD; Medium)			X		e. Continue to rebuild and replace public housing units at HOPE SF sites without displacement of the current residents. (MOHCD; Medium)

Draft 3 Policies and Actions	Changes from Draft 2 to Draft 2				Draft 2 Policies and Actions
	New	SC	NMC	RCI	
16. Improve access to well-paid jobs and business ownership for American Indian, Black and other communities of color, particularly those who live in Priority Equity Geographies, to build the wealth needed to afford and meet their housing needs. [objectives: III.a]			X		**16. Improve access to well-paid jobs and business ownership for American Indian, Black and other communities of color, particularly those who live in Priority Equity Geographies, to build the wealth needed to afford and meet their housing needs. [objectives: III.a]**
a. Expand and target job training, financial readiness education programs to residents of Priority Equity Geographies including youth from American Indian, Black and other communities of color. (OEWD, MOHCD, ORE; Medium)			X		a. Expand and target job training, financial readiness education programs to residents of Priority Equity Geographies including youth from American Indian, Black and other communities of color. (OEWD, MOHCD, ORE; Medium)
b. Support developers of new permanently affordable housing developments in Priority Equity Geographies through dedicated funding from GO Bonds and other eligible funding sources to include affordable community serving uses such as grocery stores, healthcare clinics, or institutional community uses such as child-care facilities, community facilities, job training centers, social services as part of their ground floor use programming. (MOHCD, Mayor/BOS/BOS; Medium)			X		b. Support developers of new permanently affordable housing developments in Priority Equity Geographies through dedicated funding from GO Bonds and other eligible funding sources to include affordable community serving uses such as grocery stores, healthcare clinics, or institutional community uses such as child-care facilities, community facilities, job training centers, social services as part of their ground floor use programming. (MOHCD, Mayor/BOS/BOS; Medium)
c. Adopt commercial space guidelines to encourage the development of businesses owned by American Indian, Black and other people of color in permanently affordable housing buildings. (MOHCD, OEWD, ORE; Short)			X		c. Adopt commercial space guidelines to encourage the development of businesses owned by American Indian, Black and other people of color in permanently affordable housing buildings. (MOHCD, OEWD, ORE; Short)
d. Provide resources for warm-shell buildout and tenant improvements for businesses owned by American Indian, Black, and other people of color in permanently affordable housing buildings. (OEWD, MOHCD, ORE; Medium)			X		d. Provide resources for warm-shell buildout and tenant improvements for businesses owned by American Indian, Black, and other people of color in permanently affordable housing buildings. (OEWD, MOHCD, ORE; Medium)
e. Expand capacity-building, job training, start-up, and business development resources for Black business owners in development and contracting construction trades in support of building housing. (OEWD, MOHCD, ORE; Medium)		X		X	e. Target capacity-building, job training, start-up, and business development resources for Black-owned developers and construction companies with potential to play a larger role in building housing. (OEWD, MOHCD, ORE; Medium)
f. Grow a range of business and career-building opportunities in Priority Equity Geographies through resources to support affordable Production, Distribution, and Repair (PDR) space, protections and incentives for PDR in the Planning Code, enforcement of PDR zoning, and industrial (or commercial) design guidelines. (OEWD; Planning; Medium)	X			X	
17. Expand investments in Priority Equity Geographies to advance equitable access to resources while ensuring community stability. [objectives: III.a, V.a]			X		**17. Expand investments in Priority Equity Geographies to advance equitable access to resources while ensuring community stability. [objectives: III.a, V.a]**
a. Apply equity metrics identified under Policy 14 (a) in identifying necessary infrastructure improvements for Priority Equity Geographies and to guide all City investment decisions, including but not limited to: Capital Planning, General Plan Elements, Interagency Plan Implementation Committee or Citizen Advisory Council review, in coordination with Policy 33 actions (a) through (c). (Planning; Short)			X		a. Apply equity metrics identified under Policy 14 (a) in identifying necessary infrastructure improvements for Priority Equity Geographies and to guide all City investment decisions, including but not limited to: Capital Planning, General Plan Elements, Interagency Plan Implementation Committee or Citizen Advisory Council review. (Planning; Short)

Draft 3 Policies and Actions	Changes from Draft 2 to Draft 2				Draft 2 Policies and Actions
	New	SC	NMC	RCI	
b. Prioritize Priority Equity Geographies in investments to improve transit service, as well as other community improvements to parks, streetscape, and neighborhood amenities, in coordination with the investments referenced under Policy 33, action (c). (SFMTA, RPD, DPW, Planning; Medium)			X		b. Prioritize Priority Equity Geographies in investments to improve transit service, as well as other community improvements to parks, streetscape, and neighborhood amenities. (SFMTA, RPD, DPW, Planning; Medium)
c. Invest in and implement anti-displacement measures in parallel with major infrastructure improvements in areas undergoing displacement, as informed by Policy 21, actions (a) and (b). (Planning, SFMTA, RPD, DPW; Medium)			X		c. Invest in and implement anti-displacement measures in parallel with major infrastructure improvements in areas undergoing displacement, using the results of the study conducted per Policy 21, action (a). (Planning, SFMTA, RPD, DPW; Medium)
18. Tailor zoning changes within Priority Equity Geographies and intersecting Cultural Districts to serve the specific needs of American Indian, Black, and other communities of color. [objectives: III.a]		X		X	**18. Tailor zoning changes within Priority Equity Geographies to serve the specific needs of American Indian, Black, and other communities of color. [objectives: III.a]**
a. Identify and adopt zoning changes that implement priorities of American Indian, Black, and other communities of color identified in Cultural District or other community-led processes. (Planning; Medium)			X		a. Identify and adopt zoning changes that implement priorities of American Indian, Black, and other communities of color identified in Cultural District or other community-led processes. (Planning; Medium)
b. Consult with related Cultural Districts or other racial equity-focused community bodies such as the Community Equity Advisory Council to evaluate the racial and social equity impacts of proposed zoning changes in these areas and , using the framework identified under Policy 21, actions (a) and (b). (Planning; Medium)			X		b. Consult with related Cultural Districts or other racial equity-focused community bodies such as the Community Equity Advisory Council to evaluate the racial and social equity impacts of proposed zoning changes in these areas and , using the framework identified under Policy 21, actions (a) and (b). (Planning; Medium)
c. Allocate resources and create an implementation plan for any applicable anti-displacement measures parallel with the adoption of those zoning changes. (Planning; Medium)			X		c. Allocate resources and create an implementation plan for any applicable anti-displacement measures parallel with the adoption of those zoning changes. (Planning; Medium)
19. Enable low and moderate-income households, particularly American Indian, Black, and other people of color, to live and prosper in Well-resourced Neighborhoods by increasing the number of permanently affordable housing units in those neighborhoods. [objectives: III.b, IV.a]			X		**19. Enable low and moderate-income households, particularly American Indian, Black, and other people of color, to live and prosper in Well-resourced Neighborhoods by increasing the number of permanently affordable housing units. [objectives: III.b, IV.a]**
a. Build between 25% and 50% of the City's new permanently affordable housing within Well-resourced Neighborhoods within the next two RHNA cycles, implementing the zoning strategies of Policy 20, actions (a) through (d). (MOHCD, Planning; Medium)		X			a. Build between 25% and 50% of the City's new permanently affordable housing within Well-resourced Neighborhoods within the next two RHNA cycles. (MOHCD, Planning; Medium)
b. Increase housing that is affordable to extremely and very low-income households in Well-resourced Neighborhoods through City funded permanently affordable housing projects. (MOHCD; Long)			X		b. Increase housing that is affordable to extremely and very low-income households in Well-resourced Neighborhoods through City funded permanently affordable housing projects. (MOHCD; Long)
c. Create a funded land banking program to purchase sites that could accommodate at least 50 units on sites in Well-resourced Neighborhoods, such as sites owned by religious institutions, parking on public land, or underutilized sites. (MOHCD, Mayor/BOS; Medium)			X		c. Create a funded land banking program to purchase sites that could accommodate at least 50 units on each site in Well-resourced Neighborhoods, such as church sites or underutilized sites. (MOHCD, Mayor/BOS; Medium)

Draft 3 Policies and Actions	Changes from Draft 2 to Draft 2				Draft 2 Policies and Actions
	New	**SC**	**NMC**	**RCI**	
d. Pursue partnerships with religious institutions, or other philanthropic or private property owners, and non-profit developers to identify and support development of sites that could accommodate new permanently affordable housing, shared equity or cooperative models as referenced under Policy 23, action (a) (Planning, MOHCD, OEWD; Medium)		X		X	d. Develop and support alternative and philanthropic funding sources to deliver permanently affordable housing faster and at a cheaper per unit cost through tools such as the Housing Accelerator Fund. (Planning, MOHCD; Medium)
e. Reduce costs of building permanently affordable housing by supporting engagement processes identified under Policy 20, action (e) that recognize that mid-rise buildings are needed to accommodate new permanently affordable housing; cost reduction strategies include but are not limited to expanding ministerial review of permanently affordable housing on smaller sized residentially zoned parcels. (Planning; Short)		X		X	d. Expand ministerial review[20] for permanently affordable housing on smaller sized residentially zoned parcels to improve feasibility. (Planning; Short)
f. Create and expand funding for programs that provide case management, financial literacy education, and housing readiness to low-income American Indian, Black and other people of color households who seek housing choices in Well-resourced Neighborhoods, and provide incentives and counseling to landlords in Well-resourced Neighborhoods to offer units to low-income households. Consider similar			X		e. Create and expand funding for programs that provide case management, financial literacy education, and housing readiness to low-income American Indian, Black and other people of color households who seek housing choices in Well-resourced Neighborhoods, and provide incentives and counseling to landlords in Well-resourced Neighborhoods to offer their unit to low-income households. Consider similar
20. Increase mid-rise and small multi-family housing types in Well-resourced Neighborhoods near transit, including along SFMTA Rapid Network and other transit, and throughout lower-density areas, by adopting zoning changes or density bonus programs. [objectives: III.b, IV.b, V.a]. [objectives: III.b, IV.b, V.a]		X			**20. Increase mid-rise and small multi-family housing types in Well-resourced Neighborhoods near transit, including along SFMTA Rapid Network and other transit, and throughout lower-density areas. [objectives: III.b, IV.b, V.a]**
a. Increase the opportunity for mid-rise multi-family buildings through changes to height limits, removal of density controls, and other zoning changes along SFMTA's Muni Forward Rapid Network and other transit lines such as California Street, Union Street, Lombard Street, Geary Blvd, Judah Street, Noriega Street, Ocean Ave, Taraval Street, Sloat Blvd, 19th Ave, Park Presidio Blvd, West Portal Ave, Junipero Serra Blvd, Church Street, Divisadero Street, 17th and Market/Castro, and Van Ness Ave. (Planning, Mayor/BOS; Short)			X		a. Increase the opportunity for mid-rise multi-family buildings through changes to height limits, removal of density controls, and other zoning changes along SFMTA's Muni Forward Rapid Network and other transit such as California Street, Union Street, Lombard Street, Geary Blvd, Judah Street, Noriega Street, Ocean Ave, Taraval Street, Sloat Blvd, 19th Ave, Park Presidio Blvd, West Portal Ave, Junipero Serra Blvd, Church Street, Divisadero Street, 17th and Market/Castro, and Van Ness Ave. (Planning, Mayor/BOS; Short)
b. Increase the opportunity to create more small multi-family buildings by replacing lot-based unit maximum zoning controls with form-based residential or mixed-use zoning in Well-resourced Neighborhoods near transit . (Planning, Mayor/BOS; Short)			X		b. Increase the opportunity to create more small multi-family buildings by replacing lot-based unit maximum zoning controls with form-based residential or mixed-use zoning in Well-resourced Neighborhoods near transit . (Planning, Mayor/BOS; Short)
c. Allow a minimum of four units on all residential lots, expanding the State duplex/lot split program (SB 9), and include programs and incentives that target these new homes to moderate- and middle-income households as described in Policy 26. (Planning, Mayor/BOS; Short)			X		c. Allow a minimum of four units on all residential lots, expanding the State duplex/lot split program (SB 9), and include programs and incentives that target these new homes to moderate- and middle-income households as described in Policy 26. (Planning, Mayor/BOS; Short)

Draft 3 Policies and Actions	Changes from Draft 2 to Draft 2				Draft 2 Policies and Actions
	New	**SC**	**NMC**	**RCI**	
d. Create a rezoning program to meet the requirements of San Francisco's Regional Housing Needs Allocation, and Affirmatively Furthering Fair Housing laws, relying on a combination of strategies in actions (a) through (c) above to accommodate approximately 20,000 units. (Planning, Mayor/BOS; Short)	X				
e. Engage with communities living in Well-resourced Neighborhoods to nurture enhanced openness for all through educational material and community conversations that highlight how locating new housing and permanently affordable housing in every neighborhood can address historic inequity and injustice and build more vibrant neighborhoods that improve everyone's quality of life. (Planning; Short)			X		d. Engage with communities living in Well-resourced Neighborhoods to nurture enhanced openness for all through educational material and community conversations that highlight how locating new housing and permanently affordable housing in every neighborhood can address historic inequity and injustice and build more vibrant neighborhoods that improve everyone's quality of life. (Planning; Short)
21. Prevent the potential displacement and adverse racial and social equity impacts of zoning changes, planning processes, or public and private investments especially for populations and areas vulnerable to displacement. [objectives: III.c, II.c, IV.c]		X		X	**21. Prevent the potential displacement and adverse racial and social equity impacts of zoning changes, planning processes, or public and private investments especially in areas vulnerable to displacement. [objectives: III.c, II.c, IV.c]**
a. Based on the Racial and Social Equity Impact Analysis for the Housing Element, measure and quantify levels of investments to prevent community displacement through increased permanently affordable housing production, equitable access to housing, and other community stabilization strategies for vulnerable populations. (Planning; Short)		X		X	a. Based on the Racial and Social Equity Impact Analysis for the Housing Element21, identify levels of investments to prevent displacement according to the needs of each community and each neighborhood, including priorities for areas vulnerable to displacement. (Planning; Short)
b. Ccreate benchmarks for affordable housing production and preservation investments to avoid displacement and other adverse racial and social equity impacts for future zoning changes, development projects and infrastructure projects according to the scale and location of the proposal, as informed by the Racial and Social Equity Impact Analysis for the Housing Element. (Planning; Short)		X		X	b. Create guidelines to avoid displacement and other adverse racial and social equity impacts for future zoning changes, development projects and infrastructure projects according to the scale and location of the proposal. (Planning; Short)
c. Invest public funding or direct private investment to implement the anti-displacement investments identified in Policy 21, action (b) for zoning changes, development projects, or infrastructure projects of certain scale or intensity, in parallel with the project timeline. (MOHCD, SFMTA, OEWD, DPW; Medium)			X		c. Invest public funding or direct private investment to implement the anti-displacement investments identified in action (b) for zoning changes, development projects, or infrastructure projects of certain scale or intensity, in parallel with the project timeline. (MOHCD, SFMTA, OEWD, DPW; Medium)
d. Increase funding to expand the services of community-based organizations and providers for financial counseling services listed under Policy 5, action (k), as well as tenant and eviction protection services listed under Policy 1, to better serve populations and areas vulnerable to displacement; such tenant and eviction protection services include legal services, code enforcement outreach, tenant counseling, mediation, and housing-related financial assistance; expansion of such services should be informed by community priorities working with liaisons referenced under Policy 14, action (b). (MOHCD, Mayor/BOS; Short)		X		X	d. Within areas vulnerable to displacement, increase funding, to support community-based organizations to expand tenant and eviction protection services; such services include legal services, code enforcement outreach, tenant counseling, mediation, and housing-related financial assistance. (MOHCD, Mayor/BOS; Short)

Draft 3 Policies and Actions	Changes from Draft 2 to Draft 2				Draft 2 Policies and Actions
	New	**SC**	**NMC**	**RCI**	
22. Create a dedicated and consistent local funding stream and advocate for State and Federal funding to support building permanently affordable housing for very low-, low-, and moderate-income households that meets the Regional Housing Needs Allocation targets. [objectives: IV.a, I.c, III.a, III.b]			X		**22. Create a dedicated and consistent local funding stream and advocate for State and Federal funding to support building permanently affordable housing for very low-, low-, and moderate-income households that meets the Regional Housing Needs Allocation targets. [objectives: IV.a, I.c, III.a, III.b]**
a. Using the budget tool from Policy 14, action (d), support new and consistent sources of local funding in the City's Capital Planning process for permanently affordable housing including local bonds or other new funding sources that require voter approval. (MOHCD; Medium)			X		a. Using the budget tool from Policy 14, action (d), support new and consistent sources of local funding in the City's Capital Planning process for permanently affordable housing including local bonds or other new funding sources that require voter approval. (MOHCD; Medium)
b. Dedicate funding within the 10-year Capital Planning process for permanently affordable housing in Priority Equity Geographies with a goal of building planned projects, while reaching the minimum targets in Well-resourced Neighborhoods as referenced in Policy 19, action (a). (Mayor/BOS, MOHCD; Long)			X		b. Dedicate funding within the 10-year Capital Planning process for permanently affordable housing in Priority Equity Geographies with a goal of building planned projects, while reaching the minimum targets in Well-resourced Neighborhoods as referenced in Policy 19, action (a). (Mayor/BOS, MOHCD; Long)
c. Explore the development of public financing tools such as Infrastructure Finance Districts to leverage the City's co-investments in order to lower direct City subsidy for permanently affordable housing. (OEWD; Medium)			X		c. Explore the development of public financing tools such as Infrastructure Finance Districts to leverage the City's co-investments in order to lower direct City subsidy for permanently affordable housing. (OEWD; Medium)
d. Develop and support alternative and philanthropic funding sources to deliver permanently affordable housing faster and at a cheaper per unit cost through tools such as the Housing Accelerator Fund. (Planning, MOHCD; Medium)			X		d. Develop and support alternative and philanthropic funding sources to deliver permanently affordable housing faster and at a cheaper per unit cost through tools such as the Housing Accelerator Fund. (Planning, MOHCD; Medium)
e. Support the Bay Area Housing Financing Authority's expected efforts to secure voter approval for a regional tax measure to fund permanently affordable housing. (MOHCD, Planning; Medium)			X		e. Support the Bay Area Housing Financing Authority's expected efforts to secure voter approval for a regional tax measure to fund permanently affordable housing. (MOHCD, Planning; Medium)
f. Advocate for federal legislation to increase Low-Income Housing Tax Credits and Private Activity Bonds, for example, by changing federal rules to lower the minimum bond financing needed to access 4% LIHTC (currently 50 percent) to help unlock more LIHTC in San Francisco and statewide. (MOHCD, Planning; Short)			X		f. Advocate for federal legislation to increase Low-Income Housing Tax Credits and Private Activity Bonds, for example, by changing federal rules to lower the minimum bond financing needed to access 4% LIHTC (currently 50 percent) to help unlock more LIHTC in San Francisco and statewide. (MOHCD, Planning; Short)
g. Advocate for State legislation to change the voter approval threshold for General Obligation Bonds from two-thirds to 55 percent. (Planning, Mayor/BOS; Medium)			X		g. Advocate for State legislation to change the voter approval threshold for General Obligation Bonds from two-thirds to 55 percent. (Planning, Mayor/BOS; Medium)
h. Advocate for State legislation to expand non-competitive permanently affordable housing funding sources. (Planning, Mayor/BOS; Medium)			X		h. Advocate for State legislation to expand non-competitive permanently affordable housing funding sources. (Planning, Mayor/BOS; Medium)
i. Collaborate with key organizations to reform Proposition 13[22] for commercial property to provide funding support for local jurisdictions to meet their permanently affordable housing targets. (Planning, Mayor/BOS; Medium)			X		i. Collaborate with key organizations to reform Proposition 13[22] for commercial property to provide funding support for local jurisdictions to meet their permanently affordable housing targets. (Planning, Mayor/BOS; Medium)
23. Retain and increase the number of moderate- and middle-income households through building permanently affordable workforce housing and reversing the shortage in affordable housing built for these households. [objectives: IV.a]			X		**23. Retain and increase the number of moderate- and middle-income households through building permanently affordable workforce housing and reversing the shortage in affordable housing built for these households. [objectives: IV.a]**

Draft 3 Policies and Actions	New	SC	NMC	RCI	Draft 2 Policies and Actions
	Changes from Draft 2 to Draft 2				
a. Study and implement expansion of shared equity models to leverage more non-City financing tools that offer moderate- and middle-income homeownership (such as Shared Equity, land trusts, or cooperative ownership) through development of smaller sized lots. Use the studies cited in Policy 3, action (c), and Policy 11, action (f) to inform expansion of these models and pursue partnership with private and philanthropic property owners referenced under Policy 19, action (d). (MOHCD, Planning; Short)			X		a. Study and implement expansion of shared equity models to leverage more non-City financing tools that offer moderate- and middle-income homeownership through development of smaller sized lots (such as Shared Equity, land trusts, or cooperative ownership). Use the studies cited in Policy 3, action (c), and Policy 11, action (e) to inform expansion of these models. (MOHCD, Planning; Short)
b. Study and implement expansions to programs that create workforce housing for educators to serve other public-sector essential workers such as transit operators and hospital workers. (Planning, MOHCD, Mayor/BOS; Short)			X		b. Study and implement expansions to programs that create workforce housing for educators to serve other public-sector essential workers such as transit operators and hospital workers. (Planning, MOHCD, Mayor/BOS; Short)
c. Continue funding for the First Responders Down Payment Assistance Loan Program and the SFUSD Educators Down Payment Assistance Loan Program. (MOHCD; ongoing)			X		c. Continue funding for the First Responders Down Payment Assistance Loan Program and the SFUSD Educators Down Payment Assistance Loan Program. (MOHCD; ongoing)
24. Support mixed-income development projects to maximize the number of permanently affordable housing constructed, in balance with delivering other permanent community benefits that advance racial and social equity. [objectives: IV.a]			X		**24. Support mixed-income development projects to maximize the number of permanently affordable housing constructed, in balance with delivering other community benefits. [objectives: IV.a]**
a. Through the Inclusionary Technical Analysis Committee, review the inclusionary rates on a regular basis to ensure development projects maintain financial feasibility in all neighborhoods in order to maximize total number of Below Market Rate units delivered without public subsidy, and in balance with the directions of Policy 5, action (b). (Planning, MOHCD; Long)			X		a. Through the Inclusionary Technical Analysis Committee, review the inclusionary rates on a regular basis to ensure development projects maintain financial feasibility in all neighborhoods in order to maximize total number of Below Market Rate units delivered without public subsidy, and in balance with the directions of Policy 5, action (b). (Planning, MOHCD; Long)
b. Expand density bonus programs to allow additional Below Market Rate units in exchange for Planning Code modifications or exemptions. (Planning; Medium)			X		b. Expand density bonus programs to allow additional Below Market Rate units in exchange for Planning Code modifications or exemptions. (Planning; Medium)
c. Explore the possibility of additional height increases and density limit removal at major transit nodes along Rapid bus and rail corridors, in addition to areas referenced in Policy 20,in parallel with needed infrastructure improvements and maximize permanently affordable housing units. (Planning; Medium)			X		c. Explore the possibility of additional height increases and density limit removal at major transit nodes along Rapid bus and rail corridors, in addition to areas referenced in Policy 20,in parallel with needed infrastructure improvements and maximize permanently affordable housing units. (Planning; Medium)
d. Support approval of housing project applications that maximize density and height under existing zoning and regulatory programs as that will result in the production of more permanently affordable housing units, as informed by the racial and social equity impact analysis referenced in Policy 21, actions (a) and (b). (Planning; Short)			X		d. Support approval of housing project applications that maximize density and height under existing zoning and regulatory programs as that will result in the production of more permanently affordable housing units, as informed by the racial and social equity impact analysis referenced in Policy 21, actions (a) and (b). (Planning; Short)

Draft 3 Policies and Actions	Changes from Draft 2 to Draft 2				Draft 2 Policies and Actions
	New	SC	NMC	RCI	
e. Expand the Public Sites for Housing Program through public-private partnerships and prioritize City resources to support the maximum number of permanently affordable housing units on underutilized publicly owned and surplus sites, balancing the financial needs of enterprise agencies, and ensuring adequate space and resources to address the gaps in community infrastructure, services and amenities. (Planning, OEWD, MOHCD; Long)			X		e. Expand the Public Sites for Housing Program through public-private partnerships and prioritize City resources to support the maximum number of permanently affordable housing units on underutilized publicly owned and surplus sites, balancing the financial needs of enterprise agencies, and ensuring adequate space and resources to address the gaps in community infrastructure, services and amenities. (Planning, OEWD, MOHCD; Long)
f. Support the maximum number of permanently affordable housing units as well as improved transit facilities on SFMTA owned sites slated for development through leveraging private investment in market-rate units with public funding. (Planning, OWED, SFMTA, MOHCD; Medium)			X		f. Support the maximum number of permanently affordable housing units as well as improved transit facilities on SFMTA owned sites slated for development through leveraging private investment in market-rate units with public funding. (Planning, OWED, SFMTA, MOHCD; Medium)
g. Support maximum permanently affordable housing as an essential benefit of new mixed-use development agreements alongside other benefits such as community facilities and transit investments. (OEWD, Planning; ongoing)			X		g. Support maximum permanently affordable housing as an essential benefit of new mixed-use development agreements alongside other benefits such as community facilities and transit investments. (OEWD, Planning; ongoing)
h. Incentivize development projects to exceed the required inclusionary percentages to maximize the total number of Below Market Rate units via density bonus programs or regulatory paths through streamlined approval as defined in Policy 25, action (b). (Planning; Short)			X		h. Incentivize development projects to exceed the required inclusionary percentages to maximize the total number of Below Market Rate units via density bonus programs or regulatory paths through streamlined approval as defined in Policy 25, action (b). (Planning; Short)
i. Explore public-private partnership solutions for front-ending the necessary funding for infrastructure investments to expedite housing for large master plans and development agreements with major up front infrastructure needs, such as Treasure Island, Candlestick Park, Hunters Point Shipyard, Parkmerced, HOPE SF projects, and Schlage Lock, , such as direct City investment in infrastructure, allocation of public financing for infrastructure improvements, or issuance of other public debt to fund infrastructure improvements. (OEWD, DPW; Medium)			X		i. Explore public-private partnership solutions for front-ending the necessary funding for infrastructure investments to expedite housing for large master plans and development agreements with major up front infrastructure needs, such as Treasure Island, Candlestick Park, Hunters Point Shipyard, Parkmerced, HOPE SF projects, and Schlage Lock, , such as direct City investment in infrastructure, allocation of public financing for infrastructure improvements, or issuance of other public debt to fund infrastructure improvements. (OEWD, DPW; Medium)
j. Partner with affordable housing developers to purchase privately-owned entitled sites where construction may be stalling. (MOHCD,Mayor/BOS ; Short)			X		j. Partner with affordable housing developers to purchase privately-owned entitled sites where construction may be stalling. (MOHCD,Mayor/BOS ; Short)
k. Advocate for regional and State funds through the existing infrastructure bank or other paths to help finance the infrastructure needs of large urban infill and redevelopment projects. (Planning, OEWD, Mayor/BOS; Medium)			X		k. Advocate for regional and State funds through the existing infrastructure bank or other paths to help finance the infrastructure needs of large urban infill and redevelopment projects. (Planning, OEWD, Mayor/BOS; Medium)
25. Reduce development constraints such as lengthy City-permitting process and high construction costs to increase housing choices and improve affordability. [objectives: IV.b, IV.a]			X		**25. Reduce development constraints such as lengthy City-permitting process or high construction costs to increase housing choices and improve affordability. [objectives: IV.b, IV.a]**

Draft 3 Policies and Actions	Changes from Draft 2 to Draft 2				Draft 2 Policies and Actions
	New	SC	NMC	RCI	
a. Establish streamlined or ministerial approval to increase housing choices as identified in Policy 25, actions (a) thru (b); streamlining processes include reducing neighborhood notification requirements where community-informed community benefits are provided, allowing Department approval instead of Planning Commission approvals for projects that provide increased on-site affordability, consolidating appeal hearings to facilitate certainty in the development process and enable a comprehensive appeal discussion of all community concerns, or adoption of Housing Sustainability Districts within Well-resourced Neighborhoods outside of areas vulnerable to displacement. (Planning, Mayor/BOS; Medium)		X		X	a. Establish streamlined and ministerial approval[23] processes for mid-rise and small multi-family buildings, where community benefits such as certain portion of units serving middle-income households without deed restriction, designating commercial space as a Community Benefit Use, as defined in Policy 32, action (d), offering reduced rent for community-serving purposes via a development agreement or deed-restrictions, or meeting family-friendly criteria as referenced in Policy 28, action (c). Such processes should consider other incentives referenced in Policy 26, action (a) for mid-rise and small multi-family buildings. (Planning, Mayor/BOS; Short)
b. Support mid-rise and small multi-family buildings through streamlining processes referenced in Policy 25, action (a) above, where community benefits such as certain portion of units serving middle-income households without deed restriction, designating commercial space as a Community Benefit Use, as defined in Policy 32, action (d), offering reduced rent for community-serving purposes via a development agreement or deed-restrictions, or meeting family-friendly criteria as referenced in Policy 28, action (d). Such processes should consider other incentives referenced in Policy 26, action (a) for mid-rise and small multi-family buildings. (Planning, Mayor/BOS; Short)			X		b. Establish streamlined and ministerial approval processes for development projects that include higher rates of below market rate units beyond required, using streamlining models from Prop E or SB 35 as informed by racial and social equity impact analysis under Policy 21, actions (a) and (b). (Planning, Mayor/BOS; Short)
c. Support projects that include higher rates of below market rate units beyond required, using streamlining models referenced in Policy 25, action (a) from Prop E or SB 35 as informed by racial and social equity impact analysis under Policy 21, actions (a) and (b). (Planning, Mayor/BOS; Short)	X				
d. Reduce approval time and process by eliminating Planning Commission hearings for State Density Bonus project applications when not required. (Planning; Short)		X			d. Reduce approval time and process by eliminating Planning Commission hearings for State Density Bonus project applications when not required. (Planning; Short)
d. Pursue California Environmental Quality Act (CEQA) streamlining for projects through Community Plan Exemptions. (Planning, Mayor/BOS; Medium)		X			c. Pursue California Environmental Quality Act (CEQA) streamlining for projects through Community Plan Exemptions or by adopting Housing Sustainability Districts within Well-resourced Neighborhoods outside of areas vulnerable to displacement. (Planning, Mayor/BOS; Medium)
e. Continue to strengthen coordination of interagency permitting review and approval processes for implementation of approved large master planned projects to accelerate construction timelines of infrastructure improvements. (OEWD, Planning; ongoing)			X		e. Continue to strengthen coordination of interagency permitting review and approval processes for implementation of approved large master planned projects to accelerate construction timelines of infrastructure improvements. (OEWD, Planning; ongoing)
f. Continue to implement the Mayor Executive Directives to accelerate creating new housing and expand City department's compliance with the directives (Mayor Breed's Executive Directive 18-01 and Mayor Lee's Executive Directive 17-02). (Planning, DBI, OEWD, PW, SFPUC, SFMTA, SF Port, OCII, MOHCD, MOD, SFFD; ongoing)			X		f. Continue to implement the Mayor Executive Directives to accelerate creating new housing and expand City department's compliance with the directives (Mayor Breed's Executive Directive 18-01 and Mayor Lee's Executive Directive 17-02). (Planning, DBI, OEWD, PW, SFPUC, SFMTA, SF Port, OCII, MOHCD, MOD, SFFD; ongoing)

Draft 3 Policies and Actions	Changes from Draft 2 to Draft 2				Draft 2 Policies and Actions
	New	SC	NMC	RCI	
g. Reduce review and notification requirements of the Planning Code for small projects such as rear additions, and reallocate the Planning Department's staff resources to support low-income homeowners with technical assistance as identified under Policy 26, action (c), using the Department's Racial and Social Equity Assessment tool. (Planning; Short)	X			X	
h. Prioritize Department's staff and resources to review Discretionary Review applications that are filed by tenants and those within Priority Equity Geographies, and reallocate the Planning Department's staff resources from other Discretionary Review applications to support low-income homeowners with technical assistance as identified under Policy 26, action (c), using the Department's Racial and Social Equity Assessment tool.		X			g. Prioritize review of Discretionary Review applications that are filed by tenants, those within Priority Equity Geographies, and applications that add density in Well-resourced Neighborhoods. (Planning; Short)
i. Develop Objective Design Standards that reduce subjective design review of housing projects while ensuring that new development in existing neighborhoods support livability, building durability, access to light and outdoor space, and creative expression. (Planning; Short)			X		h. Develop Objective Design Standards that reduce subjective design review of housing projects while ensuring that new development in existing neighborhoods support livability, building durability, access to light and outdoor space, and creative expression. (Planning; Short)
j. Expand the use of cost-efficient construction types and materials such as cross laminated timber[25] and modular construction,[26] especially where local jobs are supported. (DBI; Medium)			X		i. Expand the use of cost-efficient construction types and materials such as cross laminated timber[25] and modular construction,[26] especially where local jobs are supported. (DBI; Medium)
k. Support more efficient construction process by maintaining or increasing flexibility of lot size limits, allowing the development of small lots and reducing Conditional Use Authorizations or other barriers for lot consolidation. (Planning; Short)			X		j. Support more efficient construction process by maintaining or increasing flexibility of lot size limits, allowing the development of small lots and reducing Conditional Use Authorizations or other barriers for lot consolidation. (Planning; Short)
l. Expand Impact Fee exemption to a broader range of permanently affordable housing projects including those with units affordable up to 120 percent of Area Median Income or projects that rely on philanthropic subsidies. (Planning, MOHCD, Mayor/BOS; Short)			X		k. Expand Impact Fee exemption to a broader range of permanently affordable housing projects including those with units affordable up to 120 percent of Area Median Income or projects that rely on philanthropic subsidies. (Planning, MOHCD, Mayor/BOS; Short)
m. Strengthen the interagency coordination for the associated approvals for publicly funded affordable housing; examples of associated approvals include the PG&E requirements to accommodate Public Utilities Commission (PUC) low-cost electric service, or the multi-agency review of disability access, in order to reduce per-unit construction costs. (SFPUC, MOHCD; Medium)			X		l. Strengthen the interagency coordination for the associated approvals for publicly funded affordable housing; examples of associated approvals include the PG&E requirements to accommodate Public Utilities Commission (PUC) low-cost electric service, or the multi-agency review of disability access, in order to reduce per-unit construction costs. (SFPUC, MOHCD; Medium)
n. Expand the construction workforce through training programs in partnership with non-City apprenticeship programs and expand the Local Hire program to allow more projects to participate. (OEWD; Medium)			X		m. Expand the construction workforce through training programs in partnership with non-City apprenticeship programs and expand the Local Hire program to allow more projects to participate. (OEWD; Medium)
26. Facilitate small and mid-rise multi-family buildings as a prominent housing type that private development can deliver to serve middle-income households without deed restriction, including through expansion or demolition of existing lower density housing, or by adding Accessory Dwelling Units (ADUs). [objectives: IV.b, III.b]			X		**26. Facilitate small and mid-rise multi-family buildings as a prominent housing type that private development can deliver to serve middle-income households without deed restriction, including through expansion or demolition of existing lower density housing, or by adding Accessory Dwelling Units (ADUs). [objectives: IV.b, III.b]**

Draft 3 Policies and Actions	Changes from Draft 2 to Draft 2				Draft 2 Policies and Actions
	New	SC	NMC	RCI	
a. Identify and promote construction types, financing, and design strategies that would make small multi-family buildings financially feasible. (Planning, OEWD; Short)		X			a. Identify and promote construction types, financing, and design strategies that would make small multi-family buildings financially feasible. (Planning, OEWD; Short)
a. Identify and adopt incentives or abatements that could make small multi-family buildings feasible and accessible to middle-income households without deed restriction, such as exemptions from some fees, modified inclusionary requirements, or streamlined approval criteria as defined in Policy 25, action (a). (Planning, Mayor/BOS; Medium)			X		b. Identify and adopt incentives or abatements that could make small multi-family buildings feasible and accessible to middle-income households without deed restriction, such as exemptions from some fees, modified inclusionary requirements, or streamlined approval criteria as defined in Policy 25, action (a). (Planning, Mayor/BOS; Medium)
b. Create low-interest construction loan programs for eligible lower-income homeowners, to expand their existing homes with additional units or demolish and replace their homes with more units up the allowable maximum density. (MOHCD, Mayor/BOS; Medium)			X		c. Create low-interest construction loan programs for eligible lower-income homeowners, to expand their existing homes with additional units or demolish and replace their homes with more units up the allowable maximum density. (MOHCD, Mayor/BOS; Medium)
c. Create and fund technical assistance programs, as well as outreach and education programs for eligible homeowners interested in updating their property from single- to multi-family housing (through ADUs or demolitions) particularly targeting low-income property owners, households of color, seniors and people with disabilities, such as the Housing Development Incentive Program for Homeowners that would also incorporated financing programs as referenced under Policy 26, action (b). Such programs should ensure accessible accommodations for aging adults and people with disabilities. (Planning, HSA; Short)			X		d. Create technical assistance programs, as well as outreach and education programs for eligible homeowners interested in updating their property from single- to multi-family housing (through ADUs or demolitions) particularly targeting low-income property owners, households of color, seniors and people with disabilities. Such programs should ensure accessible accommodations for aging adults and people with disabilities (Planning, HSA; Short)
d. Update the Planning Code requirements to remove the Conditional Use processes for demolition of a single-family or multi-unit buildings that are not tenant occupied and without history of tenant evictions, that are not historic resources, when increased density is proposed, and in accordance with the requirements of State Law (Housing Crisis Act) to replace rent controlled and permanently affordable units at equivalent affordability rates of the unit prior to demolition. Continue to apply Conditional Use requirements to demolition of tenant occupied buildings. (Planning; Short)	X				
e. Continue to apply the requirements of State Law to replace any affordable or rent-controlled units demolished with permanently affordable units at equivalent affordability rates of the unit prior to demolition (Housing Crisis Act). (Planning; ongoing)		X			e. Continue to apply the requirements of State Law to replace any affordable or rent-controlled units demolished with permanently affordable units at equivalent affordability rates of the unit prior to demolition (Housing Crisis Act). (Planning; ongoing)
e. Support projects that maximize density within low-density zoning areas through processes referenced in Policy 25, action (a), and explore new fees on single-family housing applications where more density is permitted. (Planning; Short)			X		f. Support projects that maximize density within low-density zoning areas through processes referenced in Policy 25, action (a), and explore new fees on single-family housing applications where more density is permitted. (Planning; Short)

Draft 3 Policies and Actions	Changes from Draft 2 to Draft 2				Draft 2 Policies and Actions
	New	SC	NMC	RCI	
f. Create and adopt new design standards that align with rear yard, height, and other physical code standards; where small multi-unit buildings are proposed such design standards should eliminate design guidelines that subjectively and significantly restrict the massing of housing contrary to those regulatory standards in accordance with the State's Housing Accountability Act. (Planning; Short)		X			g. Create and adopt new design standards that align with rear yard, height, and other physical code standards and eliminate design guidelines that subjectively and significantly restrict the massing of housing contrary to those regulatory standards. (Planning; Short)
h. Reduce the use of discretionary design guidelines for projects that propose replacement of auto parking with housing, especially housing proposals that promote sustainable modes of transportation such as transit use, bicycling, and car sharing. (Planning; Short)		X			h. Reduce the use of discretionary design guidelines for projects that propose replacement of auto parking with housing, especially housing proposals that promote sustainable modes of transportation such as transit use, bicycling, and car sharing. (Planning; Short)
g. Prioritize City permitting staff resources for the review of ADUs that do not displace tenants. (DBI; Planning, Short)			X		i. Prioritize City permitting staff resources for the review of ADUs that do not displace tenants. (DBI; Planning, Short)
h. Continue to strengthen the interagency coordination (e.g. Roundtable Review) for permit processing of ADUs and implement an integrated online permitting system and permitting governance structure to support permit streamlining and government transparency. (Planning, DBI; ongoing)			X		j. Continue to strengthen the interagency coordination (e.g. Roundtable Review) for permit processing of ADUs and implement an integrated online permitting system and permitting governance structure to support permit streamlining and government transparency. (Planning; ongoing)
i. Create an affordable ADU program that provides financial support for professional services and construction of units that serve low-income households. (Planning, MOHCD; Short)			X		k. Create an affordable ADU program that provides financial support for professional services and construction of units that serve low-income households. (Planning, MOHCD; Short)
j. Encourage Junior ADUs (JADUs) as an effective and low-cost way of adding habitable space within existing single-family homes, as JADUs also expand opportunities for multi-generational living. (Planning; Short)			X		l. Encourage Junior ADUs (JADUs) as an effective and low-cost way of adding habitable space within existing single-family homes, as JADUs also expand opportunities for multi-generational living. (Planning; Short)
27. Promote and facilitate aging in place for seniors and multi-generational living that supports extended families and communal households. [objectives: IV.c, I.c]			X		27. Promote and facilitate aging in place for seniors and multi-generational living that supports extended families and communal households. [objectives: IV.c, I.c]
a. Increase permanently affordable senior housing along transit corridors to improve mobility of aging adults and seniors, particularly for extremely- and very-low income households including through expansion of Senior Operating Subsidies as referenced in Policy 5, action (e) . (MOHCD; Long)			X		a. Increase permanently affordable senior housing along transit corridors to improve mobility of aging adults and seniors, particularly for extremely- and very-low income households including through expansion of Senior Operating Subsidies as referenced in Policy 5, action (e) . (MOHCD; Long)
b. Pursue multi-generational living for extended families and communal households that have space and amenities for children, working-age adults, seniors and persons with disabilities, when building permanently affordable senior housing referenced under Policy 27, action (a) above, or cooperative housing referenced in Policy 23, action (a).(MOHCD; Long)		X		X	b. Create or support financing programs that support aging in place, including improvements to accessibility through home modifications or building ADUs, and supported by technical assistance programs referenced in Policy 26, action (d). (Planning, HSA, MOHCD; Short)
c. Create or support financing programs that support aging in place, including improvements to accessibility through home modifications or building ADUs, and supported by technical assistance programs referenced in Policy 26, action (c). (Planning, HSA, MOHCD; Short)	X			X	

Draft 3 Policies and Actions	Changes from Draft 2 to Draft 2				Draft 2 Policies and Actions
	New	SC	NMC	RCI	
d. Implement new strategies to support and prevent the loss of residential care facilities, using the recommendations of the Assisted Living Working Group of the Long-term Care Coordinating Council[27], including business support services, as well as City-funded subsidies for affordable placement of low-income residents (DPH, HSA; Medium)			X		c. Implement new strategies to support and prevent the loss of residential care facilities, using the recommendations of the Assisted Living Working Group of the Long-term Care Coordinating Council[27], including business support services, as well as City-funded subsidies for affordable placement of low-income residents (DPH, HSA; Medium)
e. Support and explore expanding the Home Match Program to match seniors with people looking for housing that can provide home chore support in exchange for affordable rent. (HSA, MOHCD; Medium)			X		d. Support and explore expanding the Home Match Program to match seniors with people looking for housing that can provide home chore support in exchange for affordable rent. (HSA, MOHCD; Medium)
f. Permit uses and eliminate regulatory limitations, such as conditional use authorizations, that discourage innovative, smaller housing types where licensing is not required, such as co-housing with amenities that support seniors and those with disabilities. (Planning; Medium)			X		e. Permit uses and eliminate regulatory limitations, such as conditional use authorizations, that discourage innovative, smaller housing types where licensing is not required, such as co-housing with amenities that support seniors and those with disabilities. (Planning; Medium)
g. Strengthen interagency coordination to identify and implement strategies to address the housing needs of seniors and people with disabilities, informed by the Housing Needs Assessments referenced in Policy 6, action (f). (HSA, Planning, MOHCD, MOD; Short)			X		f. Strengthen interagency coordination to identify and implement strategies to address the housing needs of seniors and people with disabilities, informed by the Housing Needs Assessments referenced in Policy 6, action (f). (HSA, Planning, MOHCD, MOD; Short)
28. Prevent the outmigration of families with children and support the needs of families to grow. [objectives: IV.c]			X		**28. Prevent the outmigration of families with children and support the needs of families to grow. [objectives: IV.c]**
a. Identify neighborhoods with a higher concentration of low-income, immigrant, and rent-burdened[29] families with children, such as Tenderloin, Mission, Chinatown, and/or SoMA, and allocate resources to increase permanently affordable housing that addresses their income and needs in those neighborhoods. (MOHCD, Planning; Medium)			X		a. Identify neighborhoods with a higher concentration of low-income, immigrant, and rent-burdened[29] families with children, such as Tenderloin, Mission, Chinatown, and/or SoMA, and allocate resources to increase permanently affordable housing that addresses their income and needs in those neighborhoods. (MOHCD, Planning; Medium)
b. Establish programs to assist extremely low and very low-income families with children to relocate from SROs and overcrowding living conditions to appropriate permanently affordable housing. (MOHCD, Planning; Medium)	X			X	
c. Develop objective design standards for child-friendly amenities within new buildings particularly for small and mid-rise multi-family buildings. (Planning; Short)			X		b. Develop objective design standards for child-friendly amenities within new buildings particularly for small and mid-rise multi-family buildings. (Planning; Short)
d. Establish criteria for family-friendly housing to support these projects through processes referenced in Policy 25, action (b). Such criteria can include development projects with substantially higher number of two- or three-bedroom units than required; that are affordable to a wide range of low- to middle-income households and meet the child-friendly design standards established in Policy 28, action (b).(Planning; Medium)			X		c. Establish criteria for family-friendly housing to support these projects through processes referenced in Policy 25, action (a). Such criteria can include development projects with substantially higher number of two- or three-bedroom units than required; that are affordable to a wide range of low- to middle-income households and meet the child-friendly design standards established in action (b).(Planning; Medium)
e. Collaborate with the San Francisco Unified School District to evaluate the feasibility of providing a priority in the school assignment process for low-income families and those living in permanently affordable housing. (Planning, SFUSD, MOHCD; Medium)			X		d. Collaborate with the San Francisco Unified School District to evaluate the feasibility of providing a priority in the school assignment process for low-income families and those living in permanently affordable housing. (Planning, SFUSD, MOHCD; Medium)

Draft 3 Policies and Actions	Changes from Draft 2 to Draft 2				Draft 2 Policies and Actions
	New	SC	NMC	RCI	
f. Continue to require multi-bedroom unit mixes. (Planning; ongoing)			X		e. Continue to require multi-bedroom unit mixes. (Planning; ongoing)
29. Encourage co-housing[30] to support ways for households to share space, resources, and responsibilities, especially to reinforce supportive relationships within and across communities and generations. [objectives: IV.c, IV.b]			X		**29. Encourage co-housing[30] to support ways for households to share space, resources, and responsibilities, especially to reinforce supportive relationships within and across communities and generations. [objectives: IV.c, IV.b]**
a. Eliminate the definition of "group housing" and modify "dwelling unit" to include "more than one" family in the Planning Code and to include minimum quality of life standards, such as cooking facilities and common space. (Planning, Mayor/BOS; Short)			X		a. Eliminate the definition of "group housing" and modify "dwelling unit" to include "more than one" family in the Planning Code and to include minimum quality of life standards, such as cooking facilities and common space. (Planning, Mayor/BOS; Short)
b. Support process and code changes in Priority Equity Geographies that seek to define specific needs or limits around co-housing types, as informed by Policy 18. (Planning, Mayor/BOS; Short)			X		b. Support process and code changes in Priority Equity Geographies that seek to define specific needs or limits around co-housing types, as informed by Policy 18. (Planning, Mayor/BOS; Short)
c. Create a co-housing informational program that provides ideas and recommendations on types, financing structures, precedents, and technical guidance to support their creation in Cultural Districts and Priority Equity Geographies to meet community needs. (Planning, Short)			X		c. Create a co-housing informational program that provides ideas and recommendations on types, financing structures, precedents, and technical guidance to support their creation in Cultural Districts and Priority Equity Geographies to meet community needs. (Planning, Short)
d. Support co-housing developments on parcels owned by non-profits, like sites owned by religious institutions, to further encourage philanthropically financed affordable housing. (Planning; Short)			X		d. Support co-housing developments on parcels owned by non-profits, like church sites, to further encourage philanthropically financed affordable housing. (Planning; Short)
30. Require new commercial developments and large employers, hospitals, and educational institutions to help meet housing demand generated by anticipated job growth to maintain an appropriate jobs-housing fit, and address housing needs of students. [objectives: IV.c]		X			**30. Require new commercial developments and large employers, hospitals, and educational institutions to help meet housing demand generated by anticipated job growth and maintain an appropriate jobs-housing fit. [objectives: IV.c]**
a. Conduct a feasibility study to assess large employers affordable housing funding on an ongoing-basis to complement the jobs housing linkage requirements. (Planning, OEWD, Mayor/BOS; Medium)			X		a. Conduct a feasibility study to assess large employers affordable housing funding on an ongoing-basis to complement the jobs housing linkage requirements. (Planning, OEWD, Mayor/BOS; Medium)
b. Encourage and provide opportunities for large commercial developments to build housing or dedicate land in lieu of their jobs housing linkage fee with affordability requirements that align with the income levels of the households anticipated to fill new jobs. (Planning, OEWD, Mayor/BOS; Medium)			X		b. Encourage and provide opportunities for large commercial developments to build housing or dedicate land in lieu of their jobs housing linkage fee with affordability requirements that align with the income levels of the households anticipated to fill new jobs. (Planning, OEWD, Mayor/BOS; Medium)
c. Provide paths for large employers to contribute funding to and/or partner with non-profit developers to provide homeownership opportunities. (Planning,; Medium)			X		c. Provide paths for large employers to contribute funding to and/or partner with non-profit developers to provide homeownership opportunities. (Planning,; Medium)
d. Maintain the jobs housing linkage program and adjust the fee levels based on an updated nexus study and feasibility study on a regular basis. (Planning; Long)			X		d. Maintain the jobs housing linkage program and adjust the fee levels based on an updated nexus study and feasibility study on a regular basis. (Planning; Long)
e. Explore expanding jobs housing linkage fees to large employer institutional developments (medical and educational) who are currently not subject to jobs housing linkage fees. (Planning, OEWD, Mayor/BOS; Medium)			X		e. Explore expanding jobs housing linkage fees to large employer institutional developments (medical and educational) who are currently not subject to jobs housing linkage fees. (Planning, OEWD, Mayor/BOS; Medium)

Draft 3 Policies and Actions	Changes from Draft 2 to Draft 2				Draft 2 Policies and Actions
	New	**SC**	**NMC**	**RCI**	
f. Pursue partnerships that commit large employer institutions who are not subject to job housing linkage fees (hospitals and educational institutions) to conduct an analysis of the housing demand of their employees and to meet that demand within institutional master plans or equivalent documents. (Planning, OEWD, Mayor/BOS; Medium)			X		f. Pursue partnerships that commit large employer institutions who are not subject to job housing linkage fees (hospitals and educational institutions) to conduct an analysis of the housing demand of their employees and to meet that demand within institutional master plans or equivalent documents. (Planning, OEWD, Mayor/BOS; Medium)
g. Pursue partnerships with educational institutions to identify the housing needs of students, monitor implementation of planned student housing in institutional master plans, and promote strategies to address the unmet housing needs of students. (Planning; Medium)	X			X	
31. Maximize the use of existing housing stock for residential use by discouraging vacancy, short-term use, and speculative resale. [objectives: IV.c]			X		**31. Maximize the use of existing housing stock for residential use by discouraging vacancy, short-term use, and speculative resale. [objectives: IV.c]**
a. Explore legislating a vacancy tax for residential units that stay empty for long periods of a year or used as secondary or vacation homes. (Planning, Mayor/BOS; Medium)			X		a. Explore legislating a vacancy tax for residential units that stay empty for long periods of a year or used as secondary or vacation homes. (Planning, Mayor/BOS; Medium)
b. Explore regulatory paths, including a tax or other regulatory structures, for short term speculative resale of residential units, particularly those which seek to extract value out of evicting tenants, or rapid reselling to more lucrative markets. (Planning; Medium)			X		b. Explore regulatory paths, including a tax or other regulatory structures, for short term speculative resale of residential units, particularly those which seek to extract value out of evicting tenants, or rapid reselling to more lucrative markets. (Planning; Medium)
c. Continue to improve compliance, enforcement, and restrictions on short-term rentals. (Planning; ongoing)			X		c. Continue to improve compliance, enforcement, and restrictions on short-term rentals. (Planning; ongoing)
32. Facilitate neighborhoods where proximity to daily needs and high-quality community services and amenities promotes social connections, supports caregivers, reduces the need for private auto travel, and advances healthy activities. [objectives: V.a, V.c]			X		**32. Facilitate neighborhoods where proximity to daily needs and high-quality community services and amenities promotes social connections, supports caregivers, reduces the need for vehicular travel, and advances healthy activities. [objectives: V.a, V.c]**
a. Develop or adopt certification programs for community-serving businesses, such as grocery stores, childcare centers, healthcare clinics, and laundromats. Eliminate conditional use authorizations or reduce entitlement requirements related to lot size or commercial uses for new housing developments that include businesses that meet such requirements, allow them to participate in a Community Benefit Use program as described in Policy 32 action (d), or provide rental subsidies to them. (Planning, OEWD; Medium)			X		a. Develop or adopt certification programs for community-serving businesses, such as grocery stores, childcare centers, healthcare clinics, and laundromats. Eliminate conditional use authorizations or reduce entitlement requirements related to lot size or commercial uses for new housing developments that include businesses that meet such requirements, allow them to participate in a Community Benefit Use program as described in Policy 32 action (a), or provide rental subsidies to them. (Planning, OEWD Medium)
b. In Cultural Districts, reduce conditional use authorizations or other entitlement barriers for mixed-use buildings that can commit via deed restriction or other legal agreement to the inclusion of businesses, institutions, or services that support Cultural District needs and identity for a minimum of ten years. (Planning; Short)			X		b. In Cultural Districts, reduce conditional use authorizations or other entitlement barriers for mixed-use buildings that can commit via deed restriction or other legal agreement to the inclusion of businesses, institutions, or services that support Cultural District needs and identity for a minimum of ten years. (Planning; Short)

Draft 3 Policies and Actions	Changes from Draft 2 to Draft 2				Draft 2 Policies and Actions
	New	SC	NMC	RCI	
c. Incentivize new housing to commit via deed restrictions or other legal agreement to below market rate commercial leases for community-based organizations serving the neighborhood community for a minimum of ten years by providing fee waivers, especially in Cultural Districts. (Planning; Medium)			X		c. Incentivize new housing to commit via deed restrictions or other legal agreement to below market rate commercial leases for community-based organizations serving the neighborhood community for a minimum of ten years by providing fee waivers, especially in Cultural Districts. (Planning; Medium)
d. Study the creation of a Community Benefit Use program, referenced in Policy 25 action (b) and Policy 32 action (i), that allows new housing developments to have a highly flexible ground floor use entitlement and tenants to be eligible for rent subsidy in exchange for community participation in tenant selection or for businesses that obtain certifications as described in Policy 32 action (a).			X		d. Study the creation of a Community Benefit Use program, referenced in Policy 25 action (a) and Policy 32 action (j), that allows new housing developments to have a highly flexible ground floor use entitlement and tenants to be eligible for rent subsidy in exchange for community participation in tenant selection or for businesses that obtain certifications as described in Policy 32 action (a).
~~e. Incentivize by reducing ground floor requirements, for example for active uses, in new permanently affordable housing projects to include laundry services available to qualifying residents in proximate neighborhoods. (Planning, MOHCD; Medium)~~		X			e. Incentivize by reducing ground floor requirements, for example for active uses, in new permanently affordable housing projects to include laundry services available to qualifying residents in proximate neighborhoods. (Planning, MOHCD; Medium)
e. Strengthen interagency coordination, review, and compliance processes to ensure that walking and biking infrastructure and safety improvements are integrated into planning, funding, and construction and/or rehabilitation of public projects (e.g., parks and open spaces, libraries, and transit facilities) in addition to private development projects. (Planning, MTA, DPW; Short)			X		f. Strengthen interagency coordination, review, and compliance processes to ensure that walking and biking infrastructure and safety improvements are integrated into planning, funding, and construction and/or rehabilitation of public projects (e.g., parks and open spaces, libraries, and transit facilities) in addition to private development projects. (Planning, MTA, DPW; Short)
f. Organize housing and neighborhood business and service areas to prioritize proximity in neighborhood planning or development agreement projects that propose land use changes. (Planning; Medium)			X		g. Organize housing and neighborhood business and service areas to prioritize proximity in neighborhood planning or development agreement projects that propose land use changes. (Planning; Medium)
g. Create and a long-range community facilities plan, and update every 5-10 years, for public facilities including parks, recreation centers, schools, libraries, to accommodate a thirty-year projected population growth, informed by equity metrics in a manner that secures equitable access in Priority Equity Geographies, Environmental Justice Communities, and Well-resourced Neighborhoods that are targeted for increased housing capacity, building on processes such as the Community Facilities Framework, and in collaboration with Interagency Plan Implementation Committee. (Planning, SFRPD, LIB, SFUSD; Medium)			X		h. Create and a long-range community facilities plan, and update every 5-10 years, for public facilities including parks, recreation centers, schools, libraries, to accommodate a thirty-year projected population growth, and address any equity metrics and other existing gaps in service over that time in a manner that secures equitable access in Priority Equity Geographies, Environmental Justice Communities, as well as areas slated for growth, building on processes such as the Community Facilities Framework, and in collaboration with Interagency Plan Implementation Committee. (Planning, SFRPD, LIB, SFUSD; Medium)
h. Develop a comprehensive and regularly updated map of daily needs, amenities, and community facilities, to inform the work of the interagency coordination under action (e) as well as community-based organizations in planning for services, resources, open space, and businesses to be near each other and supportive to communities. (Planning, MTA, DPW, OEWD, DYCF, HSA; Medium)			X		i. Develop a comprehensive and regularly updated map of daily needs, amenities, and community facilities, to inform the work of the interagency working group under action (h) as well as community-based organizations plan for services, resources, open space, and businesses to be near each other and supportive to communities. (Planning, MTA, DPW, OEWD, DYCF, HSA; Medium)

Draft 3 Policies and Actions	Changes from Draft 2 to Draft 2				Draft 2 Policies and Actions
	New	SC	NMC	RCI	
i. Expand and allow community serving uses, such as retail, restaurants, and personal services within areas that are primarily residential especially on corner parcels, especially uses under the Community Benefit Use program defined under Policy 32 action (d). (Planning; Short)			X		j. Expand and allow community serving uses, such as retail, restaurants, and personal services within areas that are primarily residential especially on corner parcels, especially uses under the Community Benefit Use program defined under Policy 32 action (d). (Planning; Short)
j. Change regulations and definitions in current Planning code to improve flexibility on allowing home-based businesses and work from home in residential districts, for example, create an accessory entrepreneurial use that allows up to two employees. (Planning; Short)			X		k. Change regulations and definitions in current Planning code to improve flexibility on allowing home-based businesses and work from home in residential districts, for example, create an accessory entrepreneurial use that allows up to two employees. (Planning; Short)
k. Continue to adhere to guidelines in the Better Streets Plan when new housing creates improvements to sidewalks, streets, and other public spaces. (Planning; ongoing)			X		l. Continue to adhere to guidelines in the Better Streets Plan when new housing creates improvements to sidewalks, streets, and other public spaces. (Planning; ongoing)
l. Prioritize uses in the ground floor of buildings that support housing, neighborhood activity and identity, especially in Cultural Districts, over inclusion of utility infrastructure, such as transformer vaults. (Planning, DPW; Short)			X		m. Prioritize uses in the ground floor of buildings that support housing, neighborhood activity and identity, especially in Cultural Districts, over inclusion of utility infrastructure, such as transformer vaults. (Planning, DPW; Short)
33. Ensure transportation investments advance equitable access to transit and are planned in parallel with increase in housing capacity to create well-connected neighborhoods consistent with the City's Connect SF vision, and encourage sustainable trips in new housing. [objectives: V.a, III.a]			X		**33. Ensure transportation investments advance equitable access to transit and are planned in parallel with increase in housing capacity to advance well-connected neighborhoods consistent with the City's Connect SF vision, and encourage sustainable trips31 in new housing. [objectives: V.a, III.a]**
a. Strengthen interagency coordination for transportation, evaluating the existing and future needs of Priority Equity Geographies, Environmental Justice Communities, and Well-resourced Neighborhoods targeted for increased housing capacity, and plan for staffing and funding needed for these investments (e.g., general obligation bonds, federal grants). This includes delivering a network such that transit vehicles come every five minutes along certain corridors, and for rail consistent with the city's Connect SF vision and its Transit Strategy. (SFMTA, Planning, SFCTA; Medium)		X			a. Continue interagency coordination for transportation, evaluating the existing and future needs of Priority Equity Geographies, Environmental Justice Communities, and Well-resourced Neighborhoods targeted for increased housing capacity, and dedicating investments to these areas consistent with the city's Connect SF vision. (SFMTA, Planning; ongoing)
b. Restore, maintain, and optimize the existing transit system, particularly prioritize implementation of SFMTA's 5-year Capital Improvement Program's Transit Optimization and Expansion Projects in Well-resourced Neighborhoods targeted for increased housing capacity. (SFMTA, Planning; Short)		X			c. Restore, maintain, and optimize the existing system, prioritizing Priority Equity Geographies and Environmental Justice community-led transportation fixes and enhancements in these communities. (SFMTA, Planning; Short)
c. Restore and improve transit service as identified in the city's Transit Strategy, particularly for essential workers, transit-dependent people, and in Priority Equity Geographies and Environmental Justice communities (SFMTA; Short)	X				
~~d. Seek and obtain new funding sources to further improve the system such as expanding the complete streets and transit service networks (e.g., five-minute transit network, rail network) to support new housing and existing needs including joint funding for integrated transit and affordable housing along improved transit corridors or new transit lines. (SFMTA; Medium)~~		X			d. Seek and obtain new funding sources to further improve the system such as expanding the complete streets and transit service networks (e.g., five-minute transit network, rail network) to support new housing and existing needs including joint funding for integrated transit and affordable housing along improved transit corridors or new transit lines. (SFMTA; Medium)

Draft 3 Policies and Actions	Changes from Draft 2 to Draft 2				Draft 2 Policies and Actions
	New	SC	NMC	RCI	
d. Adopt requirements that encourage sustainable trip choices in new housing and reduce transportation impacts from new housing. Such amendments may require certain new housing to include additional transportation demand management measures and driveway and loading operations plans, protect pedestrian, cycling, and transit-oriented street frontages from driveways, and reduce vehicular parking. (Planning, SFMTA; Short)			X		b. Adopt requirements that encourage sustainable trip choices[32] in new housing and reduce transportation impacts from new housing. Such amendments may require certain new housing to include additional transportation demand management measures and driveway and loading operations plans, protect pedestrian, cycling, and transit-oriented street frontages from driveways, and reduce vehicular parking. (Planning, SFMTA; Medium)
34. Support the repair and rehabilitation of housing to ensure life safety, health, and well-being of residents, especially in Environmental Justice Communities, and to support sustainable building practices. [objectives: V.b]			X		**34. Support the repair and rehabilitation of housing to ensure life safety, health, and well-being of residents, especially in Environmental Justice Communities, and to support sustainable building practices. [objectives: V.b]**
a. Create and expand programs to help improve indoor air quality for existing housing, particularly in Environmental Justice Communities, such as applying the standards in Article 38 of SF Health Code to such housing. (Planning, DPH; Short)			X		a. Create and expand programs to help improve indoor air quality for existing housing, particularly in Environmental Justice Communities, such as applying the standards in Article 38 of SF Health Code to such housing (Planning, DPH; Short)
b. Create electric conversion policies and programs for existing housing that decrease the use of gas appliances in homes to support respiratory health in children, prioritizing Environmental Justice Communities. (DOE, Mayor/BOS; Short)			X		b. Create electric conversion policies and programs for existing housing that decrease the use of gas appliances in houses to support lower asthma rates in children, prioritizing Environmental Justice Communities. (DOE, Mayor/BOS; Short)
c. Support and streamline permits for energy retrofit, heating, ventilation and air conditioning (HVAC), and weatherization upgrades. (DBI, Planning; Short)			X		c. Support and streamline permits for energy retrofit, heating, ventilation and air conditioning (HVAC), and weatherization upgrades. (DBI, Planning; Short)
d. Expand funding for acquisition and rehabilitation programs to remove mold, lead, and other health hazards through programs such as Fix Lead SF and CALHome. (Mayor/BOS; Medium)			X		d. Expand funding for acquisition and rehabilitation programs to remove mold, lead, and other health hazards through programs such as Fix Lead SF and CALHome. (Mayor/BOS; Medium)
e. Continue to connect residents and housing developments with technical support and financing programs for earthquake safety retrofits such as the Mandatory Soft Story Retrofit Program. (DBI, ORCP; ongoing)			X		e. Continue to connect residents and housing developments with technical support and financing programs for earthquake safety retrofits such as the Mandatory Soft Story Retrofit Program. (DBI, ORCP; ongoing)
f. Create programs to provide rehabilitation assistance to qualified homeowners to maintain exterior cladding, rooves, and essential building utilities in housing in Environmental Justice Communities. (DBI; Medium)			X		f. Create programs to provide rehabilitation assistance to homeowners who qualify to maintain exterior cladding, rooves, and essential building utilities in housing in Environmental Justice Communities. (DBI; Medium)
35. Enforce and improve planning processes and building regulations to ensure a healthy environment for new housing developments, especially in Environmental Justice Communities. [objectives: V.b]			X		**35. Enforce and improve planning processes and building regulations to ensure a healthy environment for new housing developments, especially in Environmental Justice Communities. [objectives: V.b]**
a. Identify the public health needs of neighborhoods through community planning processes or large-scale development projects by engaging community-based organizations; public health needs include addressing air, soil, groundwater contamination, and noise pollution (Planning, DPH, PUC, ORCP, PORT; Medium)			X		a. Identify the public health needs of neighborhoods through community planning processes or large-scale development projects by engaging community-based organizations; public health needs include addressing air, soil, groundwater contamination, and noise pollution (Planning, DPH, PUC, ORCP, PORT; Medium)

Draft 3 Policies and Actions	Changes from Draft 2 to Draft 2				Draft 2 Policies and Actions
	New	SC	NMC	RCI	
b. Ensure and reinforce that all community planning efforts meet the City's 2021 Climate Action Plan, and future updates to this plan, to prepare neighborhoods and future housing projects for sea level rise impacts, especially in Priority Equity Geographies and Environmental Justice Communities. (Planning; Short)			X		b. Ensure and reinforce that all community planning efforts meet the City's 2021 Climate Action Plan, and future updates to this plan, to prepare neighborhoods and future housing projects for sea level rise impacts, especially in Priority Equity Geographies and Environmental Justice Communities. (Planning; Short)
c. Provide neighborhood and infrastructure planning to mitigate flooding risk during weather events or due to climate crisis impacts. (Planning, SFPUC; Medium)			X		c. Provide neighborhood and infrastructure planning to mitigate flooding risk during weather events or due to climate crisis impacts. (Planning, SFPUC; Medium)
d. Enhance high-pressure fire protection for the Westside of San Francisco by implementing and constructing Phase 1 of the Westside Potable Emergency Firefighting Water System (PEFWS) and continue to work with the community, and obtain funding to implement and construct Phase 2 of the PEFWS. (SFPUC, Mayor/BOS; Medium)			X		d. Enhance high-pressure fire protection for the Westside of San Francisco by implementing and constructing Phase 1 of the Westside Potable Emergency Firefighting Water System (PEFWS) and continue to work with the community, and obtain funding to implement and construct Phase 2 of the PEFWS. (SFPUC, Mayor/BOS; Medium)
e. Develop and require community accountability measures, including notification and engagement of residents, when building housing on environmentally contaminated sites located in Environmental Justice Communities and Priority Equity Geographies. (Planning; Short)			X		e. Develop and require community accountability measures, including notification and engagement of residents, when building housing on environmentally contaminated sites located in Environmental Justice Communities and Priority Equity Geographies. (Planning; Short)
f. Develop notification processes in planning efforts in geographies that include polluting sources, such as freeways, to anticipate solutions for potential future sensitive populations such as seniors, children, and those with disabilities. (Planning; Short)			X		f. Develop notification processes in planning efforts in geographies that include polluting sources, such as freeways, to anticipate solutions for potential future sensitive populations such as seniors, children, and those with disabilities. (Planning; Short)
g. Strengthen building standards to ensure that new housing developments limit sound intrusion from exterior and interior sources. (DBI, Planning; Short)			X		g. Strengthen building standards to ensure that new housing developments limit sound intrusion from exterior and interior sources. (DBI, Planning; Short)
h. Explore whether certification or building codes effectively incentivize the use of low VOC (volatile organic compounds) materials in new construction to reduce exposure. (DBI, Planning; Short)			X		h. Explore whether certification or building codes effectively incentivize the use of low VOC (volatile organic compounds) materials in new construction to reduce exposure. (DBI, Planning; Short)
i. Maximize the installation of site-appropriate, native trees and vegetation at grade and on roofs in new residential development, especially in neighborhoods with less tree canopy coverage as per the SF Better Streets Plan, the SF Green Landscaping Ordinance, and the SF Better Roofs Ordinance. (Planning, DPW; Short)			X		i. Maximize the installation of site-appropriate, native trees and vegetation at grade and on roofs in new residential development, especially in neighborhoods with less tree canopy coverage as per the SF Better Streets Plan, the SF Green Landscaping Ordinance, and the SF Better Roofs Ordinance. (Planning, DPW; Short)
j. Update Planning Code requirements, such as the SF Green Landscaping Ordinance, to reduce paved surfaces and underground enclosed space in rear and side yards to specifically retain deep soil for trees and more sustainable vegetation. (Planning; Short)			X		j. Update Planning Code requirements, such as the SF Green Landscaping Ordinance, to reduce paved surfaces and underground enclosed space in rear and side yards to specifically retain deep soil for trees and more sustainable vegetation. (Planning; Short)
k. Study and document the impact of open space and housing based on scientific analysis for people's health, especially for children for the Commission's use in evaluating development agreements that include housing and rear yard variances in housing applications (Planning, DPH, RPD; Short)			X		k. Study and document the impact of open space and housing based on scientific analysis for people's health, especially for children for the Commission's use in evaluating development agreements that include housing and rear yard variances in housing applications (Planning, DPH, RPD; Short)

Draft 3 Policies and Actions	Changes from Draft 2 to Draft 2				Draft 2 Policies and Actions
	New	**SC**	**NMC**	**RCI**	
l. Enforce compliance with existing requirements in the SF Stormwater Management Ordinance to incorporate on-site stormwater management and flood resilience. (SFPUC, Planning; ongoing)			X		l. Enforce compliance with existing requirements in the SF Stormwater Management Ordinance to incorporate on-site stormwater management and flood resilience. (SFPUC, Planning; ongoing)
36. Shape urban design policy, standards, and guidelines to enable cultural and identity expression, advance architectural creativity and durability, and foster neighborhood belonging. [objectives: V.c]			X		**36. Shape urban design policy, standards, and guidelines to enable cultural and identity expression, advance architectural creativity and durability, and foster neighborhood belonging. [objectives: V.c]**
a. Create and adopt a new objective design standard to require the use of natural and durable materials for front façade and windows, for example stucco, stone, concrete, wood, and metal, subject to periodic, amended revision and eliminate existing design guidelines, except in Special Area Design Guidelines or adopted or listed Historic Districts, that require detailed front façade compatibility with surrounding neighborhood architectural patterns, for example window proportions, roof shape, or type of entry. (Planning; Short)			X		a. Create and adopt a new objective design standard to require the use of natural and durable materials for front façade and windows, for example stucco, stone, concrete, wood, and metal, subject to periodic, amended revision and eliminate existing design guidelines, except in Special Area Design Guidelines or adopted or listed Historic Districts, that require detailed front façade compatibility with surrounding neighborhood architectural patterns, for example window proportions, roof shape, or type of entry. (Planning; Short)
b. Complete, adopt, and apply the Ground Floor Residential Design Guidelines to housing projects, in coordination with State requirements. These recommend porches, stoops, and accessible open space near sidewalks to invite social engagement and belonging. (Planning; Medium)			X		b. Complete, adopt, and apply the Ground Floor Residential Design Guidelines, after the expiration of Housing Crisis Act, to housing projects. These recommend porches, stoops, and accessible open space near sidewalks to invite social engagement and belonging. (Planning; Medium)
c. Create Special Area Design Guidelines if requested by communities in Cultural Districts and Priority Equity Geographies where the design of public space and architecture could help reinforce cultural identities, and in coordination with State requirements. (Planning; Medium)			X		c. Create Special Area Design Guidelines, after the expiration of Housing Crisis Act, if requested by communities in Cultural Districts and Priority Equity Geographies where the design of public space and architecture could help reinforce cultural identities. (Planning; Medium)
37. Support cultural uses, activities, and architecture that sustain San Francisco's dynamic and unique cultural heritages. [objectives: V.c]			X		**37. Support cultural uses, activities, and architecture that sustain San Francisco's dynamic and unique cultural heritages. [objectives: V.c]**
a. Utilize the Cultural Districts program to support building permanently affordable housing, along with other housing development and neighborhood investments that include cultural activities, uses, traditions, and spaces, in coordination with Policy 12. (Planning, MOHCD, OEWD, ARTS, DPW; Medium)		X		X	a. Utilize the Cultural Districts program and related strategies that support cultural activities, uses, traditions, and spaces and that strengthens unique racial, social, and cultural aspects of San Francisco communities through housing development and neighborhood investments. (Planning; Medium)
b. Increase staff allocation within MOHCD, OEWD, DPW, ARTS, and Planning to create a more robust, sustained, and effective Cultural Districts program and provide more direct support for the development and implementation of their respective Cultural History Housing and Economic Sustainability Strategies (CHHESS). (MOHCD, Planning, OEWD, ARTS, DPW; Medium)		X		X	b. Increase grant funding sources and staff allocation within MOHCD, OEWD, DPW, ARTS, and Planning to create a more robust, sustained, and effective Cultural Districts program and support their respective Cultural History Housing and Economic Sustainability Strategies (CHHESS). (MOHCD; Medium)
c. Study creation of a cultural resource mitigation fund that could be paid into by projects that impact cultural resources to support cultural resource protection and preservation throughout the city, prioritizing funding the development of cultural spaces as described in Policy 12, action (f). (MOHCD,Planning, OEWD; Medium)		X		X	c. Study creation of a cultural resource mitigation fund that could be paid into by projects that impact cultural resources to support cultural resource protection and preservation throughout the city. (MOHCD/Planning/OEWD; Medium)

X New Policy or Action [New]   X Significant Changes [SC]   X No Major Changes [NMC]   X Changed in Response to Community Input [RCI]

Draft 3 Policies and Actions	Changes from Draft 2 to Draft 2				Draft 2 Policies and Actions
	New	SC	NMC	RCI	
d. Designate historically and culturally significant buildings, landscapes, and districts for preservation using the Citywide Cultural Resource Survey, Planning Code Articles 10 and 11, and state and national historic resource registries to ensure appropriate treatment of historic properties that are important to the community and unlock historic preservation incentives for more potential housing development sites. (Planning; Short)			X		d. Designate historically and culturally significant buildings, landscapes, and districts for preservation using the Citywide Cultural Resource Survey, Planning Code Articles 10 and 11, and state and national historic resource registries to ensure appropriate treatment of historic properties that are important to the community and unlock historic preservation incentives for more potential housing development sites. (Planning; Short)
e. Promote the use of the Retained Elements Special Topic Design Guidelines to development applicants to address sites where conserving parts of buildings sustains cultural identity and proposed housing serves the community. (Planning; Short)			X		e. Promote the use of the Retained Elements Special Topic Design Guidelines to development applicants to address sites where conserving parts of buildings sustains cultural identity and proposed housing serves the community. (Planning; Short)
f. Establish priority building permit and entitlement Planning Department review processes for residential development projects that rehabilitate or adaptively reuse existing buildings to support sustainable building practices, per Policy 34, while preserving cultural resources. (Planning; Short)		X			f. Establish streamlined review processes for residential development projects that rehabilitate or adaptively reuse existing buildings to conserve embodied carbon and support sustainable building practices, per Policy 35, while preserving cultural resources. (Planning; Short)
g. Develop objective design standards for the treatment of historic buildings and districts to provide consistent and efficient regulatory review that facilitates housing development approvals and protects the City's cultural and architectural heritages. (Planning; Short)			X		g. Develop objective design standards for the treatment of historic buildings and districts to provide consistent and efficient regulatory review that facilitates housing development approvals and protects the City's cultural and architectural heritages. (Planning; Short)
h. Promote historic preservation and cultural heritage incentives, such as tax credit programs and the State Historical Building Code, for use in residential rehabilitation projects through general outreach, interagency collaboration with MOHCD and OEWD, building trades collaboration, educational materials, community capacity building efforts, and through the regulatory review process. (Planning, MOHCD, OEWD; Medium)			X		h. Promote historic preservation and cultural heritage incentives, such as tax credit programs and the State Historical Building Code, for use in residential rehabilitation projects through general outreach, interagency collaboration with MOHCD and OEWD, building trades collaboration, educational materials, community capacity building efforts, and through the regulatory review process. (Planning, MOHCD, OEWD; Medium)
i. Revise Urban Design Guidelines to provide guidance on including signage, lighting, public art, historical interpretation and educational opportunities in housing development projects in a manner that reflects neighborhood history and culture, prioritizing the acknowledgement and representation of American Indian history and culture, in coordination with State requirements. (Planning, Arts Commission; Short)			X		i. Revise Urban Design Guidelines, after the expiration of Housing Crisis Act, to provide guidance on including signage, lighting, public art, historical interpretation and educational opportunities in housing development projects in a manner that reflects neighborhood history and culture, prioritizing the acknowledgement and representation of American Indian history and culture. (Planning, Arts Commission; Short)
j. Complete the Citywide Cultural Resources Survey, including the citywide historic context statement, with ongoing community engagement to identify important individual historic or cultural resources and districts. (Planning; Medium)			X		j. Complete the Citywide Cultural Resources Survey, including the citywide historic context statement, with ongoing community engagement to identify important individual historic or cultural resources and districts. (Planning; Medium)
k. Complete the Heritage Conservation Element of the General Plan in order to bring clarity and accountability to the City's role in sustaining both the tangible and intangible aspects of San Francisco's cultural heritage. (Planning; Ongoing)			X		k. Complete the Heritage Conservation Element of the General Plan in order to bring clarity and accountability to the City's role in sustaining both the tangible and intangible aspects of San Francisco's cultural heritage. (Planning; Ongoing)

APPENDIX A:
DRAFT HOUSING NEEDS ASSESSMENT

Table of Contents

Introduction to Appendix A: Housing Needs Assessment

This Appendix includes a comprehensive assessment of housing needs in San Francisco and the context and factors that influence them. This Appendix also includes an assessment of fair housing issues, which together with outreach and engagement and the site inventory analysis inform the contributing factors to fair housing and inform the Housing Element 2022 Update goals, objectives, policies, and actions.

In compliance with Section 65583(a) of the state Housing Element law, this section covers San Francisco's projected housing needs, detailed data and analysis of the city's population and employment trends; existing housing characteristics and condition; overpayment and overcrowding; an assessment of fair housing based on segregation and integration patterns, access to opportunities, disproportionate housing needs by race and ethnicity, and for extremely low income households and special needs groups, fair housing enforcement and outreach capacity. The last section of this report identifies the contributing factors to fair housing issues in San Francisco which was informed by the assessments and three phases of outreach and engagement for the Housing Element 2022 update.

Data presented in this Appendix covers the most recent data available at the time of preparation. When available and relevant, information is presented on trends covering longer periods, extending back to 1990 in the case of demographic and employment trends or extending back to 2005 in the case of housing production data. Other data covers the period since the adoption of the last Housing Element in 2014. Primary data sources include the Census Bureau, projections published by the Association of Bay Area Governments (ABAG), independent analysis by the San Francisco Planning Department, and other city agency-provided data (MOHCD, HSH, Planning). The data used are the most reliable and available for assessing existing conditions. These standard sources provide a basis for consistent comparison with older data and form the basis for the best possible forecasts. City agency data may not be updated or current at time of publication of this draft, but will be incorporated into the final draft.

Given the San Francisco's Planning Commission Resolution No. 201738, Centering Planning on Racial and Social Equity, this Appendix disaggregates data by race and ethnicity whenever possible and provides historical context to socio-economic disparities between American Indian, Black and other communities of color and white populations. When using Census Bureau data to describe different racial and ethnic groups, this Appendix includes only race (regardless of ethnicity) for American Indian or Alaskan Native, Black or African American, Asian, Native Hawaiian or Pacific Islander, other races, and two or more races; only ethnicity (regardless of race) for Hispanic or Latino(a,e); and race and ethnicity only for non-Hispanic or Latino(a,e) white.

I. Projected Housing Needs

As the economy and population of San Francisco and region continue to grow so will the housing needs of the city, especially for groups that continue to face barriers to housing. This section first provides a description of San Francisco's Regional Housing Needs Allocation (RHNA). The section then highlights the special needs groups and the existing funding and resources available to address the housing need of these groups. The information included in this section is based on various data sources including Census, ACS, IPUMS-USA, MOHCD, HSH, SF DPH, and data on universities and local city organizations.

Projected Housing Needs: Regional Housing Needs Allocation

The Regional Housing Needs Allocation (RHNA) provides housing targets for cities to plan for in their Housing Elements and to permit over the 8-year RHNA period. The RHNA process is required by state law to encourage all cities to help meet local and regional housing needs. Housing Elements must show that cities have sufficient sites to realistically accommodate the targeted number of units. Cities must analyze constraints to meeting the RHNA targets and propose policies to address those constraints (see Sites Inventory and Constraints Analysis Sections of the Housing Element). After adoption of the Housing Element, cities must also report the number of units permitted each year relative to their RHNA targets to the California Department of Housing and Community Development (HCD).

RHNA Development and Allocation Methodology

HCD is responsible for determining the regional housing need for each Council of Governments, which is the Association of Bay Area Governments (ABAG) in the San Francisco Bay Area. The regional housing need is based on a forecast of population, households, and jobs developed by the California Department of Finance with input from regional agencies. New for the 2023-2031 RHNA cycle, the targets also address existing needs such as housing cost burdens, overcrowding, and vacancy, which has increased the RHNA for the Bay Area and other regions.

The total housing need determination for the Bay Area from HCD for the 2023-2031 period is 441,176 units, a 135% increase from the 2015-2022 period, further divided into income groups.

Table 1 Bay Area 2023-2031 RHNA by Income Group

	Units	Percent of Total
Very Low Income (<50% AMI)	114,442	25.9%
Low Income (50-80% AMI)	65,892	14.9%
Moderate Income (80-120% AMI)	72,712	16.5%
Above Moderate Income (>120% AMI)	188,130	42.6%
Total RHNA	441,176	100%

ABAG created an advisory Housing Methodology Committee (HMC) made up of elected officials, local staff, and advocates to study how to distribute the regional allocation to the 108 jurisdictions in the Bay Area. The methodology for distributing RHNA to the cities must meet the following statutory objectives:

1. Increasing the housing supply and mix of housing types, tenure, and affordability
2. Promoting infill development and socioeconomic equity, protecting environmental and agricultural resources, and encouraging efficient development patterns

3. Promoting an improved intraregional relationship between jobs and housing
4. Balancing disproportionate household income distributions
5. Affirmatively furthering fair housing

The HMC recommended a methodology that was adopted by the ABAG Executive Board in January of 2021. The adopted methodology includes the following key components:

- **The RHNA distribution to cities is based on the projected household distribution in 2050 from Plan Bay Area (PBA 2050)**. PBA 2050 is the 30-year plan for transportation, jobs, and housing for the 9 county Bay Area and includes a forecast of where households will live in 2050. Thirty-four percent (34%) of future households will be new growth while 66% of future households will be in the same places as today. As a result, the majority of the projected PBA household distribution is based on cities' current household populations. According to state law, RHNA must be consistent with PBA, meaning the 8-year RHNA for a city cannot exceed PBA 30-year growth. Using PBA projected households as a baseline for RHNA ensures consistency with PBA while also ensuring that all cities contribute to meeting regional housing needs, not only those with higher 30-year growth.

- **RHNA units by income level assigned to each city are adjusted based on various factors.** While the bulk of the distribution for all income groups is determined by the PBA 2050 household distribution, adjustments are applied based on the characteristics of each city to ensure more equitable distribution of units by income group. Based on these adjustments a city could receive more or less of the lower-income, moderate-income, and above moderate-income units.
  - **The Very Low- and Low-Income RHNA units allocated to cities are adjusted based on:**
    - **Access to High Opportunity Areas (70%)**: the percentage of households in a city living in higher resource census tracts according to the state Opportunity Map (described in the Affirmatively Furthering Fair Housing section).
    - **Job Proximity- Auto (15%)**: the share of region's total jobs that can be accessed within in a 30-minute commute auto via during the morning commute.
    - **Job Proximity-Transit (15%)**: the share of region's total jobs that can be accessed within in a 45-minute transit commute during the morning commute.
  - **The Moderate- and Above Moderate-Income RHNA units allocated to cities are adjusted based on:**
    - **Access to High Opportunity Areas (40%)**: see definition above.
    - **Job Proximity-Auto (60%)**: see definition above.

- **An Equity Adjustment was applied to ensure exclusionary cities receive low-income units proportional to their share of all households**. Exclusionary cities are classified based on a composite score of (1) whether they have a higher percentage of above moderate-income households compared to the region and (2) based on how their racial demographics differ from the region. Cities classified as exclusionary may receive additional very low- and low-income units to ensure that their share of the low-income RHNA is proportional to their share of all households in the RHNA.

RHNA for San Francisco

Based on the RHNA methodology described above, San Francisco's portion of the RHNA has been set at 82,067 for the 2023-2031 period with a distribution by income group very similar to the region (Table 2). The total RHNA for San Francisco increased 184% compared to the 2015-2022 period, whose targets were largely unmet for low- and moderate-income groups (Table 3). While the bulk of the increase is attributable to the overall increase in the total RHNA for the region, the higher RHNA is also attributable to higher forecasted growth in San Francisco in PBA as well as relatively high scores for job proximity and access to higher opportunity areas compared to the region.

The higher RHNA targets mean that San Francisco will need to do more to produce and preserve housing across all income groups. The 10,258-unit annual target is twice the highest year of housing production in the last forty years so a variety of strategies are needed to achieve RHNA targets. Identifying additional funding for affordable housing will be crucial to meet targets for lower income units. Zoning changes will likely be important to not only meet RHNA targets but also to ensure housing opportunities are more widely distributed throughout the city, particularly in higher resource areas. Lowering development costs will be critical to support housing production across income groups. This could be achieved through innovative construction methods such as modular and mass timber, examining fees and other government-imposed costs, and providing simpler, more consistent, and/or streamlined permitting processes. The policies and actions of the draft San Francisco Housing Element update and the accompanying sites inventory and constraints analysis describe how San Francisco can do more to meet housing needs.

Table 2 San Francisco 2023-2030 RHNA by Income Group

	Units	Percent of Total	Annual Target
Very Low Income	20,867	25%	2,608
Low Income	12,013	15%	1,502
Moderate Income	13,717	17%	1,715
Above Moderate Income	35,470	43%	4,434
Total RHNA	82,067	100%	10,258

Table 3 San Francisco 2015-2022 RHNA and RHNA Progress

	Units Produced (2014-2021)	RHNA Target	Percentage of RHNA Produced
Very Low Income	2,601	6,234	42%
Low Income	2,445	4,639	53%
Moderate Income	2,847	5,460	52%
Above Moderate	18,968	12,536	151%
Total Units	26,861	28,869	93%

Source: SF Planning

II. Population, Households, and Employment Trends

This first section of the Appendix describes trends in population, demographics, households, and employment that affect San Francisco's residents and workers. This section is supplemented by Section IV of Appendix A which describes housing issues facing special needs groups. Data is taken from a variety of sources but is primarily based on Census and American Community Survey data (including Public Use Microdata Sample, PUMS data analyzed by the Planning Department and accessed from the Minnesota Population Center's IPUMS-USA data page). In addition, this section pulls from the Bureau of Labor Statistics employment and wage data, future projections compiled by regional agencies such as ABAG, and other sources.

Population and Age Groups

Population Change

From 2010 to 2018, San Francisco grew at the fastest rate that it had in decades – 10% growth over the period, totaling 78,070 more residents. Yet within the same time period, the rate of growth for number of households remained at 5%, with 17,016 households added (Table 4). Despite a slowing of population growth in 2020, likely due to the COVID-19 pandemic, projections from regional agencies estimate that San Francisco's population will grow 32%, adding an additional 286,180 residents, between 2018 and 2040. Household growth rates are projected to grow at a faster rate than previously observed, increasing by 33%, or 120,868 households, by 2040. This rapid population growth will require substantial new housing production in order to meet the increasing and currently unmet housing needs.

Table 4 Population Change and Projections in San Francisco, 1990-2040

	1990	2000	2010	2018	2030 (estimate)	2040 (estimate)
Total Population	723,959	776,733	805,235	883,305	1,034,175	1,169,485
Population Change	-	52,774	28,502	78,070	150,870	135,310
% Change Population	-	7%	4%	10%	17%	13%
Households	305,584	329,700	345,811	362,827	437,505	483,695
Households Change	-	24,116	16,111	17,016	74,678	46,190
% Change Households	-	8%	5%	5%	21%	11%
Average Household Size	2.29	2.30	2.26	2.38	2.30	2.35

Source: 1990, 2000, and 2010 Census, 2018 1 Year ACS, 2030-2040 Projections by ABAG/MTC

Despite growing at a faster rate than much of the Bay Area since 2010, San Francisco's cumulative growth rate since 1990 is below average for the region. Between 1990 and 2018, San Francisco had a 18% cumulative growth in population. Other Bay Area counties experienced a 20-30% cumulative growth in population during that same period. In addition, San Francisco's closest neighboring counties, San Mateo and Marin, were the slowest growing counties in the region from 1990 to 2018, at 11% and 16% cumulative growth respectively. The slower growth in these counties reflects the relatively fewer housing units added in these counties over the nearly 30-year period (Figure 1).

Figure 1 Total Population by Decade for Bay Area Counties, 1990-2018
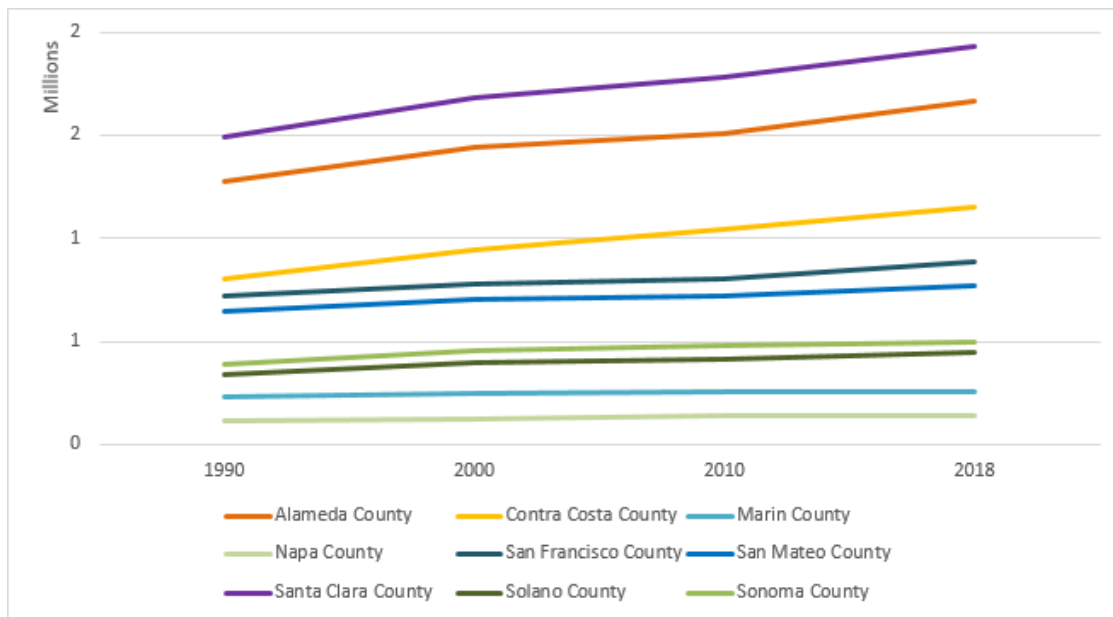
Source: 1990, 2000 and 2010 Census, ACS 2018 5-Year Estimates.

Figure 2 Population shares by race and ethnicity in San Francisco (2020)
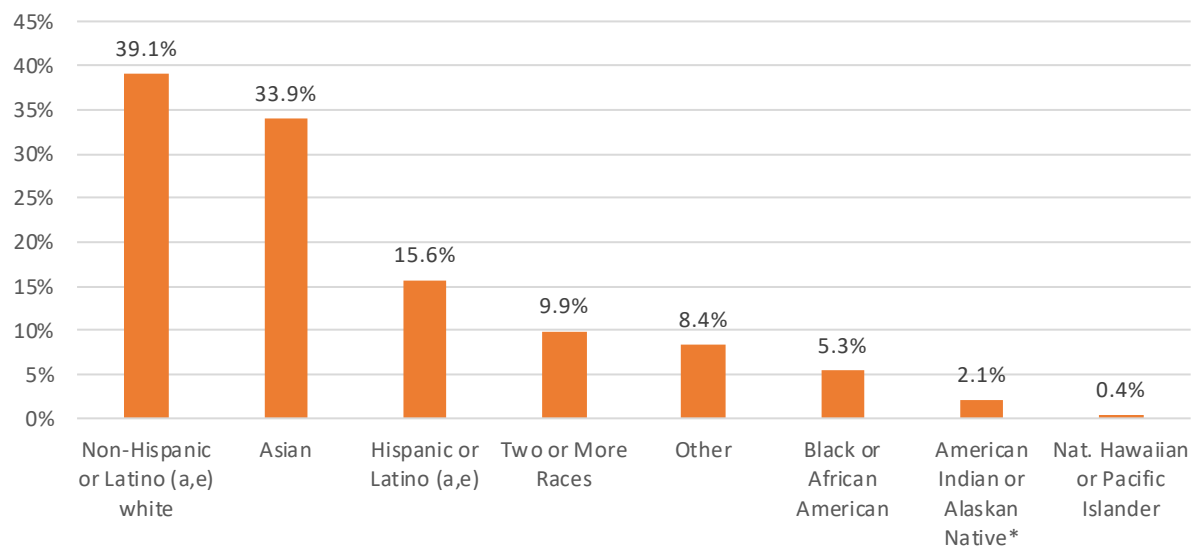
Source: 2020 Census.
*For the American Indian or Alaskan Native population, we are including the race alone and in combination with other races; this representation for total population counts was done in consultation with the American Indian community. All other races are race alone; except for Hispanic or Latino(a,e) (all races) and Non-Hispanic or Latino(a,e) white.

This report considers American Indian or Alaskan Native alone and in combination with other races for population counts for the American Indian or Alaskan Native community in San Francisco. Historically, the Census has undercounted the American Indian or Alaskan Native population[1]. However, community efforts and "improvements to the [Census] design of the two separate questions for race and ethnicity, data processing, and coding, which enabled a more thorough and accurate depiction of how people prefer to self-identify"[2] have enhanced the counts for multiracial people, including those that identify as American Indian or Alaskan Native in combination with other races. These improvements are reflected in the data: in 2020, there were 18,075 people in San Francisco that identified as American Indian or Alaskan Native alone or in combination with other races (more than 66% than in 2010), and 86,233 people who identified as multiracial (two or more races) (Table 6) (more than 130% than in 2010). However, significant improvements to how multiracial people are counted means that decennial census counts for these two groups aren't comparable.

To understand population trends for the American Indian or Alaskan Native and the multiracial populations (two or more races), population counts were compared between 2014 and 2019 using American Community Survey (ACS) 5-year estimates[3]. While the population in San Francisco grew by 5.5% between 2014 and 2019, the American Indian or Alaskan Native alone or in combination with other races grew by 7.4%, a slower pace than for the region as whole (8.4%). However, the American Indian or Alaskan Native alone population in San Francisco only grew by 3.2%, a similar growth rate than the region's (3.3%), and a slower rate than for the population for the city as whole. In the same time period, the population that identified as two or more races grew by 32.7% for San Francisco, a faster rate than for the region (20%).

Although San Francisco is a racially and ethnically diverse city, the city has seen a decline in population within the Black population. The city's Black population dropped by 41% between 1990 and 2020, from 11% to 5.3% of the city's total population. This was a much bigger drop than in the region as a whole. In fact, almost half of the total drop in the Bay Area's Black population was in San Francisco.

Over the same period, the city's white population remained largely stable, growing at about 1% to over 341,000. The white share of the population, however, declined from 46.9% to 39.1%. This is despite a large drop in the region's white population, falling 24% between 1990 and 2020. In San Francisco, the population of residents that identify Asian, Hispanic or Latino(a,e), Native Hawaiian or Pacific Islander, two or more race, or "other" races have all increased in both number and as a share of the total population (Table 6, Table 7, Table 7).

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[1] https://www.census.gov/newsroom/press-releases/2022/2020-census-estimates-of-undercount-and-overcount.html

[2] https://www.census.gov/library/stories/2021/08/improved-race-ethnicity-measures-reveal-united-states-population-much-more-multiracial.html

[3] Since data collection for these surveys was similar, it offers more stable data for comparison.

Table 5 Race and Ethnicity as a Share of Total Population, San Francisco, 1990-2020

	1990	2000	2010	2020
American Indian or Alaskan Native*	**	**	**	2.1%
Black or African American	11.0%	7.8%	6.1%	5.3%
Hispanic or Latino (a,e)	13.3%	14.1%	15.1%	15.6%
Nat. Hawaiian or Pacific Islander	0.4%	0.5%	0.4%	0.4%
Asian	28.6%	30.8%	33.3%	33.9%
Other	5.9%	6.5%	6.6%	8.4%
Two or More Races	**	**	**	9.9%
Non-Hispanic or Latino (a,e) white	46.9%	43.6%	41.9%	39.1%

Source: 1990, 2000, 2010 and 2020 Census; IPUMS-USA.

*For the American Indian or Alaskan Native population, we are including the race alone and in combination with other races; this representation for total population counts was done in consultation with the American Indian community. All other races are race alone; except for Hispanic or Latino(a,e) (all races) and Non-Hispanic or Latino(a,e) white.

** The 1990 Census doesn't have data for two or more races; significant improvements to how multiracial people are counted means that decennial census counts aren't comparable.

Table 6 San Francisco Population by Race & Ethnicity - Change Over Time

	1990	2000	2010	2020	Change 1990-2020	% Change 1990-2020
American Indian or Alaskan Native*	**	**	**	18,075	***	***[4]
Black or African American	79,604	60,515	48,870	46,725	(32,879)	-41%
Hispanic or Latino (a,e)	96,258	109,504	121,774	136,761	40,503	42%
Nat. Hawaiian or Pacific Islander	3,125	3,844	3,359	3,476	351	11%
Asian	206,622	239,565	267,915	296,505	89,883	44%
Other	42,668	50,368	53,021	73,169	30,501	71%
Two or More Races	**	**	**	86,233	***	***
Non-Hispanic or Latino (a,e) white	339,453	338,909	337,451	341,306	1,853	1%
Total	723,626	776,733	805,235	873,965	150,339	21%

Source: 1990, 2000, 2010 and 2020 Census; IPUMS-USA.

*For the American Indian or Alaskan Native population, we are including the race alone and with one or more races; this representation for total population counts was done in consultation with the American Indian community. All other races are the race alone; except for Hispanic or Latino(a,e) (all races) and Non-Hispanic or Latino(a,e) white.

** The 1990 Census doesn't have data for two or more races; significant improvements to how multiracial people are counted means that decennial census counts aren't comparable.

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[4] Note: The population of American Indian or Alaskan Natives (both those that identify as AINA alone and AINA with any other race) has not substantially grown over the last 30 years, despite the growth reflected in this table. Instead, this increase is attributed to more intentional with tracking of AIAN data and the growth in people who are self-identifying as mixed race at a higher rate in the last few decades.

Table 7 Bay Area Population by Race & Ethnicity - Change Over Time

	1990	2000	2010	2020	Change 1990-2020	% Change 1990-2020
American Indian or Alaskan Native*	**	**	**	219,093	**	**
Black or African American	530,902	511,084	481,361	452,316	(78,586)	-15%
Hispanic or Latino (a,e)	904,104	1,315,175	1,681,800	1,891,985	987,881	109%
Nat. Hawaiian or Pacific Islander	31,569	36,317	44,386	46,898	15,329	49%
Asian	885,456	1,289,849	1,664,384	2,171,656	1,286,200	145%
Other	381,484	627,004	770,820	1,042,585	661,101	173%
Two or More Races	**	**	**	917,159	**	**
Non-Hispanic or Latino (a,e) white	3,669,815	3,392,204	3,032,903	2,783,589	(886,226)	-24%
Total	6,020,309	6,783,760	7,150,739	7,765,640	1,745,331	29%

Source: 1990, 2000, 2010 and 2020 Census; IPUMS-USA.

*For the American Indian or Alaskan Native population, we are including the race alone and with one or more races; this representation for total population counts was done in consultation with the American Indian community. All other races are the race alone; except for Hispanic or Latino(a,e) (all races) and Non-Hispanic or Latino(a,e) white.

** The 1990 Census doesn't have data for two or more races; significant improvements to how multiracial people are counted means that decennial census counts aren't comparable.

Age

The median age in San Francisco was 38.7 years in 2018. Between 2000 to 2018, the population of seniors as a share of the total population increased 2%, while the population of children decreased by 1%, indicating that the overall population in the city is aging (Table 8, Figure 3).

Table 8 Population Trends and Projections by Age Group in San Francisco, 2000-2040

Age Group	2000	2010	2018	2030	2040
Under 5	31,633	35,203	39,618	44,660	46,200
5 to 19	95,711	89,367	94,643	115,035	121,435
20 to 44	370,276	362,420	393,917	415,500	443,750
45 to 64	173,002	208,403	216,999	263,205	283,365
65 and over	106,111	109,842	138,128	195,775	274,735
Total	776,733	805,235	883,305	1,034,175	1,169,485
Median Age	36.7	37.6	38.7	40.6	42.6

Source: 2000 and 2010 Census; ACS 2018 1-Year Estimate; 2020-2040 projections by ABAG/MTC.

Based on recent Census data and ABAG projections, there is an expected population growth in the 45-64 age group and particularly in 65 and over age group (Figure 3). Notably, seniors are more likely to be homeowners, which provides greater housing security, but are also more likely to be lower income and have higher rates of housing cost burden for both renters and owners.

Figure 3 Population by Age Group, 2000-2040
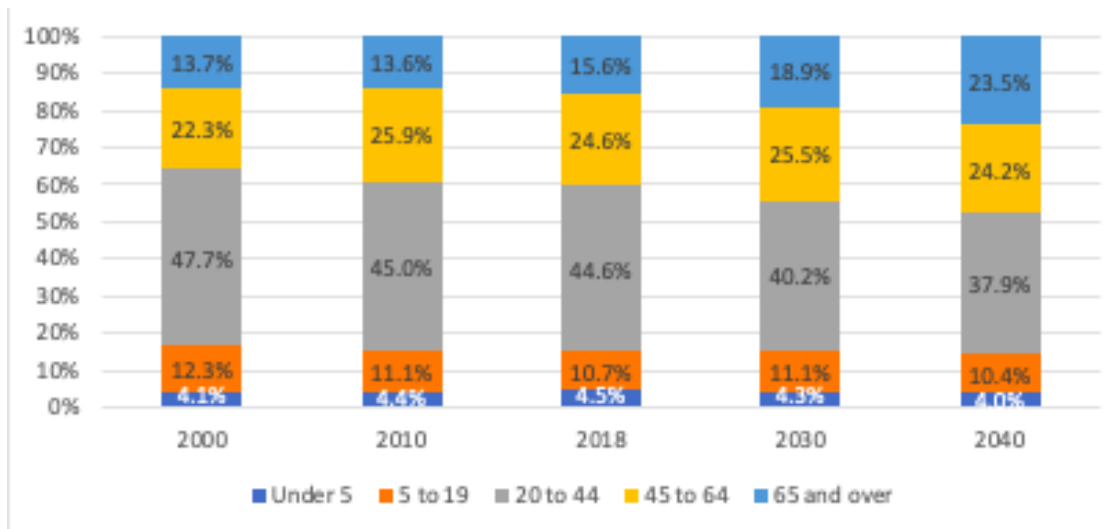
Source: 2000 and 2010 Census; ACS 2018 1-Year Estimate; 2020-2040 projections by ABAG/MTC.

Black and Asian residents are disproportionately seniors. Twenty percent (20%) of the Asian population and 17% of the Black population are over 65 compared to 15% of the overall city within this age group. Native Hawaiian or Pacific Islander, Hispanic or Latino(a,e) residents, and residents of two or more races are also disproportionately children. 36% of the two or more races and 21% of the Hispanic or Latino(a,e) and Native Hawaiian or Pacific Islander populations are within the under 18 age group compared to 14% of the overall city within this age group.

Figure 4 Residents by Age Group and Race & Ethnicity, 2015-2019
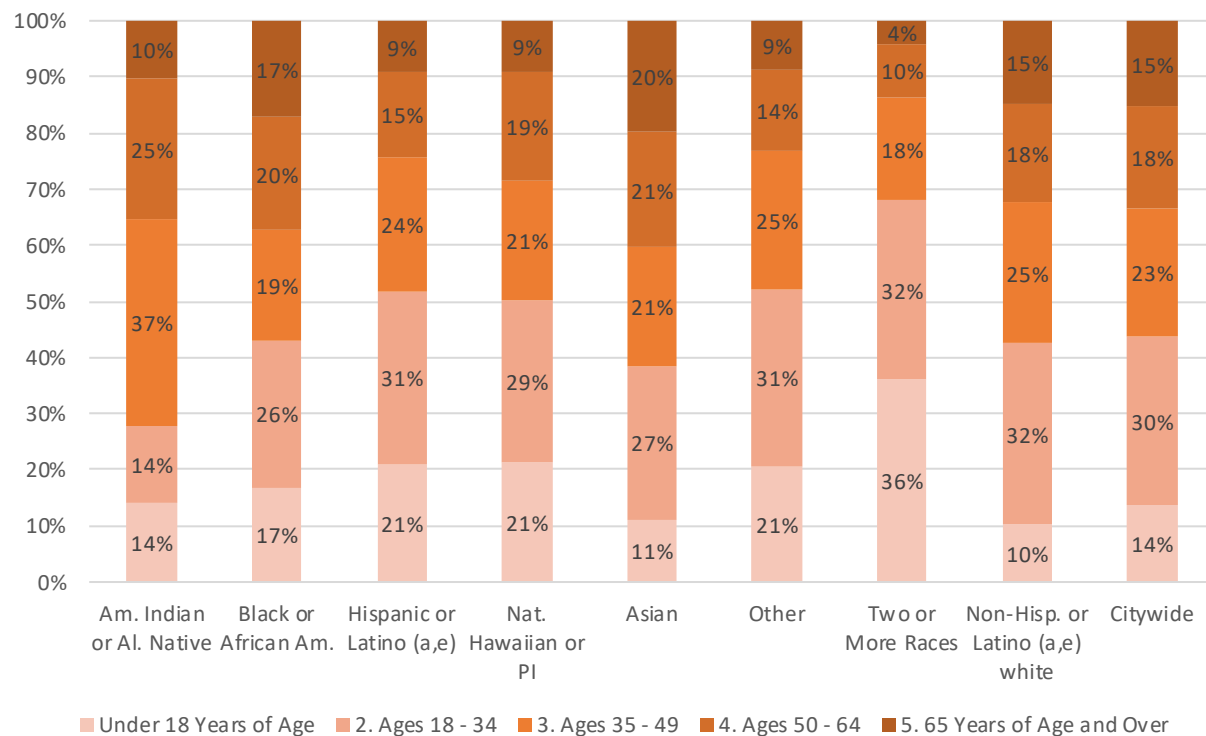
Source: ACS 2019 5-Year Estimates; IPUMS USA.

Household Income

To analyze income in relation to housing programs and policies, SF Planning analyzed household income using the San Francisco Mayor's office of Housing and Community Development (MOHCD) income limits that determine eligibility for the housing programs and services it administers. The basis of these income limits is the Area Median Income (AMI) developed by the US Department of Housing and Urban Development (HUD), for federal housing programs and services. AMI limits are based on Median Family Income estimates from the Census/ACS and Fair Market Rent area definitions for a given metropolitan area. AMI is adjusted for household size in recognition that larger households need more space and have higher costs. MOHCD makes additional adjustments to HUD AMI to ensure that local AMI and income limits for local affordable housing investments and programs align more closely with income levels in the city. [5]

San Francisco's median income has risen dramatically. Adjusting for inflation, median household income increased 41% from $79,731 to $112,376 and median family income increased 43% from $91,751 to $131,253 from the years 2000-2018 (Table 9).

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[5] Planning applied MOHCD's 2018 income limits to the 2014-2018 IPUMS-USA. The 2018 income limits can be found here https://sfmohcd.org/sites/default/files/Documents/MOH/Asset%20Management/2018%20AMI-IncomeLimits-HMFA_04-06-18.pdf . General online information on MOHCD's Income Limits, Rent Limits, and Price Levels can be found here https://sfmohcd.org/ami-levels

Table 9 Median Household and Family Income (Adjusted for Inflation), 2000-2018

2018 Inflation-Adjusted Dollars	2000	2010	2018
Median Household Income	$79,731	$81,732	$112,376
Median Family Household Income	$91,751	$98,323	$131,253

Source: 2000 and 2010 Census; ACS 2018 1-Year Estimate.

A quarter (25%) of households in San Francisco earn above 200% of AMI. Eighteen percent (18%) of households earn up to 30% of AMI (Table 10). These two AMI groups are the highest and lowest AMI groups respectively and are the two largest AMI groups in the city, indicating high income inequality within the city. San Francisco has considerably more high-income and lowest-income households than the Bay Area as a whole. Correspondingly, the city has fewer households in the middle of the income spectrum from 50% of AMI to 150% of AMI than the region.

From 1990 to 2018, San Francisco added more than 85,000 households earning above 120% of Area Median Income (AMI). Some of these households may previously have been moderate or lower income. The rate of increase in higher income households has exceeded the rate of increase in the region.

Over the same period of 1990 to 2018, low- and moderate-income households declined by over 30,000. Low-income households earning between 50% and 80% of AMI have seen the greatest declines along with Very Low-Income (VLI) households earning 30% to 50% of AMI. Moderate-income households earning between 80% and 120% of AMI have also declined. The declines in these income groups in San Francisco were far greater than in the region as a whole. Extremely low-income (ELI) households earning less than 30% of AMI, however, increased by 15% over the time period.

Low- and moderate- income households who have left the city or been displaced may have found cheaper housing options outside of San Francisco. ELI households, however, may find few housing options elsewhere and may attempt to stay in the city despite high costs. Housing stock serving extremely low-income households, such as single room occupancy (SRO) and other affordable housing programs in San Francisco, may be part of the reason why the number of ELI households has been stable or grown. In addition, university students may have increased the numbers of ELI people.

Table 10 San Francisco Households by Income - Change Over Time

	1990	2000	2010	2018	Change	Change (%)
Below 30% AMI	57,516	58,181	63,823	66,018	8,502	15%
30%-50% AMI	42,900	34,789	36,518	33,023	(9,877)	-23%
50%-80% AMI	64,720	56,244	49,976	44,172	(20,548)	-32%
80%-120% AMI	61,414	60,952	54,834	52,280	(9,134)	-15%
120%-150% AMI	28,754	32,158	32,364	33,566	4,812	17%
150%-200% AMI	25,657	33,484	36,754	41,612	15,955	62%
Above 200% AMI	24,561	54,981	61,685	89,004	64,443	262%
Total	305,522	330,789	335,954	359,675	54,153	18%

Source: 1990, 2000, and 2010 Census; 2018 5-Year Estimates; IPUMS USA.

Table 11 Bay Area Households by Income - Change Over Time

	1990	2000	2010	2018	Change	Change (%)
Below 30% AMI	299,505	309,341	372,718	410,938	111,433	37%
30%-50% AMI	265,332	262,395	294,813	304,458	39,126	15%
50%-80% AMI	448,988	433,486	431,605	430,072	(18,916)	-4%
80%-120% AMI	523,683	507,581	484,113	486,297	(37,386)	-7%
120%-150% AMI	254,346	272,064	268,293	274,252	19,906	8%
150%-200% AMI	237,373	276,564	295,043	310,927	73,554	31%
Above 200% AMI	213,327	404,234	416,789	497,909	284,582	133%
Total	2,242,554	2,465,665	2,563,374	2,714,853	472,299	21%

Source: 1990, 2000, and 2010 Census; ACS 2018 5-Year Estimates; IPUMS USA.

Income inequality has been increasing in the city and is particularly pronounced between white people and people of color. Households of color made a fraction of the income of the median white household. Black households earned just 23% of the median non-Hispanic or Latino(a,e) white household income; American Indian households earned 38% ; Latino(a,e) households earned 53%; and Asian households earned 65% (Table 12).

Table 12 Median Household Income by Race

	Median Household Income
Citywide	$ 112,449
American Indian and Alaska Native	$ 55,898
Asian	$ 95,057
Black or African American	$ 34,237
Hispanic or Latino(a,e) (Of Any Race)	$ 77,074
Native Hawaiian and Other Pacific Islander	$ 80,172
Some Other Race	$ 60,863
Two or More Races	$ 127,653
white, Not Hispanic or Latino(a,e)	$ 146,569

Source: ACS 2019 5-Year Estimates.

While about 11% of white households are extremely low income (ELI or earning less than 30% of the Area Median Income), 48% of Black households, 31% of American Indian households, 23% of Latino households, and 22% of Asian households are ELI. Expounded in a later section, renters of color are particularly more likely to experience high rent burden and overcrowding.

Figure 5 Income Group by Race or Ethnicity of the Household Head, 2015-2019
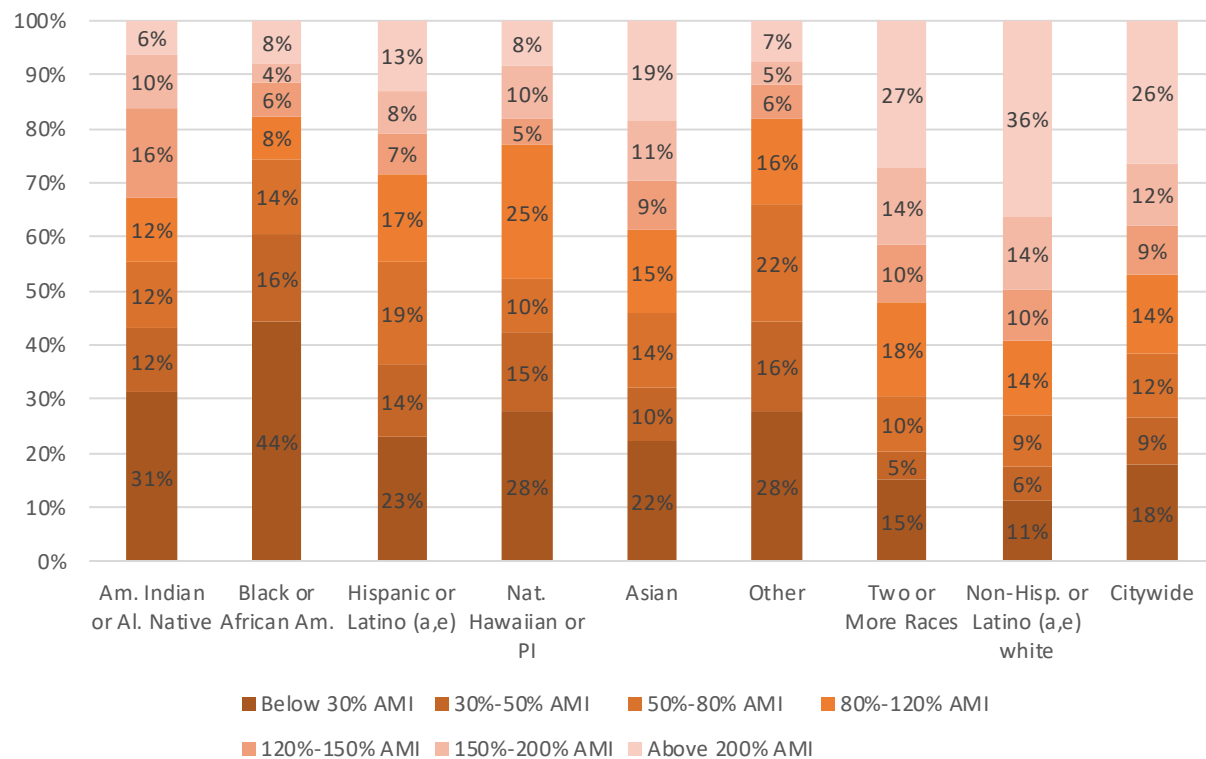
Source: ACS 2019 5-Year Estimates; IPUMS USA.

Tenure

San Francisco remains a majority renter city with 62% of households renting (over 226,000 in 2018) and 38% owning their homes (more than 136,000 in 2018). Homeowner households tend to be larger with an average of 2.7 people compared to 2.1 people for renters. This statistic has stayed stable over the past decade. In 2010, 63% of households reported renting their properties (over 212,000) and 37% reported owning their homes (more than 123,000). In contrast, the majority of the Bay Area region is an owner city with 56% of households owning their homes (over 1.5 million in 2018) and 44% of households renting (over 1.2 million in 2018).

All racial and ethnic groups in the city are majority renter. Black, American Indian, and Latino(a,e) householders have the lowest rates of homeownership, while Asian and white householders have the highest rate of homeownership (Figure 6).

Figure 6 Tenure by Race and/or Ethnicity (2015-2019)
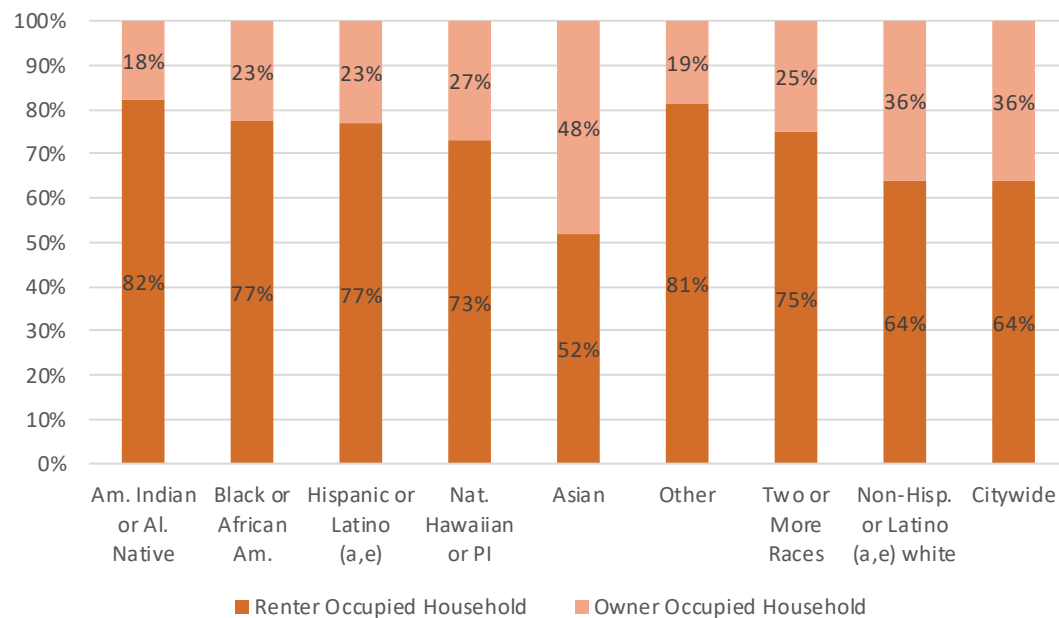
Source: ACS 2019 5-Year Estimates; IPUMS USA.

Renters are markedly lower income than owners in San Francisco. Renters report a median income at $94,739 while homeowners reported a median income of $145,860. About 16% of owners are very low income, including 9% ELI owners, while 34% of renters are very low income including 24% ELI renters. Owners are more likely to be moderate or high income than renters, though there are far more renter households overall. Likely due to lower incomes, renters tend to have higher rates of cost burden and crowding (Table 13).

Table 13 Household Income by Tenure

Household Income by Tenure						
Income Groups	Owners	%	Renters	%	Total	%
Below 30% AMI	12,026	9%	53,992	24%	66,018	18%
30%-50% AMI	9,400	7%	23,623	10%	33,023	9%
50%-80% AMI	17,038	13%	27,134	12%	44,172	12%
80%-120% AMI	22,018	16%	30,262	13%	52,280	15%
120%-150% AMI	13,025	10%	20,541	9%	33,566	9%
150%-200% AMI	17,380	13%	24,232	11%	41,612	12%
Above 200% AMI	42,755	32%	46,249	20%	89,004	25%
Total	133,642	100%	226,033	100%	359,675	100%
Median Income	$145,860		$94,739			

Source: ACS 2018 5-Year Estimates; IPUMS USA.

Housing Tenure by Census Tract

The highest rates of homeownership are within the southern and western parts of the city. These areas align with areas with the highest rates of single-family homes.

Figure 7 Ownership Rate by Census Tract
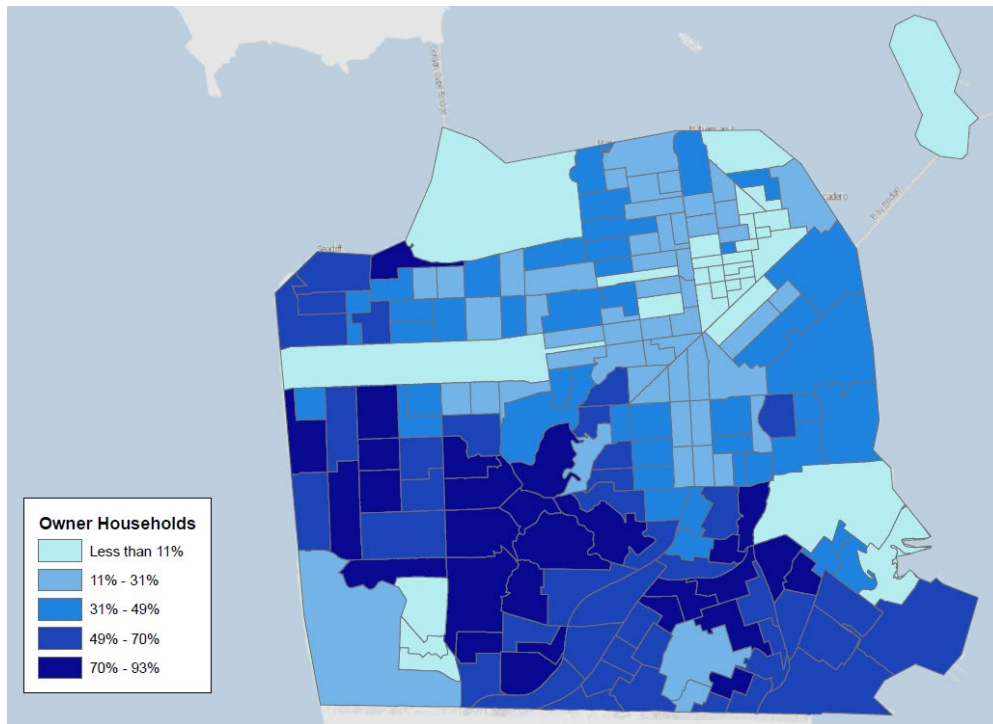
Source: ACS 2018 5-Year Estimates.

Figure 8 Renter Rate by Census Tract
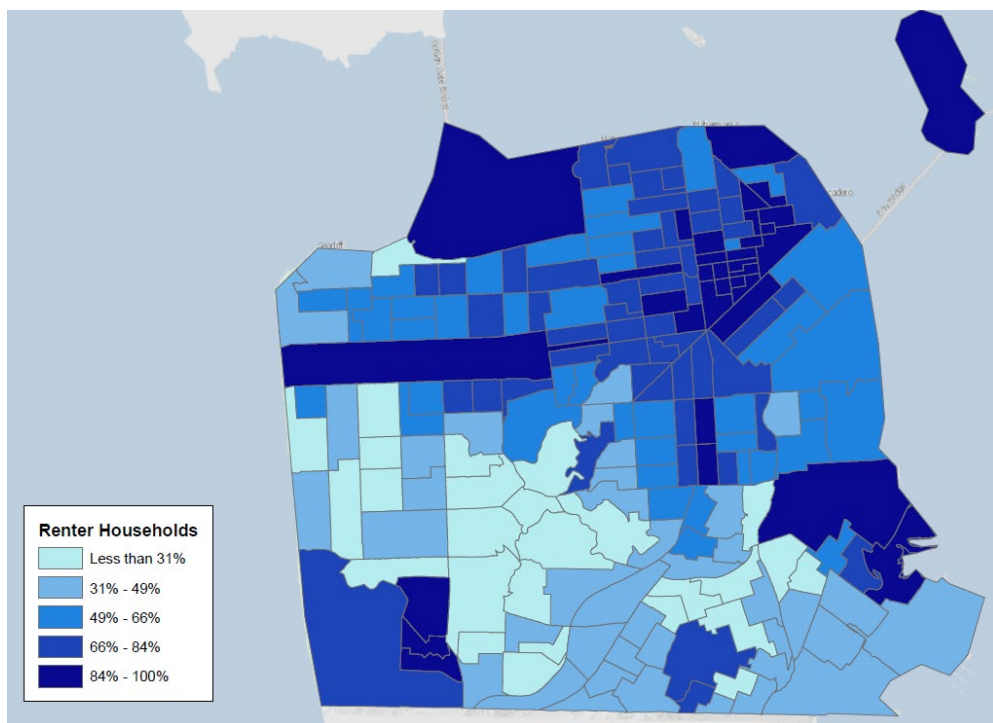
Source: ACS 2018 5-Year Estimates.

The northeastern part of the city along with parts of the southwestern and southeastern areas of the city have the highest rate of renter households. These areas align with parts of the city with buildings containing 5 or more units. This is especially true in the northeastern part of the city, which has some of the highest rates of buildings with 20+ units.

Household Type and Size

Most of San Francisco's households are smaller, comprising of 36% individuals and 24% couples. This is compared to 25% individuals and 23% couples among households in the Bay Area as a whole. The percentage of households with children in San Francisco is significantly lower than the overall Bay Area (18% versus 32%).

Figure 9 San Francisco Households by Type
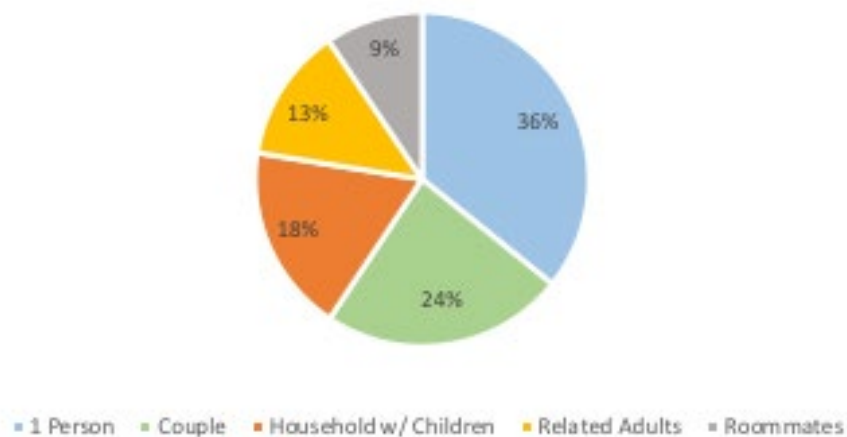
Source: ACS 2018 5-Year Estimates; IPUMS USA.

Figure 10 Bay Area Household by Type
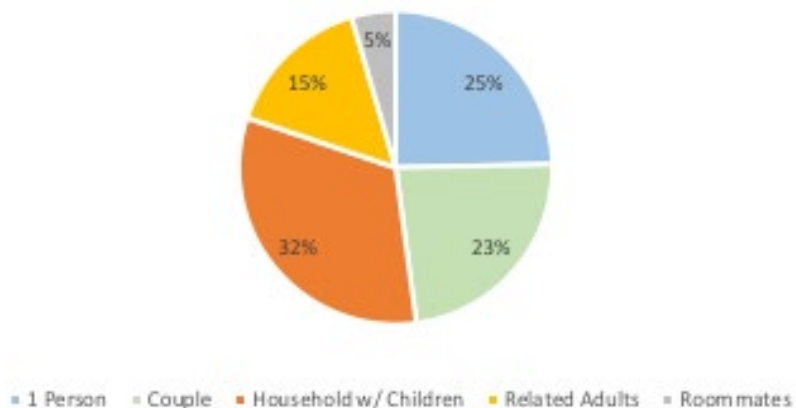
Source: ACS 2018 5-Year Estimates; IPUMS USA.

The number of couples, both married and unmarried, in the city has increased in number by over 50%, since 1990, far more than total household growth in the city (18%) or the growth in couples in the Bay Area overall (15%). Related adults living together (excluding couples and families with children) and

roommates have grown at a similar rate as overall household growth. The number of families with children has remained largely the same even as the city's population has grown, indicating fewer families with children are able to keep up with rising costs.

Table 14 San Francisco vs Bay Area Households by Type (Change 1990-2018)

	1990		2018		Change 1990 – 2018 (%)	
	SF	Bay Area	SF	Bay Area	SF	Bay Area
1 Person	118,888	583,060	128,739	669,908	8%	15%
Couple	56,211	508,881	84,771	630,517	51%	24%
Household w/ Children	64,849	750,897	65,339	875,423	1%	17%
Related Adults	38,605	287,154	46,811	415,680	21%	45%
Roommates	26,969	112,562	34,015	123,325	26%	10%
Total	305,522	2,242,554	359,675	2,714,853	18%	21%

Source: ACS 2018 5-Year Estimates; IPUMS USA.

Couples are more likely to be high-income households, with nearly 40% of couples earning more than 200% AMI compared to about a quarter of all households. Roommates are also more likely to be higher income. Couples and roommates are both more likely to have multiple workers in the household that contribute total household income in contrast with other households, such as families with children. The income distribution of families with children is extremely polarized. Nearly 23,000 families with children live at 0%-80% AMI while 26,000 higher families with children earn more than 150% AMI. Related adults living together are less likely to be high income than the city as a whole and more likely to be moderate or low income. Of all households, one person households are the most disproportionately low income. There are 40,000 one-person households living under 30% AMI, and they comprise 61% of all households making under 30% AMI.

Table 15 Household Type by Income

	1 Person	Couple	Household w/ Children	Related Adults	Roommates	Citywide
Below 30% AMI	40,513	8,006	8,537	5,930	3,032	66,018
30%-50% AMI	13,884	5,005	5,813	6,229	2,092	33,023
50%-80% AMI	16,678	7,660	9,234	7,824	2,776	44,172
80%-120% AMI	17,819	11,040	10,391	9,085	3,945	52,280
120%-150% AMI	10,944	7,740	5,316	4,958	4,608	33,566
150%-200% AMI	12,435	12,077	7,075	5,240	4,785	41,612
Above 200% AMI	16,421	33,243	19,018	7,545	12,777	89,004
Grand Total	**128,694**	**84,771**	**65,384**	**46,811**	**34,015**	**359,675**

Source: ACS 2018 5-Year Estimates; IPUMS USA.

Renters are more likely to be individuals and roommates (42% and 13% respectively) relative to their share of households overall, while owners are more likely to be households with children or of related adults. Couples make up a slightly larger percentage of owners than renters (27% compared to 22%, respectively) and are the most common household type to be owners. Related adults also make up a disproportionate percentage of owners relative to their share of households overall.

Table 16 Household Type by Tenure

Household Type	Owners	% of Owners	Renters	% of Renters	Total by Household Type	% of Households
1 Person	33,625	25%	95,069	42%	128,694	36%
Couple	35,556	27%	49,215	22%	84,771	24%
Household w/ Children	34,783	26%	30,601	14%	65,384	18%
Related Adults	25,788	19%	21,023	9%	46,811	13%
Roommates	3,890	3%	30,125	13%	34,015	9%
Total	**133,642**		**226,033**		359,675	

Source: ACS 2018 5-Year Estimates; IPUMS USA.

People of color were more likely than white people to live in family households (Figure 11) and larger households (Figure 12), particularly Asian, Latino(a,e), and Native Hawaiian or Pacific Islander residents.

Figure 11 Household Type by Race & Ethnicity (2015-2019)
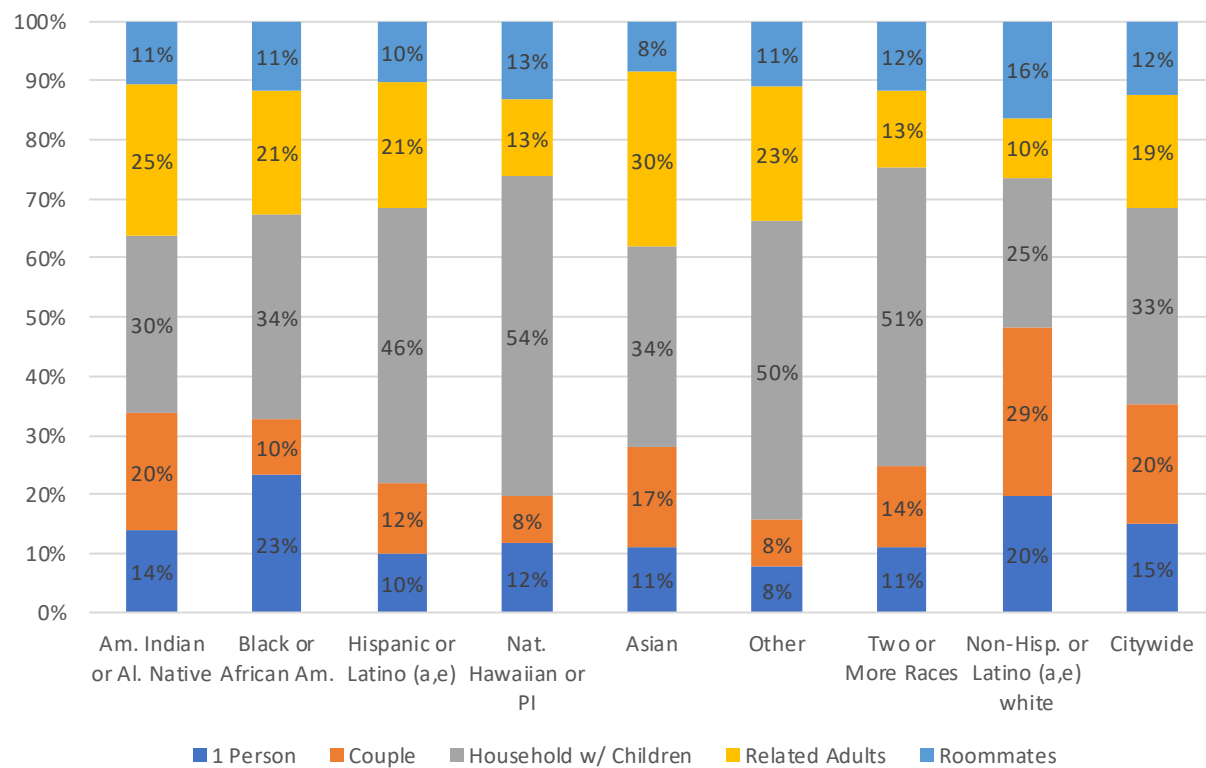
Source: ACS 2019 5-Year Estimates; IPUMS USA.

Figure 12 Household Size by Race & Ethnicity
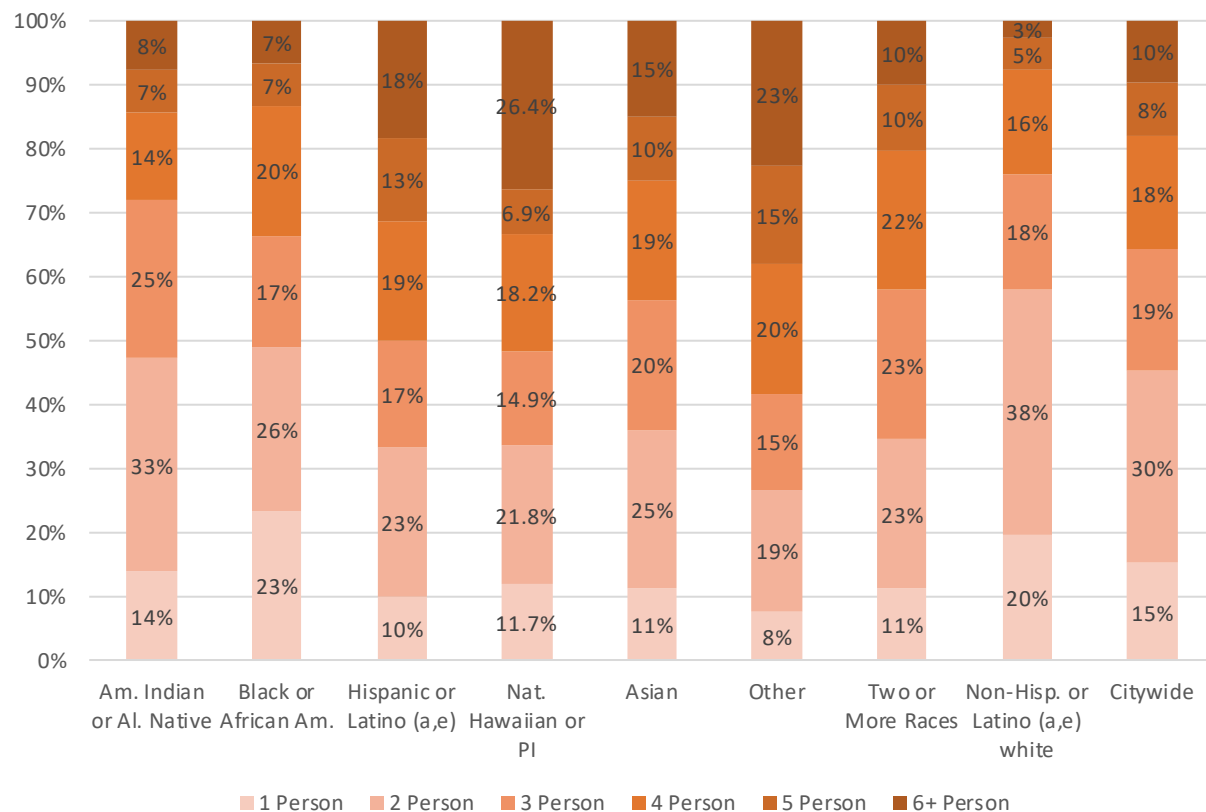
Source: ACS 2019 5-Year Estimates; IPUMS USA.

Employment and Working Residents

Jobs

As of 2019 there were 539,135 working residents in San Francisco, up 92,68 since 2010. During the same time period, the average workers per household also increased. The number of employed residents is projected to increase between now and 2040.

Table 17 Employed Residents in San Francisco

Year	Employed Residents	Average Workers per Household	Employed Residents Change	Employed Residents % Change
2000	427,823	1.30	-	-
2010	446,448	1.29	18,625	4%
2019	539,135	1.47	92,687	21%
2030 (est.)	576,950	1.32	37,815	7%
2040 (est.)	620,260	1.28	43,310	8%

Source: 2000 and 2010 Census; ACS 2019 5-Year Estimates; 2030 and 2040 Plan Bay Area 2040/ABAG Projections 2040.

From 2010 to 2019, the number of workers in San Francisco grew by 225,000, from 545,721 to 760,775. While some of the rise was due to economic recovery from the Great Recession, the city reached a new peak with 150,000 more jobs than reported during the peak of the "Dot Com" boom in 2000. The increase in jobs in the city from 2010 to 2019 was part of a regional surge of nearly 900,000 jobs added. The growth in jobs in San Francisco stopped or reversed over the course of the COVID-19 pandemic. However, job growth is expected to resume and continue in coming decades.

Table 18 San Francisco Employment Trends and Projections, 2000-2040

Year	San Francisco Total Jobs	Bay Area Total Jobs	San Francisco Growth (Loss)	San Francisco % Change	San Francisco as % of Bay Area
2000	611,676	3,545,274	-	-	17.3%
2010	545,721	3,113,584	(65,955)	-10.8%	17.5%
2019	760,775	4,009,153	215,054	39.4%	19.0%
2030 (est.)	840,270	4,405,125	54,740	7.0%	19.1%
2040 (est.)	872,510	4,698,375	32,240	3.8%	18.6%

Source: 2000, 2010 and 2019 BLS QCEW; 2030, 2040 Plan Bay Area 2040/ABAG Projections 2040

Average wages, defined as money earned as part of a salary for a job and excluding other forms of income such as pensions, Social Security, and public benefits, increased significantly during the boom since 2010, growing to $129,888 in 2019, up 31% in inflation adjusted dollars (Figure 13).

Figure 13 Inflation Adjusted Average Annual Wage, 1990-2019

Source: 2000, 2010 and 2019 BLS QECW data.

The city has high job concentrations relative to the rest of the country in the information, professional services and management, financial activities, and leisure and hospitality industries. The information industry has the highest employment location quotient of any industry within San Francisco at 3.50, meaning the city has a concentration of jobs within this industry 3.5 times higher than the rest of the country. Jobs in the information and financial activities sectors have the highest wages of any other industry in the city, both reporting nearly double the average overall wage of the city (approx. $244,000 vs. $129,888). In contrast, jobs in the education and health services and leisure and hospitality industries

reported the lowest wages in the city at $58,211 and $48,103, respectively – below half of the city's average (Table 19).

Table 19 Average Annual Wage and Employment by Section, San Francisco 2019

Industry	Average Annual Wages	Jobs	Employment Location Quotient Relative to U.S.
PRIVATE INDUSTRY	$133,626	659,150	1.02
Goods-producing	$115,469	37,854	0.33
Natural resources and mining	$69,874	216	0.02
Construction	$110,431	24,045	0.63
Manufacturing	$125,105	13,593	0.21
Service-providing	$134,732	621,296	1.16
Trade, transportation, and utilities	$123,507	83,506	0.59
Information	$244,559	51,239	3.50
Financial activities	$244,010	61,713	1.44
Professional and business services	$167,869	201,150	1.84
Education and health services	$58,211	92,131	0.78
Leisure and hospitality	$48,103	101,588	1.20
Other services	$59,696	29,967	1.28
GOVERNMENT	$105,092	101,625	-
Federal Government	$108,702	13,062	0.90
State Government	$113,994	40,233	1.68
Local Government	$96,706	48,330	0.66
OVERALL	$129,888	760,775	-

Source: 2019 BLS QCEW.

Note: Government Average Annual Wages is a weighted average.

Employment Trends and Income

The increase in average wages helped drive the increase in higher income households in the city. However, increases in wages were not distributed evenly. More than 60% of workers living in San Francisco earned less than $100,000, including 18% who earn less than $25,000 and 18% who earn between $25,000 and $50,000 (Figure 14).

Figure 14 Employed San Francisco Residents by Wages
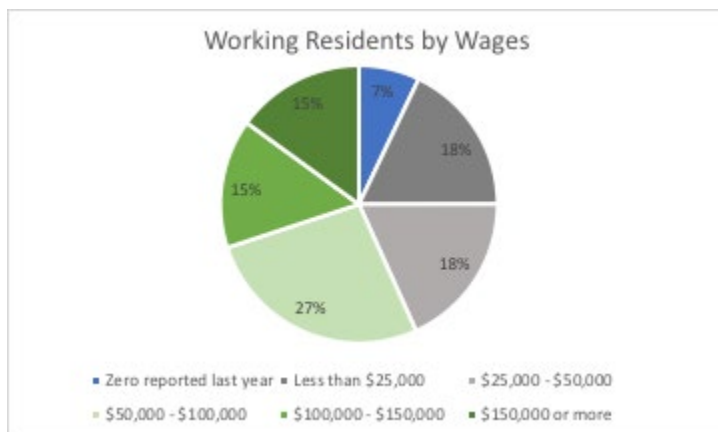
Source: ACS 2018 5-Year Estimates; IPUMS USA.

This income inequality is present across racial categories. white workers are more likely than any other racial group in San Francisco to make more than $50,000 (Figure 15).

Figure 15 Wages of San Francisco Residents by Race & Ethnicity
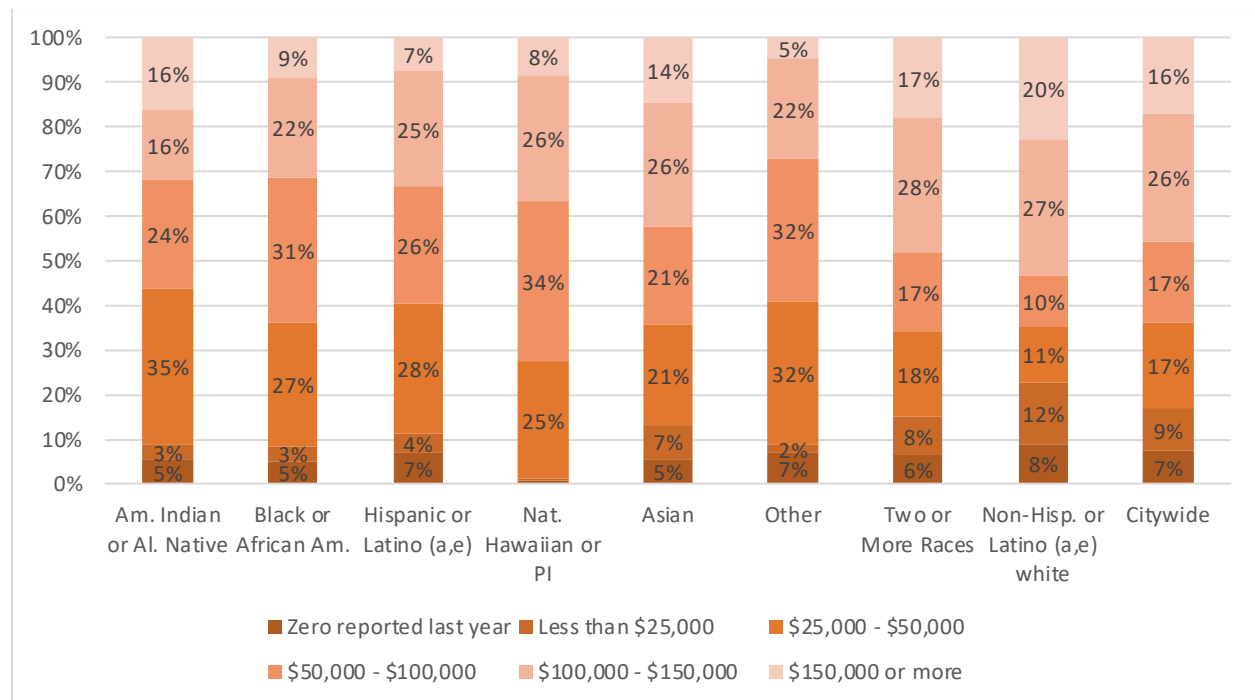
Source: ACS 2019 5-Year Estimates; IPUMS USA.

Not only are white residents more likely to be employed in high wage jobs but they are also more like to be employed in industries that allow for work from home, such as professional services, management, finance, and information. People of color are more likely to work in lower paid and essential work sectors like health services and retail. Latino(a,e), Black, American Indian, and Asian residents in particular are more likely to work in accommodation, food service, retail, industries which have been particularly insecure and dangerous due to risks posed by COVID-19 (Table 20).

Table 20 Workers by Race & Ethnicity and Industry

Workers by Race by Industry									
Industry	Am. Indian or Al. Native	Black or African Am.	Hispanic or Latino (a,e)	Nat. Hawaiian or PI	Asian	Other	Two or More Races	Non-Hisp. or Latino (a,e) white	Citywide
Professional, scientific, and management, and administrative, and waste management services	10%	17%	18%	20%	22%	14%	28%	31%	25%

Educational services, and health care and social assistance	16%	22%	17%	19%	20%	16%	17%	16%	18%
Arts, entertainment, and recreation, and accommodation and food services	17%	13%	19%	15%	11%	25%	11%	8%	11%
Retail	1%	12%	9%	8%	10%	10%	12%	7%	9%
Finance and insurance, and real estate, and rental and leasing	3%	7%	5%	11%	8%	4%	7%	10%	9%
Information	2%	3%	4%	0%	5%	3%	6%	8%	6%
Manufacturing	4%	2%	5%	10%	6%	5%	4%	5%	5%
Other services, except public administration	14%	5%	6%	4%	5%	6%	3%	3%	4%
Transportation and warehousing, and utilities	6%	11%	4%	3%	5%	4%	3%	3%	4%
Construction	13%	2%	7%	5%	3%	8%	3%	3%	3%
Public administration	9%	5%	4%	5%	4%	3%	4%	3%	3%
Wholesale trade	1%	1%	2%	0%	2%	1%	2%	2%	2%
Agriculture, forestry, fishing and hunting, and mining	2%	1%	0%	0%	0%	0%	1%	0%	0%
Military	3%	0%	0%	0%	0%	0%	0%	0%	0%

Source: ACS 2019 5-Year Estimates; IPUMS USA.

The unemployment rate generally aligns with contractions in the economy. Higher rates of unemployment followed economic downturns after the 2001 Dot Com Crash, the 2008 Great Recession, and the beginning of the COVID-19 pandemic in 2020 (Figure 16). The closure of businesses and reduction of operations in response to the COVID-19 pandemic has at least temporarily shrunk employment in San Francisco, particularly in leisure and hospitality such as hotels, restaurants, bars, and event spaces. The long-term effects of business closures, out-migration, and remote work opportunities on local employment rates are still yet to be fully understood.

Figure 16 San Francisco Unemployment Rate, 2000-2020
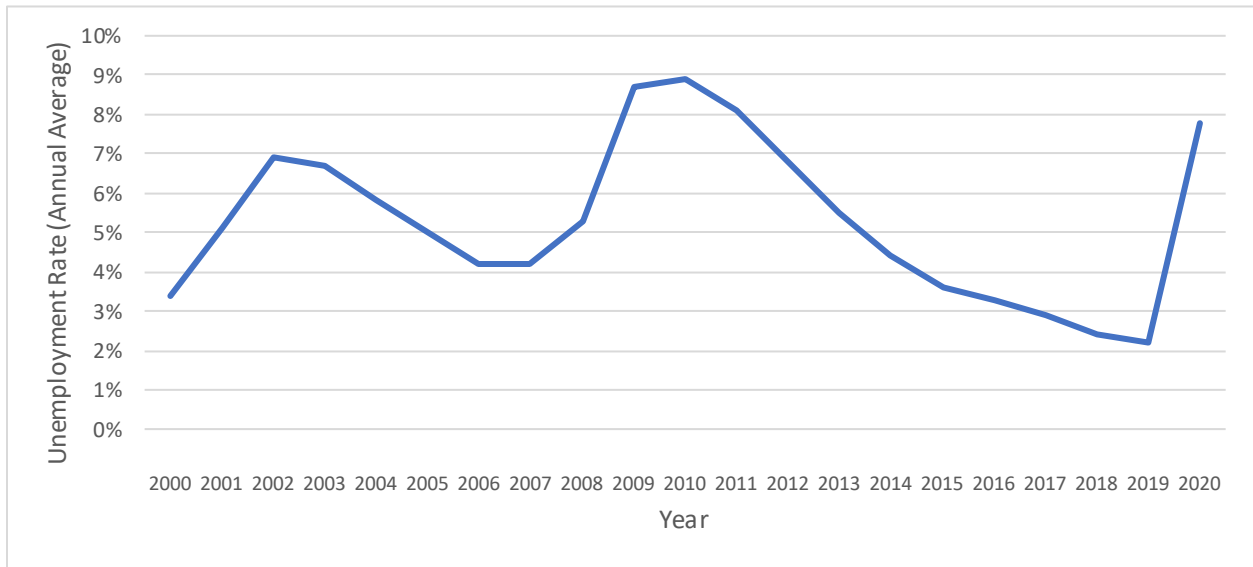
Source: 2000 to 2020 BLS; not seasonally adjusted.

Higher rates of unemployment occur in the southern part of the city, particularly in the southeastern part of the city, along with Treasure Island (Figure 17). These areas align with higher concentrations of lower income areas and communities of color. Locations of major universities, including San Francisco State and University of San Francisco also show higher concentrations of unemployment as some students may not be working while in school, especially those who are living on campus.

Figure 17 Unemployment Rate by Census Tract
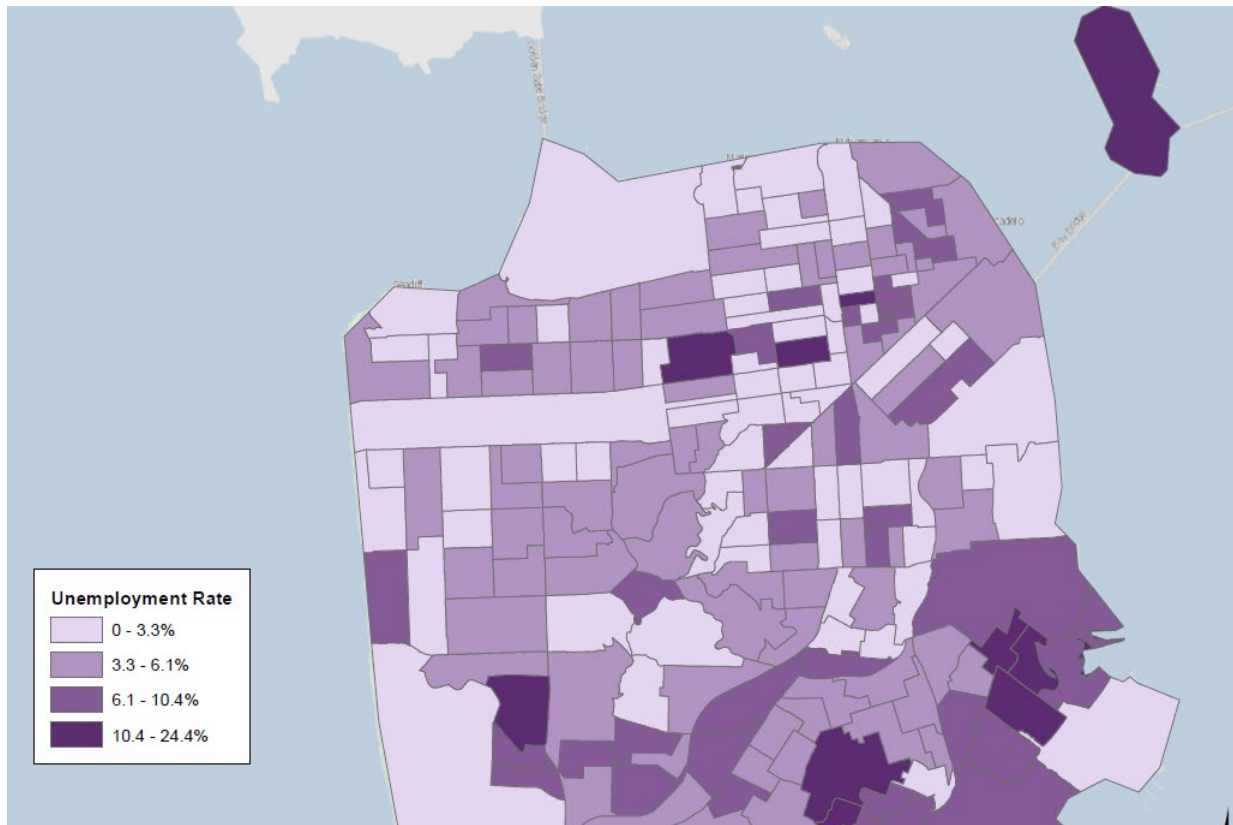
Source: ACS 2018 5-Year Estimates.

Unemployment rates in the city are the highest among American Indian (10.7%) and Black residents (10%), while white residents are the only racial group to report an unemployment rate lower than the overall rate (3.3% vs. 4.2%) (Table 21). These conditions contribute to wealth and social disparities felt across the experiences between white residents and people of color.

Table 21 Unemployment Rate by Race & Ethnicity

	Unemployment Rate
Citywide (16 Years and Over)	4.2%
Am. Indian or Al. Native	10.7%
Black or African Am.	10.0%
Hispanic or Latino(a,e)	4.9%
Nat. Hawaiian or PI	7.4%
Asian	4.2%
Other	4.7%
Two or More Races	5.0%
Non-Hisp. or Latino(a,e) white	3.3%

Source: ACS 2019 5-Year Estimates.

San Francisco is a major employment hub, attracting employees from across the region. While San Francisco is home to thousands of residents who work in other cities, about 250,000 net in-commuters commute to the city each day, the most of any Bay Area county.

Table 22 Workers Commuting Daily into San Francisco

	SF Workers by Home County		SF Residents by Work County		Net Flow
	Count	Share	Count	Share	
San Francisco County	284,417	39.3%	284,417	61.1%	0
Alameda County	107,505	14.9%	33,583	7.2%	73,922
San Mateo County	86,374	11.9%	50,913	10.9%	35,461
Contra Costa County	63,424	8.8%	9,893	2.1%	53,531
Santa Clara County	36,516	5.0%	35,765	7.7%	751
Marin County	26,988	3.7%	9,552	2.1%	17,436
Los Angeles County	20,702	2.9%	10,591	2.3%	10,111
Sacramento County	13,165	1.8%	4,494	1.0%	8,671
All Other Counties	84,816	11.7%	26,465	5.7%	58,351
Total	723,907	100.0%	465,673	100.0%	258,234

Source: 2018 LEHD on the Map Data.

Note: Data does not include self-employed people.

III. Housing Characteristics and Trends

This section provides background information on the physical and qualitative characteristics of San Francisco's housing stock, and it examines the demographics associated with different housing and unit types. It describes regulated housing such as rent controlled and SROs and subsidized affordable housing, as well as services funded through federal, state, and local sources. It includes information on housing complaints and violations. It also includes information on housing production, including affordable housing. The analysis then examines rent and prices trends and changes to the housing stock, including alterations, additions, accessory units, and loss of units. This informs housing cost burden analysis in the following section on equity and vulnerability. The information included in this section is based on various data sources including Census, ACS, IPUMS-USA, as well as local data on housing production and land use.

Housing Characteristics by Tenure

Age of Housing

There are about 400,000 housing units in San Francisco. Nearly half of these homes were built before 1940 while another 34% were built between 1940 and 1980. In contrast, less than 15% of the region's housing was built before 1940. Most were built between 1940 and 1980. During the 1960s and 1970s, little net housing was added in the city because new construction was offset by the demolition of thousands of homes due to Urban Renewal in the Western Addition/Fillmore, SoMa, and other neighborhoods. In the 1980s and 1990s, little housing was added - just 8% of the city's total housing. Since 2000, new construction added about 11% of the city's housing, an increase in production from the 1990s but far less than the early 20th Century. Housing built since 2010 is more likely to be rental, while owners disproportionately live in homes built before 1940 (Table 23). However, the majority of all housing in the city, including older housing, are rental units.

Table 23 Total Number of Units by Year Structure Built

Year Structure Built	All Units		Occupied		Owner		Renter	
2010 or Later	21,490	5%	17,102	5%	5,203	4%	11,899	5%
2000 to 2009	23,694	6%	20,424	6%	8,672	6%	11,752	5%
1990 to 1999	16,884	4%	15,658	4%	4,325	3%	11,333	5%
1980 to 1989	17,654	4%	16,805	5%	5,845	4%	10,960	5%
1970 to 1979	30,845	8%	29,364	8%	5,352	4%	24,012	11%
1960 to 1969	30,242	8%	28,064	8%	7,451	5%	20,613	9%
1950 to 1959	34,259	9%	32,520	9%	12,593	9%	19,927	9%
1939 to 1949	35,423	9%	33,887	9%	17,996	13%	15,891	7%
1939 or earlier	190,987	48%	169,003	47%	68,805	51%	100,198	44%
Total	401,478	100%	362,827	100%	136,242	100%	226,585	100%

Source: ACS 2018 1-Year Estimates.

Neighborhoods with buildings built mostly before 1940 cluster close to downtown such as Chinatown, North Beach, Tenderloin, and Nob Hill. These contain much of the city's stock of buildings with 20+ units. Older housing is also common in neighborhoods developed along early transit lines, such as the Mission, Castro, Noe Valley, Marina, Haight, Western Addition, Inner Sunset, Inner Richmond, and Glen Park. These neighborhoods often have a mix of single-family homes and smaller multifamily buildings, as

well as a few buildings over 20 units. Much of the city's multifamily rental housing pre-dates modern zoning codes and could not be built under today's density rules. After 1940, single-family home neighborhoods with more auto-oriented patterns were built in areas like the Outer Sunset, Outer Mission, Portola, Bayview, Diamond Heights, and West of Twin Peaks. Most construction in the last 20 years has been concentrated in the east side of the city, often on former railyards, warehouses, or industrial land. New buildings are typically multifamily, including towers in SoMa and Mission Bay and mid-rise buildings of five to eight stories in the Mission, Hayes Valley, and Dogpatch.

Housing by Building and Unit Size and Tenure

San Francisco's housing is diverse in terms of size of buildings and units. About a third of the city's housing units are single-family homes and another 21% are in buildings of 2 to 4 units. Small multifamily buildings of 5 to 9 units contain about 9% homes and buildings of 10 to 19 units provide another 9%. Larger multifamily buildings of 20 units or more contain about 28% of the city's housing.

Two thirds of homeowners live in single-family homes, although they make up only a third of all housing. In contrast, renters are far more likely to live in larger buildings, with 36% living in buildings of 20 units or more (Table 24).

Table 24 Housing Units by Units in Structure and Tenure

Structure Type	All Occupied Units		Owner		Renter	
Single-family	118,028	33%	90,565	66%	27,463	12%
2-4 Units	77,439	21%	23,848	18%	53,591	24%
5-9 Units	33,884	9%	3,824	3%	30,060	13%
10-19 Units	31,728	9%	2,726	2%	29,002	13%
20 to 49 Unit	37,134	10%	4,407	3%	32,727	14%
50+ Units	64,135	18%	10,721	8%	53,414	24%
Other	479	0%	151	0%	328	0%

Source: ACS 2018 1-Year Estimates.

Between 2010 and 2018, San Francisco saw the largest increase in 50+ housing units (34%). However, housing unit construction has been slow - overall housing units increased by only 8% during this period (Table 25).

Table 25 San Francisco Households by Housing Units, 2010-2018

	2010	2018	2018 % of Housing Units	SF 2010-2018 % Change
Single-family	109,014	118,028	33%	8%
2 to 4 units	77,098	77,439	21%	0.4%
5 to 19 units	69,539	65,612	18%	-6%
20 to 49 units	32,007	37,134	10%	16%
50+ more	47,856	64,135	18%	34%
Mobile homes	498	479	0.1%	-4%
Total Occupied Housing Units	336,012	362,827	-	8%

Source: ACS 2018 1-Year Estimates. Note: Percentages may not add to 100% due to rounding

The majority of housing units in San Francisco (30%) are homes that have 2 bedrooms, with 1-bedrooms and 3-bedrooms following. Renters and owners report disparities in the size of the housing they occupy. The majority of renters (84%) live in units with 2 bedrooms or fewer. Owners, in contrast, are more likely to live in larger units of 3 or more bedrooms.

Table 26 Housing Units by Number of Bedrooms

Bedrooms	All Occupied Units		Owner		Renter	
Studio	51,743	14%	2,430	2%	49,313	22%
1 Bedroom	90,624	25%	10,407	8%	80,217	35%
2 Bedrooms	107,771	30%	47,478	35%	60,293	27%
3 Bedrooms	76,207	21%	50,307	37%	25,900	11%
4 Bedrooms	27,066	7%	19,320	14%	7,746	3%
5+ Bedrooms	9,416	3%	6,300	5%	3,116	1%

Source: ACS 2018 1-Year Estimates.

The northeastern and southwestern areas of the city have the lowest median number of rooms (0 to 2.5 rooms). These areas correspond to the Tenderloin, Chinatown, and Park Merced neighborhoods. The Tenderloin and Chinatown have a large number of residential hotels and Parkmerced is entirely rental housing, including tower and garden apartments, many of which serve students (Figure 18). The western areas of the city have the highest median number of bedrooms (5.4 to 7.6) corresponding to areas known for larger, single-family homes (Figure 19).

Figure 18 Median Room Count by Census Tract
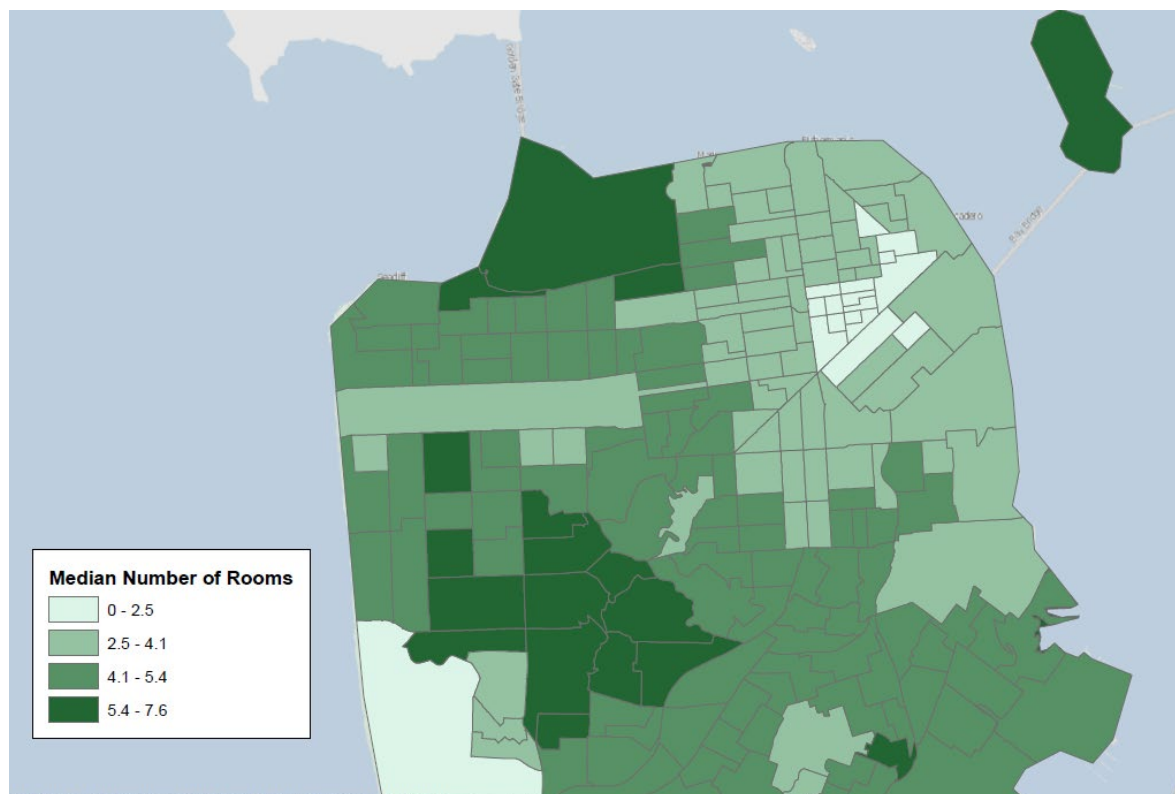
Source: ACS 2018 5-Year Estimates.

Figure 19 Share of Single-Family Homes by Census Tract
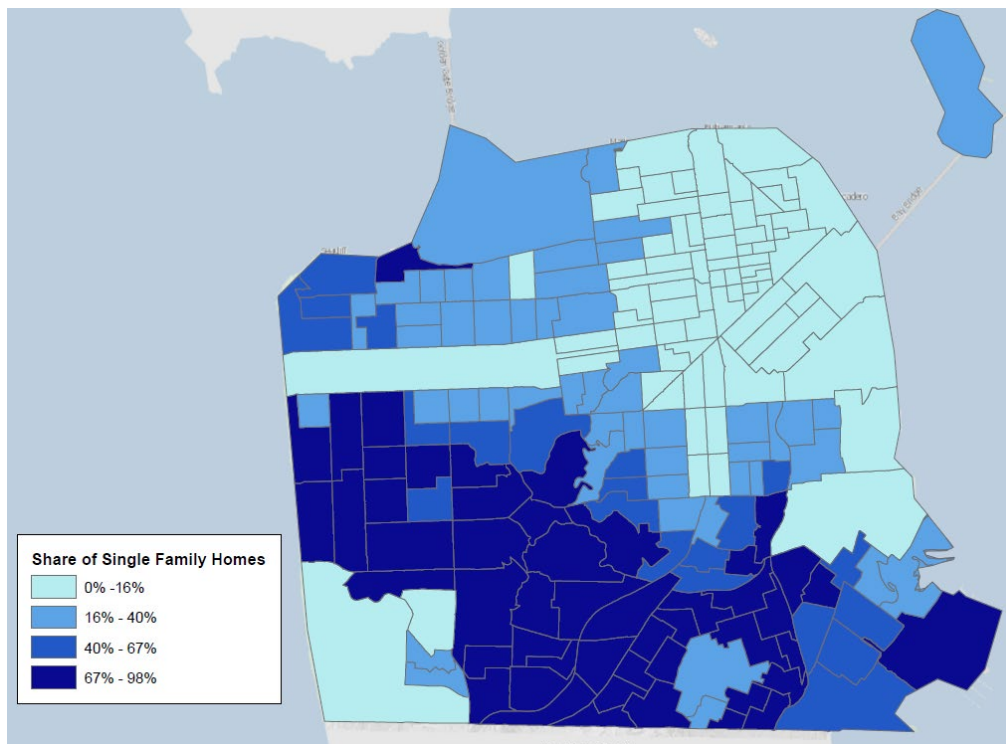
Source: ACS 2018 5-Year Estimates.

Figure 20 Share of 20+ Unit Buildings
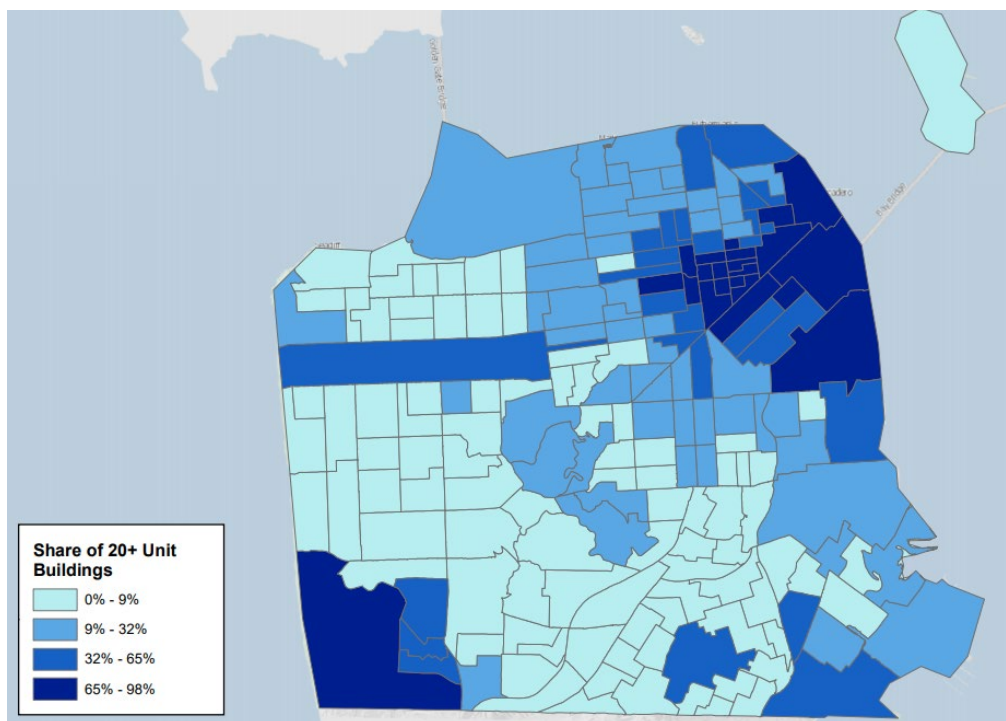
Source: ACS 2018 5-Year Estimates.

The northeastern part of the city and Park Merced have the highest share (65-98%) of 20+ unit buildings. These are extremely dense neighborhoods that serve a variety of residents, including the extremes of low- and high-income households and students.

Vacancy

Total vacant units were estimated at more than 38,000 units in 2018, or 9.6% of all units. Vacant homes available for rent or for sale or recently rented or sold number 16,700, or 4% of all homes. About 7,400 units, or nearly 2%, are estimated to be used for seasonal, recreational, or occasional use, which could include second homes, short-term rentals, or intermediate length stays. Regulation of short-term rentals has removed thousands of units from short-term rental websites and restricted the rental of full units to no more than 90 days a year. The majority of vacant units (37.4%) are classified as "other" vacant, which could include homes under renovation or repair or homes where the owner is recently deceased or that are in probate (Table 27). Census data appears to show that vacancy is most concentrated in older buildings built before 1940, which includes older apartment buildings as well as single-family homes. Higher vacancy in older housing could be due to repairs, seismic retrofits, or renovations to appeal to new renters or buyers.

Table 27 Housing Vacancy Types

Total Housing Units	401,478
Occupied Housing Units	362,827
	90.4%
Vacant Housing Units	38,651
	9.6%
For Rent	7,509
	19.4%
Rented, not occupied	2,780
	7.2%
For Sale only	411
	1.1%
Sold, not occupied	6,043
	15.6%
For seasonal, recreational, or occasional use	7,451
	19.3%
For migrant workers	0
	0.0%
Other Vacant	14,457
	37.4%

Source: 2018 1 Year ACS

Demographics by Housing Characteristics

Lower income renters are much more likely to live in smaller homes and in multifamily buildings than those with higher incomes. ELI and VLI renters occupy 55% of studios although they comprise only 34% of renters. This is in part because both ELI and VLI households are more likely to be one-person households (Figure 22). ELI and VLI renters are also more likely to live in buildings with more than 20 units. In contrast, those with higher incomes tend to occupy larger units, have larger households, and

are more likely to own their home. Buildings of two to four units are most likely of all housing types to be occupied by higher income households (Figure 21). This could be because many of these buildings are found in areas with more historic architecture, relative proximity to Downtown, and that are historically higher income that may be more appealing higher income renters and buyers.

Despite high home prices, 50% of single-family homes are owned by moderate- or low-income owners. Single-family homes have much lower turnover than multifamily ownership units or rental units. Forty-six (46%) of single-family homes are occupied for 20 years or more and 70% are occupied for 10 years or more. Length of ownership may explain why such a large number of single-family homes have owners with low- and moderate-incomes. These households may have bought a home when prices were lower, inherited a home, or their income may have been higher when they bought the home, such as retirees.

Figure 21 Building Size by Household Income
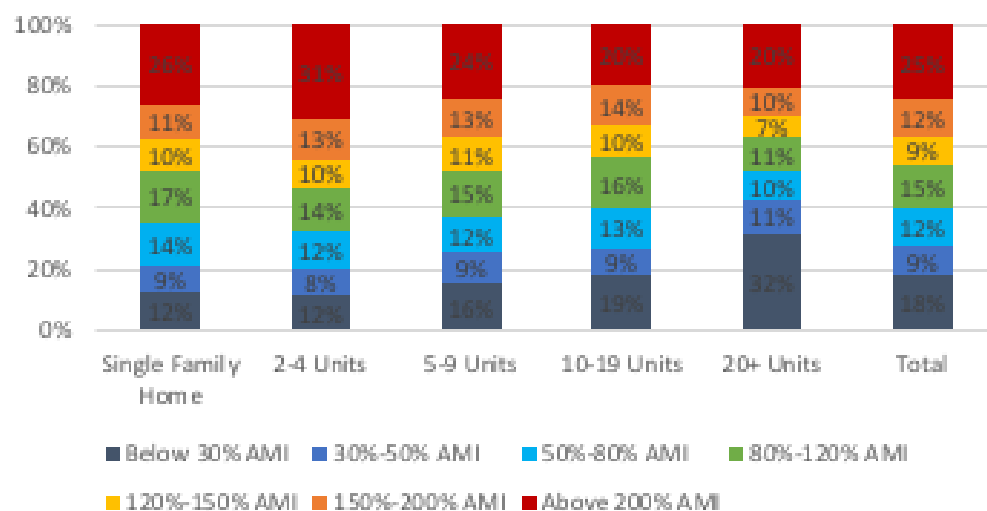
Source: ACS 2018 5-Year Estimates; IPUMS-USA.

Figure 22 Households by Income and Number of Bedrooms
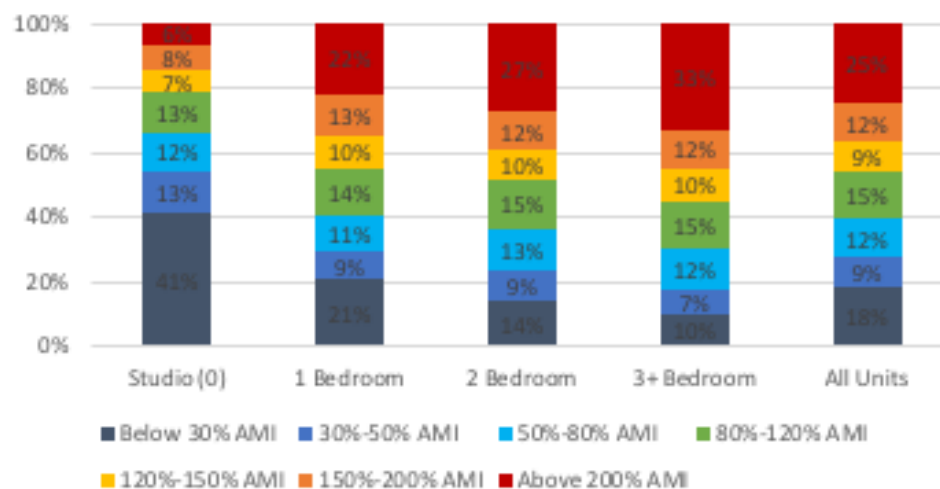
Non-Hispanic or Latino(a,e) white people are somewhat more likely to live in small or medium size multifamily buildings of 2 to 19 units. Native Hawaiian or Pacific Islander, Black, American Indian households are more likely than the overall city to live in buildings of 20+ units. Asian and Native Hawaiian or Pacific Islander households are likely to live in single-family homes (Figure 23).

Figure 23 Race of Householder by Building Size
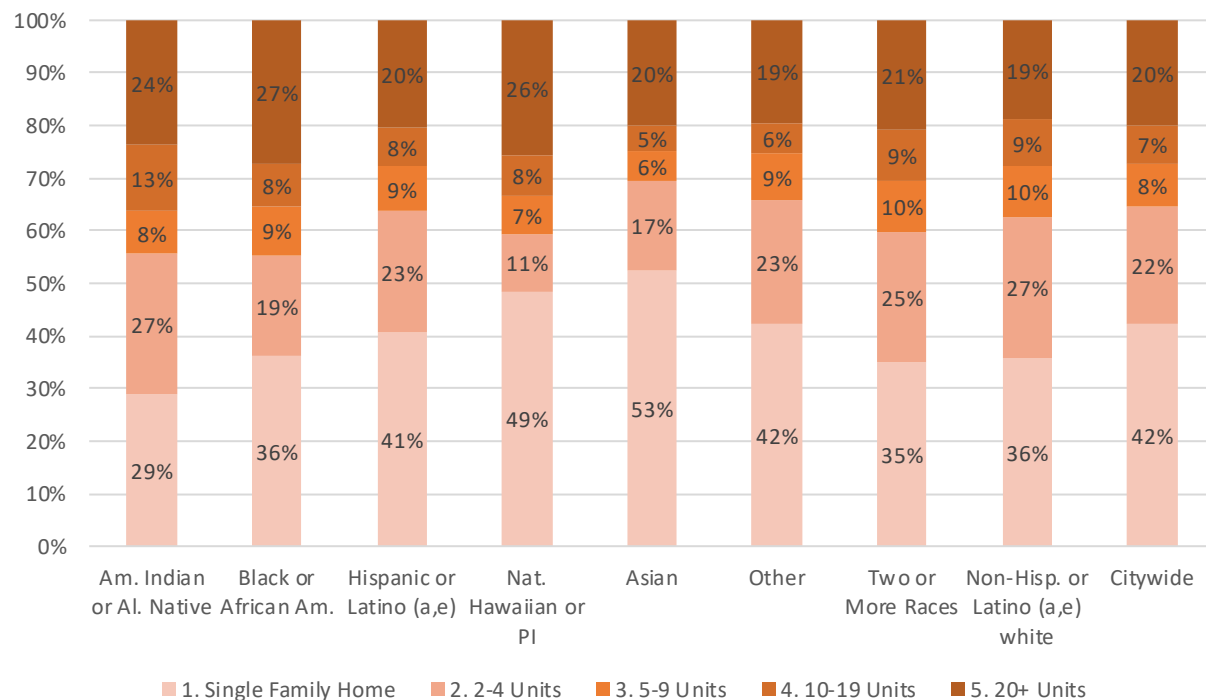
Rent Controlled Housing and SROs

Rent control is shaped by both local and state law, but in San Francisco it generally applies to multifamily rental buildings of two or more units that were certified for occupancy before June 13, 1979. Vacant units subject to rent control can be rented at market rate but subsequent annual rent increases are generally limited to a percentage of inflation. Rent control is not tied to income and renters of all income levels live in rent-controlled units. Rent control can help to provide stability for long-term tenants and, in general, longer-term tenants tend to have lower incomes than tenants in general.

There are approximately 166,000 housing units subject to rent control in San Francisco based on recent estimates, comprising about 42% of the city's total housing stock. Approximately 70% of all renters are estimated to live in rent-controlled housing. More definitive information on rent-controlled housing, as well as rents and vacancy, will be available in 2022 or 2023 as a result of a 2020 Board of Supervisors ordinance that requires landlords to report rental data. Rent-controlled housing is particularly concentrated in certain neighborhoods with more multifamily housing.

Rent-controlled housing is concentrated in the city's northeastern neighborhoods, Additionally, the Lakeshore neighborhood in the southwestern part of the city has a high concentration of rent-controlled housing. The neighborhoods in these parts of the city contain some of the oldest housing structures and where denser, multifamily housing is located.

Figure 24 Map of Rent-Controlled Housing by Neighborhood (2014-2019)
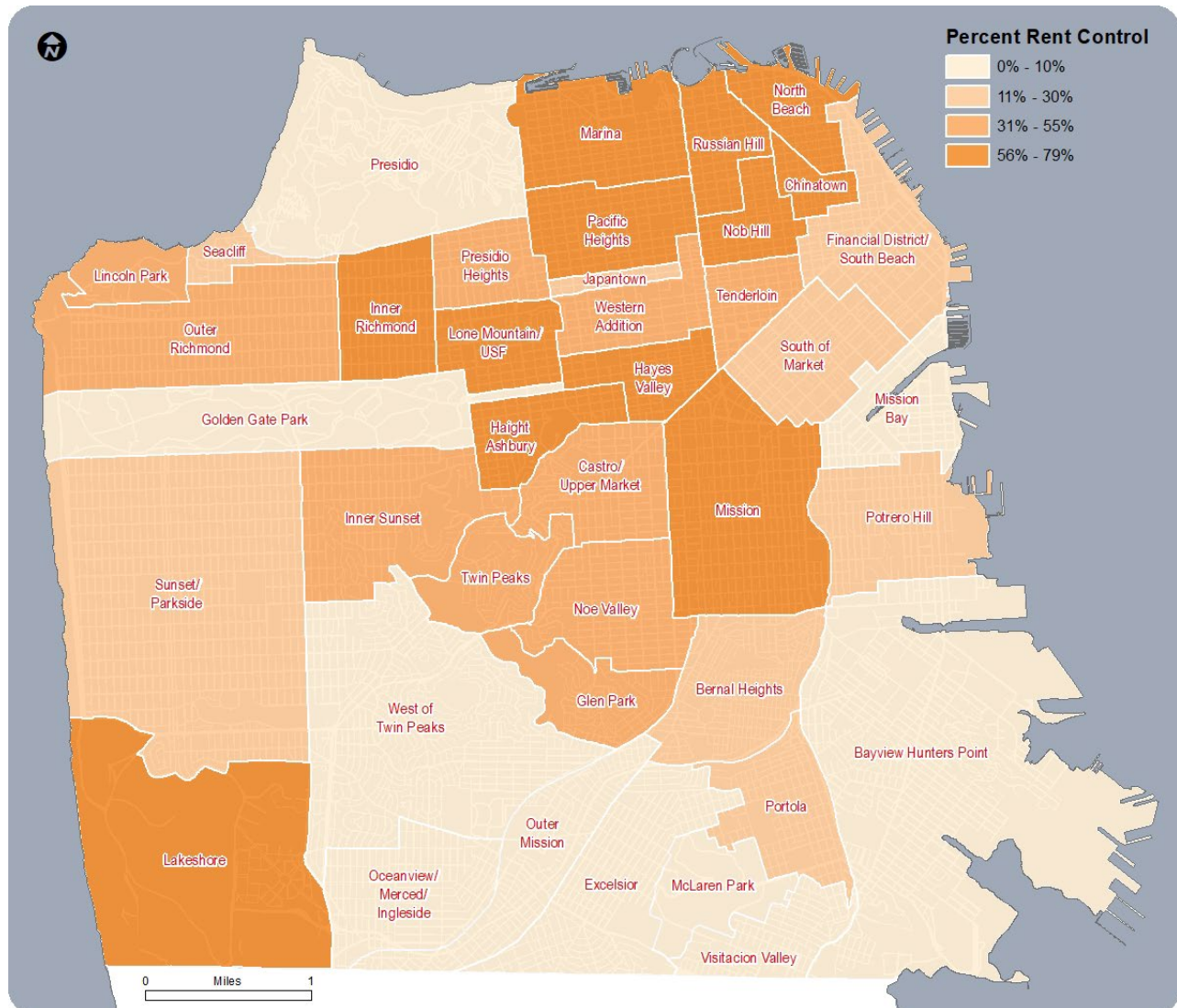
Source: ACS 2018 5-Year Estimates.

Rent-controlled housing units are smaller units. Studios and one-bedrooms make up 64% of all rent-controlled units compared to 39% of the city's housing stock as a whole. While 31% of the city's housing stock has three or more bedrooms, just 11% of rent-controlled housing is likely to have three or more bedrooms (Figure 25). This suggests that there is a shortage of large housing units that are rent stabilized.

Figure 25 Estimated Occupied Rent-Controlled Units by Number of Bedrooms (2014-2018)
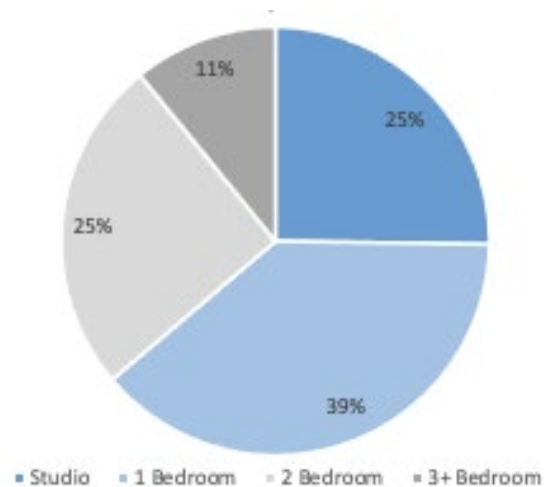
Source: ACS 2018 5-Year Estimates; IPUMS-USA.

Neighborhoods where a high percentage of the total housing stock is estimated to be rent-controlled include Chinatown (79%), Nob Hill (76%), Marina (72%), Lakeshore (72%), and Russian Hill (70%). The Mission contains the largest estimated number of rent control units in the city, with 15,684 units or 9% of the city's rent-controlled units while Nob Hill, Tenderloin, Marina, Outer Richmond, Pacific Heights, and Russian Hill each contain 5-8% of the city's rent-controlled housing. Together these seven neighborhoods account for nearly half (47%) of all estimated rent-controlled housing in the city.

Table 28 Estimated Rent-Controlled Units by Neighborhood (2014-2018)

Neighborhood	Estimated Rent-Controlled Units	Estimated Total units	Percent of Neighborhood Rent-Controlled	Percent of All Rent Control Units
Mission	15,684	26,179	60%	9%
Nob Hill	13,259	17,456	76%	8%
Tenderloin	10,910	20,075	54%	7%
Marina	10,597	14,786	72%	6%
Outer Richmond	10,447	20,290	51%	6%
Pacific Heights	9,362	14,774	63%	6%
Russian Hill	7,808	11,145	70%	5%
Hayes Valley	6,745	10,641	63%	4%
Inner Sunset	6,697	12,949	52%	4%
Castro/Upper Market	6,567	12,443	53%	4%
Inner Richmond	6,418	9,876	65%	4%
Haight Ashbury	6,055	9,068	67%	4%
Chinatown	6,054	7,628	79%	4%
Noe Valley	5,543	11,638	48%	3%
Sunset/Parkside	5,263	29,612	18%	3%
Western Addition	4,988	13,117	38%	3%
North Beach	4,765	7,360	65%	3%
Lone Mountain/USF	4,123	6,900	60%	2%
Lakeshore	3,818	5,281	72%	2%

Presidio Heights	2,867	5,238	55%	2%
South of Market	2,761	14,487	19%	2%
Bernal Heights	2,719	9,877	28%	2%
Other Neighborhoods	13,142	106,992	12%	8%
Total	166,592	397,812	42%	-

Source: ACS 2018 5-Year Estimates; IPUMS-USA.

Rent-controlled housing serves a range of income levels. Residents who have been living in rent-controlled units for more than four years are primarily low- or moderate-income, including more than 40% of which are VLI and ELI households, illustrating the stabilizing impact of rent-controlled housing. Due to limits of the data, this estimate may include some residents of older 100% affordable housing that are subject to affordability restrictions other than rent control. More than 50% of newer tenants of rent-controlled housing are above moderate income, illustrating that rent-controlled housing may be shifting in occupancy along with the city overall.

Figure 26 Renter Income by Rent Control Status and Length of Occupancy (2014-2018)
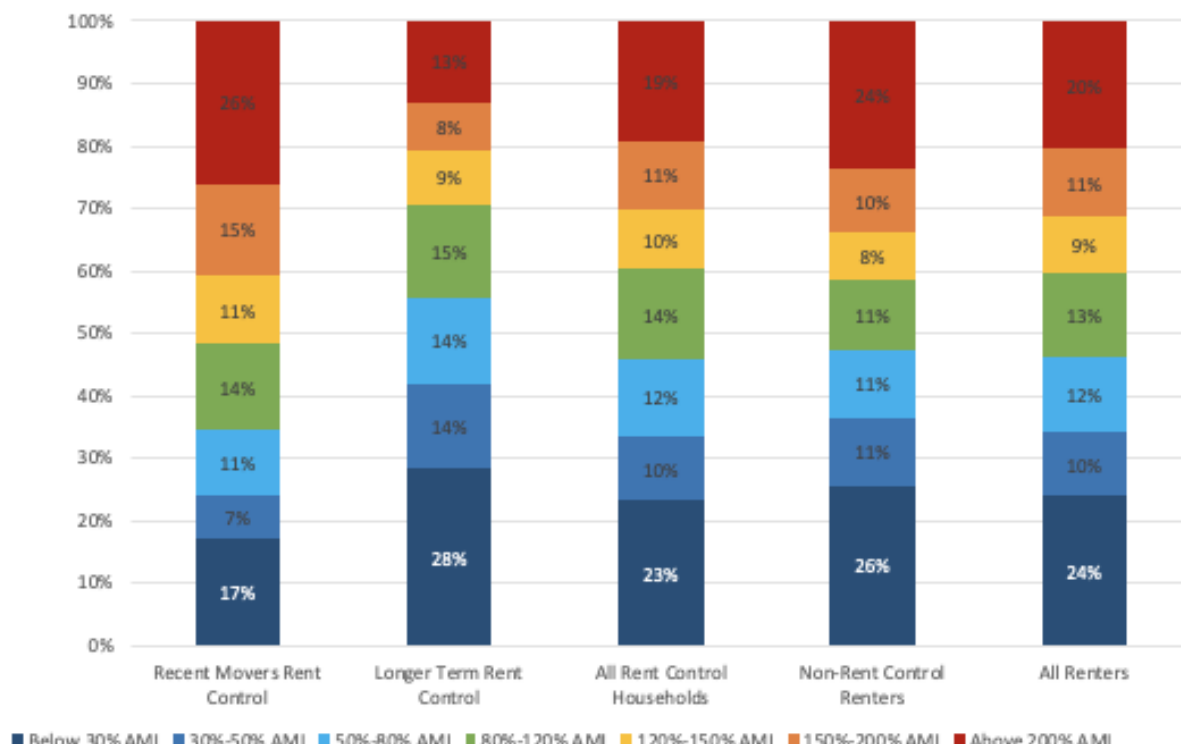
Source: ACS 2018 5-Year Estimates; IPUMS-USA. Recent movers are within 4 years.

People living alone are more likely to live in rent-controlled housing than other types of households, making up 51% of long-term rent control renters and 47% of all renters in rent-controlled housing. Households with children are more likely to be renters in non-rent-controlled units (Figure 27). This is likely because 64% of rent-controlled units are studios or one-bedrooms (Figure 25), and, therefore, are less likely to accommodate families with children. In addition, rent-controlled units are more likely to be located in more central neighborhoods where rents are likely to be higher and with limited access to open space or other amenities that families may look for.

Figure 27 Household Type by Estimated Rent Control Status and Length of Occupancy (2014-2018)
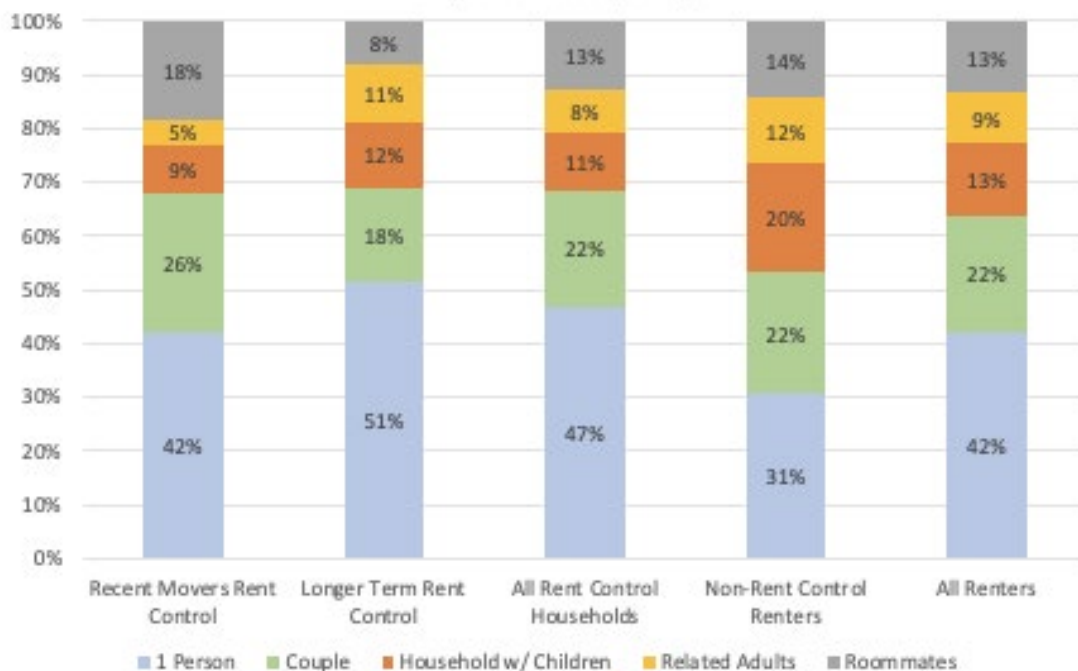
Source: ACS 2018 5-Year Estimates; IPUMS-USA. Recent movers are within 4 years.

Single Room Occupancy Hotels

There are over 19,000 single room occupancy (SRO) residential units in San Francisco, often called residential hotels, that are legally protected from demolition or conversion to tourist use. These units consist of one room, often with limited or shared kitchens and/or bathrooms. They are often more affordable for low-income people who have few other options.

The number of SROs or residential hotels varies between years. As of 2020, there are more for-profit residential hotels than non-profit residential hotels. For-profit residential hotels report a consistent year-over-year decrease in rooms targeted towards tourists.

Table 29 Number of Resident Hotel Rooms, 2000-2020

Year	For Profit Residential Hotels			Non-Profit Residential Hotels		Total	
	Buildings	Resid. Rooms	Tourist Rooms	Buildings	Resid. Rooms	Buildings	Resid. Rooms
2000	457	16,331	3,781	61	3,314	518	19,645
2005	435	15,106	3,345	71	4,217	506	19,323
2010	412	13,790	2,883	87	5,163	499	18,953
2015	412	13,742	2,922	90	5,424	502	19,166
2020	389	12,424	2,509	114	6,645	503	19,069

Source: SF Department of Building Inspection, 2019 Housing Inventory, 2020 Housing Inventory.

SRO housing is overwhelmingly concentrated in a few older, central neighborhoods close to Downtown, most prominently the Tenderloin, along with Chinatown, North Beach, Nob Hill, SoMa, and the Mission. About 30% of SROs units are non-profit owned.

Figure 28 SROs in San Francisco by Non-Profit and For-Profit Status
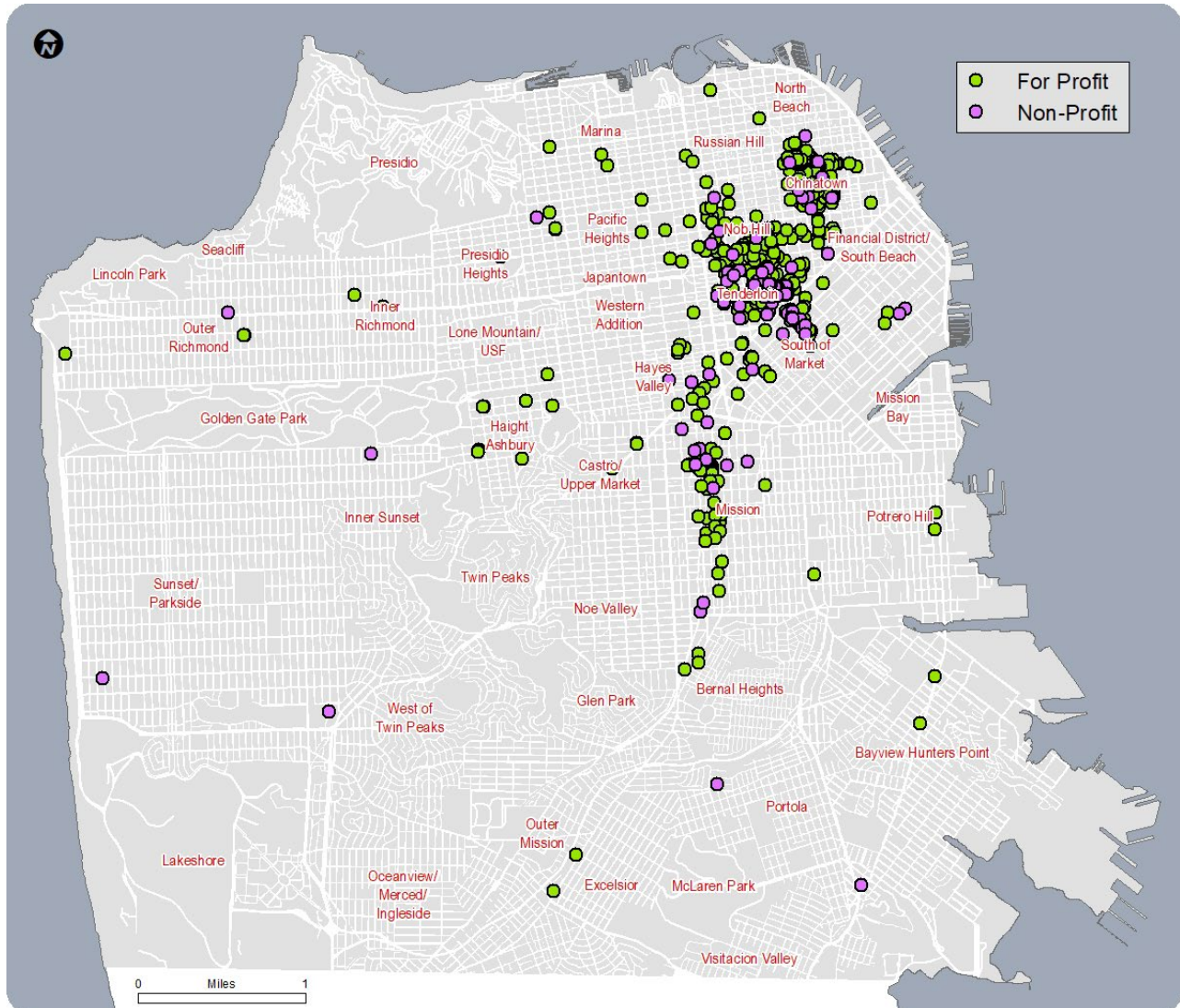
Source: SF Planning Map of Department of Public Health and Department of Building Inspection Data.

Federally Assisted & Other Subsidized Affordable Housing and Services

The city has an estimated 35,600 units of income-targeted affordable housing for low- and moderate-income people across 703 buildings, making up nearly 9% of all housing. These homes have been built or acquired over decades using various federal, state, and local funding programs that often must be combined. The Mayor's Office of Housing and Community Development (MOHCD) has a portfolio of 23,536 affordable units funded at least in part with local dollars. Of this portfolio, 16, 909 units were built or preserved for low-income renters with Low Income Housing Tax Credits (LIHTC), the largest federal and state capital funding source that is usually paired with local dollars. This represents only a portion of the 21,593 total units built or preserved with LIHTC funds. Finally, 4,700 older units were built

with US Department of Housing and Urban Development (HUD) funding and/or project-based rent assistance. Another 5,800 units have LIHTC and HUD funding.

There are also 2,872 inclusionary units in San Francisco built as part of market-rate buildings. 1,328 of the inclusionary units are ownership, typically for moderate-income people. Market rate projects have also paid in lieu fees providing millions for affordable housing.

Most of the affordable housing in the city is non-profit owned and operated. However, the city often owns the land and funding stipulates long-term affordability covenants. The city's affordable housing is mostly located in lower income areas and communities of color: Tenderloin, SoMa, Chinatown, Western Addition, Mission, and Bayview-Hunters Point. Public housing is the oldest federally funded affordable housing. Recently, San Francisco has rebuilt and rehabilitated public housing using the federal Rental Assistance Demonstration (RAD) Program and local HOPE SF program for large sites with about 600 units still in the public housing program.

There are 1,974 affordable units at some risk of conversion to market rate by 2030 due to expiring affordability restrictions, and 739 of these units are at risk in the next 5 years. In order to preserve existing multifamily rental housing serving lower income renters as permanently affordable, 655 units in 53 properties have been acquired through the city's Small Sites Program.

Figure 29 Affordable Housing Units in San Francisco
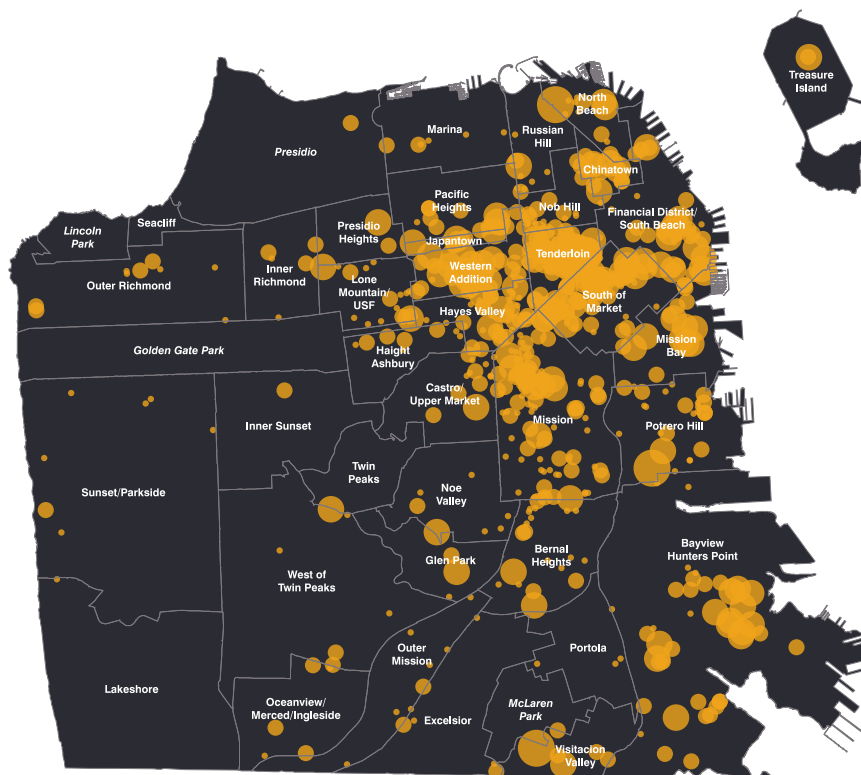
Sixty percent (60%) of affordable units in the city are located in five neighborhoods on the eastern side of the city: the Tenderloin, South of Market, Western Addition, Mission, and Bayview-Hunters Point. Twenty-five percent (25%) or more of all units in these neighborhoods are affordable units, with the exception of the Mission with 14% affordable units. The concentration of affordable housing in neighborhoods that are historically lower income and predominantly communities of color has had a stabilizing effect on vulnerable communities. Other neighborhoods clustered around Downtown where significant new housing development has occurred also have substantial percentages of affordable housing including Financial District/South Beach, Mission Bay, and Hayes Valley, illustrating the effects of legislation that has required affordable housing construction to be linked to market-rate development.

Table 30 Affordable Housing Units by Neighborhood

Neighborhood	Affordable Units	Total units	% of Units in Neighborhood Affordable	% of City's Affordable Units
Tenderloin	6,163	20,075	31%	17%
South of Market	4,719	14,487	33%	13%
Western Addition	3,816	13,117	29%	11%
Mission	3,575	26,179	14%	10%
Bayview Hunters Point	3,213	12,701	25%	9%
Financial District/South Beach	2,359	14,459	16%	7%
Mission Bay	1,678	7,244	23%	5%
Hayes Valley	1,370	10,641	13%	4%
Chinatown	1,178	7,628	15%	3%
Visitacion Valley	940	5,308	18%	3%
Potrero Hill	825	7,310	11%	2%
North Beach	734	7,360	10%	2%
Japantown	635	2,535	25%	2%
Pacific Heights	573	14,774	4%	2%
All other neighborhoods	4,098	233,994	2%	11%
Total	35,876	397,812	9%	100%

Until 2012, the San Francisco Redevelopment Agency (RDA) managed most of the local affordable housing funds. Since its dissolution in 2012, San Francisco has created new funding sources that have grown to hundreds of millions annually. Some sources are ongoing, like the Housing Trust fund, but some of the largest sources are time limited and must be renewed, for example affordable housing bonds approved by voters in 2015 and 2019. Most affordable housing funding comes from property taxes or fees from new development. Expanded funding has increased affordable housing production, which reached a peak of over 1,400 units in 2019, and preservation, including the rehabilitation of over 3,500 public housing units and purchase of hundreds of rent-controlled units through the Small Sites Program. Growing obstacles to affordable housing production include high construction costs and a federal cap on private activity bonds that limits access to LIHTC funds at 4% statewide.

To address homelessness, the San Francisco uses federal, state, and local sources to invest hundreds of millions of dollars in targeted homelessness prevention, temporary shelter and various supportive housing strategies for people currently or formerly unhoused, including master-leasing existing housing and providing operating subsidies for units and services in 100% affordable buildings. In 2018, voters approved Proposition C which increased taxes on companies with $50 million or more in gross receipts to provide around $300 million per year for services and housing for unhoused people.

Housing Choice Vouchers and Rent Assistance
The San Francisco Housing Authority administers 12,553 federally funded housing choice vouchers (HCVs, also known as Section 8 vouchers) that help low-income households rent apartments in the private market, typically while paying no more than 30% of their income. There are two types of housing choice vouchers – those that are dispersed directly to households and that can be used to pay for any unit on the private market that will accept them, and project-based vouchers that are dispersed to property managers to subsidize units in their building and that do not follow households. Thousands of these vouchers are project-based to support both tenants and affordable housing developments. Housing choice vouchers are concentrated in areas where 100% affordable developments are located, such as Bayview-Hunters Point, Western Addition, Tenderloin, Hayes Valley, and Mission Bay.

Figure 30 Percent of Renters Using Housing Choice Vouchers by Census Tracts
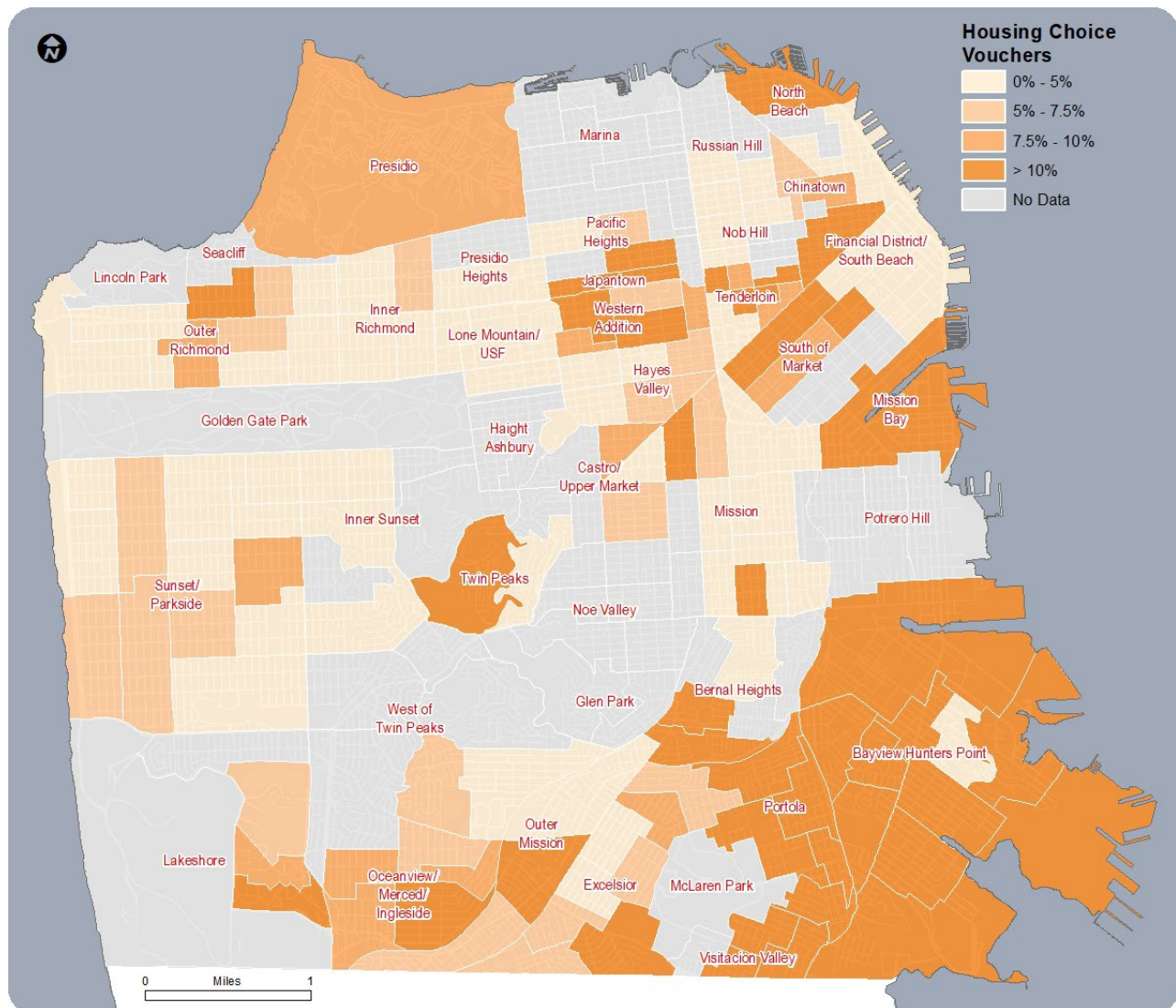
Source: HUD.

MOHCD Affordable Housing Portfolio Resident Demographics

The Mayor's Office of Housing and Community Development (MOHCD) collects data on residents living in their affordable housing portfolio in order to better understand who is being served. Data reported by MOHCD on demographics was reported for the head of the household. Asians are among the highest racial groups represented in their properties (30% of residents), followed by Black or African American (20%), whites (18%) and Latino(a,e) (14%) residents.

Figure 31 MOHCD Affordable Housing Residents by Race (Head of Household)
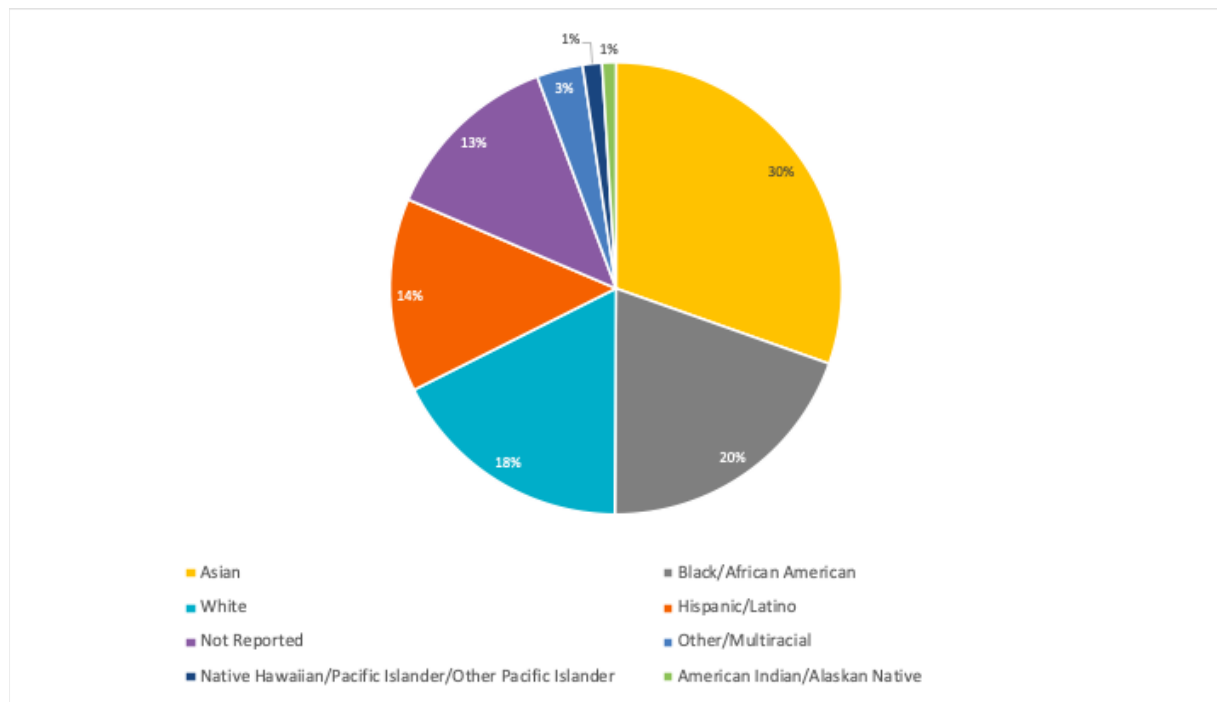
Source: MOHCD; Total Households= 22,787.
Note: "Other/Multiracial" category includes those who identified as Other, Multiracial, or More than 1 Race; "American Indian or Native Alaskan" category includes anyone who identified as having American Indian or Native Alaskan heritage

MOHCD affordable housing units primarily serve the lowest income households, although many moderate-income households also report being rent-burdened. The majority of head of households are low income or below, with the majority of households deeply low income (earning less than 15% of AMI) or extremely low income (less than 30% of AMI) relative to federal income standards.

Figure 32 MOHCD Affordable Housing Residents by Income (Head of Household)
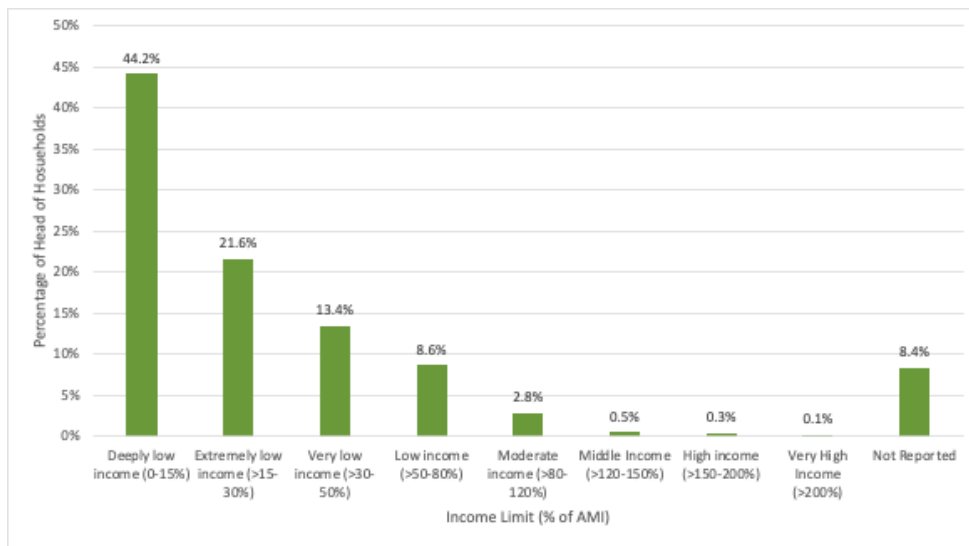
Source: MOHCD; Total Households = 22,787

Forty-seven percent (47%) of households within affordable housing have a senior (Figure 33). However, the need for affordable housing among seniors in the city may be much higher. For the overall city, nearly 70% of senior renters are ELI or VLI, which suggests a deep need for affordable housing.

Figure 33 MOHCD Affordable Housing Households with Seniors
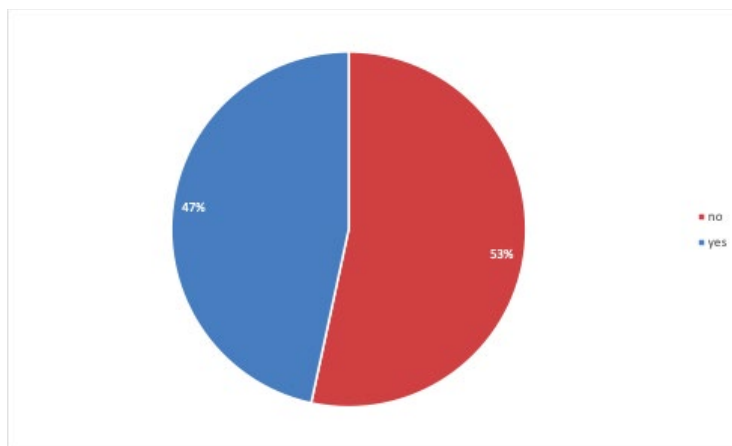
Source: MOHCD; Total Households= 22,787
Note: 42 clients did not report any data

Among affordable housing households at MOHCD properties, 26% of households reported having a household member with a disability. The most common disabilities were physical, mental/cognitive/developmental, and multiple disabilities.

Figure 34 MOHCD Affordable Housing Households with a Member with a Disability
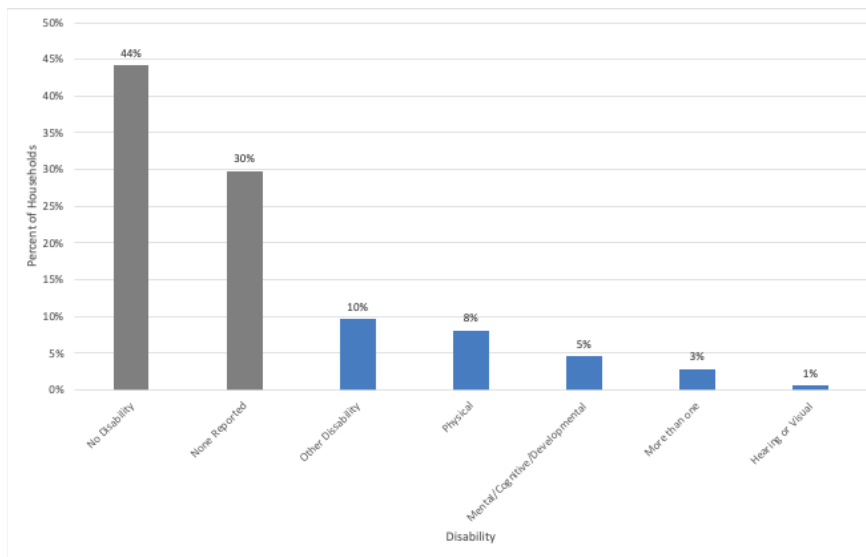
Source: MOHCD; Total Households = 22,787
Note: Percentages do not add to 100%, because 0.1% of clients reported HIV/AIDS as a disability

MOHCD Affordable Housing DAHLIA Placement

MOHCD has created an online portal for affordable housing applications called DAHLIA. Data collected from DAHLIA provides information on applicants and placement in affordable housing. In FY 2019-2020, MOHCD received over 120,000 applicants for affordable housing for a limited number of available units. Individuals or households can submit more than one application for units available in different buildings at different times, thus the total number of applicants includes duplicate applicants. Supportive housing placements are administered through the Department of Homelessness and Supportive Housing (HSH) and are recorded in a separate system.

MOHCD's affordable housing applicants are primarily Asian (30%) and Hispanic or Latino(a,e) (24%). Females accounted for just a little more than half (51%) of applicants. One-person households and two-person households were the most common applicants. However, among applicants ultimately assigned a unit, Asian residents were disproportionately represented at 36% (Figure 35).

Figure 35 MOHCD Affordable Housing Application Assigned Unit by Race & Ethnicity
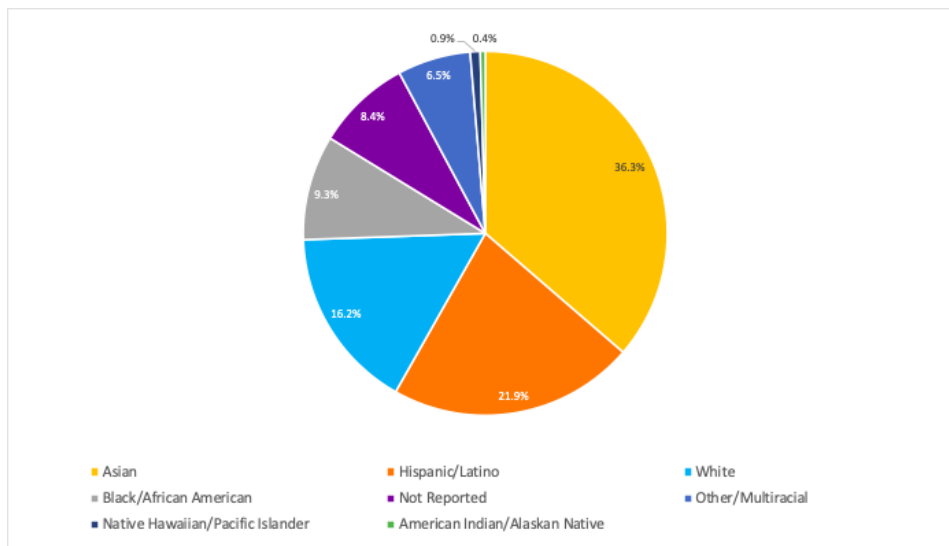
Source: MOHCD; Total Applicants = 677
Note: Data includes persons or households who submitted more than 1 applicant, data does not include supportive housing units as these placements are administered by HSH

San Francisco uses various preference programs to address current or past displacement, including displacement that occurred as a result of RDA-led urban renewal projects. The Certificate of Preference (COP) program provides a lottery preference for affordable housing for people who were living in households that lost housing due to urban renewal actions including eminent domain, demolition, and eviction. The Displaced Tenants Housing Preference helps tenants displaced by one of three causes: (1) a non-fault eviction due to Ellis Act or Owner Move in, (2) displacement due to severe fire damage in a unit, and (3) an unaffordable rent increase due to expiring affordability restrictions. Among applicants assigned a unit, 10% used DTHP and 3% used COP.

Figure 36 MOHCD Affordable Housing Applicants Assigned Units

MOHCD Access to Housing & Services Demographics

MOHCD provides 3 types of housing services: assistance with applications for affordable rental units, counseling, and financial counseling and education. All of these services focus on accessing and placing clients in affordable rental housing. Between the FY 2018-2019 and FY 2019-2020, there were a total of 12,371 Access to Housing clients. Clients are predominantly females (63%) and identify as straight/heterosexual (71%). The majority of clients are one-person households (40%), followed by three-or-more-person households (34%), and two-person households (26%). Hispanics/Latinos (45%) represent the majority of clients, followed by Asians (23%), and Black or African Americans (12%). Clients 65 years and older account for 25% of clients, representing the plurality of clients, and 10% of clients are 17-24 years old. Of the 12,371 clients served, 488 are between the ages of 17-24.

Assisted Housing Developments at Risk of Conversion[6]

There are 1,974 affordable units at-risk of conversion to market rate prices by 2030 due to expiring affordability covenants. And 739 of these units are at risk of becoming market-rate within the next 5 years. Table 31 shows the 20 properties identified by the California Housing Partnership Corporation (CHPC) as being at-risk of conversion. Four of these at-risk properties are HUD Section 202 properties dedicated to seniors. Across these properties, 169 units are at moderate risk and 242 units are at very high risk of conversion.

Table 31 Affordable Units At-Risk of Conversion

Site Name	Site Address	Total Units	Affordable Units	Risk Level	HUD Project Based Rental Assistance Type	HUD Expiration Date
HUD-funded At-risk Affordable Developments						
Fair Oaks Apartments	799 Oak St	20	20	Very High	HFDA/8 SR	07/20/2021
Page/Holloway Apartments	992 Page St	15	15	Very High	Sec 8 SR	02/03/2021
San Lorenzo Ruiz Center	50 Rizal St	147	145	Very High	202/8 NC	01/31/2021
YWCA Apartments, Inc.	940 Powell St	98	97	Very High	202/8 SR	12/31/2020
Ammel Park Coop	656 Grove St	120	95	High	LMSA	06/30/2024
Casa De La Raza	90 Bartlett St	51	51	High	Sec 8 NC	07/31/2022
Friendship Village One	40 Friendship Way	68	68	High	LMSA	05/31/2024
Friendship Village Two	40 Friendship Way	90	90	High	LMSA	05/31/2024
Alexis Apartments	390 Clementina St	206	132	Moderate	LMSA	08/31/2027
El Bethel Terrace	1099 Fillmore St	101	100	Moderate	202/8 NC	07/31/2029
Loren Miller Homes	950 Buchanan St	105	26	Moderate	LMSA	09/30/2026
Mission Plaza Apartments	2027 Mission St	132	132	Moderate	Sec 8 NC	08/31/2025
MLK/Marcus Garvey Square	1680 Eddy St	211	211	Moderate	Sec 8 SR	11/30/2029
Northridge Coop Homes	1 Ardath Ct.	300	300	Moderate	Sec 8 NC	03/31/2029
Lady Shaw Senior Center	1483 Mason St	70	69	Moderate	202/8 NC	10/17/2030
Wharf Plaza I	150 Francisco St	116	116	Moderate	Sec 8 SR	12/31/2027
Wharf Plaza II	155 Francisco St	114	114	Moderate	Sec 8 NC	06/30/2027

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[6] Note to reader: Additional information estimating the cost of replacement or preservation of at-risk units, identifying potential qualified entities to preserve at-risk units, identifying potential financing and subsidy sources, identifying specific sites for preservation, and tallying the total number of units preserved through the Small Site Program (SSP) and Community Opportunity to Purchase Act (COPA) will be included in the final draft.

Affordable Developments with Other Funding Sources						
Embarcadero Triangle	600 Embarcadero	177	167	Very High	Other funding	2019
450 Ellis Street Apartments	450 Ellis Street	29	24	Very High	Other funding	2019
Grove Street Project	650 Webster Street	2	2	High	Other funding	2022

Source: California Housing Partnership, SF MOHCD

*Note: HUD Section 202 properties at moderate risk of conversion are El Bethel Terrace and Lady Shaw Senior Center and properties at very high risk of conversion are San Lorenzo Ruiz Center and YWCA Apartments, Inc.

Using HUD's Rental Assistance Demonstration (RAD) and Section 18 Demolition and Disposition programs, thousands of units have converted from public housing to the Housing Choice Voucher/Section 8 program since 2015. These programs use the HCV subsidy to leverage the costs of substantial rehabilitation of dilapidated units (in the case of RAD) or reconstruction (in the case of HOPE SF). By the end of 2022, the only public housing remaining in San Francisco will be in two HOPE VI projects, Plaza East and North Beach Place, which are expected to be recapitalized or converted through the RAD program by 2024.

Through the Mod Rehab SRO program, over 1000 units of SRO housing, mostly serving formerly homeless individuals, have converted to the higher HCV subsidy, stabilizing property operations and opening the door for financed rehabilitation.

Rehabilitation of affordable housing is typically financed on an ongoing basis through the use of replacement reserves that are budgeted at project inception and monitored on an ongoing basis. More ambitious rehabilitation projects have, until 2021, been financed through recapitalizations using tax exempt bonds and 4% tax credits. However, the state's new competitive rubric for the tax-exempt bonds and 4% credits effectively eliminates this source as an option for recapitalization projects. MOHCD periodically issues Notices of Funding Availability (NOFAs) to support rehabilitation needs in its 23,000+ unit portfolio.

Housing Complaints and Violations

Complaint cases resulting in a violation are concentrated mainly on the east side of the city in areas with a great deal of older multifamily housing. The Mission, South of Market, Tenderloin, and Chinatown neighborhoods had the highest number of complaint cases with 12 to 20 violation cases for every 100 units over the 10-year period from 2010 to 2020. These neighborhoods tend to have higher concentrations of low-income renters and people of color. Data suggests that this rate of violations is not related solely to the age of the building since neighborhoods such as Russian Hill, the Marina, or Pacific Heights that also have higher amounts of older, multifamily housing but that tend to be higher income do not have elevated rates of violations.

Figure 37 Total Complaint Cases per 100 Units Resulting in a Violation by Neighborhood
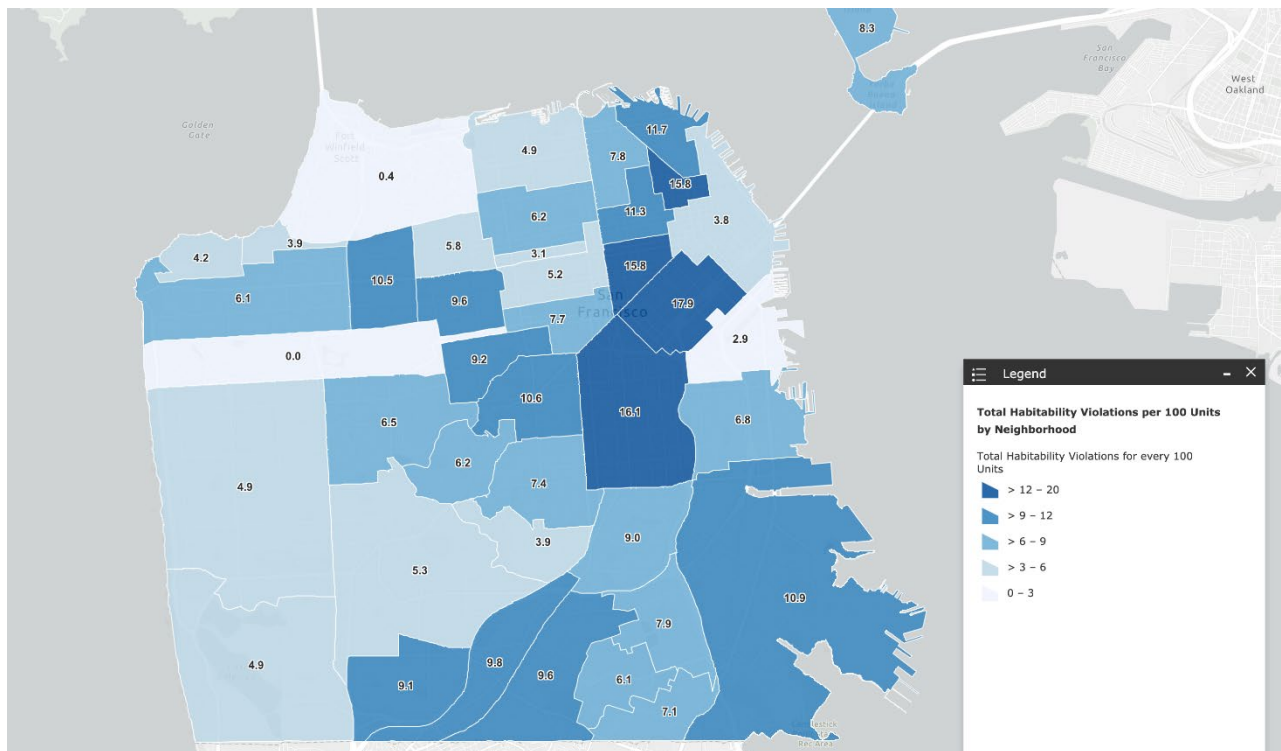
Source: SF Planning Department Analysis of Open Data SF DBI Violations data

Complaint cases which result in a violation fell during the years of economic recession (2010 to 2013) and rose during periods of economic growth (2014 to 2019).

Figure 38 Complaints Resulting in Violations, 2010-2020
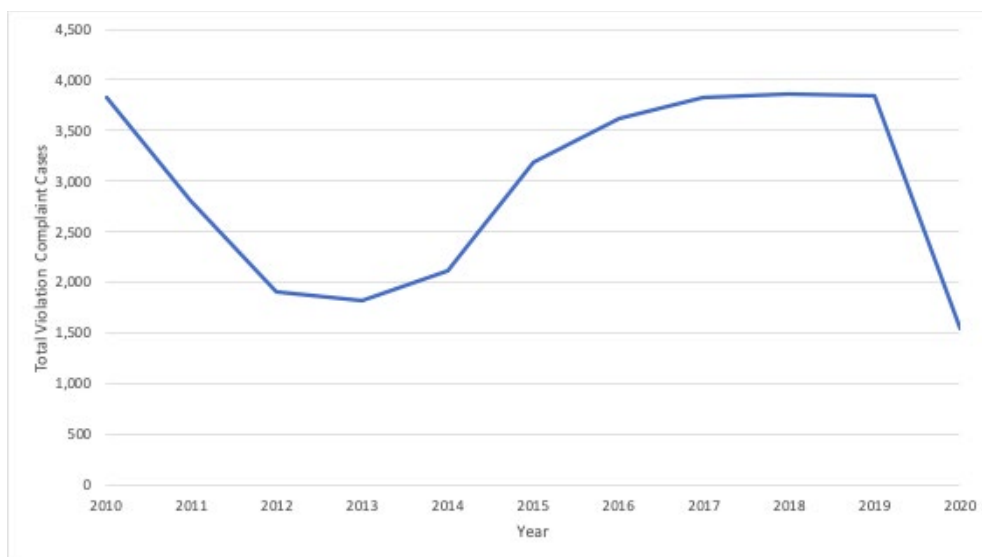
Source: SF Planning Department Analysis of Open Data SF DBI Violations data; Total Violation Complaint Cases = 32, 347

Maintenance and repairs, fire safety related issues, and water and plumbing related issues were the most common types of violations cited. Note that more than one violation could have been cited in a given complaint case, meaning totals in Figure 39 will not add up to total violations.

Figure 39 Violation Recordings by Category, 2010-2020
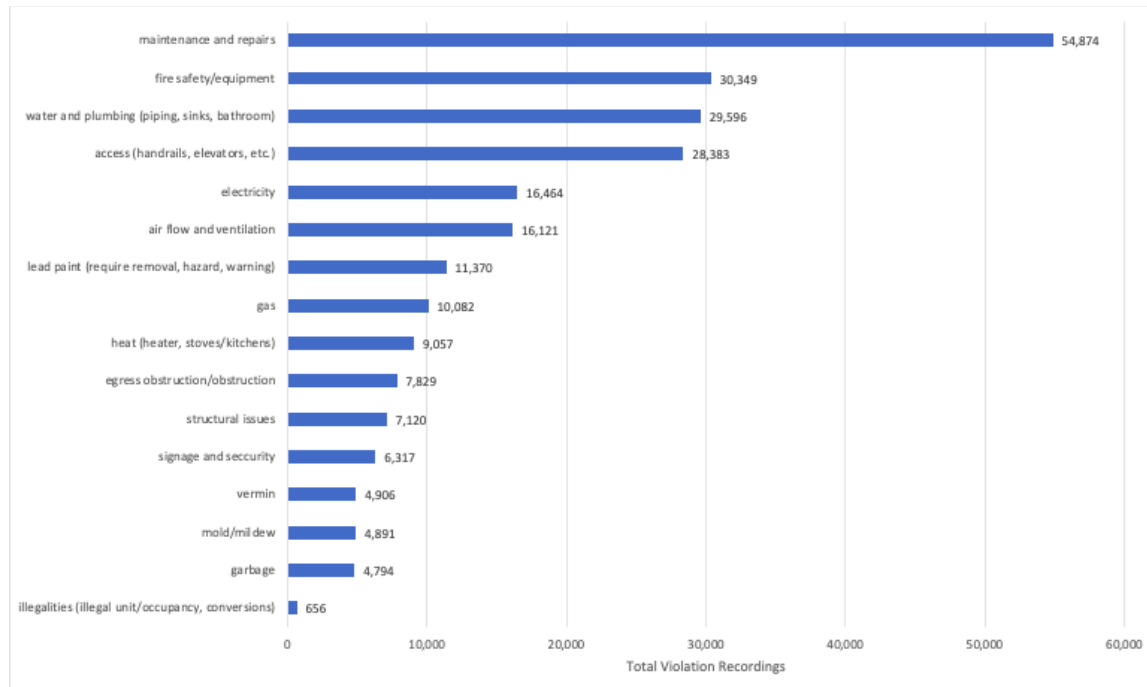
Source: SF Planning Department Analysis of Open Data SF DBI Violations data; Total Violation Recordings = 242,809; *Note: More than one violation recording can pertain to one complaint case, violation recordings may fall into more than one of the categories established

Housing Costs and Overcrowding

In the last decade, home values have generally continued to increase with single-family homes having a higher median home value compared to condominiums and co-ops and the median of all homes. Despite the economic instability around the COVID-19 pandemic, home values in San Francisco rose or remained stable in 2020, reporting a median of over $1.4 million. Home prices have doubled in a span of 10 years and tripled over the last 20 years. The median value for single-family homes was close to $1.5 million while condos and co-ops were $1.2 million. To afford the median home, a household would need to make about $290,000 per year and would need at least 10% of the value as a down payment, making homeownership affordable to only high-income households or those with existing wealth.

Prices

Home values have consistently been on the rise in San Francisco, except during a nationwide fall in home prices during the Great Recession from 2008-2012. While median home prices in San Francisco have always been higher than the median price in the United States and California at large, San Francisco home prices have increased far faster than the rest of the state and county.

By 2020, the median home value had quadrupled since their price in 1996, speaking to an acute home affordability crisis in the city. The fastest increase in values occurred after the Great Recession, from

2012-2018. The median value of single-family homes roughly matched overall median home values until 2016, when single-family home values remained consistently higher than the overall median.

Figure 40 Median Home Values, San Francisco 1996-2020
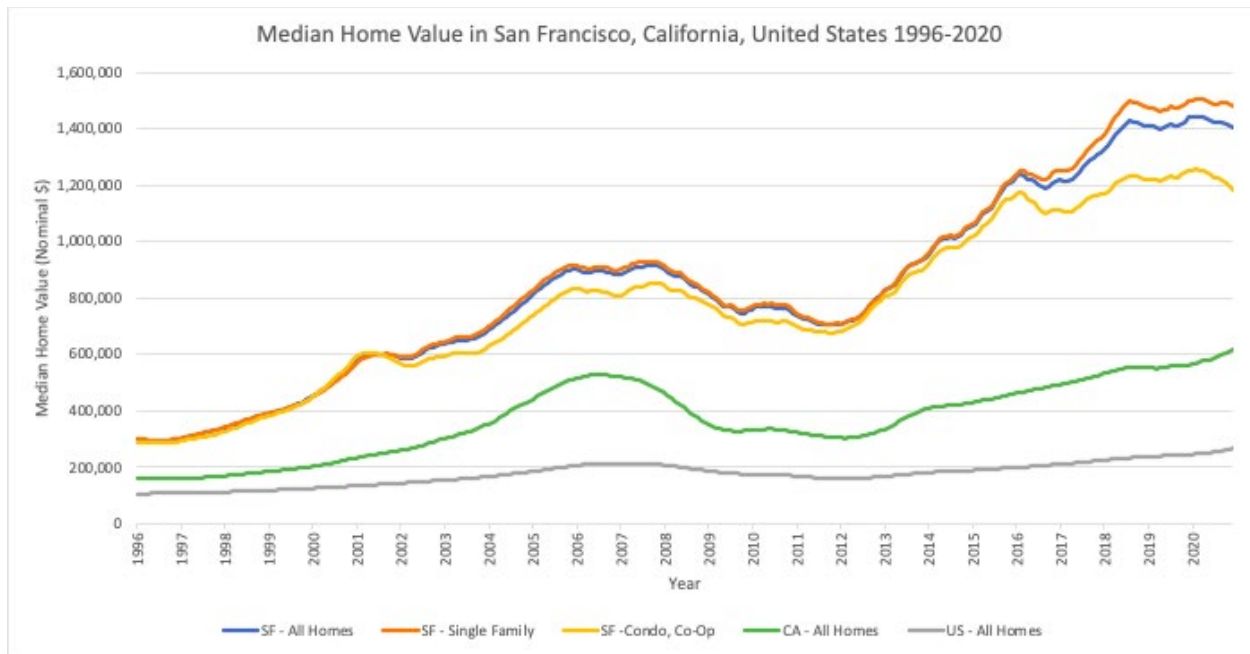
Source: Zillow Home Value Index (All Homes, Single-family, Condo, Co-Op, Smoothed, Seasonally Adjusted) - City, State, Metro & U.S. Levels

Home values have not increased equally across the city. While the Marina and Inner Richmond report the highest median home values in 2021, both at over $2 million, they report a 60-92% change in home values from 2010-2021. While these are steep changes, the Inner Sunset, Haight-Ashbury, Castro/Upper Market, Noe Valley, Glen Park, Twin Peaks, Excelsior, Outer Mission, and Bayview-Hunters Point report the highest change in home values during this time (Figure 41).

Figure 41 Percent Change in Home Values by Zip Code, 2010-2021

Home value percent change 2010-2021 by zip code
- +35% to +59%
- +60% to +84%
- +85% to +92%
- +93% to +102%

Dollar amount represents median 2021 home value

$2,356,577
$1,344,620
$1,254,096
$1,131,440.00 $1,084,858
$1,420,429
$1,590,142
$1,232,376
$1,642,937
$2,113,672
$895,933
$1,593,985
$982,422
$1,404,699
$1,496,344
$1,819,062
$1,180,842
$1,520,031
$1,465,411
$1,660,071
$958,587
$1,807,090
$1,343,609
$1,202,027
$1,047,310

0   Miles   1
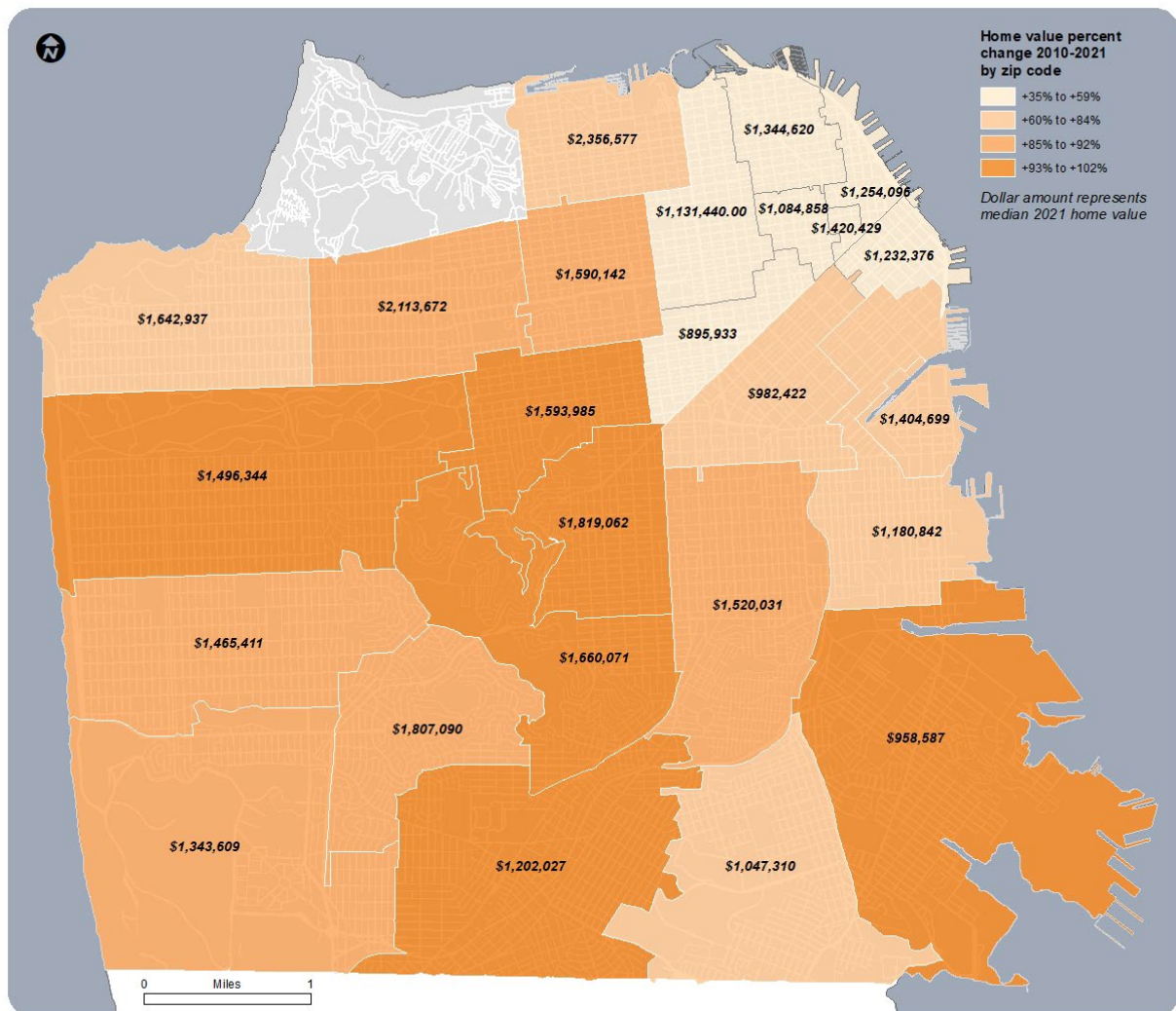
*Source: Zillow Home Value Index; *Note: Percent change was calculated based on January 2010 and January 2021, with January 2010 being the first month/year with complete data*

Rents

Rental data and rental listing sites, such as Zumper, report median rents over $2,500 for a 1-bedroom rental and $3,500 for a 2-bedroom apartment as of 2021. The ACS reports median rents in San Francisco over $1,500 in 2014 and rising to almost $2,000 in 2019. The ACS reported median rents are considerably lower than reported median rents from rental listing sites because Zumper and other rental listing sites list and report on current apartment rentals, while the ACS reports median rent for all renters including long-time, rent-controlled and affordable housing residents.

With the pandemic, turn to remote work, and increased residential vacancy in the city, 1-bedroom median rents on Zumper declined to $2,668 at the end of 2020, 22% below the 6-year average, and appeared to be holding steady. Two-bedroom rents declined from an average of $4,550 to about $3,500

from 2019 to the end of 2020. Given those rates, a two-person household would need to earn $107,000, about 105% of AMI, to afford the median 1-bedroom rent. A three-person household would need to earn about $140,000 annually, about 120% of AMI, to afford the median 2-bedroom rent. Should rents return to pre-pandemic highs, the rental market would become considerably more unaffordable to moderate-income households. Regardless, rents remain out of reach for low-income households, the majority of whom find housing in the market rather than income targeted affordable homes.

Figure 42 Median Rents by Number of Bedrooms, 2014-2020

Median Rent in San Francisco for 1 Bedroom and 2 Bedrooms (2014-2020)
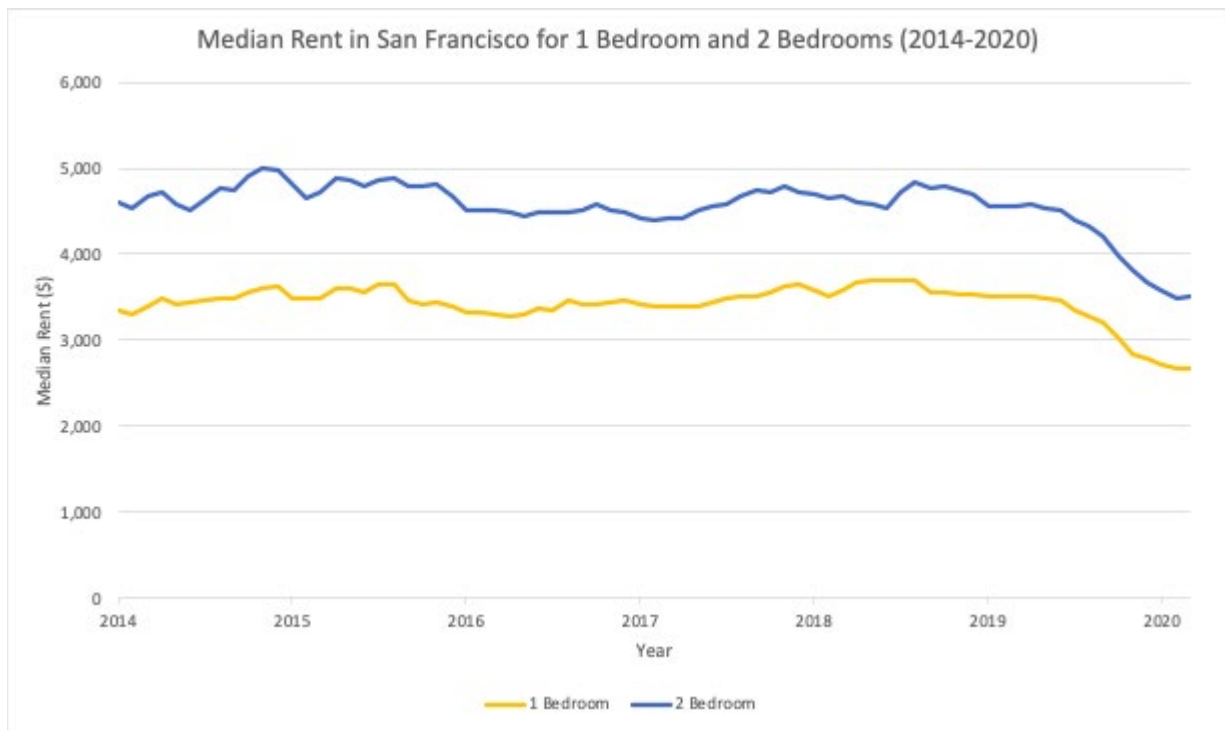
*Source: Zumper San Francisco, CA Rent Prices (1-Bedroom and 2-Bedroom); *Note: data was taken from Zumper instead of Zillow, because Zillow did not have rent data by bedroom type*

Figure 43 Median Rent in San Francisco and California, 2005-2019
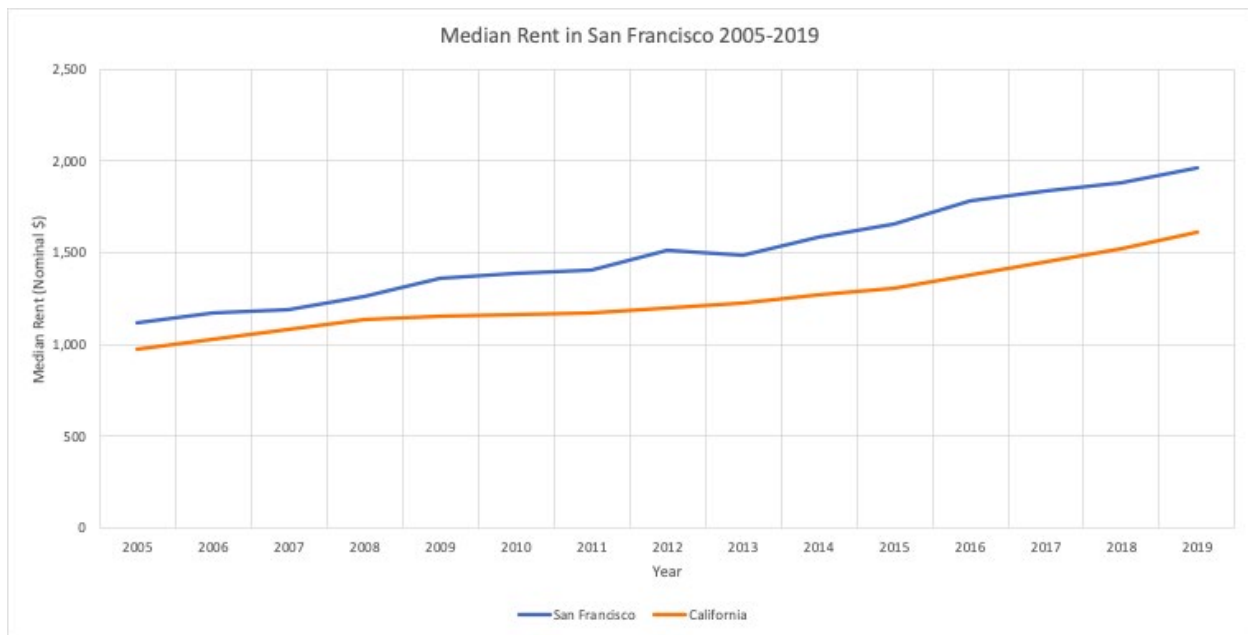
Source: American Community Survey 2005-2019, Table B25064

Housing Cost Burden

There are over 85,000 renter households and 39,000 owner households in San Francisco who are considered cost burdened, defined as spending over 30% of household income on rent. Cost burden is considered a leading indicator of housing insecurity should a health emergency or loss of income occur. Cost-burdened households are less likely to have savings to help in times of emergency and also have less money for food, health care, transportation, and other essential needs because so much of their income is going toward housing. About 38% of renters and 30% of owners in San Francisco are cost burdened. As discussed more below, the vast majority of burdened renters are low income, especially ELI households. Similarly, most cost-burdened owners are among low-income groups. However, owner cost burden affects a broader range of incomes than rent burden.

More than half of burdened renters experience severe rent burden, paying more than 50% of income in rent (over 44,000 renter households). Of these severely burdened renters, over 28,000 are extremely burdened, meaning they pay over 70% of income on rent. Severely burdened renters are considered to be particularly vulnerable to displacement as their limited remaining income after paying rent makes it difficult to save or to cover expenses when work is lost or emergencies arise. Severely burdened renters are overwhelming low income, particularly ELI and VLI households. There are also 19,000 severely cost burdened owners, the majority of whom are also low income.

Table 32 Cost and Rent Burden by Tenure and Income (2014-2018)

Cost and Rent Burden by Tenure and Income						
	All Renters	Burdened Renters	Renters % Burdened	All Owners	Burdened Owners	Owners % Burdened
Below 30% AMI	53,992	42,214	78%	12,026	9,350	78%
30%-50% AMI	23,623	16,157	68%	9,400	5,231	56%

50%-80% AMI	27,134	13,789	51%	17,038	8,181	48%
80%-120% AMI	30,262	8,950	30%	22,018	8,131	37%
120%-150% AMI	20,541	3,256	16%	13,025	3,033	23%
150%-200% AMI	24,232	808	3%	17,380	3,313	19%
Above 200% AMI	46,249	-	0%	42,755	2,285	5%
All Households	226,033	85,174	38%	133,642	39,524	30%

Source: ACS 2018 5-Year Estimates; IPUMS USA.

Potential rent burden is concentrated in areas of the city with more low-income renters, including Chinatown, Tenderloin, Western Addition, South of Market, Bayview Hunters Point, Visitacion Valley, Portola, Excelsior, and Oceanview, and Lakeshore. The Lakeshore area surrounds San Francisco State University and has a substantial number of student renters.

Figure 44 Median Rent as a Percentage of Income by Census Tract (2014-2018)
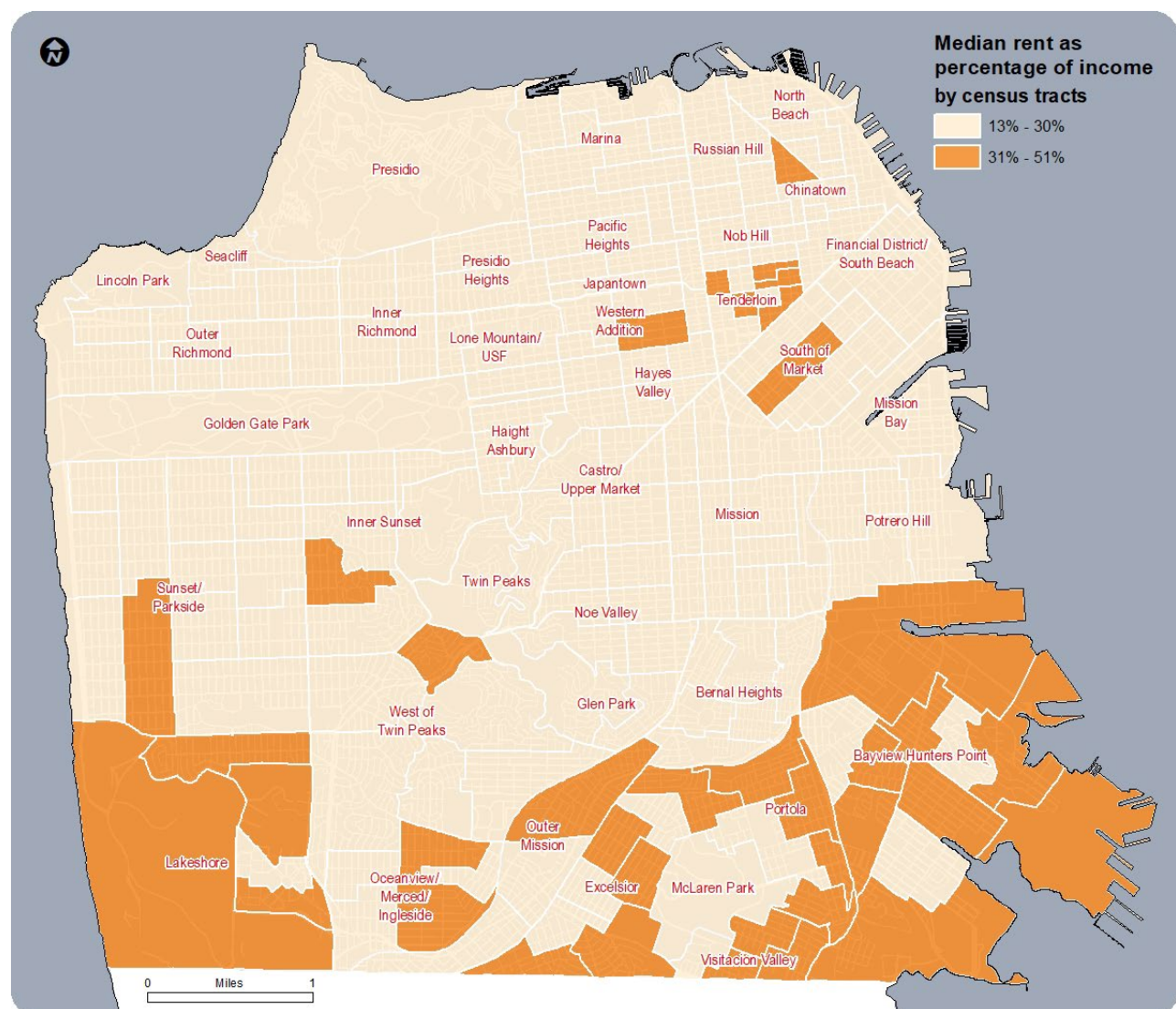
Source: ACS 2018 5-Year Estimates.

Eighty-five percent (85%) of all rent-burdened renters are low-income, equating to 72,160 Households, and 50% of all cost-burdened renters are ELI, another 19% are VLI, and 16% are low-income. The vast majority of ELI renters (79%) are rent-burdened, as are majorities of VLI (68%) and low-income (51%) renters. Moderate-income renters and even some above-moderate-income renters also experience rent burden. However, severe rent burden is overwhelmingly concentrated among the lowest income renters.

Table 33 Rent Burden by Income and Severity

	No Rent Burden	Rent Burden 30-50% of Income	Severe Rent Burden 50-70% of Income	Extreme Rent Burden Over 70% of Income	Total Renters	Total Burdened Renters	%
Below 30% AMI	11,778	10,289	7,618	24,307	53,992	42,214	79%
30%-50% AMI	7,466	8,289	4,497	3,371	23,623	16,157	68%
50%-80% AMI	13,345	9,760	3,456	573	27,134	13,789	51%
80%-120% AMI	21,312	8,239	688	23	30,262	8,950	30%
120%-150% AMI	17,285	3,256			20,541	3,256	16%
150%-200% AMI	23,424	808			24,232	808	3%
Above 200% AMI	46,249				46,249	-	0%
Total	140,859	40,641	16,259	28,274	226,033	85,174	38%

Source: ACS 2018 5-Year Estimates; IPUMS USA.

Rent Burden and Household Type

One-person households are the most severely impacted by rent burden. Nearly half of one-person households experience rent burden and the majority of those experiencing rent burden are individuals living alone. Households with children also have elevated rates of rent burden and are the next largest group of cost-burdened households. Related adults experience a similar rate of rent burden as the city as a whole. Couples also report rent burden at a lower rate than most other groups.

Figure 45 Rent Burden by Household Type
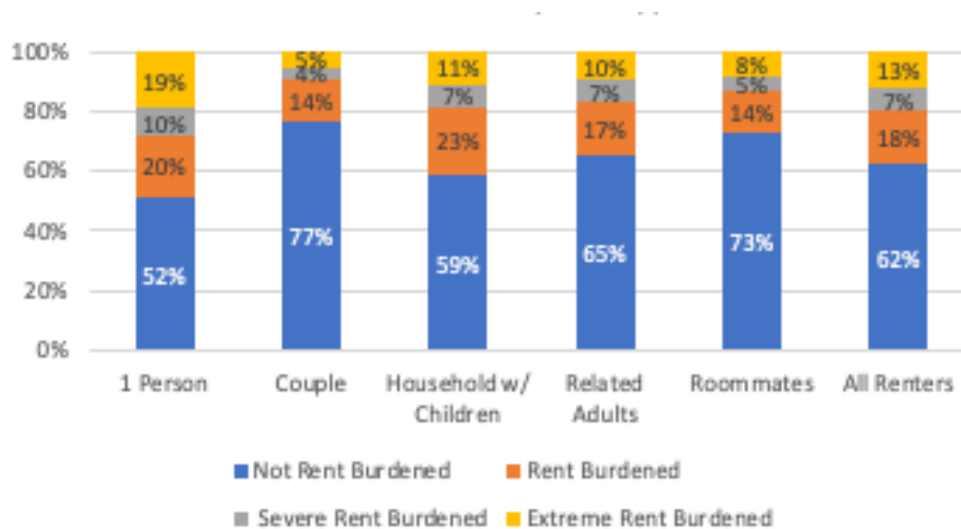
Source: ACS 2018 5-Year Estimates; IPUMS USA.

Seniors represent a disproportionate share of cost-burdened renters: senior renters are 16% of all renters but are 23% of burdened renters and 24% of both severely burdened and extremely burdened renters. Renters 50-64 years old are also disproportionately cost-burdened, making up 19% of all renters but 22% of burdened renters, 24% of severely burdened renters, and 23% of extremely burdened renters. Half of rent-burdened seniors also have a disability and about half of burdened renters with a disability are seniors, illustrating the significant overlap between these groups.

Rent Burden and Race & Ethnicity

People of color in San Francisco experience significantly higher rates of rent burden than white renters. In particular, Black, Hispanic or Latino(a,e), Native Hawaiian or Pacific Islander, and Asian renters have higher rates of extreme rent burden. Black renters have the highest rates of rent burden overall and Native Hawaiian or Pacific Islander households also have particularly elevated rates of rent burden, including severe rent burden. Asian renters also show higher rates of rent burden, including severe cost burden, when compared to the citywide average. People of color are more likely to be lower income, which is strongly correlated with greater cost burden.

Table 34 Housing Cost Burdens by Race & Ethnicity (2015-2019)

Housing Cost Burdens by Race and Ethnicity									
	Am. Indian or Al. Native	Black or African Am.	Hispanic or Latino(a,e)	Nat. Hawaiian or PI	Asian	Other	Two or More Races	Non-Hisp. or Latino(a,e) white	All Owners
Cost Burdened	27%	43%	41%	45%	32%	46%	26%	23%	29%
Renters	29%	46%	44%	47%	35%	48%	29%	24%	32%
Owners	19%	34%	32%	35%	29%	38%	21%	21%	26%

Source: ACS 2019 5-Year Estimates; IPUMS USA.

Figure 46 Rent Burden by Race & Ethnicity (2015-2019)
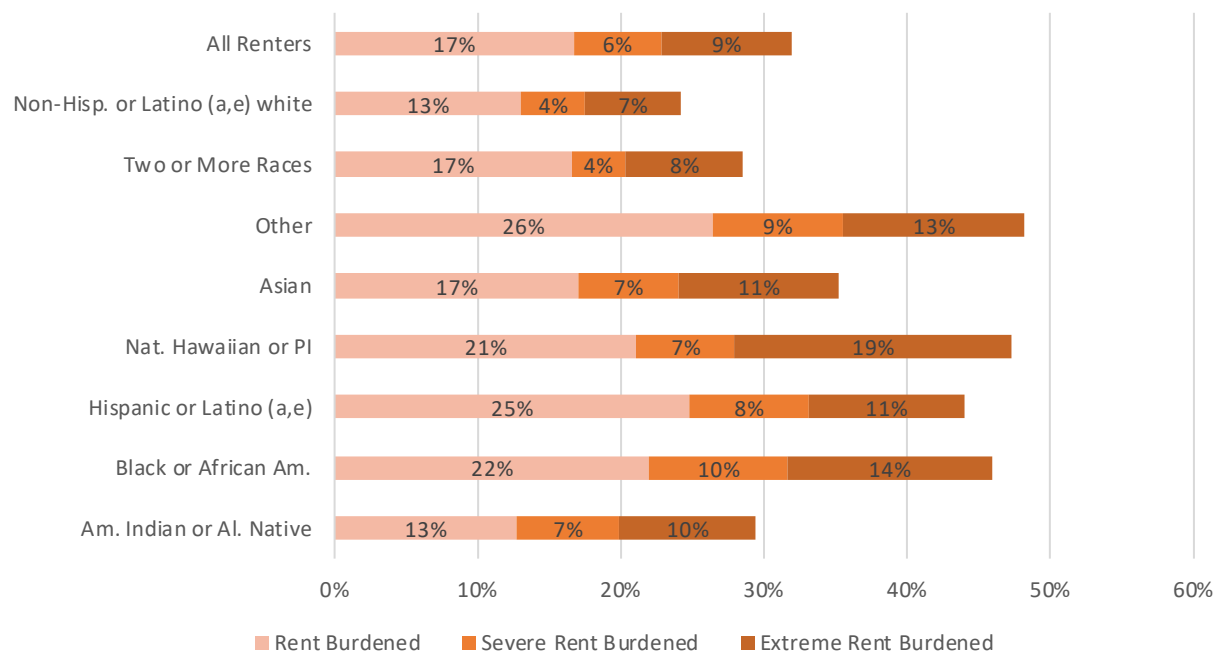
Source: ACS 2019 5-Year Estimates; IPUMS USA.

Foreign-born renters are disproportionately impacted by rent burden. Foreign born renters are 36% of all renters but are 43% of renters who are burdened and severely burdened. Linguistically isolated renters make up a significant percentage of those foreign- born renters experiencing rent burden, 41%, and a similar share of severely rent burdened foreign-born renters.

Owner Cost Burden

The percentage of cost-burdened households in San Francisco a has fluctuated over time, with the percentage of cost-burdened households decreasing between 2010 and 2018 to 30%. However, this may be attributed to the increase in higher income households to San Francisco who are able to afford the cost of homes. While much has improved since the height of the Great Recession, the overall cost burden has worsened over 30 years. Extreme cost burden in increased between 1990 to 2018, potentially increasing for a range of household types, which could indicate more at-risk owners (as seen in Table 36 above).

Table 35 San Francisco Cost Burden Over Time, 1990-2018

	1990	2000	2010	2018	1990-2018 Change	1990-2018 % Change
Not Cost Burdened	80,602	78,003	77,412	94,118	13,516	17%
Cost Burdened	14,398	20,210	24,976	20,376	5,978	42%
Severe Cost Burdened	4,239	6,524	9,436	6,284	2,045	48%
Extreme Cost Burdened	7,066	10,118	14,947	12,936	5,870	83%
Total Cost Burdened	25,703	36,852	49,359	39,596	13,893	54%
% Cost Burdened	24%	32%	39%	30%	-	5%
Total Owner Households	106,305	114,855	126,771	133,714	27,409	26%

There are less than half the number of burdened owners as there are renters. However, over 39,000 owners report facing cost burdens, comprising about 30% of all owners. A little less than half of burdened owners experience severe burdens, paying more than 50% of income in housing costs (over 19,000 owners). Of these severely burdened owners, nearly 13,000 are extremely burdened, meaning they spend over 70% of income on housing costs. Severely burdened owners may be particularly vulnerable to loss of a home to foreclosure or tax liens should a financial emergency or major repair arise.

Owner cost burden disproportionately affects lower income owners but affects more high-income households than rent burden does. In fact, 21% of burdened owners are moderate income and another 22% of burdened owners earn above 120% of AMI. Severe cost burden, however, primarily affects lower income owners.

Over 78% of ELI owners and 56% of VLI owners are burdened as well as large percentages of low- and moderate-income owners. Over 60% of ELI owners experience severe cost burden and the majority of ELI owners are actually extremely cost burdened. Extreme owner cost burden is even more concentrated among ELI, VLI, and low-income households. 56% of extremely burdened owners being ELI and with VLI and low-income owners making up 29% and 13% of extremely cost burdened owners, respectively.

Table 36 Owner Cost Burden by Income and Severity (2014-2018)

Owner Cost Burden by Income and Severity							
	No Cost Burden	Cost Burden 30-50% of Income	Severe Cost Burden 50-70% of Income	Extreme Cost Burden Over 70% of Income	All Owners	Total Burdened Owners	% of all owners cost burden
Below 30% AMI	2,676	1,923	748	6,679	12,098	9,422	78%
30%-50% AMI	4,169	1,474	1,057	2,700	9,400	5,231	56%
50%-80% AMI	8,857	3,846	2,042	2,293	17,038	8,181	48%
80%-120% AMI	13,887	5,637	1,514	980	22,018	8,131	37%
120%-150% AMI	9,992	2,434	464	135	13,025	3,033	23%
150%-200% AMI	14,067	2,966	347		17,380	3,313	19%
Above 200% AMI	40,470	2,096	112	77	42,755	2,285	5%
Total	94,118	20,376	6,284	12,936	133,714	39,596	30%

Owner Cost Burden by Household Type

Owner cost burdens disproportionately affect households with one person living alone, similar to rent burden. Over 14,000 one-person households experience owner cost burdens as well as over 9,000 families with children, over 7,000 couples, and over 6,000 related adults living together. A majority of cost burdened couples and over 40% of cost burdened owners living alone are senior households

Figure 47 Owner Cost Burden by Household Type (2014-2018)
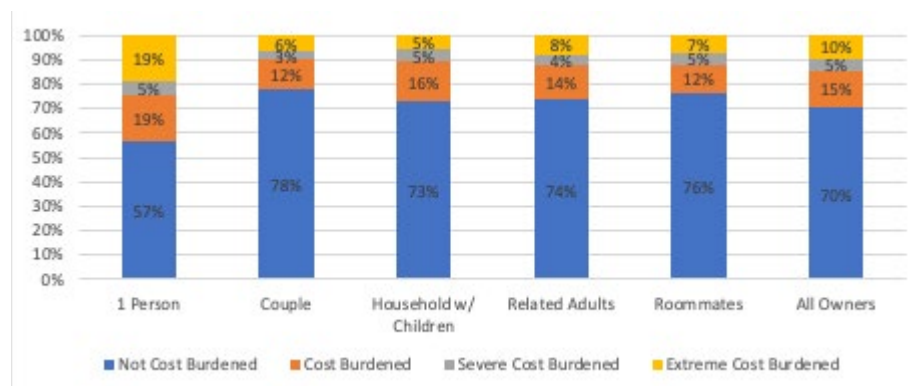
Source: ACS 2018 5-Year Estimates; IPUMS USA.

Extreme cost burden and severe cost burden affect one-person households even more disproportionately, making up 43% of owner cost-burden households. Over 8,000 one-person owners are severely cost burdened along with over 3,000 each for couples, households with children, and related adults living together.

Figure 48 Severe Owner Cost Burden by Household Type (2014-2018)
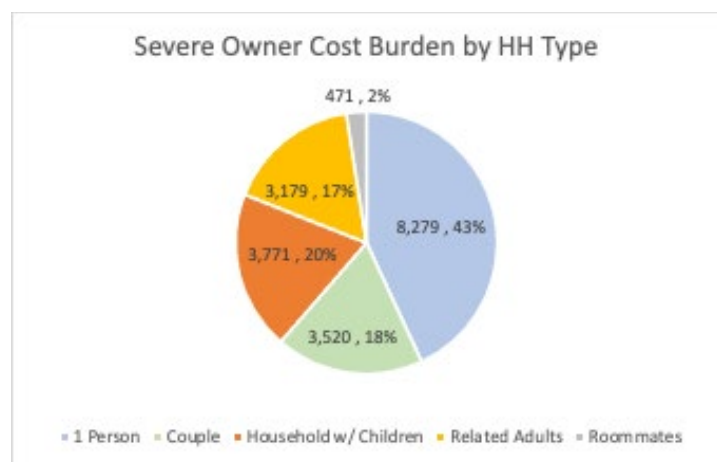
Source: ACS 2018 5-Year Estimates; IPUMS USA.

The majority of senior householders and seniors in general live in owner households. Cost burdens among senior owners are similar to other owners, except that senior owners are more likely to have extreme cost burdens above 70% of their income. Seniors comprise 37% of severely burdened owner households, higher than their 31% of share of all owners. Senior households make up a majority of couple households and well over 40% of cost burdened one person households and related adults.

Disabled owner households have higher proportions of cost burden and specifically extreme cost burden than other owners. Non-senior, disabled owners make up 3% of owner households but 7% of owners with extreme burdens.

Owner Cost Burden and Race and Ethnicity

People of color are disproportionately impacted by owner cost burden, likely due to disproportionately lower incomes. Black or African American owners, as well as Hispanic or Latino(a,e), Native Hawaiian or Pacific Islander, and Asian owners, experience elevated rates of owner cost burden.

Figure 49 Owner Cost Burden by Race & Ethnicity (2014-2019)
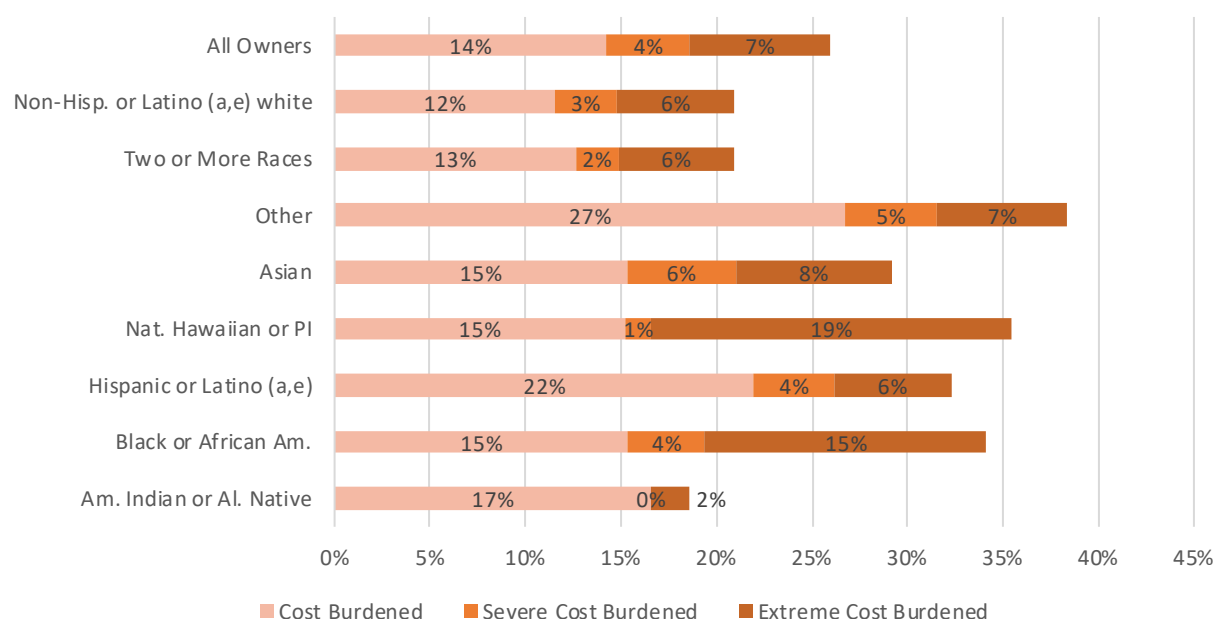
Source: ACS 2019 5-Year Estimates; IPUMS USA.

Potential Resources and Programs to Address Housing Cost Burdens

Increased housing production and, specifically, continued and expanded development of subsidized affordable housing can help households experiencing rent burden. Expansion of other housing types that are likely to be more affordable such as ADUs, group housing, efficiency units, and other smaller, cheaper units that are "affordable by design" can also help provide more affordable options for burdened renters. The city can also look to expand rent assistance and income support that can help the lowest income households better afford their rent. For cost-burdened owners, financial counseling and emergency assistance could help low-income, cost-burdened owners find strategies and resources to keep their homes. Programs like Home Match can also connect senior owners with people looking for affordable rental options and help address both housing needs.

Housing Overcrowding

Crowding by Household Type

About 6% of San Francisco households are considered overcrowded, meaning that they have more than one person per room living in the household. The majority of these crowded households are severely

crowded, meaning that they have more than 1.5 people per room. The rate of overcrowding is substantially higher among households with children (17%) and related adults (9%).

Figure 50 Overcrowding by Household Type
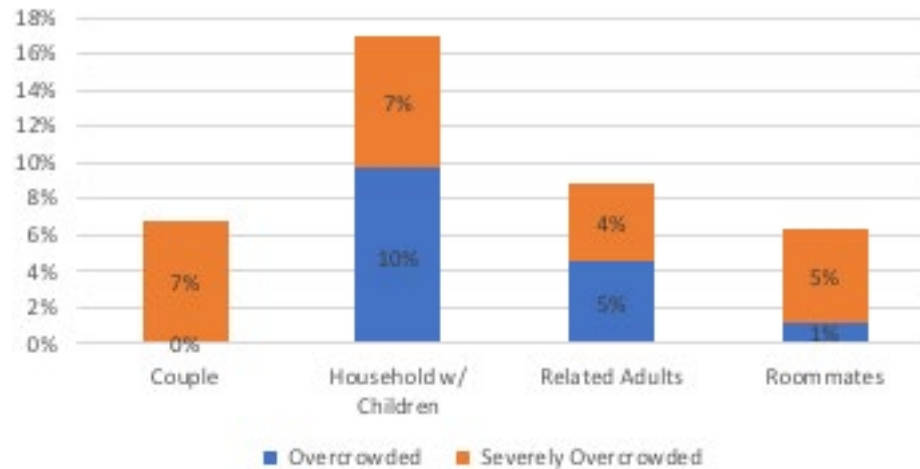
Source: ACS 2018 5-Year Estimates; IPUMS USA.

Overcrowding by Tenure and Income

Crowding is concentrated among lower income households. Unlike cost burden, however, which is most concentrated among the lowest income households, overcrowding is more concentrated slightly up the income range among very low-income and low-income groups. ELI and VLI households have the highest rate of severe overcrowding.

Figure 51 Overcrowded Households by AMI
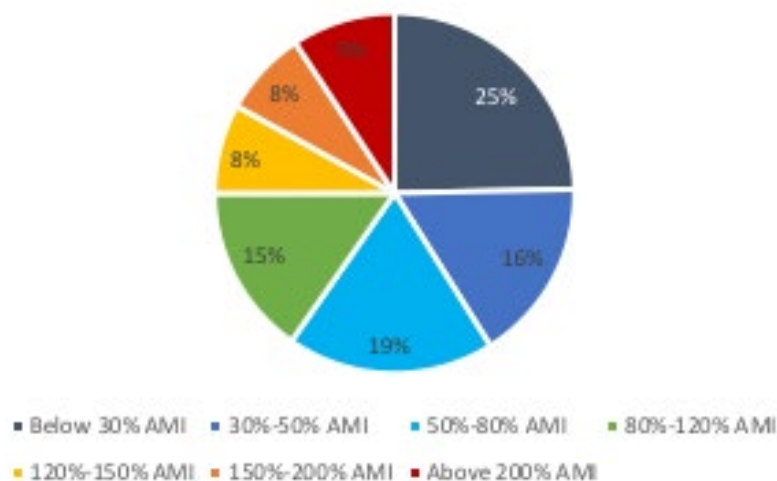
Source: ACS 2018 5-Year Estimates; IPUMS USA.

Lower income renters earning below 80% of AMI are disproportionately affected by overcrowding. For owners, crowding is more pronounced among low-, moderate-, and middle- income renters earning between 50% and 150% of AMI.

Figure 52 Overcrowding by Tenure and Income
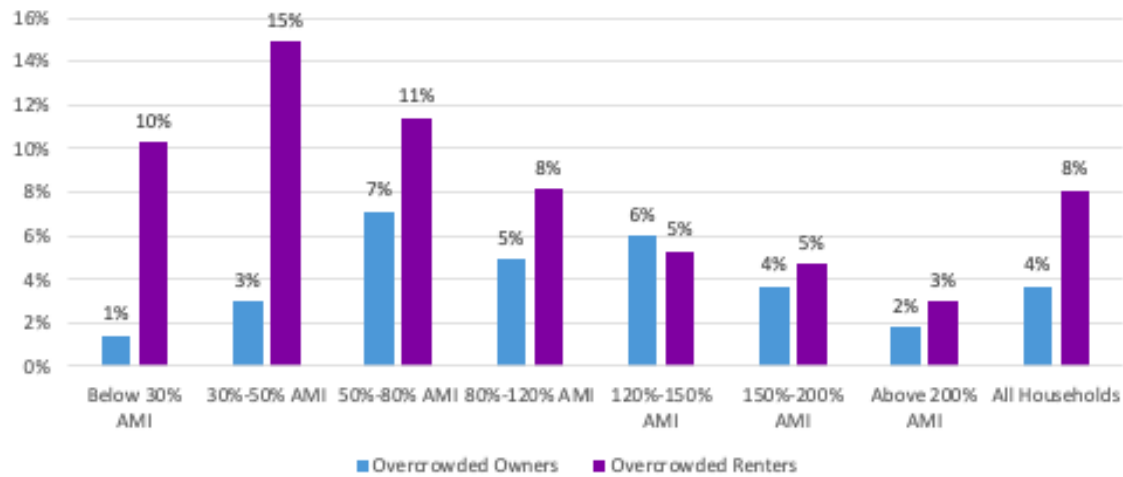
Source: ACS 2018 5-Year Estimates; IPUMS USA.

Overcrowding and Race and Ethnicity

Overcrowding more heavily impacts Hispanic or Latino(a,e), Native Hawaiian or Pacific Islander, American Indian, and Asian households. Asian and Hispanic or Latino(a,e) households are more likely to live in family households, and both Asian and Hispanic or Latino(a,e)-headed households also have disproportionate rates of severe overcrowding. While overcrowding among Black-headed households is not higher than the city's average rate of crowding, it is nearly double the rate of white householders (Figure 53).

Households headed by a foreign-born person are particularly likely to be overcrowded. In fact, foreign-born households make up about 75% of all crowded households, double their prevalence among all households.

Figure 53 Overcrowding by Race & Ethnicity

Source: ACS 2018 5-Year Estimates; IPUMS USA.

Crowding is particularly concentrated in communities on the east and south of the city that tend to be lower income and are more likely to be home to people of color.
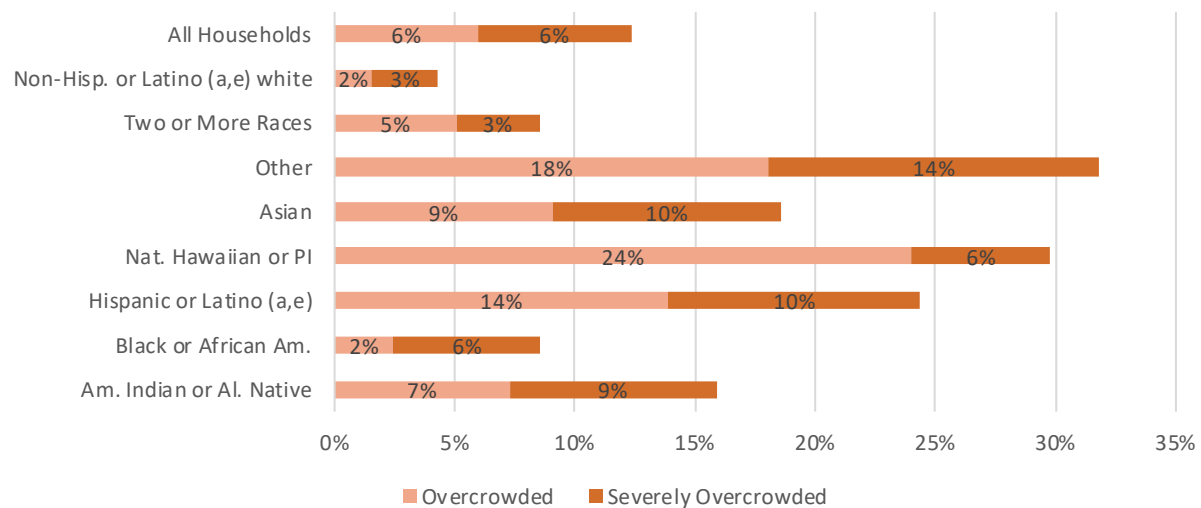
Figure 54 Rates of Overcrowded Housing by Census Tract (2014-2018)

Source: ACS 2018 5-Year Estimates.

Potential Resources and Programs to Address Overcrowding
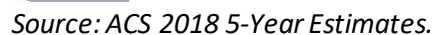
Ongoing investment in affordable housing, particularly units that can accommodate families with children, is important to address overcrowding especially for lower income renters with children. Rent assistance could also help lower income renters with children or dependent adults afford units that better meet their needs. Greater flexibility to add units or bedrooms to a home could allow existing owners to create additional living space for large families and multigenerational families.

IV. Assessment of Fair Housing

State law and federal policy require all jurisdictions to affirmatively further fair housing (AFFH) to address historic and present housing discrimination and inequalities in housing access, including patterns of segregation by race, ethnicity, and income.

According to state law:

"Affirmatively furthering fair housing" means taking meaningful actions, in addition to combating discrimination, that overcome patterns of segregation and foster inclusive communities free from barriers that restrict access to opportunity … Specifically, affirmatively furthering fair housing means taking meaningful actions that, taken together, address significant disparities in housing needs and in access to opportunity, replacing segregated living patterns with truly integrated and balanced living patterns, transforming racially and ethnically concentrated areas of poverty into areas of opportunity, and fostering and maintaining compliance with civil rights and fair housing laws. The duty to affirmatively further fair housing extends to all of a public agency's activities and programs relating to housing and community development. - (California Gov. Code, § 8899.50, subd. (a)(1).)

People of color have lower median income compared to white households. Low-income households, people of color and special needs groups (people with disabilities, people experiencing homelessness, large families, female-headed households, and seniors) are far more likely to live in areas with greater environmental burdens and health challenges. Low-income households, people of color and special needs groups are also much more likely to face housing insecurity and vulnerability, including higher rates of housing cost burden, overcrowding, and homelessness as discussed throughout Section II of the Needs Assessment and as summarized below. These outcomes are not a coincidence: they reflect past discriminatory planning and housing policies as well as discriminatory private regulations and practices. The Needs Assessment of the Housing Element provides information and analysis to shape policies, investments, and planning that affirmatively further fair housing to reverse discrimination in housing and planning.

This section performs an assessment of geographic disparities related to segregation, poverty concentration, and disparities in access to educational, employment, transportation, and healthy environment opportunities for low-income households, people of color and special needs groups. Using the data and findings from other parts of the Needs Assessment coupled with this assessment of geographic disparities, this section summarizes disproportionate housing needs for all three groups. This section also provides an overview of San Francisco's compliance with fair housing laws and outreach and enforcement capacity on fair housing issues. Finally, this section identifies and prioritizes contributing factors to fair housing issues based on all the analyses related to AFFH, which included outreach and engagement, this assessment of fair housing, and the site inventory analysis.

Background on Racial and Economic Discrimination in Planning and Housing Policy

Neighborhood inequities by race and income are the result of a long history of institutional racism and discrimination. The outcomes we see today are the result of discriminatory action on the part of an array of institutions ranging from private individuals to banks and other private businesses to government agencies at every level. The City of San Francisco played a key role. In some cases, the City took direct actions with the clear intention of undermining the rights of residents of color and protecting the rights and wealth of white residents. In other cases, the City acted in ways that furthered racial

segregation and disinvestment in communities of color without explicitly tying these actions to racial goals. Even where the City took actions with a clear intent of providing help or support to communities of color, these actions were often planned and executed with no meaningful input from the intended beneficiaries and the results were, at times, just as harmful. Even as it often affirmed an obligation to protect all of its citizens, the City, acting in concert with others, regularly and systematically prioritized the safety, comfort and financial security of its white residents and failed to act to provide equal protection to non-white people and communities. Repairing this history of harm requires a more complete accounting of the actions, private and public, which have created today's racial inequities.

Racial exclusion has been a central feature of this City since its very founding. It began with the genocide, exploitation and dispossession of indigenous people who lived on this land before the arrival of Europeans. Later, in the 1800s, San Francisco's city leaders expressed concern about the growing Chinese population and enacted legislation limiting Chinese residents to certain areas. When courts at the time struck down this law, the City adopted a set of measures including the Cubic Air Ordinance and the Laundry Ordinance, which were selectively enforced against Chinese residents with the clear intent to isolate the Chinese population.

Throughout most of the 20th century, African Americans and other non-white residents were formally or informally excluded from most housing opportunities in San Francisco. While this system of segregation was implemented by a wide variety of different institutions including private property owners, real estate industry organizations and banks as well as the Federal and State government, the city of San Francisco played a key role in this coordinated effort to deprive non-white residents of equal protection and access to housing and economic opportunity.

Beginning in the early 1900s, private developers of real estate in San Francisco and elsewhere in the country began the practice of recording covenants against the land under new developments prohibiting sale or leasing to non-white residents – effectively implementing through private contracts what courts had prevented the city from implementing through ordinance. This practice was widely adopted and encouraged by leading institutions in San Francisco's real estate industry. It was only when the fight over racially explicit zoning laws was finally taken up by the US Supreme court that the idea of Single Family only zoning was born. The idea, first proposed in 1916 in Berkeley by San Francisco real estate developer Duncan McDuffie quickly spread to San Francisco and throughout the country. Some early advocates for the system were quite explicit about how single-family zoning could be used as a tool to prevent racial integration.

At the same time that the City's "exclusionary zoning" policies were preventing the multi-family rental housing that most people of color would have lived in from being built in most of the City's neighborhoods, the federal government and private banks were coordinating to limit non-white access to homeownership in predominantly white areas as well. Redlining began as an informal practice of banks refusing to lend to minority buyers seeking to enter previously all white neighborhoods. The accepted view in the (white) real estate industry at the time was that racial integration of a neighborhood would lead to declining property values. This view was enshrined in federal policy in the 1930s when the Homeowners Loan Corporation (a predecessor the Federal Housing Administration which guarantees home loans) created a set of maps (Figure 55) depicting the relative lending risk of different neighborhoods in most American cities. These federal maps treated changing racial

composition in a neighborhood as a serious risk to property values and made it very difficult for lenders to finance buyers in areas with even relatively small minority populations.

By the middle of the 20th century, this coordinated effort involving the City and private industry had succeeded in ensuring that large areas of San Francisco were reserved for whites only. World War II brought an influx of African American war workers. Following the war, city leaders expressed concern over the rising racial diversity of the city. In 1966, the City commissioned a plan which suggested that the City take steps to curb the growth of the African American population, which was projected to increase to 17% by 1978. The plan suggested a target to reduce the Black population to 13% of the city.[7] The same year, a report by SPUR (then known as San Francisco Planning and Urban Renewal Association) urged the city to direct growth in a similar direction toward "standard white Anglo-Saxon Protestant characteristics."[8]

The City's Urban Renewal program, in fact, had exactly that effect. Between the mid-1950s and the late 1960s, San Francisco demolished thousands of homes in neighborhoods selected in part based on their racial composition. The Redevelopment Agency exercised its power of Eminent Domain to take homes from primarily African American and Japanese families and clear land for redevelopment. Some families were displaced multiple times during subsequent phases of redevelopment. At a time when one study found that 2/3 of all apartment owners in San Francisco were explicitly refusing to rent to non-white applicants, the City displaced 20,000 people, mostly people of color from the Western Addition[9]. Many received relocation assistance, but City leaders knew that these families had very limited options in San Francisco. While the goal of reducing the City's Black population seems to have been commonly assumed at the time, it was seldom stated directly. However, one former Redevelopment Agency Executive Director later acknowledged the City's intent:

"One of the purposes of renewal when it was called slum clearance was not only to get rid of the people and the structures but to make sure those blighting influences didn't come back. And so there was no intent to rebuild for the kind of people who were being displaced."[10]

San Francisco's public housing program was another tool to promote the racial segregation of the city and to limit the geography within which people of color could choose to live. In 1952, a federal investigation found that San Francisco's public housing authority was intentionally segregating housing developments. The Housing Authority was informally designating some buildings for Black tenants and others for white tenants. The units designated for Black residents were concentrated in a handful of neighborhoods and built to a lower standard of quality. The courts forced the city to integrate public housing in 1954[11].

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[7] Arthur D. Little, Inc. 1966. *Community Renewal Programming*. New York, NY: Frederick A. Praeger.

[8] Quoted in Jordan Klein (2008) A Community Lost: Urban Renewal and Displacement in San Francisco's Western Addition District. http://www.jordanklein.us/files/WA_Paper.pdf

[9] Moore, E., Montojo, N., & Mauri, N. (2019). Roots, Race, & Place: A History of Racially Exclusionary Housing in the San Francisco Bay Area. University of California.

[10] Moore, E., Montojo, N., & Mauri, N. (2019). Roots, Race, & Place: A History of Racially Exclusionary Housing in the San Francisco Bay Area. University of California.

[11] Moore, E., Montojo, N., & Mauri, N. (2019). Roots, Race, & Place: A History of Racially Exclusionary Housing in the San Francisco Bay Area. University of California,.

After the passage of the Federal Fair Housing Act in 1968, federal law began to provide some protection to people of color seeking to buy or rent housing, but housing discrimination, by this point, was firmly established in San Francisco and only minimal efforts were made to overcome it during the following decades. Racially restrictive covenants continued to be in place in some San Francisco neighborhoods long after they were declared unenforceable, and it was HUD and not the City that took action to force the last developments to remove these restrictions in the late 1990s.[12]

More critically, after federal fair housing enforcement prevented the City from pursuing explicit policies of segregation and containment of communities of color, the combination of exclusionary land use policy and disinvestment and neglect in neighborhoods where residents of color were concentrated had the effect of driving communities out of the city. Where the planners of 1966 had targeted a reduction of the African American population to only 13%, today it is down to 5%. Other communities have seen significant declines as well.

The struggles with displacement and gentrification today are the outgrowth of this history of segregation and disinvestment. The City, actively at first and later more indirectly, encouraged communities of color to remain in a small set of east side neighborhoods in order to preserve the primarily white identity of other neighborhoods. Today, neighborhoods in the center, north, and west of the city that were not redlined tend to provide higher opportunity with higher incomes and educational attainment, more white residents, and more home ownership. Meanwhile on the east side, decades of disinvestment in certain neighborhoods has contributed to set of conditions that make these areas vulnerable to gentrification. Wherever they live, many lower income residents of color are still dealing with the persistent effects of discrimination and lack of access to housing in higher opportunity parts of the city. Options to add housing in most of the city, including its higher opportunity areas, have remained limited. Clear attention to this history is critical if we are going to redress the harms of the past and protect every San Francisco resident from displacement.

American Indian Community

American Indian peoples have lived in the Bay Area for more than 10,000 years.[13] This includes the Ramaytush Ohlone peoples, tribes of people who lived in what is known today as the San Francisco Peninsula at time of first contact with Spanish settlers. When Spanish colonizers arrived in the Bay Area in 1769, there were an estimated 15,000 American Indians living across multiple social groups and villages united by a shared linguistic family.[14] At the time, groups of Ramaytush Ohlone peoples had settlements across San Francisco, such as at the Presidio, Mission Creek, Visitacion Valley, and Lake Merced.[15]

Despite their long-established stewardship of the land, Spanish, Mexican, and US governments and settlers enacted laws and committed violence to dispossess American Indian peoples of their land in

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[12] https://www.sfgate.com/realestate/article/HUD-tracking-whites-only-covenants-in-N-3062955.php

[13] Monica Arellano, Alan Leventhal, Rosemary Cambra, Shelia Guzman Schmidt, and Gloria Arellano Gomez. An Ethnohistory of Santa Clara Valley and Adjacent Regions; Historic Ties of the Muwekma Ohlone Tribe of the San Francisco Bay Area and Tribal Stewardship Over the Tupiun Táareštak [Place of the Fox Man] Site: CA-SCL-894 (2014), http://www.muwekma.org/ethno-history.html.

[14] Brian Byrd, Shannon Dearmond, and Laurel Engbring, "Re-Visualizing Indigenous Persistence during Colonization from the Perspective of Traditional Settlements in the San Francisco Bay-Delta Area," Journal of California and Great Basin Anthropology 38 (December 1, 2018): 163–90

[15] Randall Milliken at al. Ohlone/Costanoan Indians of the San Francisco Peninsula and Their Neighbors, Yesterday and Today. Oakland, CA: Archaeological and Historical Consultants, 2009.

what is referred to as the California Genocide. [16] Spanish missions implemented the forced conversion and extraction of labor from American Indian peoples. [17] Treatment as second-class citizens continued through the denial of the right to vote, the forced removal of American Indians to small reservations, the disregard of established treaties, [18] and other actions under the California government and later the US government when California was annexed. [19] Assaults and killings of American Indians, both implicitly and explicitly condoned by the US government, continued throughout the establishment of the current-day state of California. This, combined with newly introduced diseases, decimated the American Indian population. There are no living descendants of the Yelamu tribes, [20] but descendants of other Ramaytush Ohlone peoples survive and many continue to live in the Bay Area.

The majority of Native Americans who live in San Francisco today are here due to government relocation policy of the 1950s. The US Government, through policies such as the Indian Relocation Act of 1956 systematically relocated Native American people from reservations to large cities. [21] San Francisco was a designated relocation center. The relocation program was intended to offer vocational training, housing, and other support but many relocated people did not receive these services. [22] Many of the challenges facing San Francisco's native population today can be traced to the failure on the part of the federal, state and city government to ensure that relocated people received the support necessary to integrate into the community and obtain meaningful employment opportunities when they arrived. Today native people make up 0.2% of the city's population.

Black Community

Black residents largely first arrived in San Francisco as slaves accompanying Spanish and American settlers, [23] though some freed Black people also arrived pursuing opportunity during the Gold Rush and establishment of the state of California. Although California was a free state, [24] Black residents still faced violence and re-enslavement due to fugitive slave laws, vigilante lynching, and social exclusion. [25]

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[16] Cowan, Jill (June 19, 2019). "'It's Called Genocide': Newsom Apologizes to the State's Native Americans". The New York Times.

[17] Benjamin Madley, An American Genocide: The United States and the California Indian Catastrophe, 1846-1873 (New Haven: Yale University Press, 2016).

[18] Madley, An American Genocide.

[19] Elias Castillo, A Cross of Thorns: The Enslavement of California's Indians by the Spanish Missions. (Fresno, CA: Craven Street Books, 2015).

[20] Jonathan Cordero. Who are the original peoples of San Francisco and of the San Francisco Peninsula? https://www.ramaytush.org/original-peoples.html

[21] natoyiniinastumiik. "Discrimination by Omission: Issues of Concern for Native Americans in San Francisco". San Francisco Human Rights Commission Report (August 23, 2007).

[22] Walls, Melissa L.; Whitbeck, Les B. (June 14, 2012). "The Intergenerational Effects of Relocation Policies on Indigenous Families". Journal of Family Issues. **33** (9): 1272–1293. doi:10.1177/0192513x12447178. PMC 3457652. PMID 23024447.

[23] Rudolph M. Lapp, Blacks in Gold Rush California (New Haven, CT: Yale University Press, 1977), p. 2.

[24] Lapp, Blacks in Gold Rush California, p. 130.

[25] Martha C. Taylor, From Labor to Reward: Black Church Beginnings in San Francisco, Oakland, Berkeley, and Richmond, 1849–1972 (Searcy: Resource Publications, 2016)

In the 1920s, wealthy, single-family home developments began adopting racial covenants across entire developments to exclude Black, Chinese, and other non-white residents.[26] The federal government and financial institutions continued to effectively lock Black residents out of homeownership by implementing redlining beginning in the in the 1930s, precluding Black homebuyers and those living in mixed neighborhoods from federally backed mortgages and other home-financing opportunities.[27] Without meaningful pathways to homeownership and limited economic opportunities, Black residents were forced to sequester in overcrowded and deteriorating housing in the Western Addition.[28] During and after World War II, Black servicemen and their families also began living in high numbers in military-built housing around Hunters Point Naval Shipyard. As San Francisco grew during this period, Bayview-Hunters Point became the first neighborhood in which Black residents could own homes.

Black neighborhoods in the Western Addition and Bayview, that had up to this point been largely ignored and disinvested by the local and federal governments, were deemed blighted by the San Francisco Redevelopment Agency (SFRA) in the 1960s.[29] This was despite a thriving Black economic and arts district that Black Americans had established for themselves during this period. San Francisco Filmore was known as the "Harlem of the West," home to dozens of dance and music clubs throughout the decades.[30] Black residents had also established social clubs and businesses to serve Black Americans, who were otherwise excluded from participating in the rest of San Francisco life. In disregard of this thriving community, large swaths of the Western Addition and Bayview-Hunters Point were acquired by the SFRA through eminent domain, displacing thousands of residents and businesses in primarily Black neighborhoods, and then redeveloped.[31] Witnessing the destruction of the Filmore, Black residents in the Bayview successfully organized and advocated against redevelopment plans slated for Bayview-Hunters Point.[32] Since the 1980s, San Francisco's Black population has been falling. In 1990, Black residents made up 11% of San Francisco's population. In 2018, they made up just 5% (

[26] Mary Brown, Doelger Building Landmark Designation Report (San Francisco: San Francisco Planning Department, 2013), p. 28. and
Richard Rothstein, The Color of Law: A Forgotten History of How Our Government Segregated America (New York: Liveright, 2017), p. 77.
[27] Rothstein, The Color of Law, p. 88-90.
[28] Rothstein, The Color of Law, p. 18.
[29] Robert O. Self, American Babylon: Race and the Struggle for Postwar Oakland (Princeton: Princeton University Press, 2005), 114.
[30] Pepin, Elizabeth., Watts, Lewis. Harlem of the West: the San Francisco Fillmore jazz era. San Francisco: Chronicle Books, 2006.
[31] San Francisco Department of Public Works, Bureau of Building Inspection, Urban Renewal Division, Survey of Converted Residential Structures in Study Areas A-2, A-3, and A-4, Western Addition, San Francisco, California (San Francisco: November 1958).
[32] San Francisco Office of Community Investment and Infrastructure, "Hunters Point," http://sfocii.org/hunters-point; San Francisco Redevelopment Agency, Hunters Point Redevelopment Plan, January 20, 1969. and
S.F. News Call-Bulletin, July 23, 1962, S.F. Protests and Picketing–1962 folder at San Francisco Public Library; KPIX Eyewitness News report by Rollin Post, April 16, 1968, Bay Area Television Archives, San Francisco State University.

Table 5).

Latino(a,e) Community

Spanish colonizers arrived in the present-day Bay Area in the 18th century, establishing settlements as Catholic Missions across California. Missions forcefully converted the indigenous people already residing there and acted as settlements to legitimize Spain's claim to the land.[33] [34] In 1821, California and surrounding lands became the territory of the Mexican Empire when Mexico won independence from Spain.[35] Mexican citizens, who were typically of mixed Spanish, indigenous, and Black descent, continued to settle California and established the Yerba Buena Pueblo, in present-day San Francisco. Some development centered in the Mission Valley in the present-day Mission, around the Mission Dolores established by the Spanish.[36]

When the US annexed California and the Gold Rush began, Mexicans as well as many other Latinos came to California to pursue opportunity. Many eventually settled in San Francisco, establishing an enclave in North Beach and Telegraph Hill[37] to build community and protect each other from violent discrimination. In the early 20th century, the Spanish-American War, Mexican Revolution, political unrest in Central America, and other events brought subsequent waves of Latino(a,e) immigrants to San Francisco. Latino(a,e) immigrants, like other people of color, faced social and economic discrimination, limiting their ability to own property in specific neighborhoods or hold certain jobs. Latino(a,e)s who searched for work were typically limited to working difficult and undervalued essential jobs such as farming, construction, or childcare.[38] Racial covenants and redlining similarly impacted Latinos and Latino(a,e) neighborhoods, excluding them from homeownership.

By the 1930s, many settled in the Mission after being priced out of North Beach and the neighborhood became the center of Latino(a,e) life in San Francisco.[39] Here, Latino(a,e) residents established a vibrant community of businesses, churches, cultural centers, and dance halls to serve Latino(a,e) Americans. The Mission also became famous for its stunning street art and murals that depicted Latino(a,e) life, notable figures, and imaginary scenes.[40] However, the Mission faced challenges posed by state actions multiple times in the 1960s and 70s. Mission Street was torn up for years during the construction of BART,

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[33] Arellano et al., An Ethnohistory of Santa Clara Valley and Adjacent Regions; p. 9-16.

[34] Madley, An American Genocide, p. 27.

[35] Manuel Gonzales, Mexicanos: A History of Mexicans in the United States, (Indiana University Press, 2009), 59.

[36] San Francisco Planning Department, City within a City: Historic Context Statement for San Francisco's Mission District, (San Francisco: 2007), 18.

[37] David E. Hayes-Bautista and Cynthia L. Chamberlin, "Cinco de Mayo's First Seventy-Five Years in Alta California: From Spontaneous Behavior to Sedimented Memory, 1862-1937," Southern California Quarterly, Vol. 90, No. 1 (Spring 2007), 36.

[38] Cary Cordova, The Heart of the Mission: Latino Art and Identity in San Francisco, Doctoral Dissertation (University of Texas at Austin: 2005), 30.

[39] Brian J. Godfrey, "Ethnic Identities and Ethnic Enclaves: The Morphogenesis of San Francisco's Hispanic 'Barrio'" Yearbook Conference of Latin American Geographers, Vol. 11 (1985), 49.

[40] Cary Cordova, The Heart of the Mission: Latino Art and Politics in San Francisco, (Philadelphia: University of Pennsylvania Press, 2017), 67.

impacting Latino(a,e) businesses along the corridor,[41] and the Mission was also considered for redevelopment before community advocates successfully organized against the plans.[42]

Chinese Community

Chinese immigrants first began arriving in the United States in the mid-19th century to pursue opportunities in the Gold Rush, agriculture, and the construction of the Transcontinental Railroad.[43] Like many other people of color, Chinese immigrants faced discrimination from white Americans who resented Chinese immigrants for supposedly taking jobs and driving down wages.[44] This discrimination limited the types of jobs they could hold, barred non-citizens from owning land,[45] and eventually reached a peak in 1882, when Congress adopted the Chinese Exclusion Act and banned almost all immigration from China.[46] This ban stayed in place until 1943, when Chinese immigration was instead limited by a quota system.

For safety and to create community, most Chinese residents clustered into enclaves like Chinatowns in San Francisco and Oakland. In Chinatowns, residents established mutual aid networks, political advocacy groups, and cultural centers. These communities, however, continued to face challenges from the state, including a forced quarantine of only the Chinese residents from Chinatown after a suspected case of plague in 1900[47] and attempts to displace Chinatown from its original location after it burned down in the 1906 earthquake.[48] Chinatown rebuilt in the same location around Portsmouth Square and adopted its distinctive architectural style to attract visitors and business.[49]

The City of San Francisco in the late 1800s and early 1900s adopted a series of ordinances clearly intended to isolate Chinese residents and limit their economic prosperity. One after another these laws were found to violate the US constitution which guarantees people equal protection under the law. The 1870 Cubic Air Ordinance targeted rooming houses serving Chinese men and resulted in thousands of arrests. It was proposed by the City's "Anti-Coolie Association as a means of encouraging Chinese workers to return to China.[50] The same year, the City banned hiring of Chinese people in City jobs, banned transportation of goods using poles over one's shoulders and banned the use of gongs in theatrical performances. In 1873, the "laundry ordinance" was designed to prevent the expansion of

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[41] ¡Basta Ya!, April 1970, via FoundSF.org.

[42] Manuel Castells, The City and the Grassroots: A Cross-Cultural Theory of Urban Social Movements (University of California Press, Berkeley, 1983).

[43] Erika Lee, "Immigration, Exclusion, and Resistance: 1800-1940s," in Franklin Odo, Finding a Path Forward: Asian American Pacific Islander National Historic Landmarks Theme Study (National Park Service: 2019), 101

[44] Beth Lew-Williams, The Chinese Must Go: Violence, Exclusion, and the Making of the Alien in America (Harvard University Press, 2018), 42, 32.

[45] Nancy Wey, "Chinese Americans in California," in Five Views: An Ethnic Historic Site Survey for California (Sacramento, CA: California Office of Historic Preservation, California Department of Parks and Recreation, 1988), last modified 2004, https://www.nps.gov/parkhistory/online_books/5views/5views3.htm

[46] Wey, "Chinese Americans in California."

[47] Carl Abbott, "The 'Chinese Flu' is Part of a Long History of Racializing Disease," Bloomberg CityLab, March 17, 2020, https://www.bloomberg.com/news/articles/2020-03-17/when-racism-and-disease-spread-together); Wey, "Chinese in California."

[48] Yong Chen, Chinese San Francisco 1850 – 1943 (Redwood City: Stanford University Press, 2000), 165-6.

[49] Look Tin Eli, "Our New Oriental City – Veritable Fairy Palaces Filled with the Choicest Treasures of the Orient," in San Francisco: The Metropolis of the West, (San Francisco: Western Press Association, 1910), publication unpaginated.

[50] https://www.ncbi.nlm.nih.gov/pmc/articles/PMC2661442/

Chinese owned laundry businesses. In 1886 the US Supreme court found this ordinance to be unconstitutional because it violated the equal protection clause of the Constitution by targeting one racial group[51]. By 1890, the City adopted the Bingham Ordinance which established explicitly racial zoning, limiting Chinese people to a small area of the city. The law was quickly invalidated by courts and, in 1917, the US Supreme Court upheld the conclusion that this kind of racial zoning was unconstitutional.[52]

Chinese residents of San Francisco were also targeted by redlining, racial covenants and other forms of segregation in the middle of the 20th century. Chinatown was redlined beginning in the 1930s and racially exclusive covenants prevented Chinese Americans from buying homes or living outside of Chinatown.

By the 1950s, some Chinese Americans found opportunities to buy homes in the Inner Richmond and, later, Sunset, establishing new Chinese businesses and enclaves in these neighborhoods. During the expansion of the Financial District in the 1970s, Chinatown advocates organized with neighboring Manilatown advocates during the eviction of the I-Hotel (discussed further below). This event ignited an interest in community planning in Chinatown, which advocated for and participated in the creation of the Chinatown Area Plan adopted in 1995.[53] Today, San Francisco's Chinatown continues to stand as the oldest Chinese enclave outside of China and is home to a high population of foreign-born residents, seniors, families, and low-income households.

Japanese Community

Japanese immigrants first arrived in the United States in 1869, with immigration increasing from the 1880s to 1900s. They first settled in an enclave near Chinatown. After the 1906 earthquake, many resettled in the Western Addition, where Japantown is currently located. The first generation of Japanese immigrants were largely men who came to pursue agricultural and other physical labor jobs.[54] While Japanese immigration was severely restricted from 1907 to 1952, immigration laws did allow Japanese American men to send for their wives to join them.[55] This allowed for the Japanese American population to continue to grow during this period.

In the 1920s and 30s, Japantown flourished. Despite laws that targeted Japanese immigrants to prevent them from owning or leasing land, Japanese residents established community-serving businesses and Japantown grew to cover 40 blocks in San Francisco.[56] However, in 1942, President Roosevelt signed Executive Order 9066, forcefully dispossessing Japanese Americans of their land and removing them to distant internment camps. After three years of internment, Japanese Americans were finally allowed to leave the camps, and many returned to Japantown. Soon after, however, the San Francisco Redevelopment Agency began to acquire properties in Japantown in the Western Addition as part of

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[51] http://libraryweb.uchastings.edu/library/research/special-collections/wong-kim-ark/laws3.htm#:~:text=1890%3A%20Bingham%20Ordinance%3A%20Chinese%20people,359%20(1890)).

[52] Moore, E., Montojo, N., & Mauri, N. (2019). Roots, Race, & Place: A History of Racially Exclusionary Housing in the San Francisco Bay Area. University of California,.

[53] San Francisco General Plan – Chinatown Area Plan. https://generalplan.sfplanning.org/Chinatown.htm.

[54] "A History of Japanese in California" by Isami Arifuku Waugh, Alex Yamamoto and Raymond Y. Okamura in California Office of Historic Preservation, Five Views: An Ethnic Historic Site Survey for California.

[55] Yuji Ichioka, The Issei: The World of the First Generation Japanese Immigrants, 1885-1924 (New York: The Free Press, 1998) 1, 4-5.

[56] Michel Laguerre, The Global Ethnopolis: Chinatown, Japantown and Manilatown in American Society (New York: St. Martin's Press, 2000), 64-65.

redevelopment plans. [57] The plan was largely opposed by Japanese and Black residents, who organized to demand more affordable housing and more community control over the design and purpose of the new developments. [58]

WWII internment and redevelopment took their toll on Japantown and Japanese residents at large. Many Japanese Americans lost thousands of dollars in possessions and property due to internment and redevelopment, and many were displaced out of San Francisco during this process. Japantown today has been reduced to four blocks, although community members are deeply and actively invested in maintaining it as a thriving economic and cultural center for the Japanese community and visitors.

Filipino Community

The first Filipino immigrants arrived in the United States in the early 1900s, following the annexation of the Philippines after the Spanish-American War and Philippine-American War. [59] While Filipinos were recruited to the United States to provide cheap agricultural labor, they were denied the ability to naturalize and were only considered American nationals. At first, most immigrated to Hawaii to pursue work on sugar plantations, [60] but many arrived in California by the 1920s to pursue agricultural and service work. Filipino immigrants in San Francisco, largely single men, established the enclave of Manilatown on the eastern border of Chinatown. [61] Many others settled in SoMa, adjacent to a small Japanese enclave. They primarily lived in single-occupancy residential hotels. [62] Excluded from many jobs by white Americans and limited in entrepreneurship by already established Chinese and Japanese business owners, Filipino Americans established fraternal societies, barbershops, and restaurants serving the Filipino community.

In the wake of WWII, new laws granted some Filipinos the opportunity to naturalize [63] and others to own property in the US, although employment opportunities remained largely limited to service and agricultural work. Additionally, the expansion of the Financial District in the 1950s and 60s, encouraged by the city, caused the outpricing and displacement of Filipino Americans living in residential hotels in Manilatown. This displacement reached a peak in 1978, when residents from the last remaining residential hotel in Manilatown, the International Hotel, were finally evicted after a nearly decade long fight from residents, Filipino Americans, and allied community members. [64]

Displaced Filipino residents resettled in SoMa, Mission, Excelsior, or outside of San Francisco entirely. The growth of a Filipino community in SoMa in the 1960s and 70s, however, was also threatened due to the Yerba Buena Redevelopment in central city. Community activists, including Filipino SoMa residents,

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[57] Alan Scott, The San Francisco Bay Area: A Metropolis in Perspective, second edition (Berkeley: University of California Press, 1985), 288.

[58] Pepin, Elizabeth., Watts, Lewis. Harlem of the West: the San Francisco Fillmore jazz era. San Francisco: Chronicle Books, 2006.

[59] Bruno Lasker, Filipino Immigration, (Chicago: University of Chicago Press, 1931).

[60] Lasker, Filipino Immigration.

[61] Ronald Takaki, In the Heart of Filipino America, (New York: Chelsea House Publishers, 1994), 63-64.

[62] Donna Graves and Page & Turnbull, Inc., Japantown Historic Context Statement, Prepared for the City & County of San Francisco Planning Department, Revised May 2011, 21.

[63] Sonia Emily Wallovits, "The Filipinos in California," Thesis for the University of Southern California, June 1966; reprinted by R and E Research Associates, San Francisco, 1972, 10.

[64] Estella Habal, San Francisco's International Hotel – Mobilizing the Filipino American Community in the Anti-Eviction Movement, (Philadelphia: Temple University Press, 2007), 35.

successfully organized and won concessions from the San Francisco Redevelopment Agency, including the right to replacement housing and relocation. [65] Despite these struggles, Filipino Americans established businesses, cultural and art collectives, and organizations dedicated to advocating for housing and social justice across the city.

[65] Bayanihan Community Center, "Pilipinos in SoMa," http://www.bayanihancc.org/pilipinos_southofmarket1.html retrieved 25 October 2012.

Figure 55 Historic Map of Redlining in San Francisco
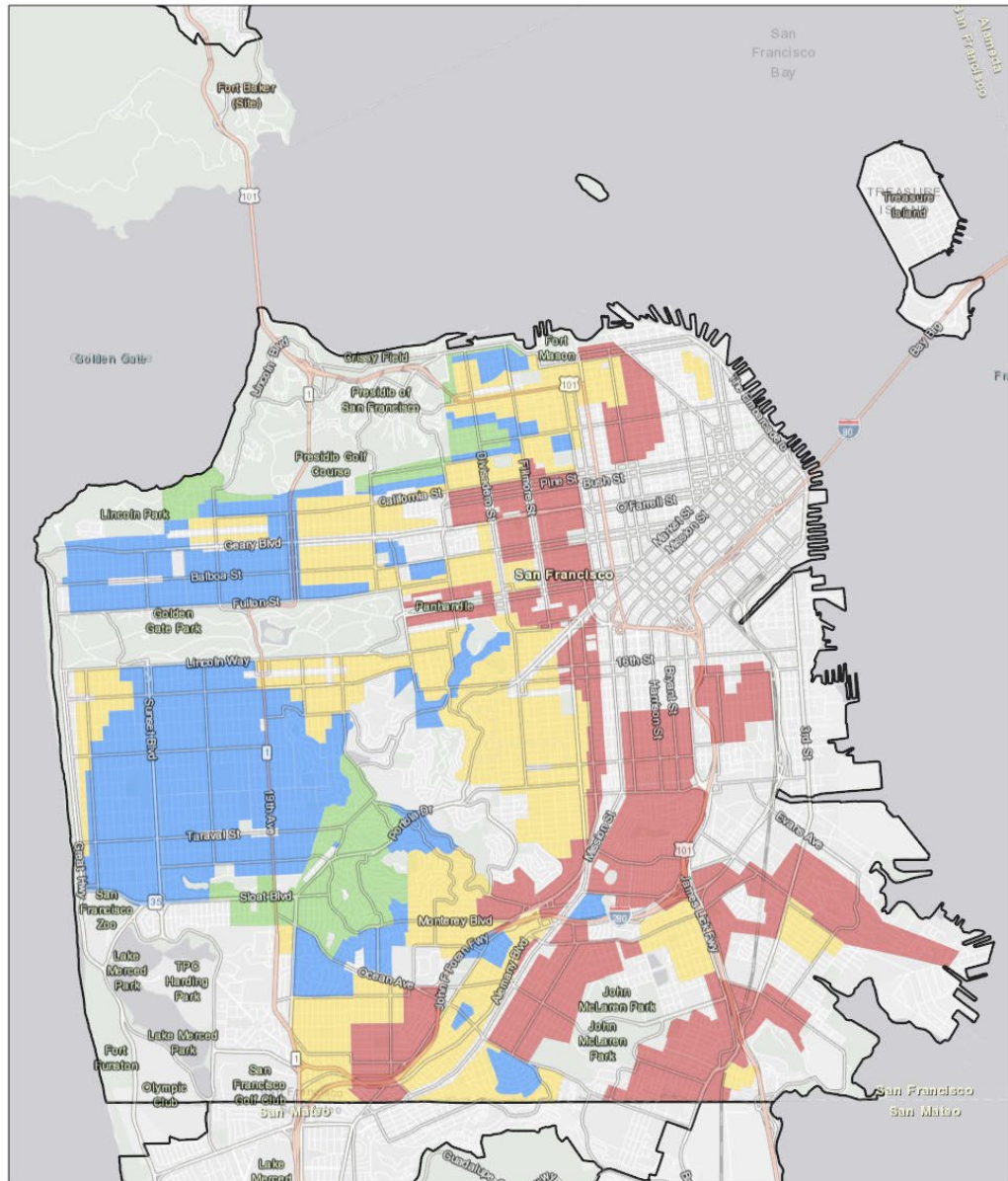
2/21/2022, 6:40:33 PM   1:72,224

▢ City/Town Boundaries

0   0.5   1   2 mi
0   1   2   4 km

(A) Home Owners Loan Corporation Redlining Grade (University of Richmond, 2021)

🟩 A (Best)

🟦 B (Still Desirable)

🟨 C (Declining)

🟥 D (Hazardous)
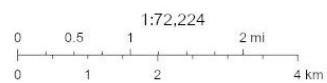
Assessment of Segregation and Integration Patterns and Trends

This section provides an analysis of racial integration and segregation in San Francisco, including patterns and trends, as well as for people with protected classes. HCD's defines these two terms as follows:

- **Integration** generally means a condition in which there is not a high concentration of persons of a particular race, color, religion, sex, familial status, national origin, or having a disability or a particular type of disability when compared to a broader geographic area.
- **Segregation** generally means a condition in which there is a high concentration of persons of a particular race, color, religion, sex, familial status, national origin, or having a disability or a type of disability in a particular geographic area when compared to a broader geographic area.

Dissimilarity Index by Race and Ethnicity

Definition

The dissimilarity index is a metric used for identifying patterns of geographic segregation between two groups. It reflects the distribution of these two groups across neighborhoods (defined census tracts in this case) in the city or in the metropolitan area (San Francisco-Oakland-San Jose). The dissimilarity index measures the relative segregation (high index) or integration (low index) across all neighborhoods in the city or metropolitan area between the two groups. It can go from 0 and 100 and it can be interpreted as the percentage of one group that would have to move across neighborhoods to be distributed the same way as the second group. According to HCD, an index score above 60 is considered high segregation (i.e. 60 percent of people would have to move to eliminate segregation), while 30 to 60 is considerate moderate, and below 30 considered low.

Analysis

In this analysis, the dissimilarity index for segregation for all racial groups was measured in comparison to the non-Hispanic or Latino(a,e) white population, due the greatest socio-economic disparities between people of color and the non-Hispanic or Latino(a,e) white population. The greatest dissimilarity index in San Francisco in 2020 was 58.1 between the Native Hawaiian or Pacific Islander population and non-Hispanic or Latino(a,e) white population, which means this group experienced moderate, but close to high segregation (Table 37). It was followed by the Black or African American population, whose dissimilarity index when compared to non-Hispanic or Latino(a,e) white people was 52.0. Overall, all non-white races and ethnicities experienced moderate levels of segregation when compared to the non-Hispanic or Latino(a,e) white population at different levels, with Asians experiencing the least segregation with a dissimilarity index of 37.3.

Table 37 Dissimilarity index by race and ethnicity in San Francisco vs the Bay Area (2010-2020)

	2020		2010	
	San Francisco	Bay Area	San Francisco	Bay Area
American Indian or Native Alaskan / Non-Hispanic or Latino(a,e) white	49.0	48.9	43.8	41.6
Black or African American / Non-Hispanic or Latino(a,e) white	52.0	57.5	55.5	59.8
Asian / Non-Hispanic or Latino(a,e) white	37.3	46.8	42.0	49.0

Native Hawaiian or Pacific Islander / non-Hispanic or Latino(a,e) white	58.1	54.9	59.1	49.0
Hispanic or Latino (a, e) / Non-Hispanic or Latino(a,e) white	40.8	45.2	47.1	46.8

In comparison to the region, the dissimilarity indexes for American Indian or Native Alaskan and Native Hawaiian or Pacific Islander people are higher in San Francisco than in the Bay Area, with all other racial and ethnic groups experiencing slightly less segregation in San Francisco when compared to the Bay Area. Looking at historic trends, segregation in San Francisco (as measured by the dissimilarity index) for all racial and ethnic groups decreased from 2010 to 2020, except for the American Indian or Native Alaskan population, which experienced an increase in segregation. This same increase in segregation was evident at the regional level for the American Indian or Native Alaskan population, which went from 41.6 to 48.9, as well as for the Native Hawaiian or Pacific Islander population, which went from 49 to 54.9.

It is important to note that while the dissimilarity index for the Black or African American population decreased from 2010 to 2020 in San Francisco, the Black or African American population also decreased in absolute terms during that same period, going from 48,870 to 46,725. Smaller Black or African American population shares in neighborhoods with larger concentrations of the Black or African American population leads to smaller dissimilarity index; particularly, if non-Hispanic or Latino(a,e) white people were also increasing in the same census tracts that lost Black or African American population. The same was true at the regional level, which signals the ongoing displacement of the Black or African American population from a lot of cities in the Bay Area, such as Oakland and Berkeley.

Isolation Index by Race and Ethnicity
Definition
The isolation index is another metric used for identifying patterns of geographic segregation between two groups. It compares a group's share of the overall population of a city or metropolitan to the average share within a neighborhood. It represents the level of isolation for an average resident of a given race or ethnicity in any given neighborhood. The index can range from 0 to 100 and it represents by what average percentage does the presence of residents of a given race or ethnicity in any given neighborhood exceeds the average percentage for the city or the region. An isolation index closer to 0 means members of a group live in a relatively integrated area while an isolation index closer to 100 means members of a group tend to live in segregated neighborhoods, where they are overrepresented compared to their total population share.

Analysis
As with the dissimilarity index, the isolation index for all racial groups was measured in comparison to the non-Hispanic or Latino(a,e) white population. The Black or African American population experienced the greatest isolation in San Francisco in 2020, with an index of 9.8, followed by the Hispanic/Latino (a,e) population with an isolation index of 7.9. However, the indexes for all racial and ethnic groups were relatively small and have decreased considerably since 2010 (Table 38), as neighborhoods have become more integrated. However, this may also indicate that low-income communities of color have been displaced from neighborhoods that are gentrifying and that have had to move further away to neighborhoods with larger concentrations of low-income communities of color.

Table 38 Isolation index by race and ethnicity in San Francisco vs the Bay Area (2010-2020)

	2020		2010	
	San Francisco	Bay Area	San Francisco	Bay Area
American Indian or Native Alaskan / Non-Hispanic or Latino(a,e) white	0.7	1.1	13.6	0.4
Black or African American / Non-Hispanic or Latino(a,e) white	9.8	10.6	13.6	14.5
Asian / Non-Hispanic or Latino(a,e) white	0.7	20.9	16.7	20.3
Native Hawaiian or Pacific Islander / Non-Hispanic or Latino(a,e) white	2.9	1.3	3.5	1.5
Hispanic or Latino (a, e) / Non-Hispanic or Latino(a,e) white	7.9	16.3	11.6	17.6

Compared to the region, the isolation index in 2020 for all racial and ethnic groups was low in San Francisco compared to the Bay Area region. Within the Bay Area, the Asian population experiences the highest isolation with an index of 20.9, followed by the Hispanic or Latino(a,e) (16.3) and Black or African American (10.6) populations. That means, that these populations experience are more geographically concentrated in other parts of the Bay Area than in San Francisco. Looking at historic trends, the index has remained relatively steady for the Asian and Hispanic or Latino(a,e) populations from 2010 to 2020, despite both groups experiencing considerable population growth. This means, racial and ethnic enclaves for both groups have either remained steady or expanded offsetting population growth. Similar to the dissimilarity index, the isolation index decreased for the Black population both in San Francisco and in the Bay Area. This results from an influx of other races into historically Black or African American neighborhoods, as well as loss of the Black/American Indian population from San Francisco and Bay Area.

Dissimilarity Index by Low- to Moderate-Income Households

Definition

Income segregation can also be measured using the dissimilarity index described above. For this analysis, this report uses income group designations consistent with the Regional Housing Needs Allocation and the Housing Element:

- Very low-income: individuals earning less than 50% of Area Median Income (AMI)
- Low-income: individuals earning 50%-80% of AMI
- Moderate-income: individuals earning 80%-120% of AMI
- Above moderate-income: individuals earning 120% or more of AMI

The income groups described above are based on U.S. Department of Housing and Urban Development (HUD) calculations for AMI.

Analysis

Table 39 provides the dissimilarity index values indicating the level of segregation in San Francisco between residents who are lower-income (earning less than 80% of AMI) and those who are not lower-income (earning above 80% of AMI). Segregation in San Francisco between lower-income residents and residents who are not lower-income has not substantively changed between 2010 and 2015. Additionally, Table 39 shows dissimilarity index values for the level of segregation in San Francisco

between residents who are very low-income (earning less than 50% of AMI) and those who are above moderate-income (earning above 120% of AMI). While the segregation between these two groups has not substantially changed between 2010 and 2015, by further defining income groups in this way, it is evident that these two income groups do live more segregated from each other. Additionally, compared to the Bay Area, lower income groups in San Francisco live more segregated from other income groups as evident by the higher dissimilarity indexes for San Francisco.

Table 39 Dissimilarity index by income group in San Francisco vs the Bay Area (2010-2015)

	San Francisco		Bay Area Average
	2010	2015	2015
Below 80% AMI / Above 80% AMI	28.6	28.0	19.8
Below 50% AMI / Above 120% AMI	37.9	37.6	25.3

Source: Data for 2015 is from U.S. Department of Housing and Urban Development, American Community Survey 5-Year 2011- 2015 Low- and Moderate-Income Summary Data. Data for 2010 is from U.S. Department of Housing and Urban Development, American Community Survey 5-Year 2006-2010 Low- and Moderate-Income Summary Data.

Population Concentration by Race and Ethnicity

While the dissimilarity and isolation indexes do show some trends in segregation for different racial and ethnic groups, they tell an incomplete story. This is evident by the low isolation indexes despite the existence of historically racial and ethnic enclaves in San Francisco. Thus, it is important to also examine the concentration of different racial and ethnic groups according to where they represent the largest share of the population. Figure 56 shows a map shows areas that are heavily dominated by one racial or ethnic group either by plurality (the largest share of the population) or majority (more than 50% of the population in the area). The map shows which race or ethnicity is more heavily present in each census tract and by how much. The strength of the color indicates the extent to which one group is more heavily present over the next most populous.

The non-Hispanic or Latino(a,e) white population is highly concentrated in the northern, central, southwestern and parts of the eastern coast. The Presidio, Cow Hollow, the Marina District, Cole Valley, Ashbury Heights, Corona Heights, and parts of Russian Hill, Eureka Valley, and Noe Valley have more than 70% non-Hispanic or Latino(a,e) white population. Meanwhile, parts of Lower Pacific Heights, Hayes Valley, Haight-Ashbury, Mission, Eureka Valley, Noe Valley, Twin Peaks, Bernal Heights, Potrero Hill, Inner Sunset, Golden Gate Heights, South Park and the Castro also have a majority non-Hispanic or Latino(a,e) white population with a share between 50% and 70% of the population. Finally, areas in the Richmond, Sunset, Islais Creek, and the rest of the Mission have a larger share of non-Hispanic or Latino(a,e) white residents with a share between 30% and 50%. While representing 39.1% of the total population in San Francisco, the non-Hispanic or Latino(a,e) white population is more heavily present in 56% of the census tracts and it is overrepresented with at least a sizeable gap of 10% over the next populous group in 48% the census tracts in the city.

Similar to the non-Hispanic or Latino(a,e) white population, the Asian population has a strong presence in the city and is highly concentrated in certain areas of the city. Notably, the Asian population is the only one to have more than 90% of the share of the population anywhere in the city, in a large part of

the Excelsior and in Chinatown. These high concentrations of Asian residents are followed by surrounding areas in Chinatown and in small sections in SOMA, Portola and the Excelsior, where they still hold a majority with 70% to 90% of the population. The Asian population also represents 50% to 70% of the population in most of the Sunset District, Parkside, Outer Mission, Croker-Amazon, Excelsior, Balboa Park, Visitacion Valley, Sunnydale, Portola, Ingleside, Oceanview, parts of Richmond, Tenderloin, SOMA and Mission Bay. Finally, the Asian population represents the largest share of the population in most of the Richmond, the rest of Balboa Park, Japantown, Mission Bay, Tenderloin and SOMA. While representing 33.9% of the total population in San Francisco, the Asian population is more heavily present in 35% of the census tracts and it is overrepresented with at least a sizeable gap of 10% over the next populous group in 26% the census tracts in the city.

Figure 56 Plurality/Majority by Race and Ethnicity by Census Tract (2015-2019).
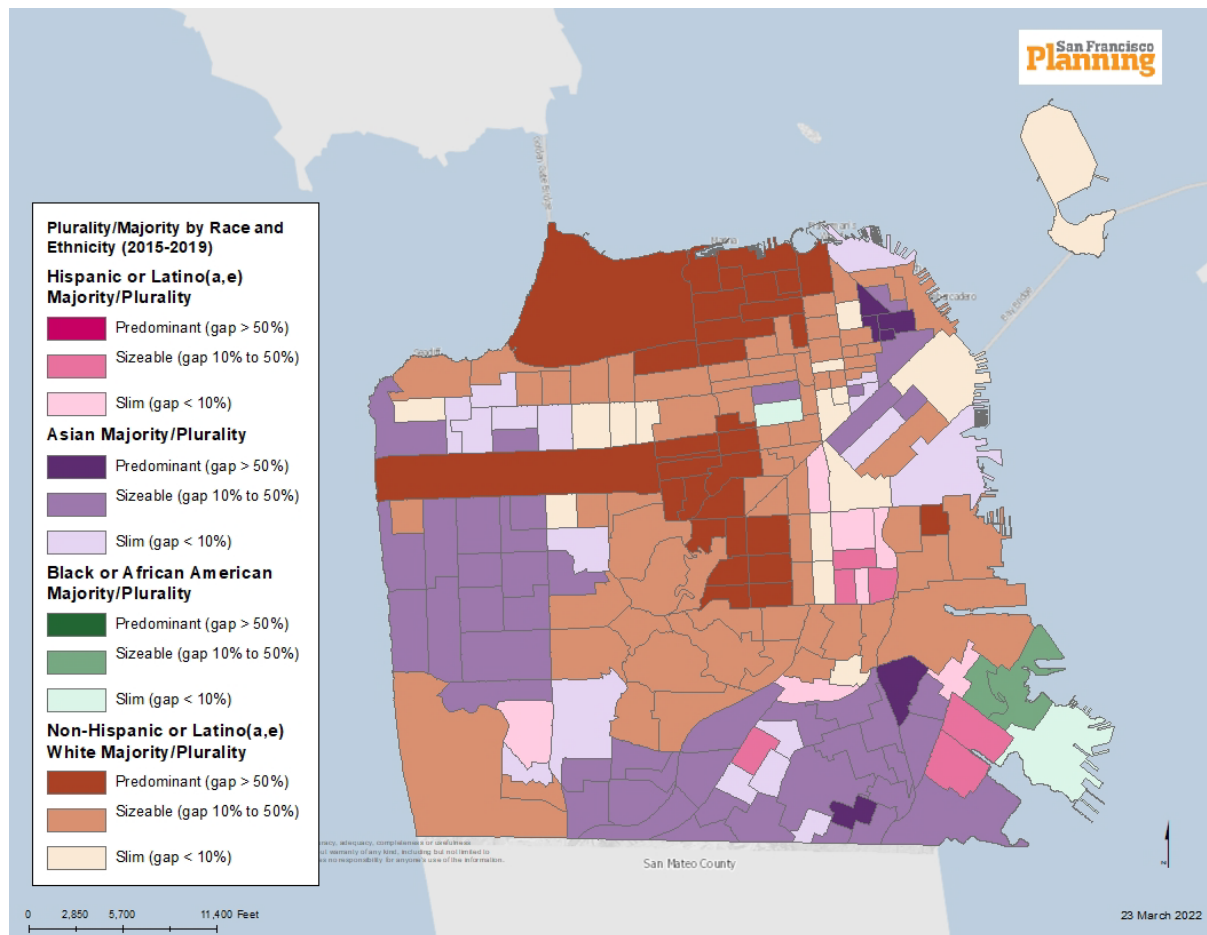
Source: ACS 2019 5-Year Estimates.

The Hispanic or Latino(a,e) population is only a majority in census block groups in the Tenderloin and two census blocks in the Mission district, where they represent above 50% of the population. However, the Hispanic or Latino(a,e) population does represent the largest share of the population in parts of the Mission, Portola Place, and some smaller areas in Bernal Heights, the Excelsior, Parkmerced and the Tenderloin. While representing 15.6% of the total population in San Francisco, the Hispanic or

Latino(a,e) population is more heavily present in 7% of the census tracts and it is overrepresented with at least a sizeable gap of 10% over the next populous group in 3% the census tracts in the city.

The Black or African American population only holds the largest share of the population in Bayview Hunters Point, in Fillmore/Western Addition, the Tenderloin and parts of Crocker-Amazon and Lakeshore. While representing 15.6% of the total population in San Francisco, the Black or African American population is more heavily present in 4% of the census tracts and it is overrepresented with at least a sizeable gap of 10% over the next populous group in 1% the census tracts in the city.

The American Indian or Native Alaskan and Native Hawaiian or Pacific Islander populations represent very small shares of the overall population in San Francisco, thus there are not any areas where these populations represent the largest shares. However, most American Indian or Native Alaskan and Native Hawaiian or Pacific Islander residents live in the eastside, especially in the Tenderloin and Mission.

Figure 57 People of Color by Census Tract (2015-2019).
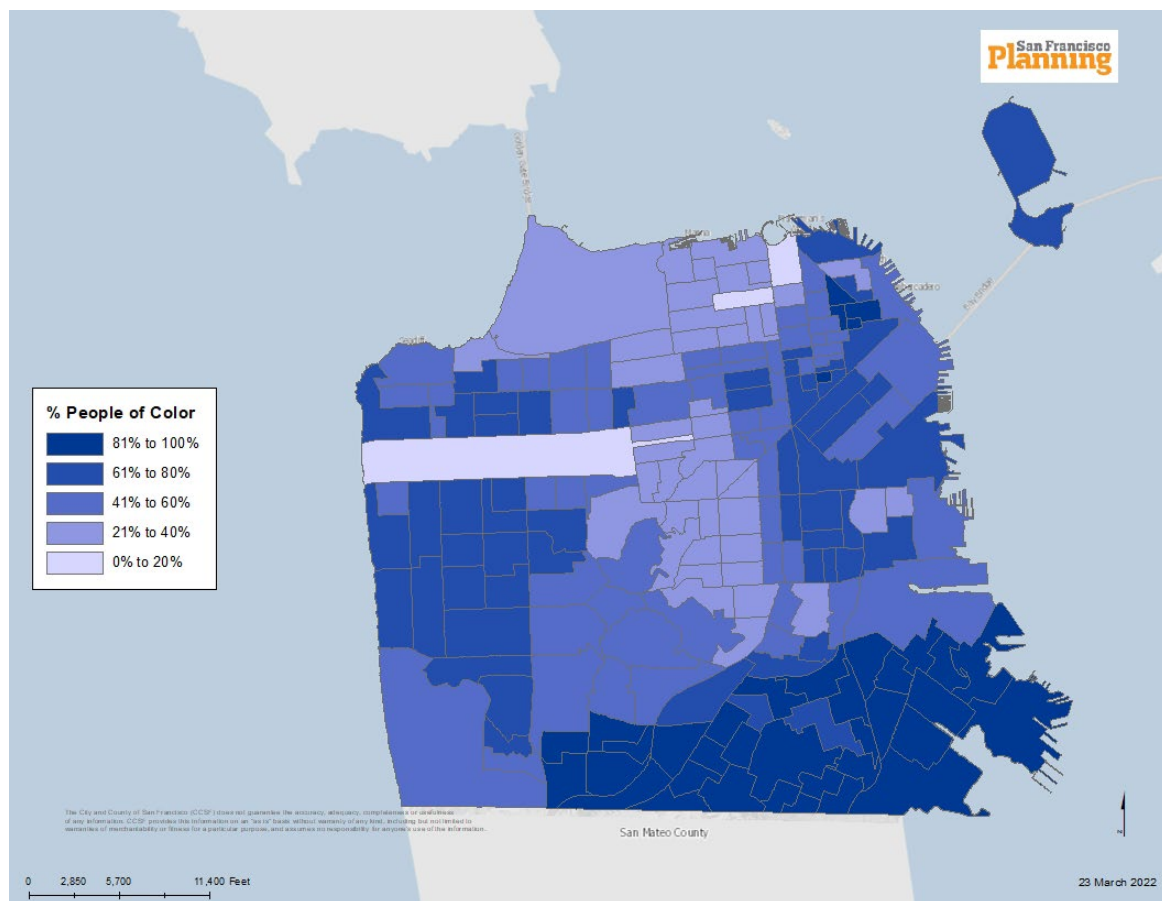
Source: ACS 2019 5-Year Estimates.

In general, people of color are heavily concentrated in the southern part of the city, particularly in the southeastern part (Figure 57). Notable concentrations are also seen in the far west and northeastern parts of the city. The location of communities in the northeast and south correlate with the historic redlining and discriminatory housing policies that have existed in the city, and they are also areas with lower incomes and relatively less expensive housing.

Concentration of Extremely Low- and Very-Low-Income Residents

HUD defines as extremely low-income households those with an income between 0% and 30% of the Area Median Income and very-low-income households those with an income between 30% and 50% of the Area Median Income. The Area Median Income is the midpoint of San Francisco's household income distribution. This means that 50% of the households in San Francisco earn less than the Area Median Income and 50% of the households earn more. For this Assessment of Fair Housing, extremely-low- and very-low-income San Francisco residents are defined as those living with an income that is three times the Census poverty threshold. People at this income level have similar incomes to the income limits for extremely-low- and very-low-income households set by the San Francisco Mayor's Office of Housing and Community Development for permanently affordable housing.

Extremely-low- and very-low-income residents represent a majority of the population (above 50%) in the entire southern part of San Francisco, most of the northeastern corner, a considerable part of the Mission, several parts of the Richmond, and the western edge of the Sunset (Figure 58). The highest concentrations of low- to moderate-income residents – areas where they represent more than 75% of the population – are in the Tenderloin, SOMA, Chinatown, Fillmore/Western Addition, Treasure Island, Bayview Hunters Point, and Lakeshore (where a high percentage of students are present).

Patterns in the concentration of extremely-low- and very-low-income populations in San Francisco match patterns in the distribution of the people of color (Figure 57). With the largest shares of people of color being situated in similar areas as areas with large shares of extremely-low- and very-low-income populations in San Francisco, showing clear links between race and ethnicity, and income. 32% of San Francisco's population is extremely-low- and very-low-income, a similar share to the Bay Area (31%).

Figure 58 Percent of Extremely Low- to Very-Low Income Population by Census Tract (2015-2019).
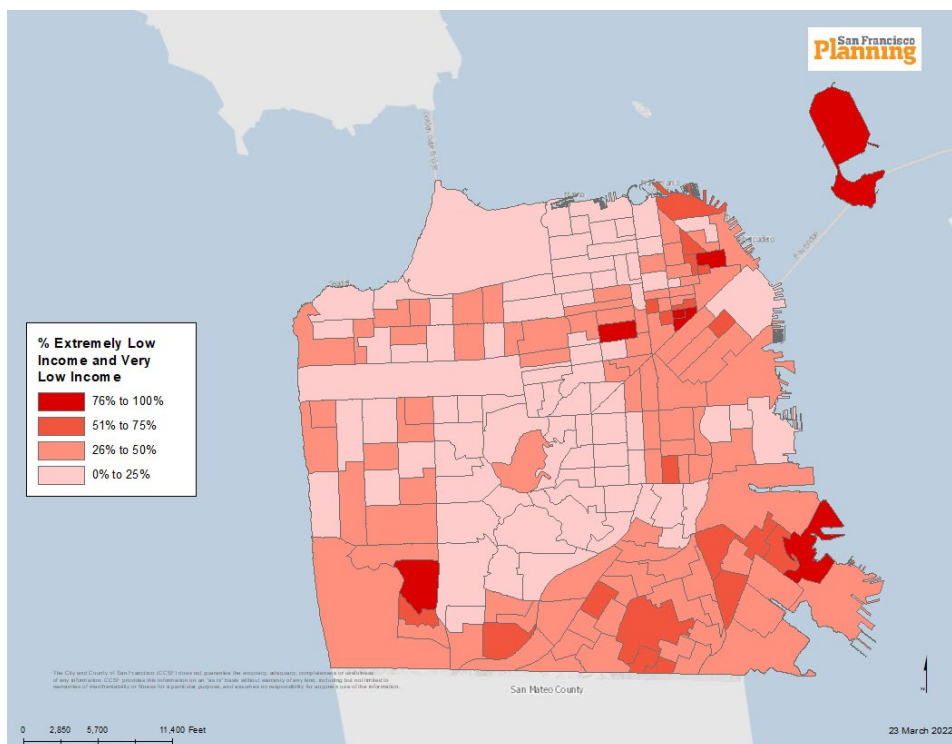
Source: ACS 2019 5-year Estimates.

Mapping Racially and Ethnically Concentrated Areas of Poverty (R/ECAP) and Areas of High Segregation and Poverty

HUD identifies as Racially and Ethnically Concentrated Areas of Poverty (R/ECAP) areas with a population that is 50% or more non-white and where 40% or more of the population lives below the federal poverty line, or those where the poverty rate is three times the average poverty rate in the metropolitan area, whichever is less. To aid jurisdictions in identifying R/ECAPs, HUD has created maps for R/ECAPs for 1990, 2000, 2010 and, most recently, 2017 (Figure 59, Figure 60, Figure 61, Figure 62). As the housing affordability crisis in California has worsened, R/ECAP areas have increased in San Francisco, as it is evident in these sequential maps. In 1990, R/ECAPs were mainly located in Bayview Hunters Point, Sunnydale, Visitation Valley and a small portion of Chinatown and Tenderloin. In 2000, R/ECAPs expanded in the Tenderloin and Chinatown and Visitation Valley disappear. In 2010, a larger area in Chinatown appears back again, as well as areas in SOMA and Lakeshore. Additionally, the Tenderloin and Bayview Hunters R/ECAPs expand. This expansion might have been the result of the Great Recession of 2008. By 2017, R/ECAPs expand to the Fillmore/Western Addition, Treasure Island and Visitation Valley appears again.

Figure 59 HUD Racially and Ethnically Concentrated Areas of Poverty (R/ECAP) (1990).
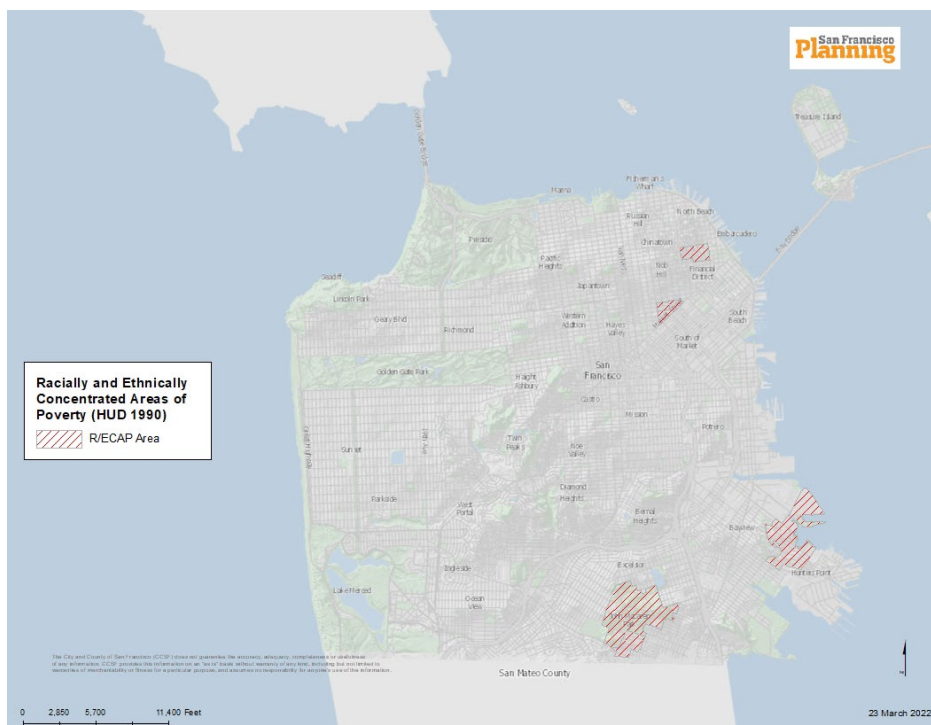
Source: HUD Racially and Ethnically Concentrated Areas of Poverty (R/ECAP).

Figure 60 HUD Racially and Ethnically Concentrated Areas of Poverty (R/ECAP) (2000).
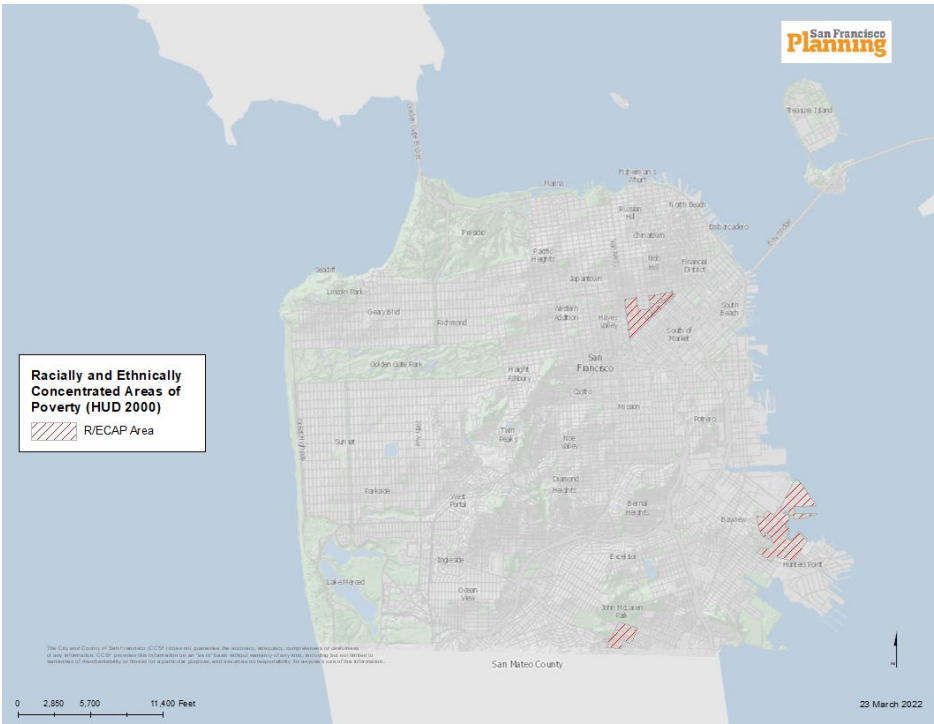
Source: HUD Racially and Ethnically Concentrated Areas of Poverty (R/ECAP).

Figure 61 HUD Racially and Ethnically Concentrated Areas of Poverty (R/ECAP) (2010).
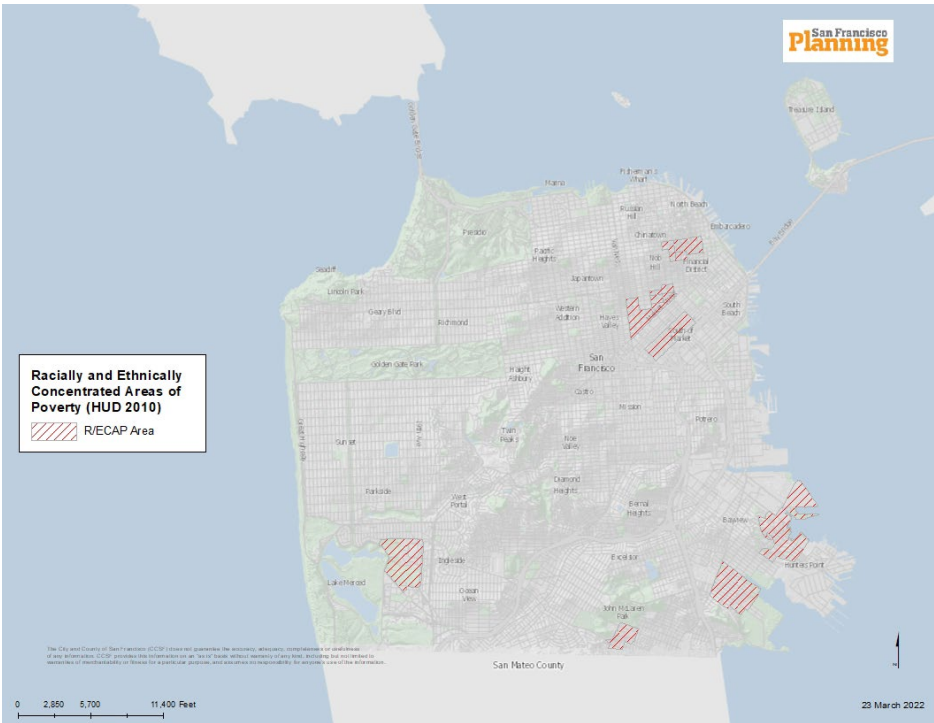
Source: HUD Racially and Ethnically Concentrated Areas of Poverty (R/ECAP).

Figure 62 HUD Racially and Ethnically Concentrated Areas of Poverty (R/ECAP) (Current).
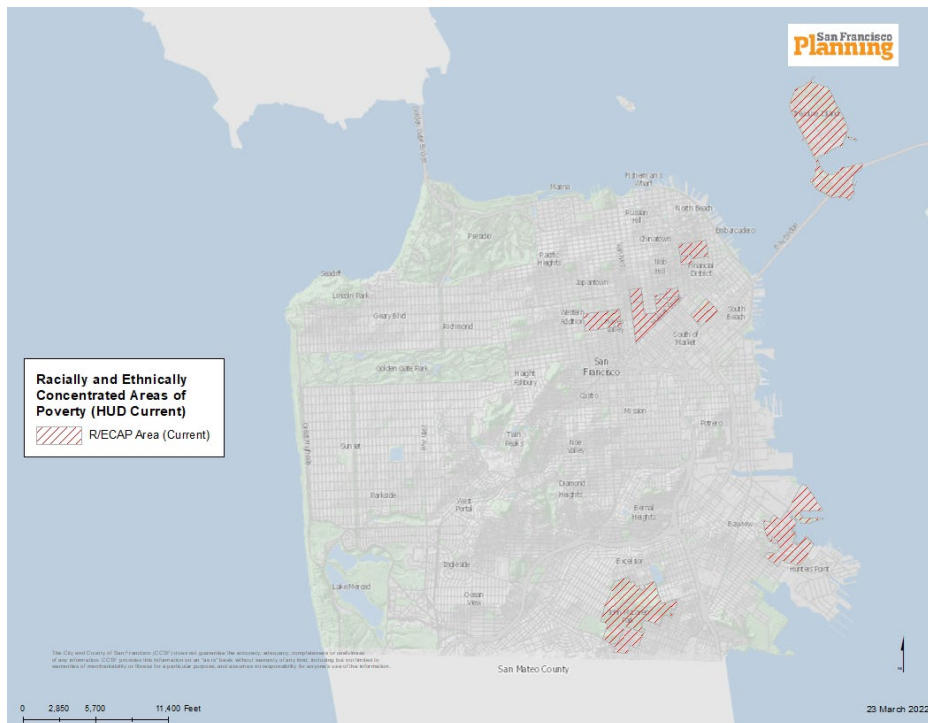
Source: HUD Racially and Ethnically Concentrated Areas of Poverty (R/ECAP).

In addition to HUD's R/ECAP analysis, HCD also defined areas of High Segregation and Poverty as part of the TCAC Opportunity Maps[66]. HCD created another measure to better reflect the racial and ethnic diversity that exists in many parts of California. They first identified areas where at least 30% of the population was living below the poverty line based on research that "has found that the impact of area poverty rates in producing negative outcomes for individuals--including crime, school leaving, and duration of poverty spells--begin to appear after an area exceeds approximately 20 percent poverty, whereupon the externality effects grow rapidly until the neighborhood reaches approximately 40 percent poverty."[67] College and graduate students were removed from the calculations to prevent skewed data. Then, they looked at racial and ethnic concentrations. To do this, HCD relied on a location quotient, which measures the relative racial and ethnic segregation in an area compared to the larger area. Anything with a location quotient of more than 1.25 for different people of color was defined as racially segregated. If a place was flagged for both measures, it was identified as a "High Segregation and Poverty" area.

Figure 63 shows both HUD's R/ECAPs (in stripes) and HCD's High Segregation and Poverty areas (in thick red lines). Both classifications match almost entirely, except for an area in Bayview Hunters Point that appears in HCD's analysis, but not HUD's. By using both methods, the definition of R/ECAP is expanded and allows for a better look at segregation and its intersection with poverty.

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[66] See TCAC 2021 Opportunity Map section for more on this.

[67] https://www.treasurer.ca.gov/ctcac/opportunity/2022/2022-hcd-methodology.pdf

These expanded R/ECAP & High Segregation and Poverty areas represent 7% of the census tracts in San Francisco and have 5% of the population. American Indian or Alaskan Native, Black or African American, and Native Hawaiian or Pacific Islander populations are the most heavily overrepresented populations in these expanded areas with more than double their representation for the city as a whole (Table 40). While the American Indian or Alaskan Native population represent 0.4% of San Francisco's population, they represent 0.9% in these expanded areas. The Black or African American population represent 20.5% of the population in these expanded areas; almost four times their representation for the city as a whole (5.2%). The most heavily overrepresented group, however, is the Native Hawaiian or Pacific Islander population with six times their representation for the city as whole; 2.3% in these expanded areas compared to 0.4% citywide. American Indian or Alaskan Native, Black or African American, and Native Hawaiian or Pacific Islander populations are also more heavily segregated in these areas in San Francisco compared to the Bay Area (Figure 64). Hispanic or Latino(a,e) and Asians are also overrepresented in the expanded areas in San Francisco, with 17.5% and 37.1% respectively, compared to 15.1% and 37.1% for the broader San Francisco population. Meanwhile, the non-Hispanic or Latino(a,e) white population is heavily underrepresented, 18.6% for these expanded areas compared to 40.5% for the city as a whole.

Vulnerable populations and households are also overrepresented in the expanded R/ECAP & High Segregation and Poverty areas. While 32% of the population in the city are extremely low- and very low-income, they represent 70% of the population in these geographies (Table 41). People with disabilities and seniors are also overrepresented in the expanded areas in San Francisco, with 22% and 20% respectively, compared to 10% and 15% for the broader San Francisco population. For households, female-headed households with children represent 2% of the households citywide, but 6% of the households in these geographies.

Table 40 Population Share by Race and Ethnicity for R/ECAP & High Segregation and Poverty Areas (2015-2019).

	American Indian or Alaskan Native	Black or African American	Hispanic or Latino(a,e)	Native Hawaiian or Pacific Islander	Asian	Other	Two or More Races	Non-Hispanic or Latino(a,e) white
All Other Areas	0.3%	4.3%	15.1%	0.3%	34.2%	7.5%	5.6%	41.8%
R/ECAP & High Segregation and Poverty Areas	0.9%	20.5%	17.5%	2.3%	37.1%	10.2%	4.7%	18.6%
Citywide	0.4%	5.2%	15.2%	0.4%	34.4%	7.7%	5.6%	40.5%

Source: ACS 2019 5-Year Estimates

Figure 63 HUD R/ECAPs (2017) and TCAC Areas of High Segregation and Poverty (2021).
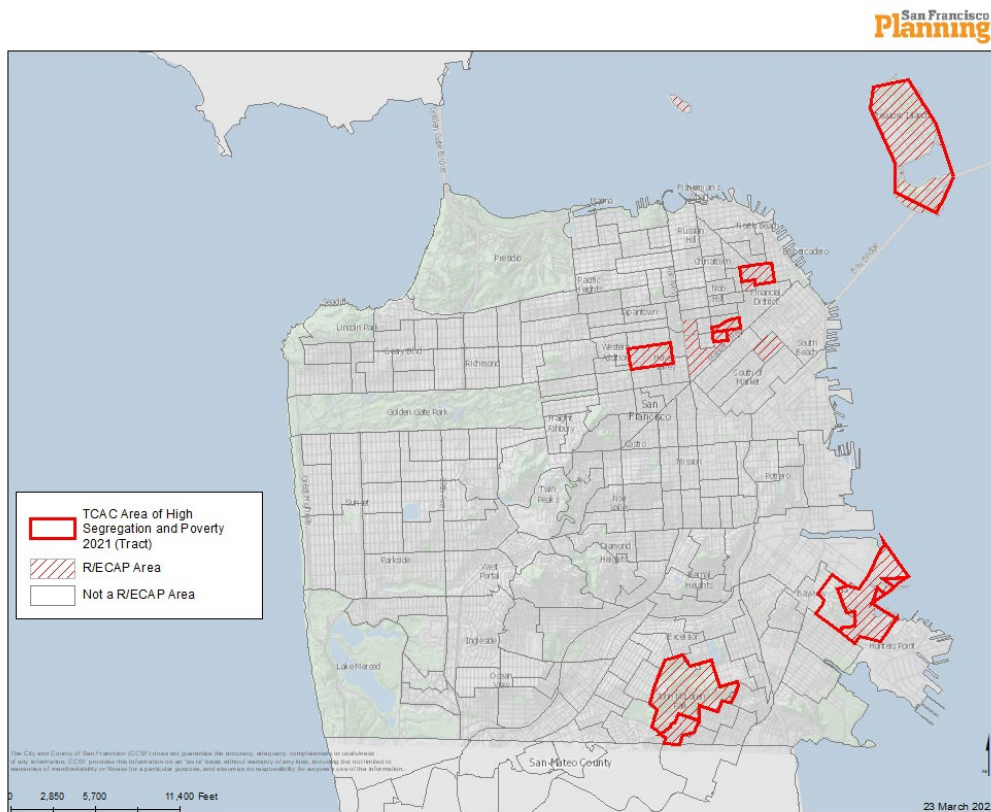
Source: HUD Racially and Ethnically Concentrated Areas of Poverty (R/ECAP) (2017); TCAC Areas of High Segregation and Poverty (2021).

Table 41 Share by Special Needs Groups for R/ECAP & High Segregation and Poverty Areas (2015-2019).

	ELI & VLI Population	People with Disabilities	Seniors	Female-Headed Households with Children	Single Senior Households
All Other Areas	30%	9%	15%	2%	10%
R/ECAP & High Segregation and Poverty Areas	70%	22%	20%	6%	21%
Citywide	32%	10%	15%	2%	11%

Source: ACS 2019 5-Year Estimates.

Figure 64 Population Distribution by Race and Ethnicity for R/ECAP & High Segregation and Poverty Areas Compared to the Region (2015-2019).
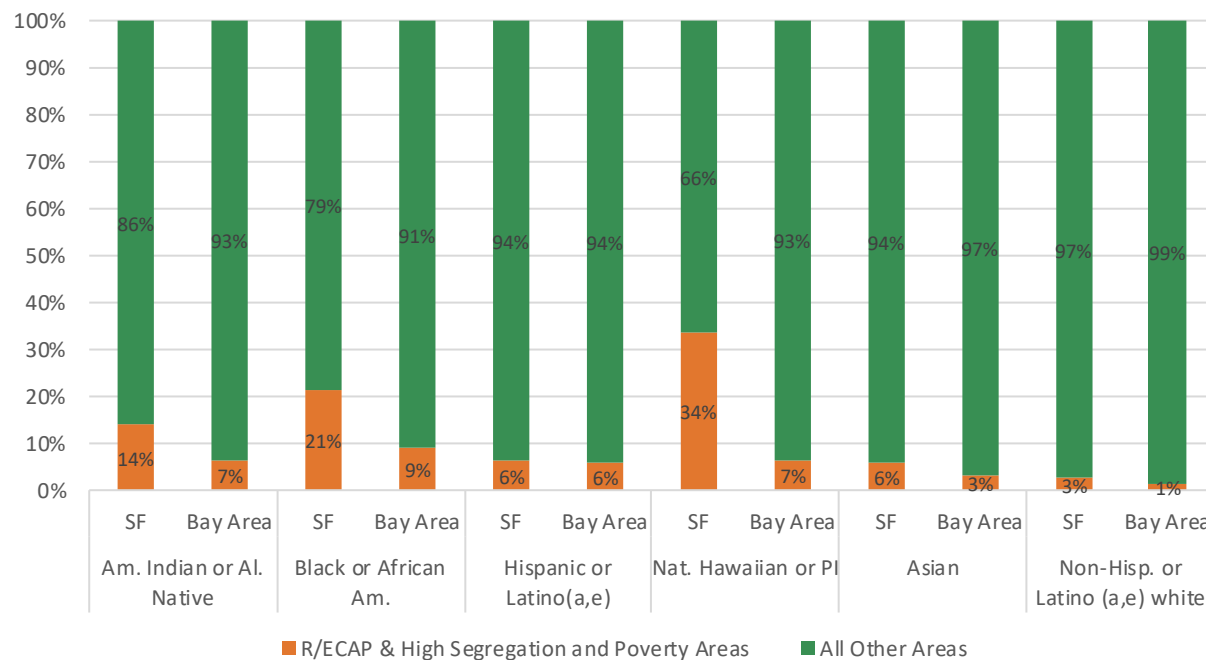
Source: ACS 2019 5-Year Estimates.

Mapping Racially Concentrated Areas of Affluence

In order to get a full picture of fair housing issues, it is necessary to look to the counterpart of R/ECAPs: Racially Concentrated Areas of Affluence or RCAAs. Redlining, racial covenants, exclusionary zoning, and other policies enforced discriminatory practices that determined who should have access to certain areas of the city and where the valuable real estate was located. By making distinctions between different areas in the city, these policies led to the segregation of people of color, divestment in these segregated areas, and ultimately the concentration of poverty due to a lack of access to economic, educational, and other wealth building opportunities. Segregation, then, worked to extract wealth from communities of color for the accumulation of wealth and resources in white areas. The legacy of these practices is still evident today in our zoning (single-family zoning means that multifamily buildings that are more affordable cannot easily be built), in geographic access to opportunity and resources, and in the distribution of wealth and race in San Francisco.

At the time of publication, HCD had not finalized how to define RCAA. Thus, in this report RCAAs are defined as census tracts with a median income greater than $125,000 and with more than a 50% share of non-Hispanic or Latino(a,e) white population. In the guidance for the Fair Housing Assessment, HCD references the RCAA definition by scholars at the University of Minnesota Humphrey School of Public Affairs: census tracts with an 80% or more white population share and a $125,000 or more median income. Given that San Francisco is a very diverse city, this analysis uses 50% share for the non-Hispanic or Latino(a,e) white population as the threshold instead. Figure 65 shows RCAAs for San Francisco. When looking at the racial and ethnic breakdown of these racially concentrated areas of affluence we find that the non-Hispanic or Latino(a,e) white population represent 65.4% of the population living there

(Table 37). These areas also significantly overlap with high and highest resourced areas (discussed in the Assessment of Disparities in Access to Opportunity section) and with areas zoned for low density housing or with restrictive density controls (areas in yellow in Figure 66).

Given the rich racial and ethnic diversity of San Francisco, it is important to not only look at RCAAs, but also at the distribution of median income and concentrations of non-Hispanic or Latino(a,e) white people separately. Figure 67 shows the median income for each census tract in San Francisco. Areas with the highest median incomes match substantially with areas that are predominantly white as seen in Figure 68. Despite San Francisco being a diverse city, it still has a lot of areas where racial segregation and concentration of affluence correlate.

Figure 65 Racially Concentrated Areas of Affluence (RCAA) (2019).
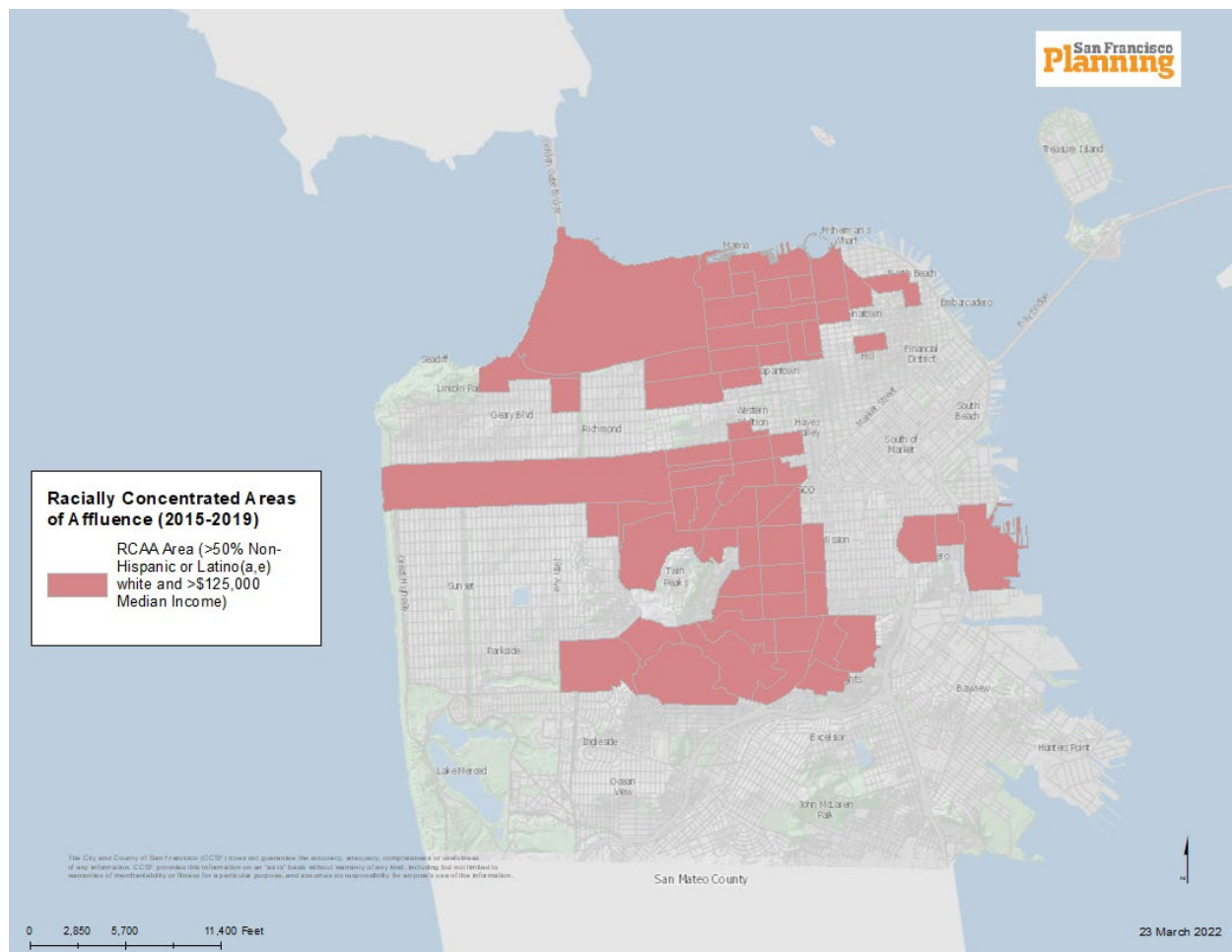
Source: ACS 2019 5-Year Estimates.

Figure 66 Simplified Zoning Map

Zoning Categories

- Commercial
- Multifamily–Density Restricted
- Multifamily–Form Based Density
- Redevelopment Area
- PDR/Industrial
- Public
- RH-1
- RH-2
- RH-3/RM-1
- Other

Table 42 RCAA Distribution of Race and Ethnicity (2015-2019)

	San Francisco	Bay Area
Non-Hispanic or Latino(a,e) white	66.7%	67.6%
Asian	15.3%	16.4%
Hispanic or Latino(a,e)	9.9%	9.1%
Two or More Races	5.7%	5.5%
Other	3.3%	2.1%
Black or African American	3.0%	1.9%
American Indian or Alaskan Native	0.2%	0.3%
Native Hawaiian or Pacific Islander	0.1%	0.2%

Source: ACS 2019 5-Year Estimates.

Figure 67 Median Household Income by Census Block Groups (2019)
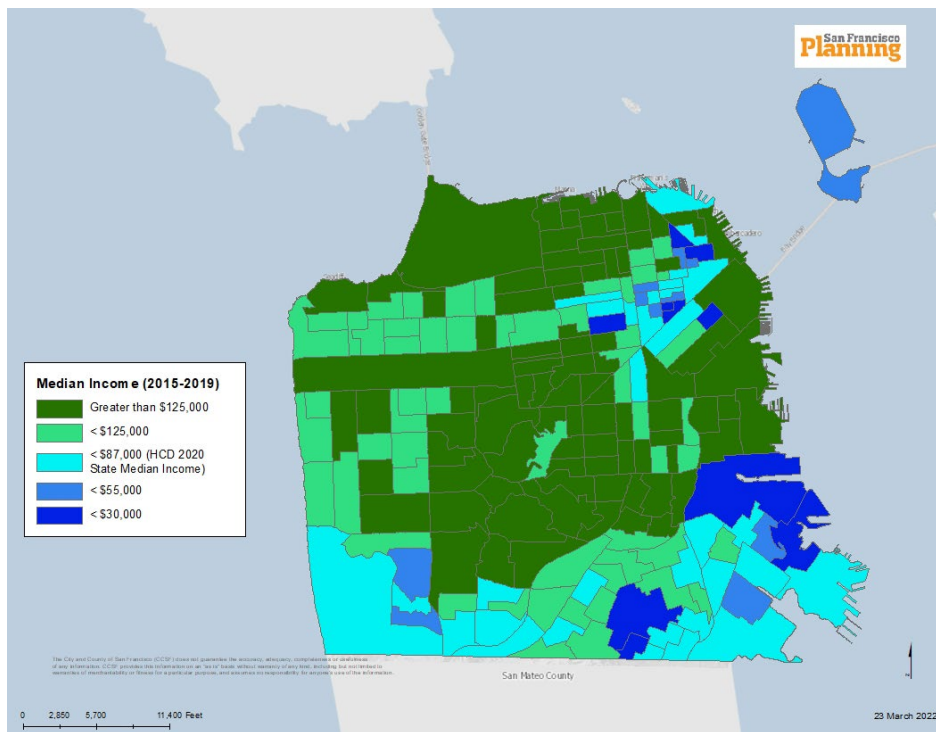
Source: ACS 2019 5-Year Estimates.

Figure 68 Census Tracts with white Population as the Predominant Race
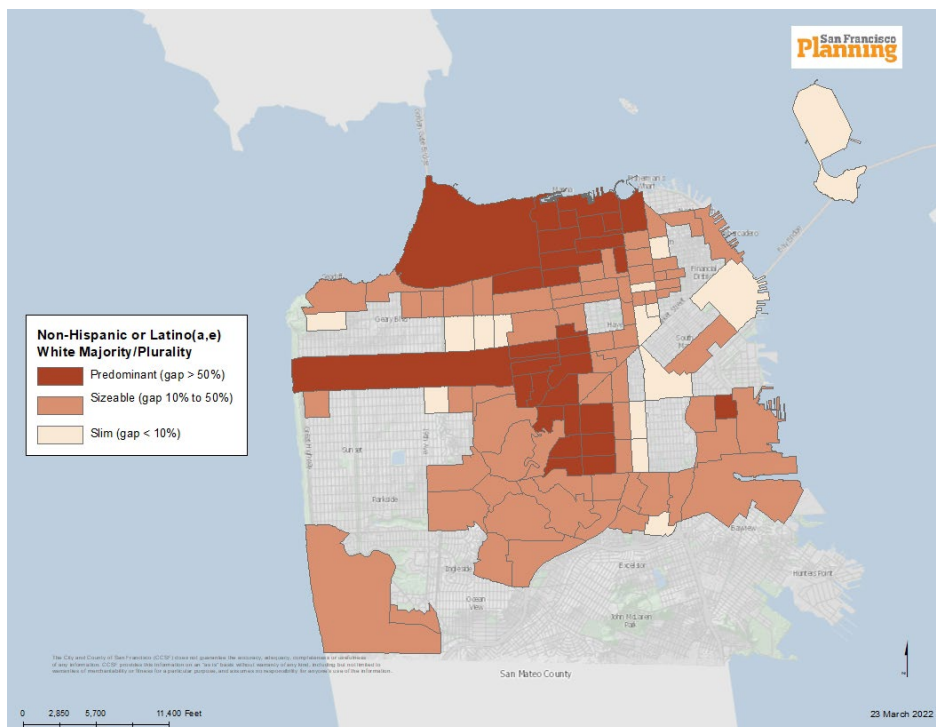
Source: ACS 2019 5-Year Estimates.

Geographies of Special Needs Groups

Figure 69 shows concentrations of people with disabilities in the city. This map overlaps with high concentrations of seniors (Figure 70) and also overlaps with the extended R/ECAP areas (Figure 63) and concentrations of extremely low- and very-low-income households (Figure 58), and low resource areas (Figure 76). Since discrimination also has serious consequences for people's health (see Access to Healthy Environment section), it is not surprising that large concentrations of people with disabilities on the east side of the city overlap with larger concentrations of people of color. Of note is the larger concentrations of people with disabilities in the Tenderloin, SOMA and Fillmore/Western Addition. This may be because of the presence of co-ops, permanent supportive housing, permanently affordable housing, and SROs.

Figure 69 Share of the Population with a Disability by Census Tract (2015-2019).
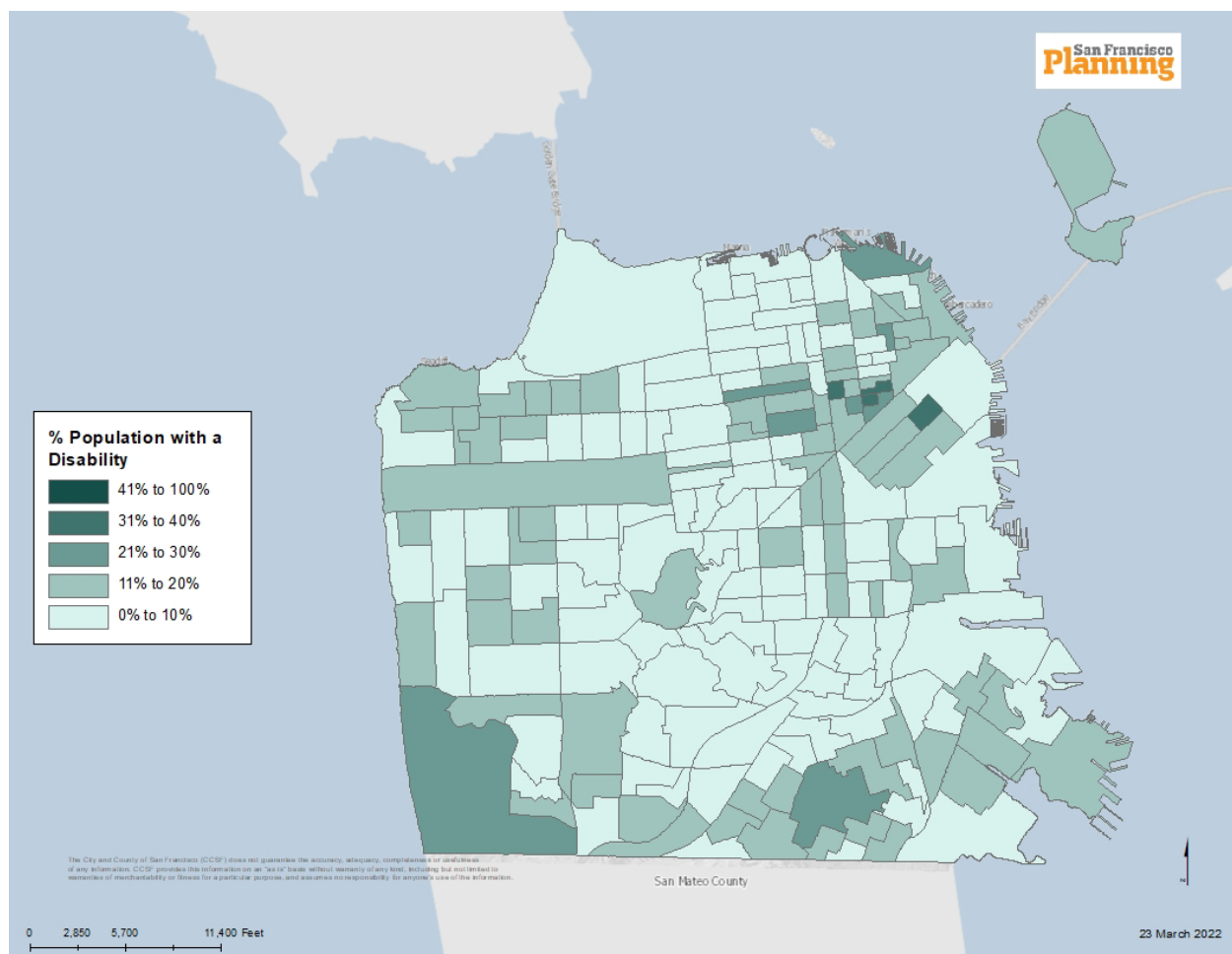
Source: ACS 2019 5-Year Estimates.

Figure 70 shows concentrations of seniors in different areas of the city. Like people with disabilities, seniors tend to live on fixed incomes and are disproportionately low-income (Table 64). Given this limitation it is only natural that some census tracts with larger senior populations overlap with R/ECAPs, concentrations of extremely low- and very-low-income households (Figure 58), and lower resourced neighborhoods. In addition, many seniors are concentrated in neighborhoods where federally supported

senior housing was built during redevelopment, such as the Western Addition and SoMa. 10% of the households in San Francisco are also headed by single seniors. The distribution of these households also shows significant overlap with areas of concentrated poverty on the east side (Figure 73 Percent of Large Family Households (5 or More People) by Census Tract in San Francisco (2015-2019).
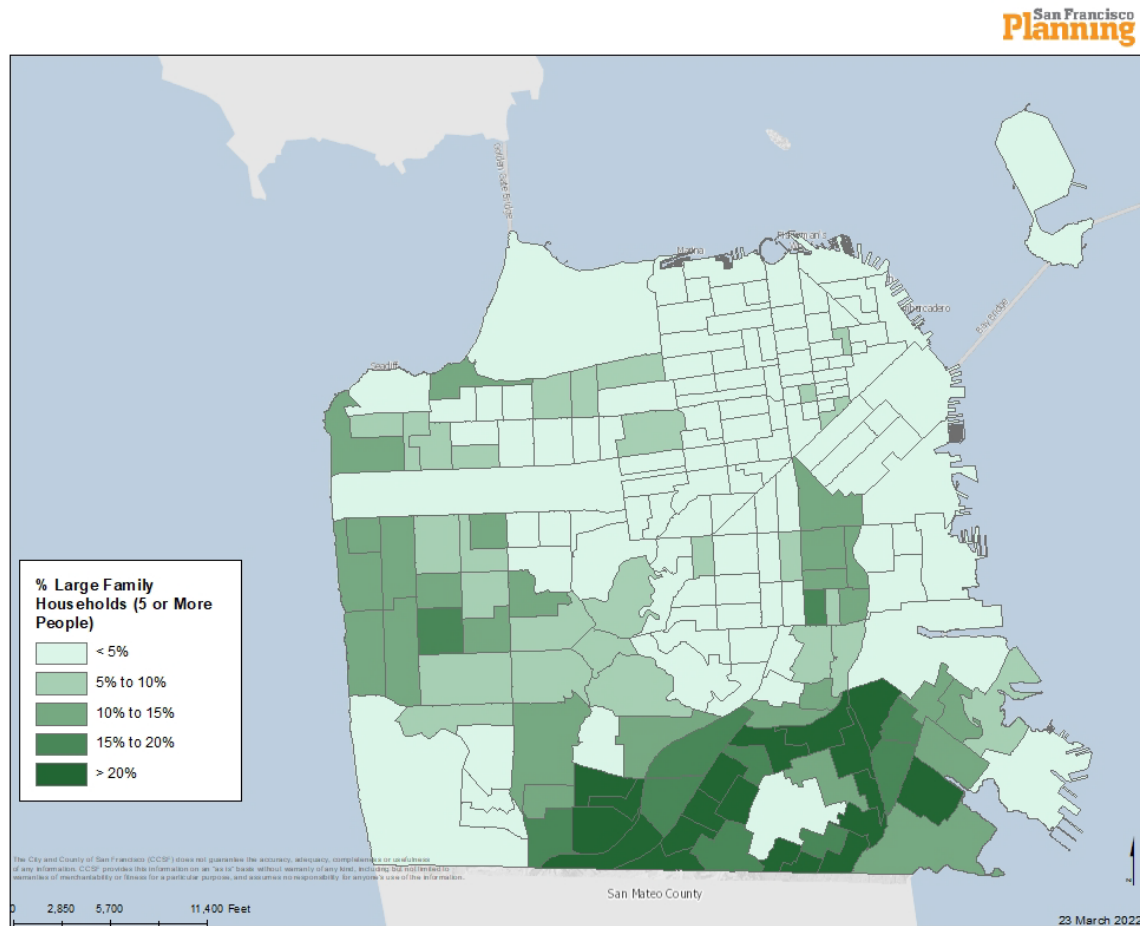
Source: ACS 2019 5-Year Estimates.

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Figure 70 Share of Seniors by Census Tract (2019).
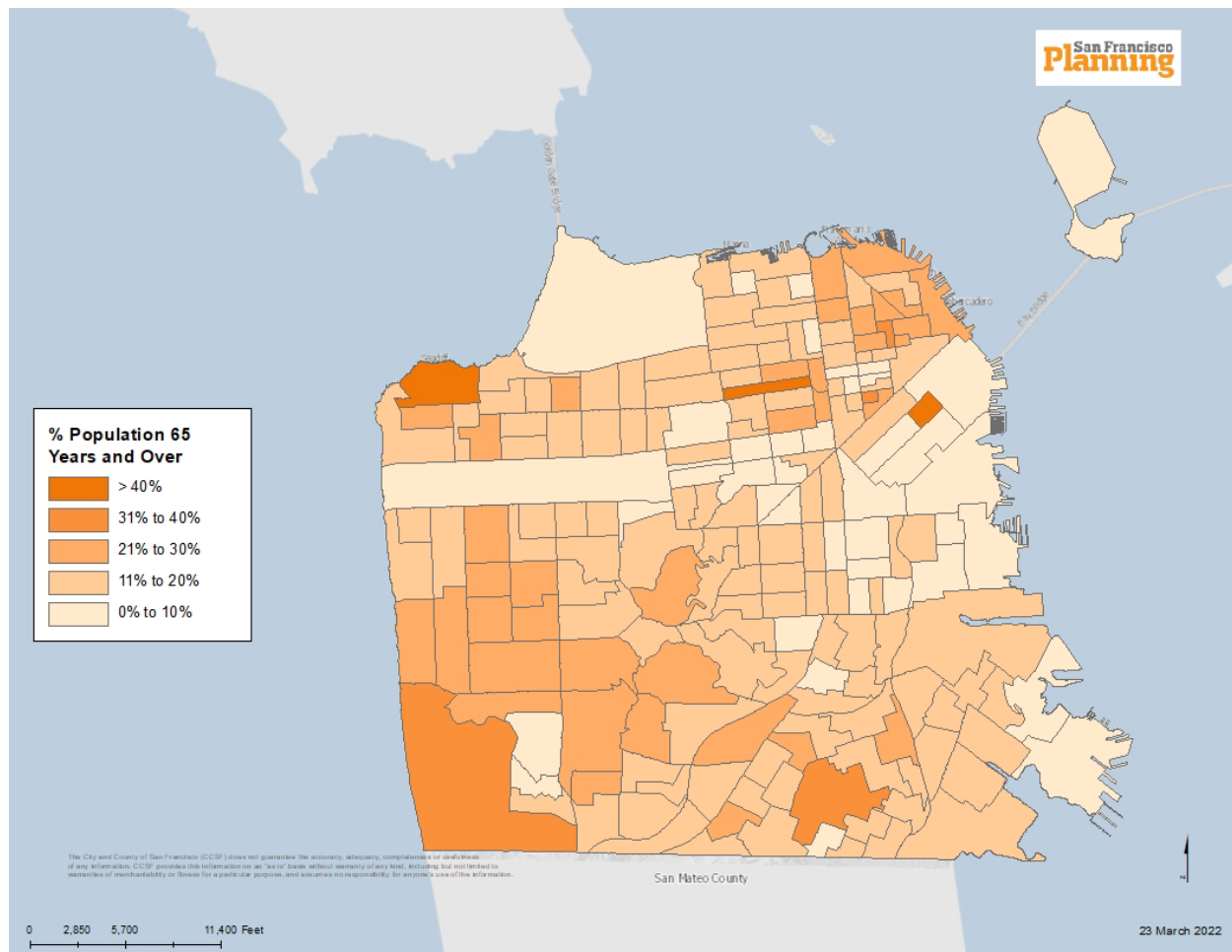
Source: ACS 2019 5-Year Estimates.

Figure 71 shows the share of children in female-headed households per census tract. Some of the areas with the highest concentrations of female-headed households with children also overlap with the extended R/ECAP areas (Figure 63) and concentrations of extremely low- and very-low-income households (Figure 58), high concentrations of people of color (Figure 57), and low resource areas (Figure 76). Female-headed households with children tend to have lower incomes and higher living expenses. Thus, it is not surprising that in many cases, locations with higher concentrations of female-headed households with children have more affordable rents than the rest of city, in part because some of those locations are in denser areas where multifamily buildings are allowed. Despite cheaper rents, female-headed households still have higher rates of housing cost burden (Figure 122). Additionally, some of these locations expose children to negative environmental factors and provide less access to educational opportunities (Figure 91 and Figure 79). Concentrations of female-headed households also overlap with the locations of public housing developments, such as Sunnydale, Hunters View, Potrero Terrace/Annex, Bernal Dwellings and North Beach Place.

Figure 71 Share of Female-headed Households (no partner) with Children by Census Tract San Francisco (2019)
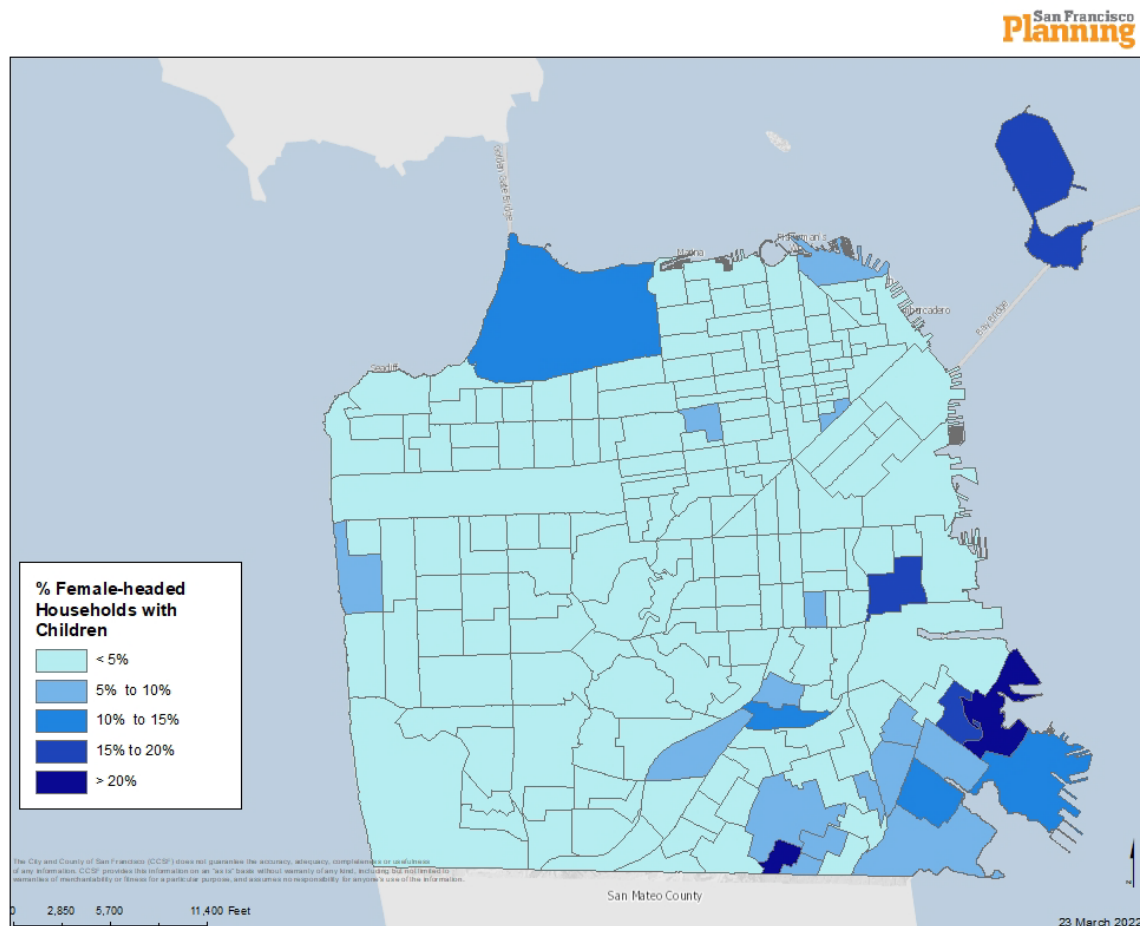
Source: ACS 2019 5-Year Estimates.

Families with children often struggle to find adequately sized housing at affordable prices. Those who can afford it, tend to live in less dense residential areas where units are larger, as evident by Figure 72. Households with children are most concentrated in the southern and western parts of the city, with the notable exception of the Mission. Concentration of families with children tend to be found in areas with more multibedroom units. However, lower income households with children live in denser areas (like those in the Mission), a lot of the times in overcrowded conditions (Figure 54) and in low resourced areas. Despite efforts to stay, the general cost of housing in San Francisco and the lack of affordable, adequately-sized housing with amenities geared towards households with children means that many families – from extremely-low to middle-income families – end up leaving the city altogether. As a result, San Francisco's share of children dropped from 16.4% is 2000 to 15.2% in 2018, a trend that has been ongoing as housing prices have skyrocketed.

Figure 72 Share of Households with Children by Census Tract (2018).
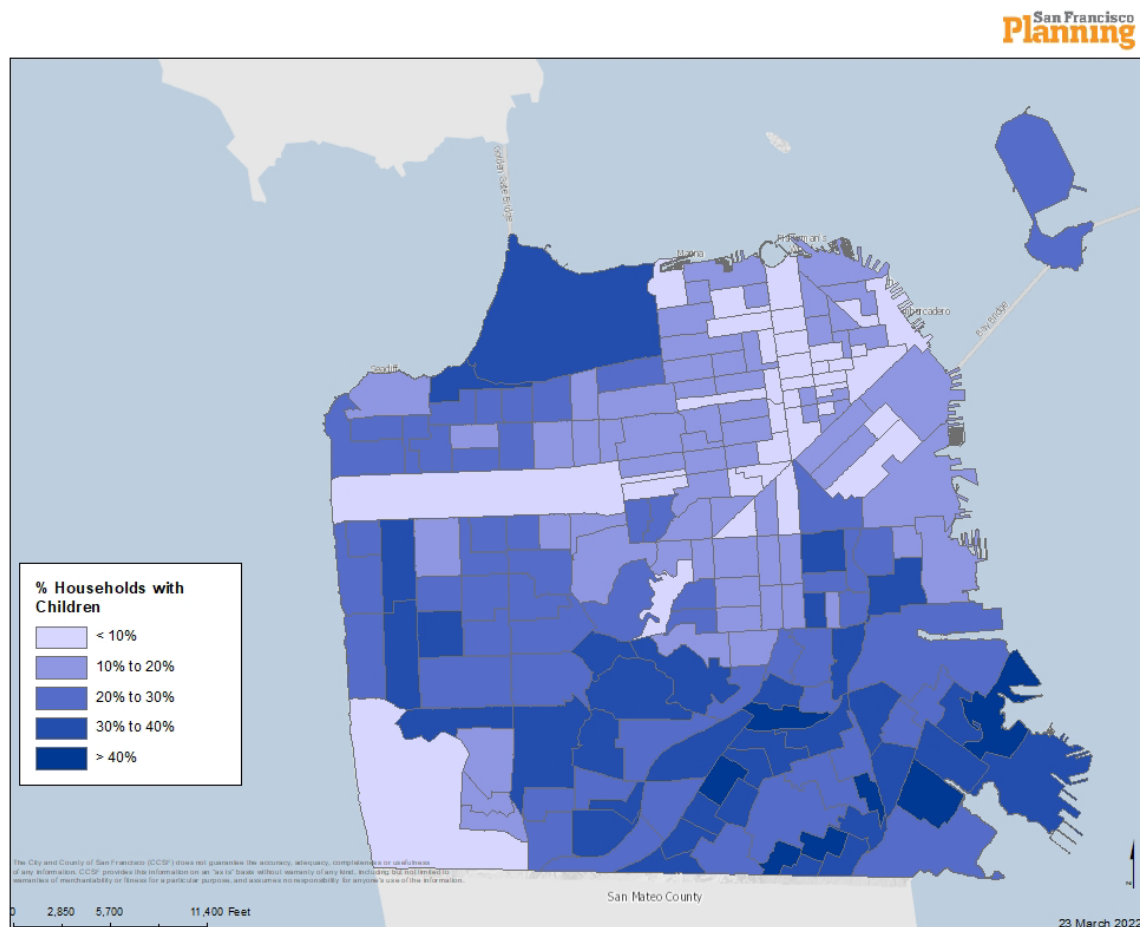
Source: ACS 2019 5-Year Estimates.

Large family households are another special needs group given the limited supply of affordable, adequately sized units that accommodate larger households. Figure 73 shows that there is a significant concentration of large family households particularly in the southern part of the city and in the Mission. These locations overlap with areas with large shares of extremely low- and very-low-income households (Figure 58) and high concentrations of people of color (Figure 57).

Finally,

Figure 73 Percent of Large Family Households (5 or More People) by Census Tract in San Francisco (2015-2019).
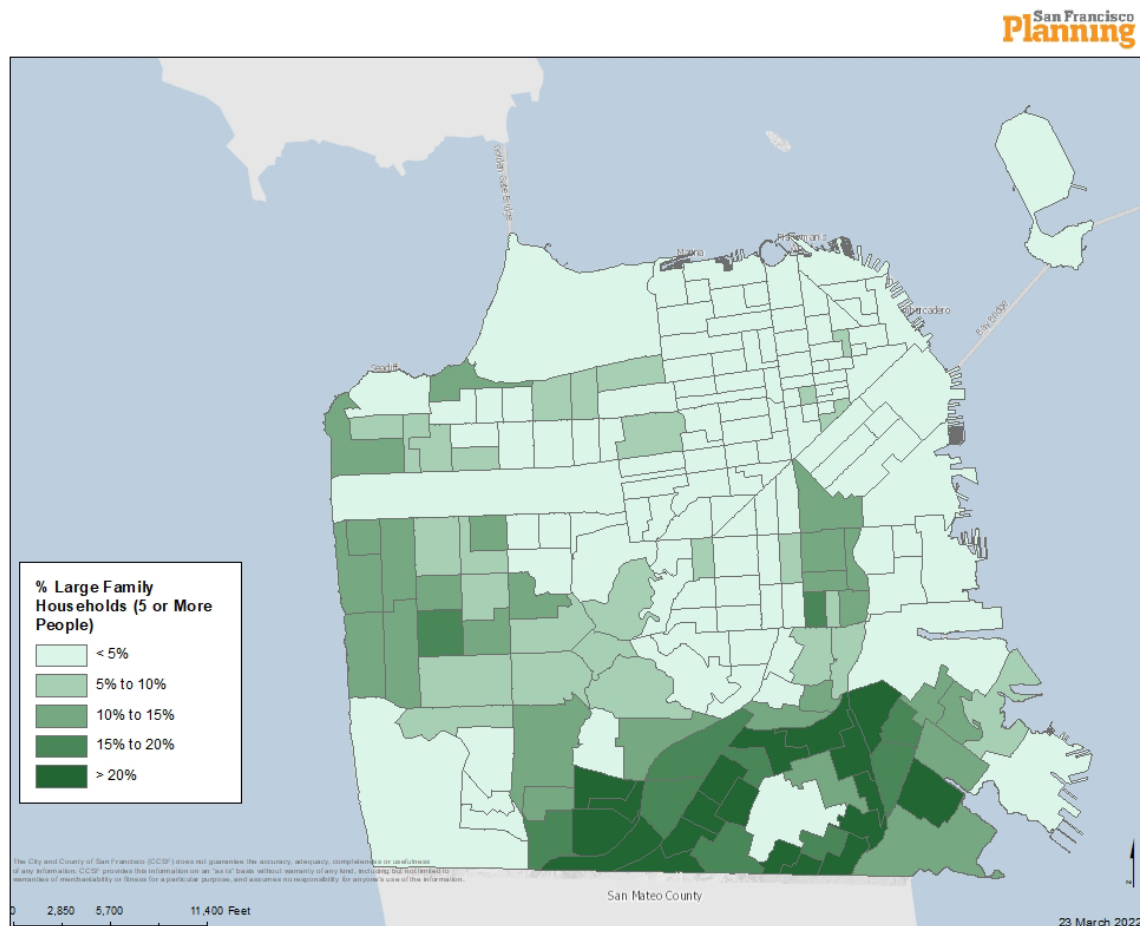
Source: ACS 2019 5-Year Estimates.

The highest share of people experiencing homelessness counted in the 2019 Point-in-Time Survey was found in District 6, followed by District 10 (Figure 74). The districts with the highest counts of individuals experiencing homelessness were all located on the east side of the city. This may be because these areas have most of the shelters and housing resources services for people experiencing homelessness in San Francisco. Attempts to open housing services in residential areas continue to receive strong public opposition. While concentrating supportive services has its benefits, it also means that people experiencing homelessness may not benefit from access to opportunities that other areas of the city may offer once they are stabilized. It may also mean that those coming out of substance abuse treatment looking to maintain sobriety may be placed in supportive housing where they are more likely to be exposed to high levels of drug dealing and consumption, leaving them vulnerable to relapses.

While it is important to ensure there are services available in the districts with the majority of people experiencing homelessness, the city needs to give people choices and cannot concentrate all services and housing in a few neighborhoods. All neighborhoods are different, and some strategies effective in some areas might not be successful to meet the unique needs of another area. The Department of

Homelessness and Supportive Housing (HSH) is working to increase geographic equity and options for clients in their portfolio.

Figure 74 Unsheltered and Sheltered Homeless by District (2019)
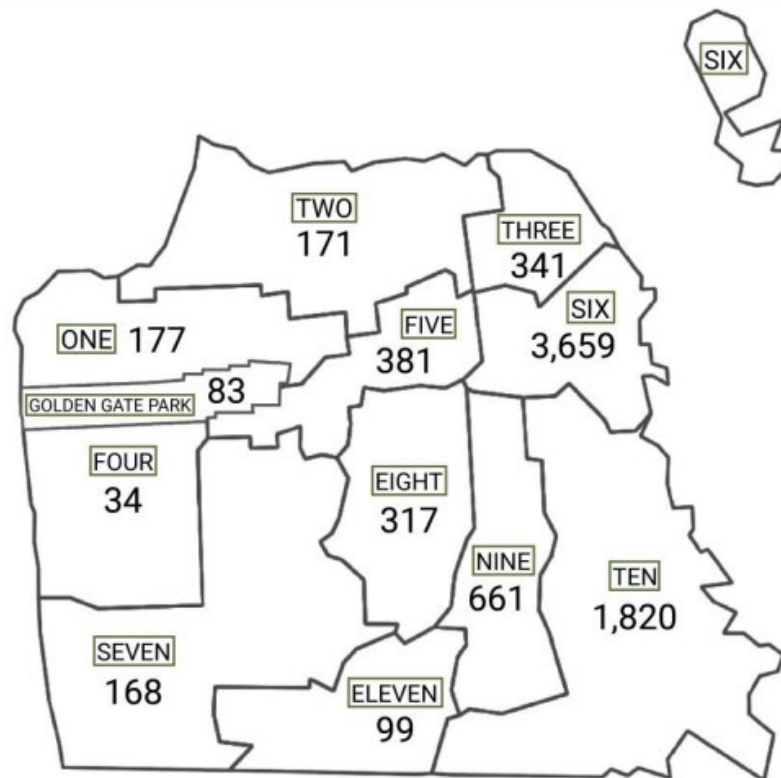
Note: An additional *174* persons were residing in confidential or scattered site sheltered locations in San Francisco on the night of the Point-in-Time Count.

Priority Equity Geographies

Priority Equity Geographies are identified through the Department of Public Health's (DPH) Areas of Vulnerability developed in 2016 as part of their Community Health Needs Assessment.

This methodology designates a census tract as "vulnerable" if it has one of the city's highest rates of deep poverty and reports a high population of people of color, youth or seniors, people experiencing unemployment, people with an education level of high school or less, limited English proficient people, linguistically isolated households, or people with a disability. Specifically, a census tract must meet at least one of the following criteria:

- Top 1/3rd for < 200% poverty or < 400% poverty & top 1/3rd for persons of color **OR**
- Top 1/3rd for < 200% poverty or < 400% poverty & top 1/3rd for youth or seniors (65+) **OR**
- Top 1/3rd for < 200% poverty or < 400% poverty & top 1/3rd for 2 other categories (unemployment, high school or less, limited English proficiency persons, linguistically isolated households, or disability)

In addition to these criteria, SF Planning also considered the size of an area identified as vulnerable and its proximity to High Opportunity Areas (aka Well-resourced Neighborhoods).

The Priority Equity Geographies will be SF Planning's primary methodology for identifying where to target policies to counteract disinvestment. These geographies not only identify the location of vulnerable populations, but, by extension, identify neighborhoods that report high instances of inequal access to opportunities and life outcomes. In the following section, this report expands upon the social, racial and geographic variables that correlate with disparities in accessing resources and opportunity. In short, the Priority Equity Geographies also overlaps with geographies that report lower education outcomes, median home values, and job access, while reporting higher rates of traffic injury, and higher environmental justice burdens.

Priority Equity Geographies is a more accurate and precise analysis tool than other methodologies, such as HUD's R/ECAP areas and HCD's High Segregation and Poverty Areas, because it better contextualizes poverty and vulnerability in San Francisco. It is important to note, however, that the Priority Equity Geographies overlap with many of the geographies identified in R/ECAP and areas of High Segregation and Poverty. For example, other methodologies typically define poverty by the federal poverty line. The annual income threshold for the federal poverty level for a household of 2 people in 2021, however, was less than $17,420. In San Francisco, which has a much higher cost of living compared to many other geographies in the country, being at even two times the federal poverty level (less than $34,840 for a two-person household in 2021) can leave a household in extreme relative poverty.

In addition to considering poverty, the Priority Equity Geography methodology also identifies areas in the city that have high concentrations of other vulnerable demographics, including high rates of people of color, seniors, youth, unemployment rates, high school or less educational attainment, limited English proficiency, linguistically isolated households, or disability. This is unlike R/ECAP and the High Segregation and Poverty Areas, which only consider race/ethnicity in addition to income. These variables are important to consider because these represent residents at the intersection of multiple social and economic vulnerabilities. Among low-income San Franciscans, the residents in these geographies face multiple hurdles to economic and housing security.

The Priority Equity Geographies are the same geographies DPH uses in planning their policies and services. Using the same methodology is essential to ensuring coordinated action across city agencies and to address social and racial inequities than span across multiple dimensions of civic and social life. Given these realities, the Priority Equity Geographies is a necessary tool of analysis to identify priority neighborhoods for place-based interventions, support, and resources.

Figure 75 Priority Equity Geographies

Priority Equity Geographies: Department of Public Health Areas of Vulnerability
SAN FRANCISCO
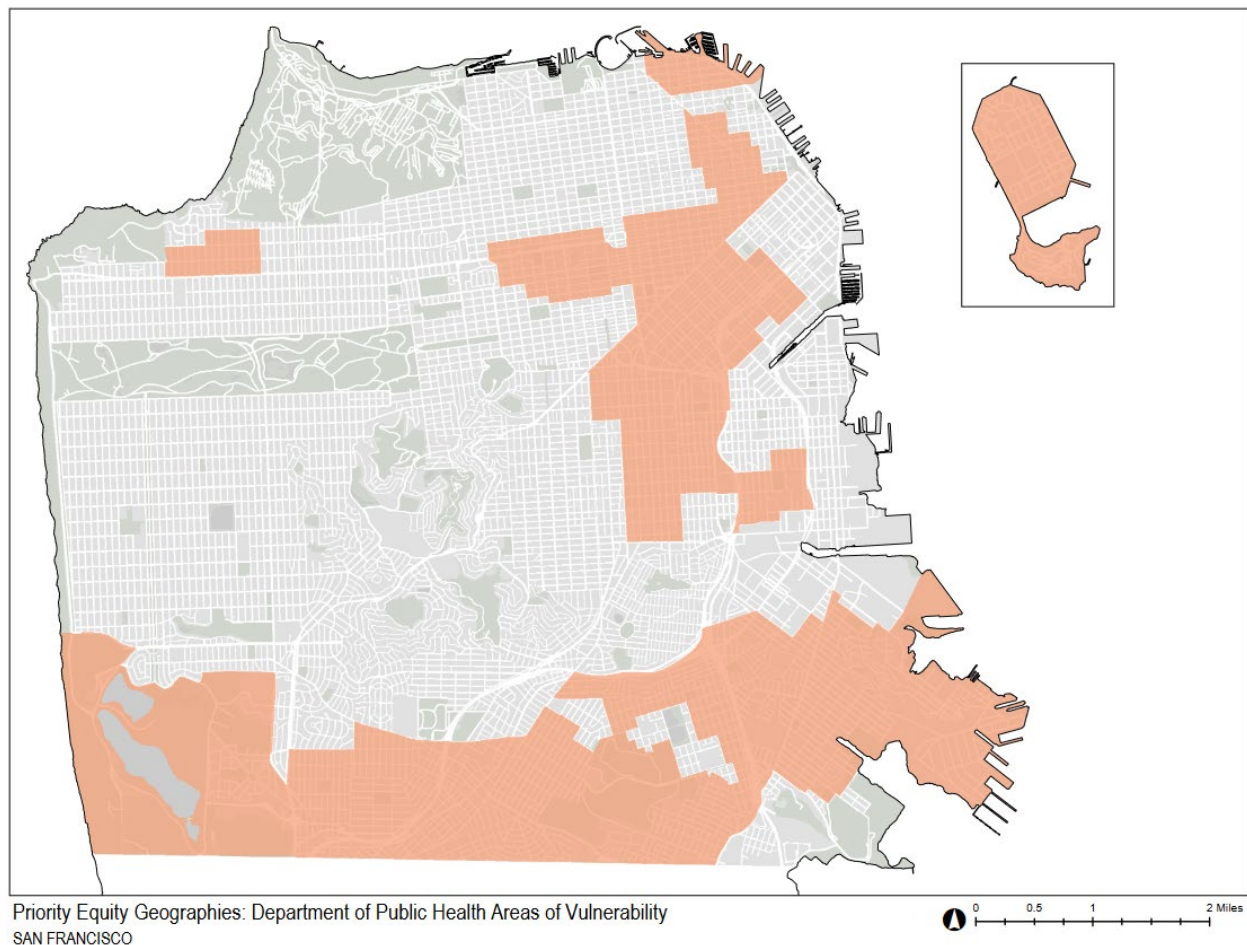
Assessment of Disparities in Access to Opportunity

TCAC 2021 Opportunity Map

The State Tax Credit Allocation Committee (TCAC) from the Department of Housing and Community Development (HCD) and the Othering and Belonging Institute at UC Berkeley created the state's Opportunity Maps to evaluate disparities in access to opportunities and resources. The maps are meant to guide affordable housing programs and housing policy to address segregation and disinvestment. The Opportunity Maps calculate regional opportunity index scores for each census tract using twenty-one indicators grouped in four major categories: economic, environmental, education, and poverty and racial segregation. The individual indicators range from job proximity to high school graduation rates to drinking water contaminants. The criterion for the selected indicators is based on peer-reviewed research that found linkages between these indicators and improved outcomes for low-income families, particularly children.

Figure 76 shows the San Francisco's TCAC 2021 Opportunity Map. The map shows higher resource areas are located in the center, north, and west of San Francisco. These areas tend to have higher incomes, higher home ownership, and higher educational, employment, and health outcomes. As prior sections have shown, higher opportunity areas tend to concentrate higher income households and non-Hispanic

or Latino(a,e) white households. Meanwhile, lower resource areas are located in the east and south and tend to be home to people of color and to areas of concentrated poverty.

Table 43 shows the racial and ethnic breakdown for each of the classifications in San Francisco's Opportunity Map. Table 44 compares the median household incomes for each of these classifications. These breakdowns show how disparate racial and economic demographics are in terms of access to resources and opportunities for wellbeing and wealth building.

Since 2005, just 10% of all new housing and 10% new affordable housing has been built in higher opportunity areas though these areas cover nearly 52% of the residential land in the city (Figure 78). Only 12% of existing affordable housing units in the city are in higher opportunity areas. In part, this is because 65% of land in higher opportunity areas is limited TO one or two units and much of the remaining area also has fixed restrictions on units allowed, including near major commercial districts and transit lines. Increasing opportunity and equity in San Francisco will mean expanding housing opportunities for people of all incomes in higher opportunity areas of the city.

Figure 76 TCAC/HCD Opportunity Map for San Francisco (2021).
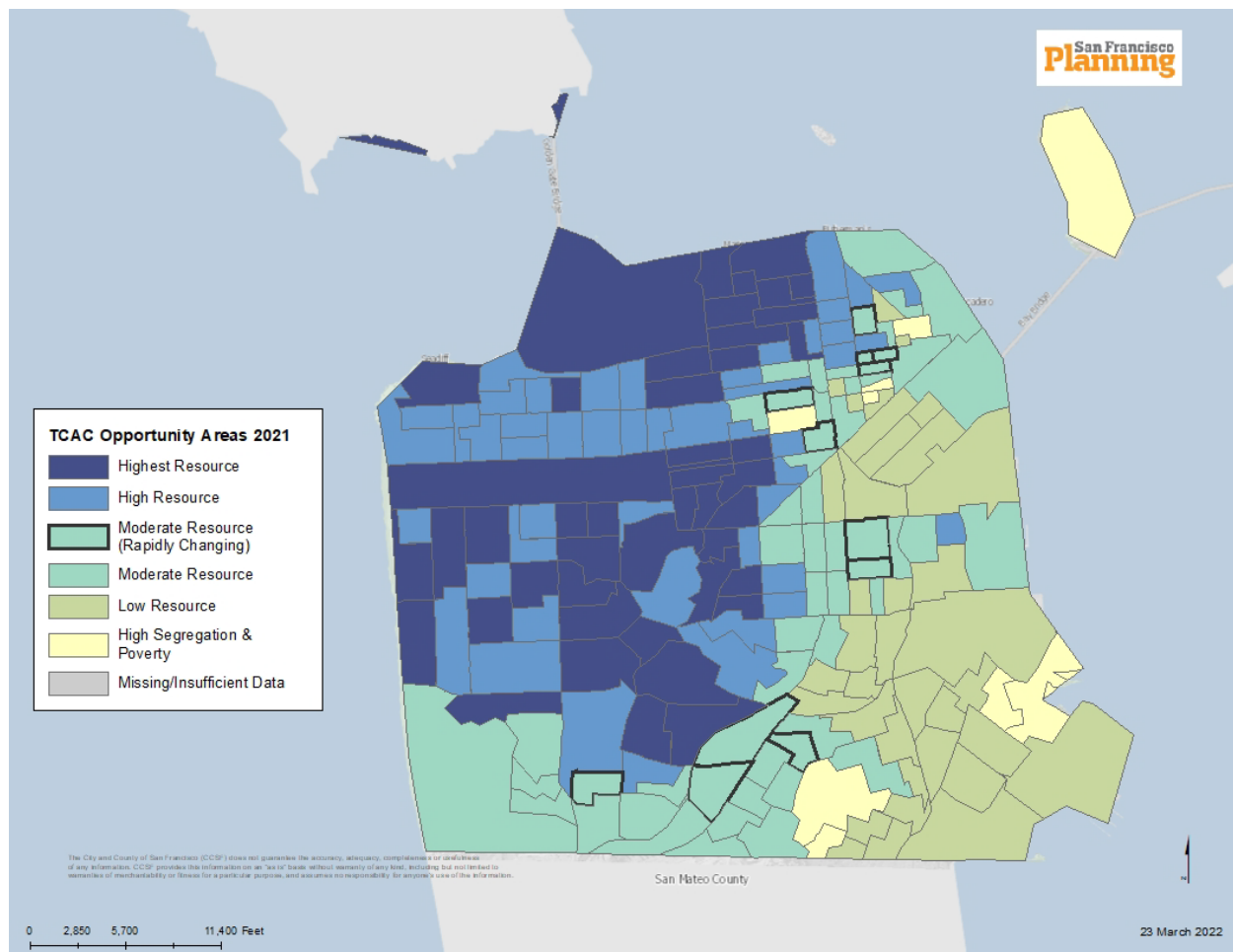
Source: TCAC/HCD Opportunity Map, Othering and Belonging Institute at Berkeley

Table 43 Share of population by race and ethnicity for each Opportunity Map classification for San Francisco (2015-2019).

	% SF Population	Highest Resource	High Resource	Moderate Resource (Rapidly Changing)	Moderate Resource	Low Resource	High Segregation & Poverty
American Indian or Alaskan Native	0.4%	0.1%	0.2%	0.5%	0.5%	0.6%	1.2%
Black or African American	5.2%	2.2%	2.8%	3.8%	5.0%	8.8%	27.9%
Hispanic or Latino(a,e)	15.2%	8.3%	8.7%	23.7%	20.0%	23.6%	17.2%
Native Hawaiian or Pacific Islander	0.4%	0.2%	0.3%	0.2%	0.1%	0.5%	3.4%
Asian	34.4%	27.8%	35.7%	37.2%	34.8%	39.4%	34.7%
Other	7.7%	3.1%	2.9%	10.2%	11.1%	14.2%	10.8%
Two or More Races	5.6%	5.7%	5.9%	6.3%	5.7%	4.7%	4.5%
Non-Hispanic or Latino(a,e) white	40.5%	56.4%	47.8%	31.4%	35.8%	24.8%	12.9%

Source: TCAC/HCD Opportunity Map, Othering and Belonging Institute at Berkeley; ACS 2019 5-year.
Notes: Light orange means that group is overrepresented for that area; dark orange means that group is overrepresented by twice or more their share of the SF population for that area.

Figure 77 Distribution by race and ethnicity for each Opportunity Map classification (2015-2019).
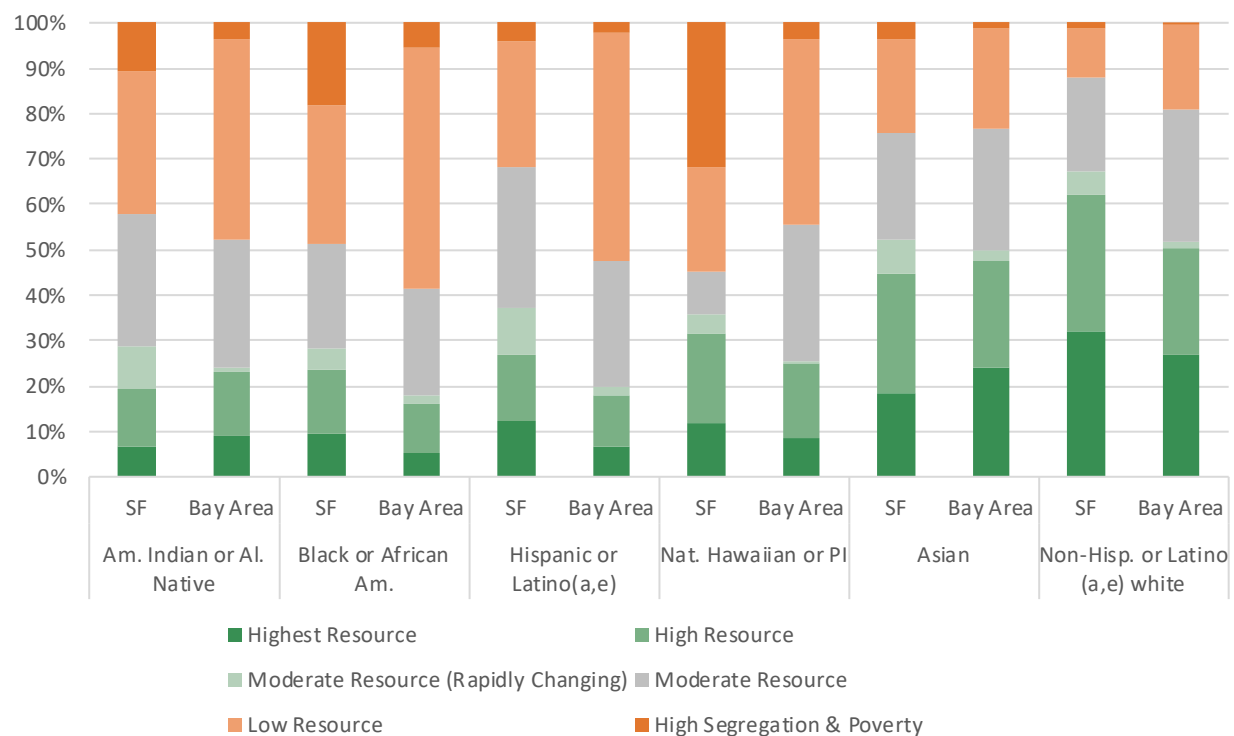
Source: TCAC/HCD Opportunity Map, Othering and Belonging Institute at Berkeley; ACS 2019 5-year.

Table 44 Median incomes by Opportunity Map classification for San Francisco and the Bay Area (2015-2019).

Opportunity Map Classification	San Francisco	Bay Area
Highest Resource	$ 154,167	$ 161,448
High Resource	$ 126,081	$ 126,752
Moderate Resource (Rapidly Changing)	$ 108,667	$ 108,879
Moderate Resource	$ 93,438	$ 103,330
Low Resource	$ 80,500	$ 74,079
High Segregation & Poverty	$ 24,474	$ 31,860

Source: TCAC/HCD Opportunity Map, Othering and Belonging Institute at Berkeley; ACS 2019 5-year.

Figure 78 New housing production in San Francisco.
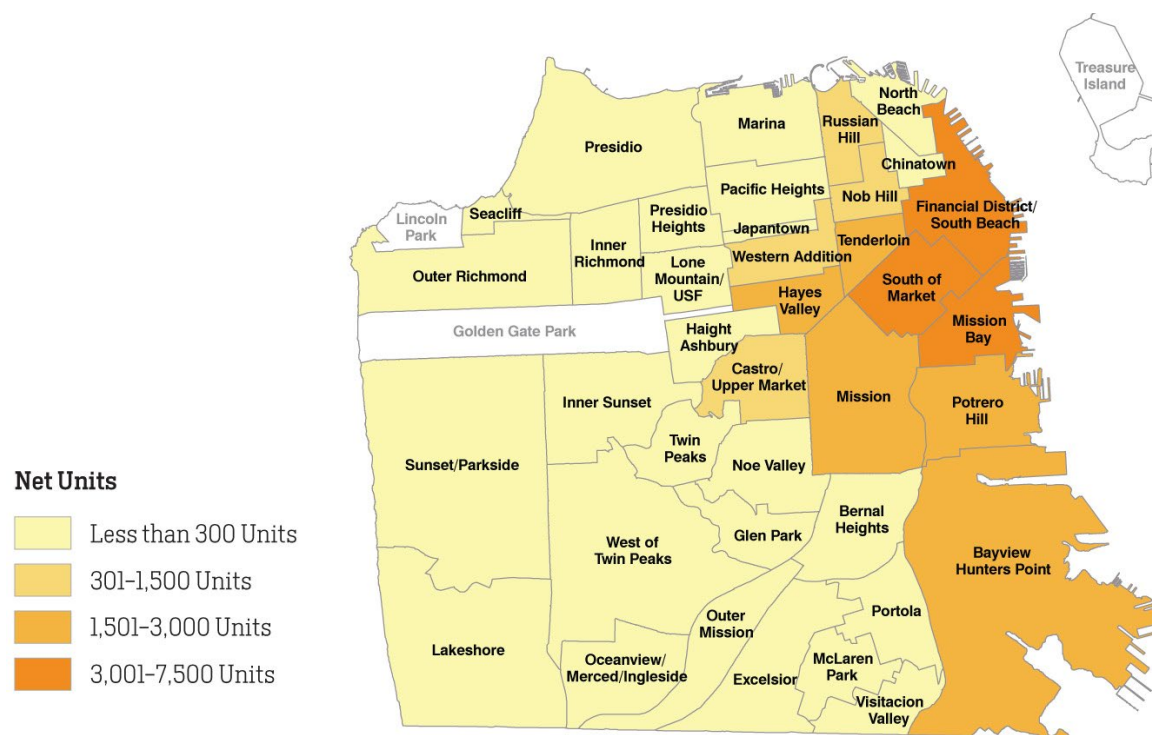
The Planning Department is preparing a racial and social equity impact analysis for the Housing Element (Policy 21a) (refer to attachment I). The department will assess access to opportunity further in that analysis, including in future years with the Housing Element update.

Access to Educational Opportunity

The San Francisco Tax Credit Allocation Committee (TCAC) Opportunity Map includes an Education Score that has four components: math proficiency, reading proficiency, high school graduation rate, and student poverty rate. It provides an overall measure of geographic access to educational opportunity. Calculations are based on the three schools closest to the centroid of a given census tract to create a tract level score. Data is primarily provided by the California Department of Education. The three components include the following data and reasons for their selection for the Education Score:

- Math and reading proficiency scores are determined by the percentage of fourth graders who meet or exceed literacy or math proficiency standards. HCD states these measurements correlate with upward mobility for low-income children.
- High school graduation rate is based on the percentage of high school cohorts who graduated on time, indicating how well a school is preparing students for the workforce.
- Student poverty rate is based on percent of students not receiving free or reduced-price lunch. HCD explains that racial disparities in school poverty rates experienced by Black and white students are the primary way in which racial segregation in schools leads to Black-white academic achievement gaps.

HCD acknowledges that components of the Education Score are a weighted average and thus may have some limitations in directly reflecting the educational circumstances of residents within a given census tract.

Figure 79 shows the San Francisco TCAC Education Score Map. Comparing this map with concentrations of higher income households (Figure 67) shows that higher education scores correlate with the areas within San Francisco, higher concentrations of white people (Figure 68), and overall higher resourced areas within the TCAC/HCD Opportunity Map (Figure 76). In contrast, lower education scores correlate with concentrations of lower income populations areas (Figure 58), with higher concentrations of people of color (Figure 57) and lower resourced or segregated areas of the Opportunity Map. Areas with lower education scores also align with areas of the city with higher concentrations of rent burden (Figure 44) and overcrowding (Figure 54), particularly in the southern and southwestern areas. *Source: TCAC/HCD Opportunity Map, Othering and Belonging Institute at Berkeley*

Table 45 provides race and ethnicity and income for the areas within the four education score ranges represented in the map, providing further proof of the intersection between racial and economic segregation and the systemic and structural factors that lead to lack of access to quality educational opportunities.

Generally speaking, educational outcomes are lower for San Francisco resident than for Bay Area residents as a whole (Figure 80), with people of color in San Francisco more segregated into areas of less positive educational outcomes. Given that so little areas of the city have a score of more than .75 (more positive outcomes) (Figure 79), median incomes for the different score ranges aren't as contrasting as those for different opportunity areas (Table 46, Figure 76).

Public schools mainly serve people of color (Table 47). Most students of color, except for Asian students, are overrepresented in public schools. Only non-Hispanic or Latino(a,e) white students are underrepresented. The negative compounding effects of segregation and discrimination on students of color are evident: when literacy and math scores at all grade levels in San Francisco are disaggregated by race and ethnicity and economic advantage, [68] it is evident that economic advantage is a predictor for school achievement disparities for all races, but race and ethnicity is the biggest predictor of all (Figure 81 and Figure 82). Even controlling for economic advantage, Black students have the lowest literacy and math proficiency of all races. This is not a coincidence: racial segregation, poverty concentration and

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[68] The California Department of Education identifies economically disadvantaged students as those who are socioeconomically disadvantaged, come from poverty backgrounds or participate in programs such as free lunch programs.

poor access to quality education substantially compound to lower educational opportunities, with Black students suffering the most educational disparities.

Figure 79 TCAC Opportunity Areas Education Score Map by Census Tract (2021).
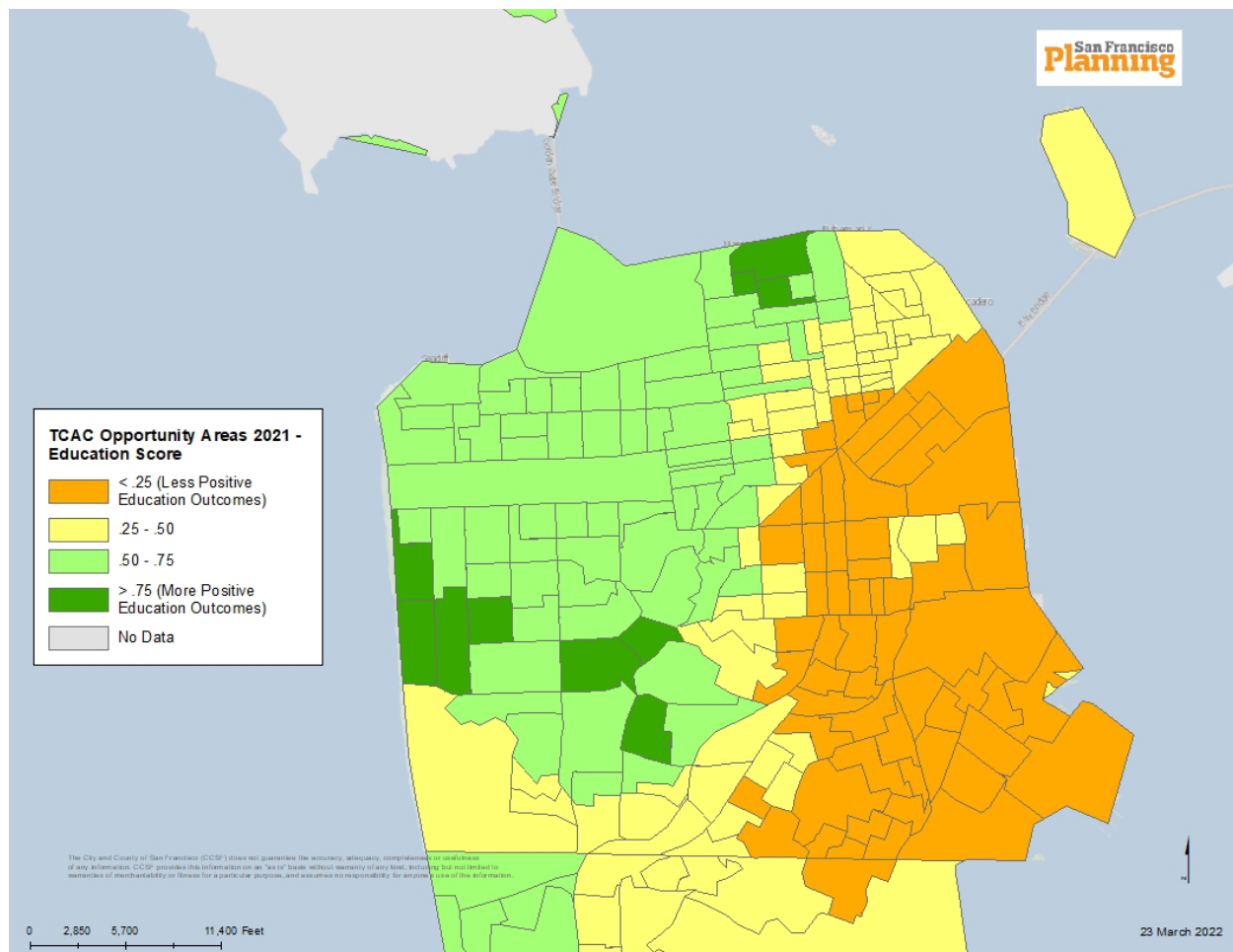
Source: TCAC/HCD Opportunity Map, Othering and Belonging Institute at Berkeley

Table 45 Population Share by Race and Ethnicity for Education Score for San Francisco (2015-2019).

	% SF Population	>.75 (more positive education outcomes)	>.5 <=.75	>.25 <=.5	<=0.25 (less positive education outcomes)
American Indian or Alaskan Native	0.4%	0.1%	0.1%	0.4%	0.7%
Black or African American	5.2%	1.7%	2.6%	5.6%	8.4%
Hispanic or Latino(a,e)	15.2%	7.4%	8.9%	16.0%	23.2%
Native Hawaiian or Pacific Islander	0.4%	0.1%	0.3%	0.2%	0.7%
Asian	34.4%	42.0%	33.0%	37.1%	32.4%
Other	7.7%	3.1%	3.3%	8.1%	13.1%

Two or More Races	5.6%	4.2%	6.2%	5.1%	5.5%
Non-Hispanic or Latino(a,e) white	40.5%	45.2%	50.1%	37.0%	31.8%

Source: TCAC/HCD Opportunity Map, Othering and Belonging Institute at Berkeley; ACS 2019 5-year.
Notes: Light orange means that group is overrepresented for that area; dark orange means that group is overrepresented by twice or more their share of the SF population for that area.

Figure 80 Distribution by race and ethnicity for each Education Score (2015-2019).
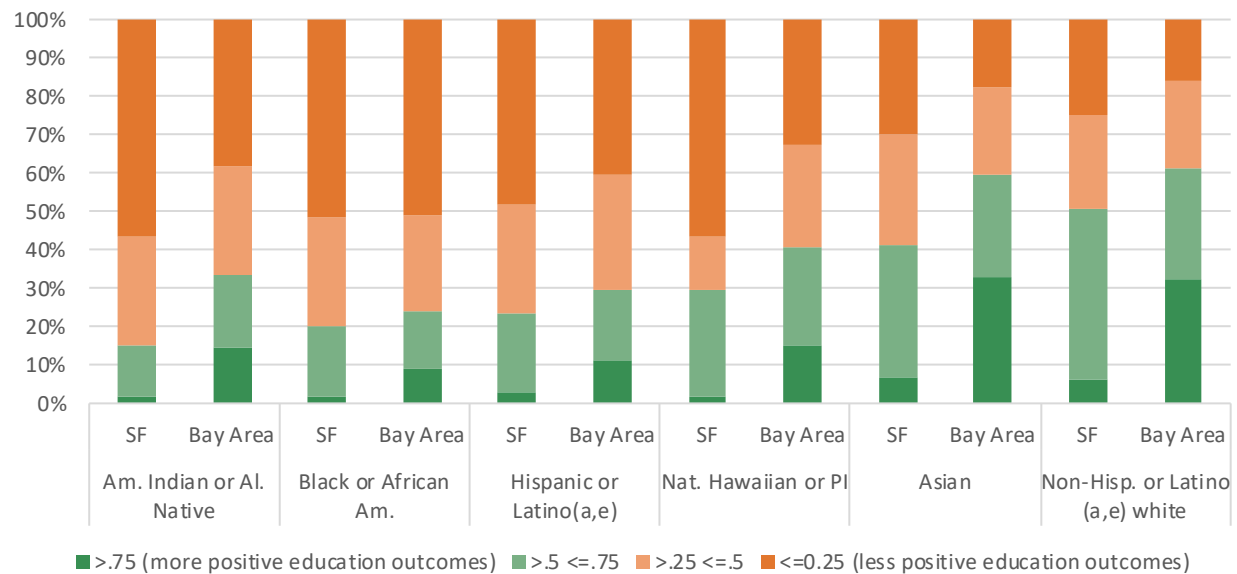
Source: TCAC/HCD Opportunity Map, Othering and Belonging Institute at Berkeley; ACS 2019 5-year.

Table 46 Median incomes by Education Score for San Francisco and the Bay Area (2015-2019).

	San Francisco	Bay Area
>.75 (more positive education outcomes)	$ 135,373	$ 149,485
>.5 <=.75	$ 139,203	$ 118,271
>.25 <=.5	$ 94,941	$ 95,813
<=0.25 (less positive education outcomes)	$ 93,542	$ 73,862

Source: TCAC/HCD Opportunity Map, Othering and Belonging Institute at Berkeley; ACS 2019 5-year.

Table 47 Public School Enrollment by Race & Ethnicity

	Public School Enrollment	Share of SF Population
Asian	34%	34%
Hispanic or Latino(a,e)	32%	15%
white	15%	41%
African American	7%	5%

Two or More Races	6%	4%
Not Reported	5%	
Pacific Islander	1%	0.30%
American Indian or Alaska Native	0.3%	0.20%

Source: California Department of Education's Dataquest.

The San Francisco Unified School District is looking address school segregation by adopting a new zone-based student assignment policy for elementary schools, which will go into effect in the 2023-2024 school year. This policy was created to address the racial isolation the school system has not been able to reduce through its existing lottery system, and it is intended to diversify school enrollment and increase geographical accessibility to schools based on where families reside. Under the new policy, families choose an elementary school in the zone they live in, prioritizing the preferences of families in Federal public housing or historically underserved areas of San Francisco.

Figure 81 Met or Exceeded Standard for English Language Arts/Literacy (SF public schools grades 3 to 8, 2018-2019)
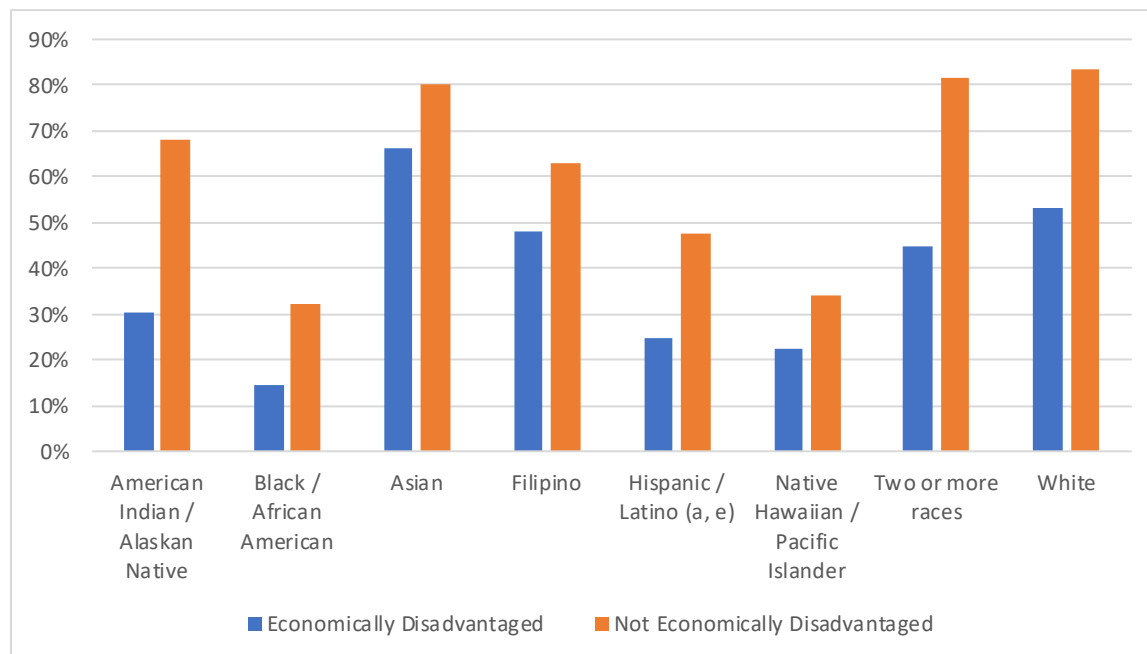
Source: California Assessment of Student Performance and Progress, Test Results at a Glance, 2018-2019

Figure 82 Met or Exceeded Standard for Math (SF public schools grades 3 to 8, 2018-2019)
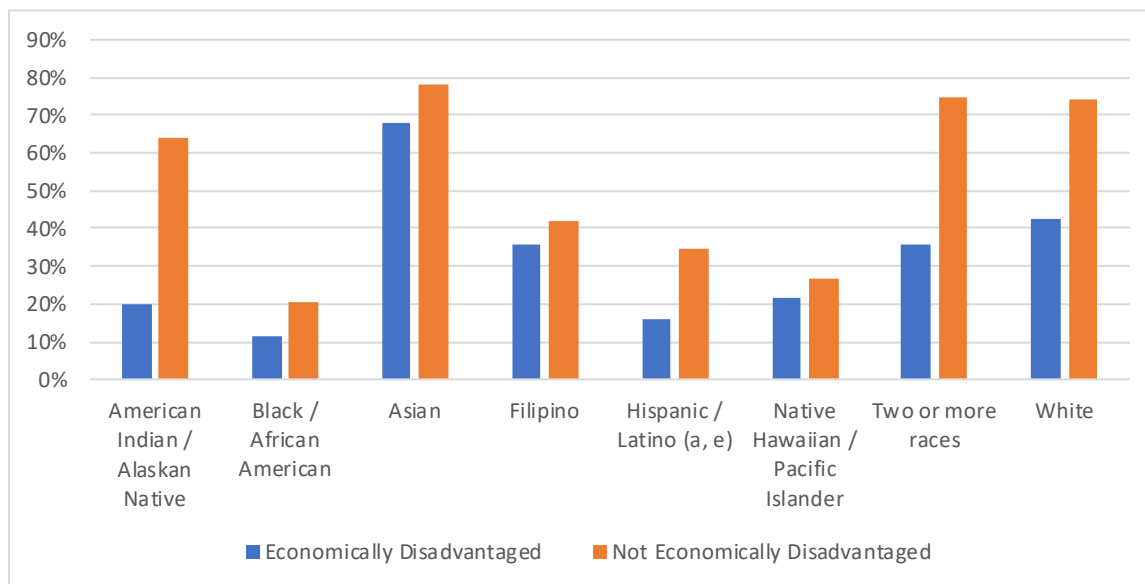
Source: California Assessment of Student Performance and Progress, Test Results at a Glance, 2018-2019

Access to Employment Opportunities

The San Francisco TCAC Opportunity Map also includes an Economic Score that has five components: poverty, adult education, employment, job proximity and median home value. This score measures geographic access to economic opportunity. Calculations are based on census tract level data from the American Community Survey 5-year estimates. The five components are measured as follows:

- Poverty is measured as the percent of a tract's residents who live above 200 percent of the federal poverty line. HCD states that poverty rates at the census tract level are strong indicators of an area's level of resources, risks, and opportunities and a predictor for outcomes for children.
- Adult education is measured as the share of adults that have earned a bachelor's degree, as HCD states this measure has been shown to highly correlate with rates of upward mobility for low-income children.
- Employment is measured as the employment rate; it is also highly correlated with rates of upward economic mobility for low-income children. HCD states that areas with low levels of employment see outcomes like those with high poverty rates, including poor health outcomes, low birthweight babies, and violent crime.
- Proximity to jobs considers the distance traveled by workers earning $1,250 a month or less, as well as the number of jobs available.
- Finally, median home value is used as a proxy for neighborhood quality and community resources, as HCD states research suggests that neighborhood characteristics, such as school quality, public resources, crime rates, environmental quality and even perceived social benefits are all reflected in home values.

Research has also shown that "social and economic deprivation during childhood and adolescence can have a lasting effect on individuals, making it difficult for children who grow up in low-income families to escape poverty when they become adults"[69].

The Economic Score Map shows that areas with the lowest economic scores match areas with high racial segregation and poverty concentration (Figure 83). In fact, American Indian or Alaskan Native, Black or African American, and Native Hawaiian or Pacific Islander populations are overrepresented in these areas by more than twice their share of the total San Francisco population (Table 45). The median income for the lowest economic score range is less than four and half time that of the areas with the highest economic score rage (Table 49); when compared to the Bay Area, it is also lower than the median income for the same economic care range. High racial segregation and poverty areas like Chinatown, Tenderloin, Fillmore/Western and Bayview Hunters Point even when they have high job proximity indexes (access to a large number of jobs at shorter distances) (Figure 85), they still have low scores for economic opportunity. This signals that current systems and programs have not connected residents in these areas to existing opportunities near their neighborhoods, due to structural and systemic inequities of these systems

The Economic Score Map correlates less directly with high opportunity maps, compared to the Education Score Map (Figure 79). As shown in the last section, higher education scores correlate more closely with areas with overall greater resources and higher concentration of higher income households and white households, and lower education scores with areas with higher concentrations of extremely low- to moderate-income households and people of color. However, the Economic Score map shows higher scores for many neighborhoods on the eastern side of the city with larger shares of people of color and extremely low- to moderate-income households (such as parts of SOMA, the Mission, Bernal Heights, Islais Creek and the northern part of Bayview Hunters Point). The higher economic scores in these neighborhoods are also in part due to changing neighborhood demographics and home values. In recent years, rising economic pressures from the housing affordability crisis and a shift towards a preference for city living has meant that these neighborhoods have experienced greater displacement and gentrification. As lower-income people and communities of color have been displaced or moved out (from the Mission, for example) higher income households have moved in, influencing these higher scores. Greater demand for limited housing options in these areas also increased home values, which also influenced these higher scores. San Francisco is a job-rich city and despite the segregation that low-income groups and certain racial groups experience in the lowest scored areas, residents have higher access to economic opportunity in San Francisco than in the Bay Area (Table 49). However, while the Economic Score Map may be showing higher economic opportunities, it does not reflect who gets to benefit from increased economic opportunities.

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[69] https://www.nccp.org/publication/childhood-and-intergenerational-poverty/

Figure 83 TCAC Opportunity Areas Economic Score Map by Census Tract (2021)
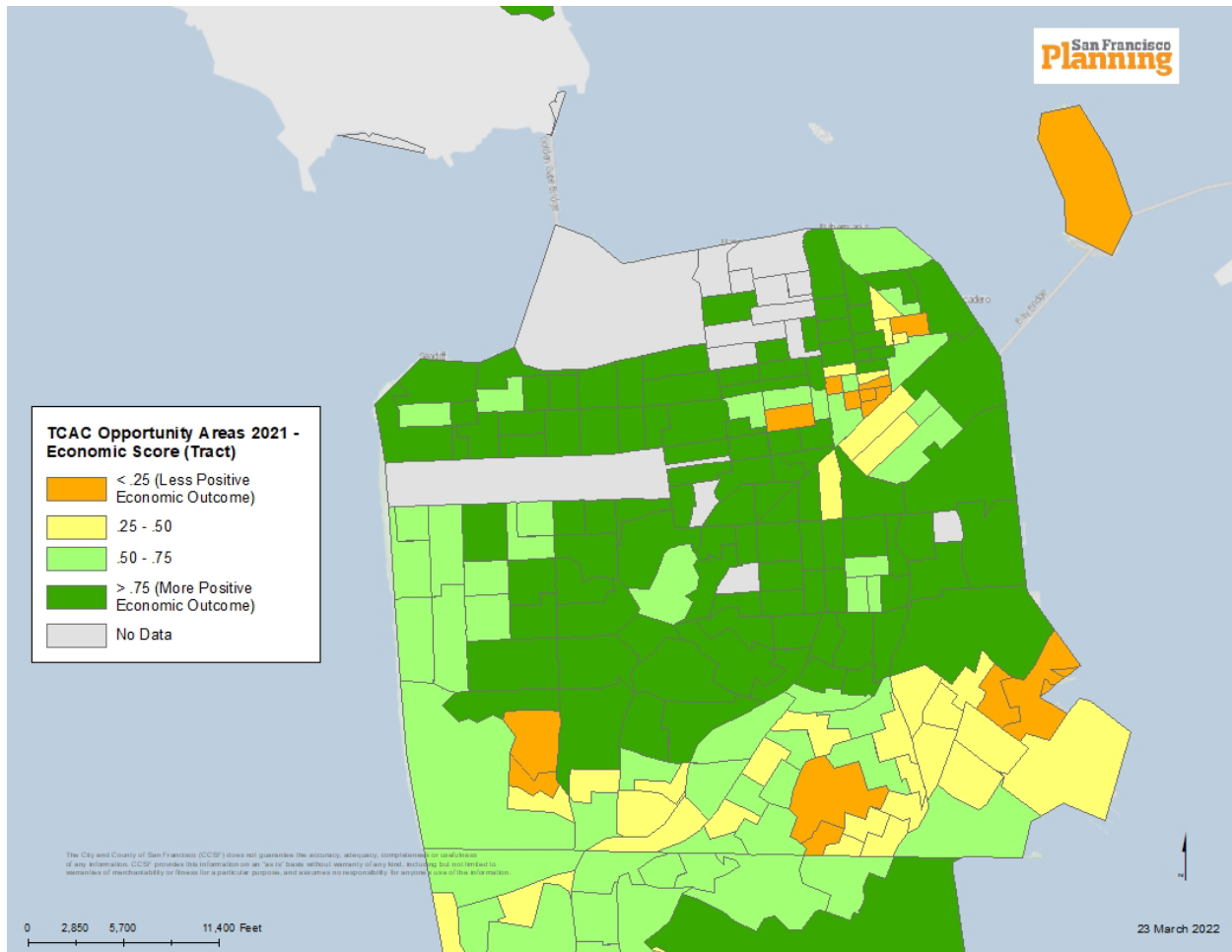
Table 48 Population Share by Race and Ethnicity for Economic Score for San Francisco (2015-2019).

	% SF Population	>.75 (more positive economic outcomes)	>.5 <=.75	>.25 <=.5	<=0.25 (less positive economic outcomes)
American Indian or Alaskan Native	0.4%	0.3%	0.3%	0.5%	1.1%
Black or African American	5.2%	2.9%	4.6%	9.1%	20.4%
Hispanic or Latino(a,e)	15.2%	11.5%	18.5%	22.6%	21.1%
Native Hawaiian or Pacific Islander	0.4%	0.2%	0.4%	0.5%	2.1%
Asian	34.4%	26.6%	45.2%	49.7%	31.7%
Other	7.7%	4.6%	10.0%	13.6%	13.8%
Two or More Races	5.6%	5.9%	5.5%	4.6%	5.0%
Non-Hispanic or Latino(a,e) white	40.5%	54.0%	27.7%	15.6%	20.0%

Figure 84 Distribution by Race and Ethnicity by Economic Score (2015-2019).
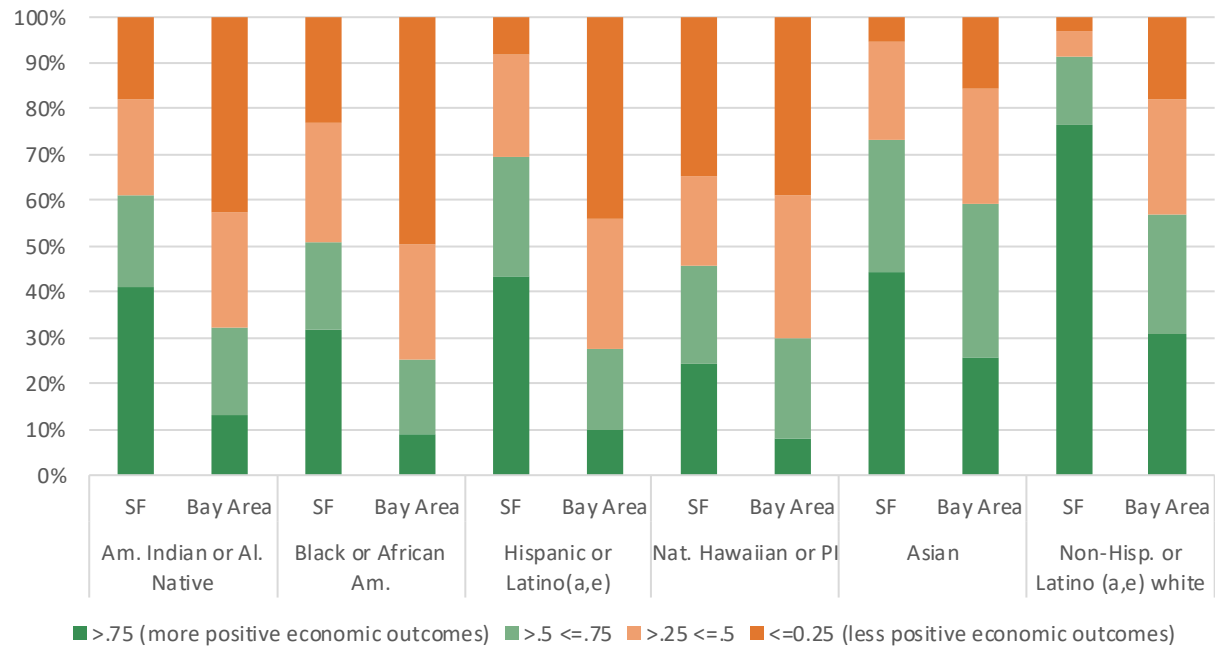
Table 49 Median Incomes by Economic Score for San Francisco and the Bay Area (2015-2019).

	San Francisco	Bay Area
>.75 (more positive economic outcomes)	$ 142,623	$ 152,857
>.5 <=.75	$ 94,286	$ 124,904
>.25 <=.5	$ 75,223	$ 97,833
<=0.25 (less positive economic outcomes)	$ 29,919	$ 67,314

Figure 85 HUD's Job Proximity Index
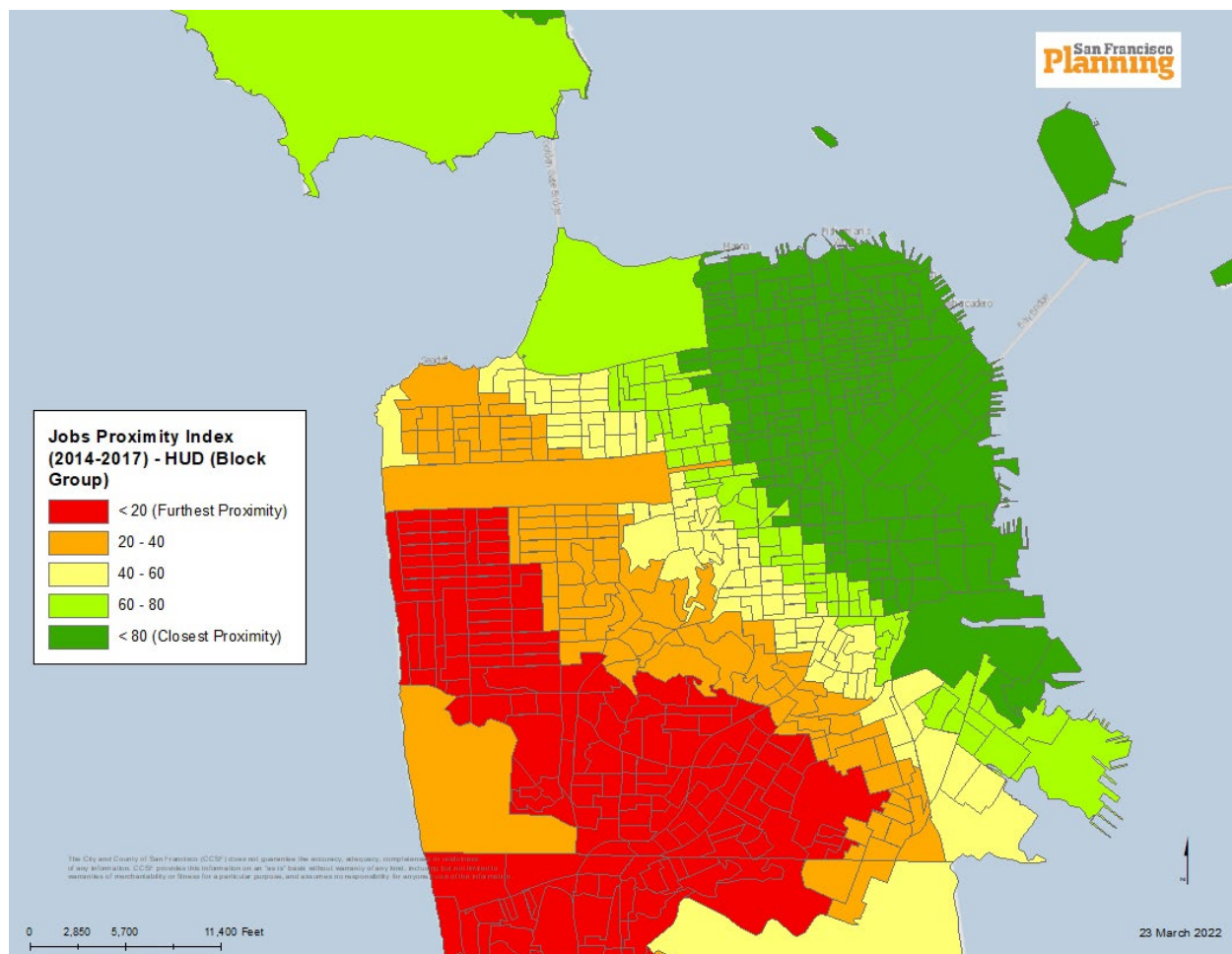
Source: HUD.

Access to Employment and Transportation Opportunities

SFMTA Service Equity Strategy

San Francisco has an extensive public transit system that covers almost every corner of the city. However, frequency, reliability, crowding, and safety (perceived or real) differ depending on mode and geography. Frequency refers to how often a transit vehicle on a given route arrives at a given stop. Reliability refers to transit vehicles arriving at their stops at anticipated time intervals on a consistent basis. Frequency and reliability can be affected by driver availability, maintenance issues, and/or congested streets. And crowding refers to the amount of people on a transit vehicle and can result from high ridership, as well as reliability and frequency issues.

In 2018, the San Francisco Municipal Transportation Agency (SFMTA) published its Service Equity Strategy. The purpose of the strategy was to improve transit performance in select neighborhoods based on percentage of low-income households, private vehicle availability, race/ethnicity demographics, and concentration of affordable and public housing developments to reduce transit disparities. The SFMTA identified neighborhoods (Figure 86) overlap with low-resourced areas and areas

of high segregation and poverty concentration. SFMTA also identified Muni routes heavily used by people of color and low-income transit riders, called Equity Strategy routes.

SFMTA conducted extensive outreach and engagement in these neighborhoods to identify the top issues facing riders on the Equity Strategy routes. Findings showed that top challenges for people living in the Equity Strategy neighborhoods and depending on those routes were regarding reliability, frequency and crowding (Table 50). All three challenges cost residents time in getting to their destinations; all three challenges were persistent issues in these Equity Strategy geographies.

Figure 86 2018 Equity Strategy Report Neighborhoods.
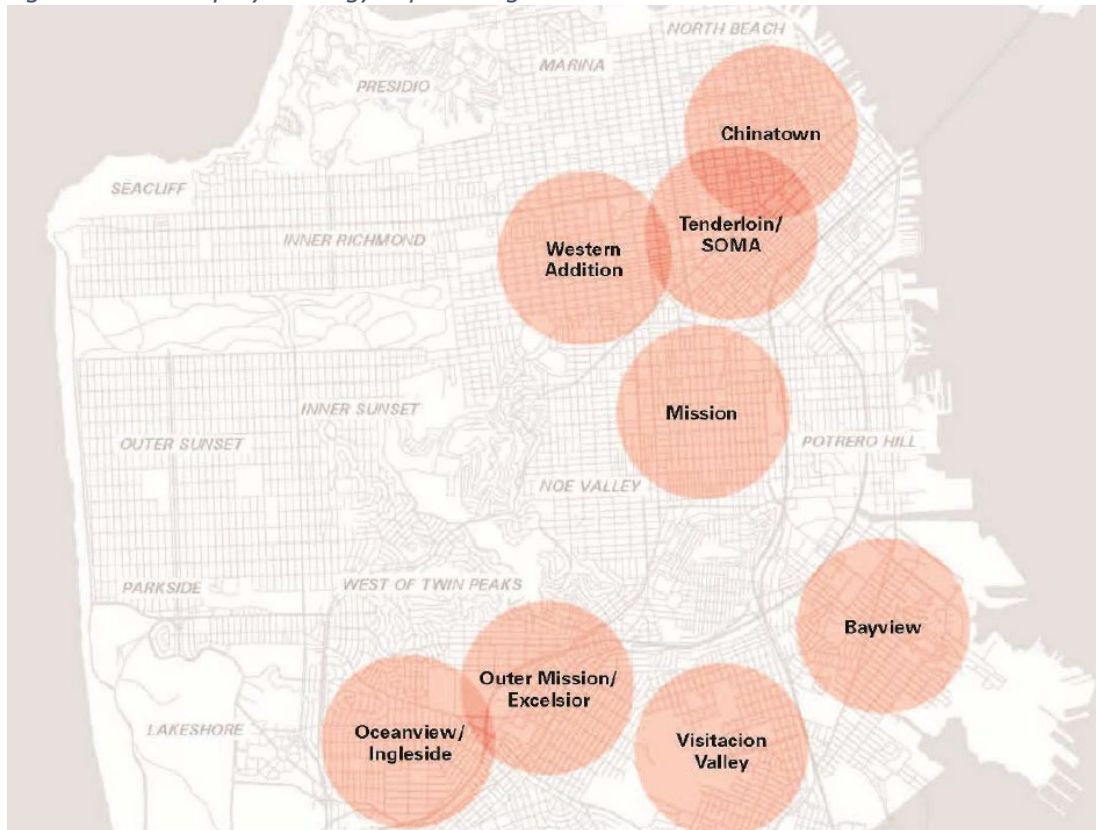
Source: Muni Service 2018 Equity Strategy Report.

Table 50 SFMTA survey results on priority Equity Strategy routes.

Muni Equity Transit Line	Top Challenge Identified by Riders
23 Monterey	It doesn't come often enough
44 O'Shaughnessy	It doesn't come often enough
54 Felton	It doesn't come often enough
29 Sunset	It doesn't come often enough/ It is too crowded
24 Divisadero	It gets delayed
19 Polk	It doesn't come often enough
56 Rutland	It is too crowded
10 Townsend	It gets delayed/ It is too crowded
52 Excelsior	It doesn't come often enough
43 Masonic	It is too crowded
48 Quintara-24th St	It doesn't come often enough
K Ingleside	It doesn't come often enough
M Ocean View	It doesn't come often enough
31 Balboa	It doesn't come often enough
9 San Bruno	It is too crowded
21 Hayes	It gets delayed

Source: Muni Service 2018 Equity Strategy Report.

ConnectSF

Over the last few years, the city has led a multi-year process to envision, plan and build a more effective, equitable, and sustainable transportation system for San Francisco's future, "ConnectSF". The city developed a 50-year vision of San Francisco's future through a collaborative community process that included over 5,000 individuals and 60-plus organizations. The vision will guide plans and policies for the city and its transportation system.

ConnectSF's goals shaped by the vision consist of equity, economic vitality, environmental sustainability, safety and livability, and accountability and engagement.

In December 2019, the city published a Statement of Needs assessment. The report describes San Francisco's existing conditions (year 2015) and the transportation deficiencies that must be addressed to reach the ConnectSF vision. The report identified inequitable trends for Metropolitan Transportation Commission's defined Communities of Concern relative to non-Communities of Concern. The criteria for communities of concern accounts for communities with high populations of seniors, people with disabilities, people with limited English proficiency, single-parent households, zero-car households, low-income households, cost-burdened renters or minority households (Figure 87).

The ConnectSF Statement of Needs Report identifies that communities of concern have shorter commute travel times compared to non-communities of concern, 21.7 minutes vs. 25.1 minutes. The report also identifies that communities of concern can access approximately 996,700 jobs accessible by a 30-minute car trip. Non-communities of concern can access slightly fewer jobs by a 30-minute car trip, or approximately 985,800 jobs. The report identifies that communities of concern can access approximately 512,800 jobs accessible by a 45-minute transit trip. Non-communities of concern can access slightly fewer jobs by a 45-minute transit trip, or approximately 492,300 jobs. Communities of concern also have a greater share of population with access to high-quality transit than non-communities of concern: 94.1% compared to 85.3%. High-quality transit is defined as living within either

0.25 mile of a rapid bus stop or light rail stop or within 0.5 mile of rail stop with dedicated right of way with frequencies better than or equal to 10 minutes.

Although communities of concern generally have shorter commute travel times and greater access to jobs by cars and transit, there are disparities within the communities of concern. Job access is a significant issue for geographies with high segregation and poverty concentration in southeast San Francisco, where there are areas of high segregation and poverty concentration, and geographies in the south and on the western edge of the city with higher concentrations of extremely low- to moderate-income households. Figure 88 shows the number of jobs residents can access within a 45-minute transit trip. Areas with higher access to jobs through transit generally appear in the northeastern corridor of the city and along commercial and neighborhood commercial districts.

Figure 89 shows a similar trend for the auto-access scenario. In this scenario, job access by private automobile is highly concentrated in the northeast corridor. Areas zoned for residential use outside of the northeast corridor are not able to access as many jobs via a 30-minute auto trip. The most affected area in this scenario is the western edge of the city, followed by the Hunters Point area.

Figure 87 MTC 2017 Communities of Concern.
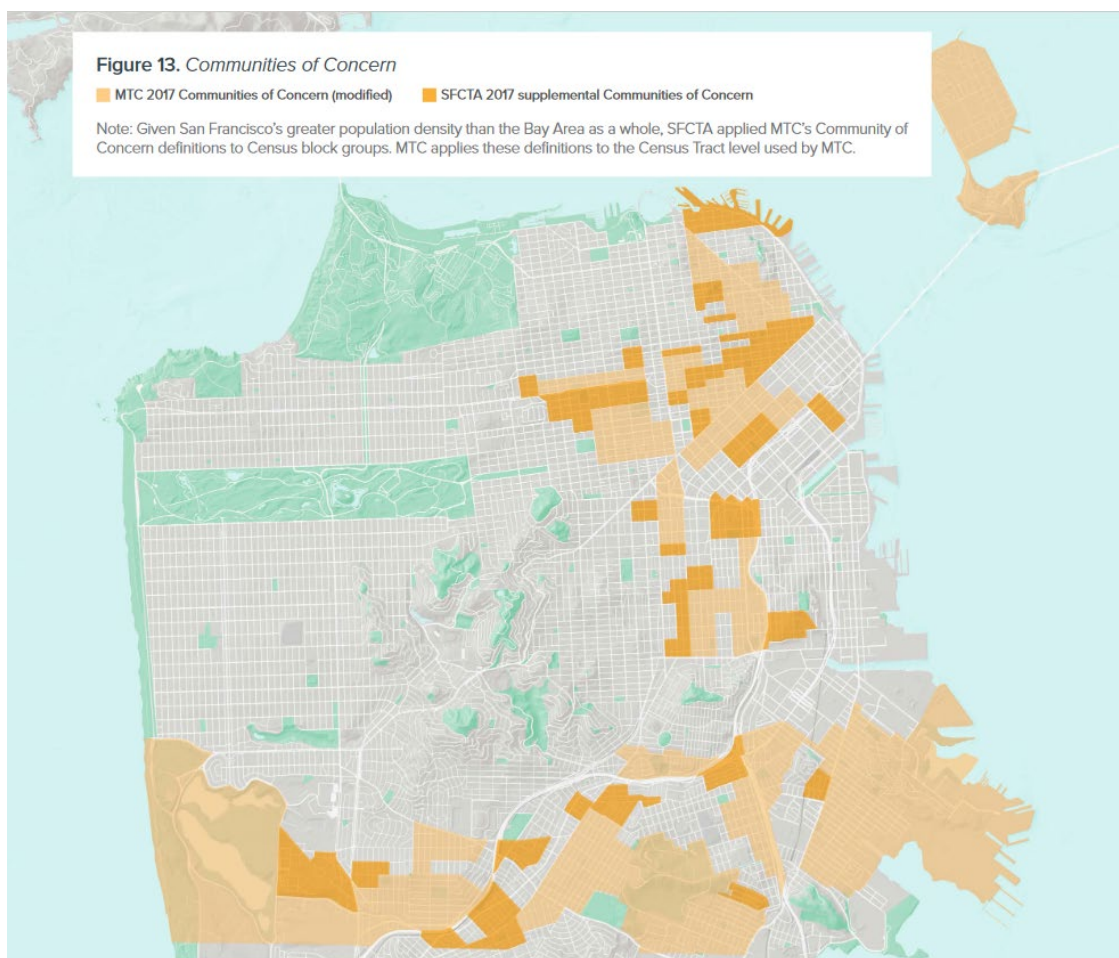
Source: ConnectSF Statement of Needs Report.

Figure 88 Jobs accessible within a 45-min transit trip (2015).
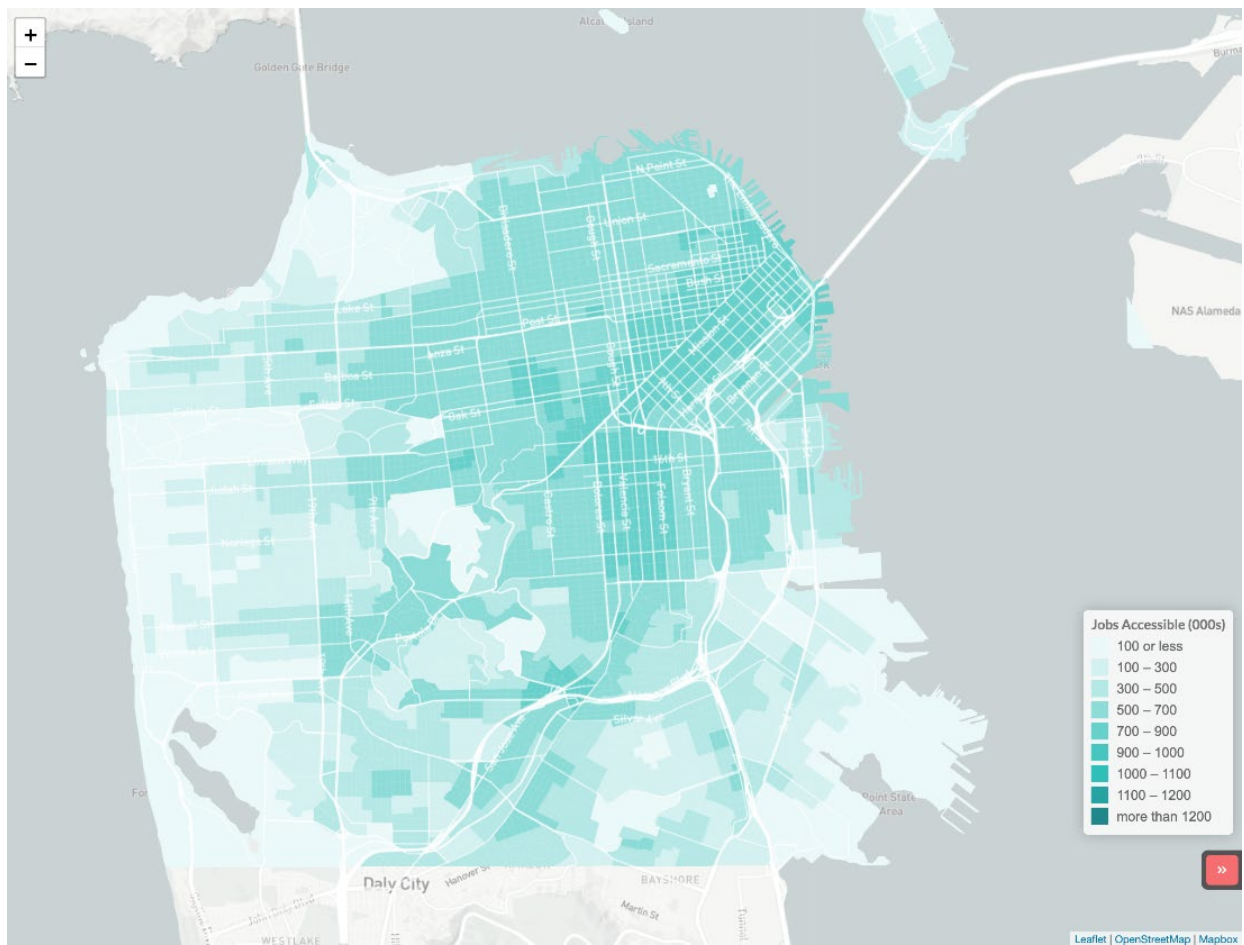
Source: ConnectSF. Note: This includes job locations in San Francisco and other counties. These estimates are broken down by Travel Analysis Zones (TAZs), which are spatial units used in travel modeling and analysis.

Figure 89 Jobs accessible within a 30-min car trip (2015).
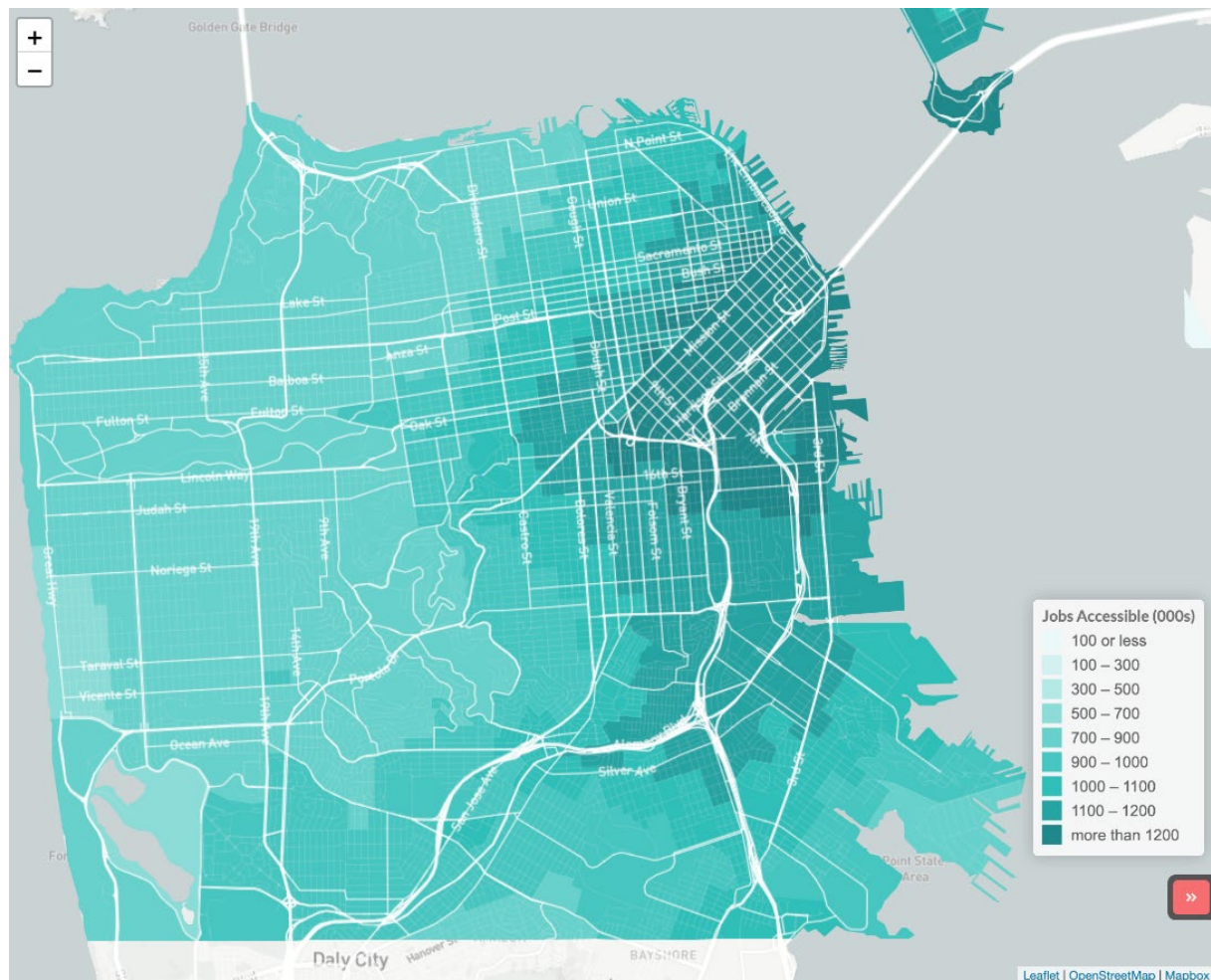
Source: ConnectSF. Note: This includes job locations in San Francisco and other counties. These estimates are broken down by Travel Analysis Zones (TAZs), which are spatial units used in travel modeling and analysis.

Safety

Although not an access to opportunity analysis requirement, safety places a significant role in access.

While R/ECAP and High Segregation and Poverty areas (Figure 63) in the northeastern corridor of the city have greater access to jobs and transit options, these areas are prone to a high number of pedestrian and bicycle collisions. Figure 90 shows the Vision Zero high injury network and its disproportionate presence in areas like the Tenderloin, Chinatown, SOMA, Fillmore/Western Addition and parts of the Mission which are home to a higher concentration of people of color, low-income communities and special needs groups. These three groups are disproportionately experiencing unsafe pedestrian and bicycle conditions in these areas.

Figure 90 Vision Zero High Injury Network
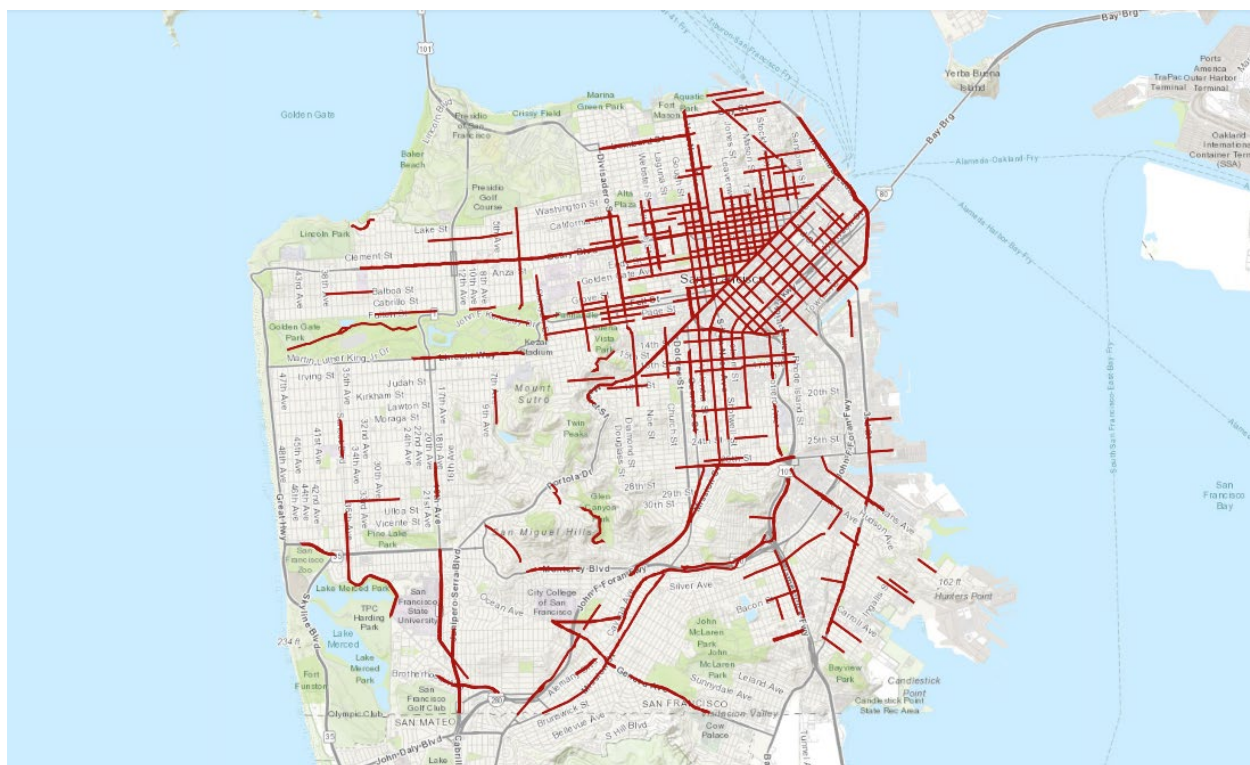
Source: Vision Zero SF, San Francisco Department of Public Health, SFMTA
Note: This map identifies the high injury network, which uses severe and fatal injury data from Zuckerberg San Francisco General, SF Police Department, Crossroads Software Traffic collision database, Emergency Medical Services, and the Office of the Medical Examiner. It maps street segments in San Francisco that have a high number of traffic fatalities and severe injuries, which pose safety concerns for all types of road users, including pedestrians, bicyclists, and people driving vehicles. This data is shared with CCSF to help inform where interventions could save lives and reduce injury severity.

Access to a Healthy Environment

The San Francisco Planning Department defines Environmental Justice as "the equitable distribution of environmental benefits and the elimination of environmental burdens to promote healthy communities where everyone in San Francisco can thrive. Government should foster environmental justice through processes that address, mitigate, and amend past injustices while enabling proactive, community-led solutions for the future."[70] The term "environmental racism" recognizes that American Indian, Black, and other communities of color have historically borne the brunt of environmental burdens and poor health through intentional and systemically racist actions. These same communities have been devastated by the COVID-19 pandemic, as the social, economic, and health impacts of the disease have disproportionately impacted communities of color.

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[70] https://sfplanning.org/project/environmental-justice-framework-and-general-plan-policies

The impacts of segregation and discrimination track across a spectrum of environmental justice topics, which will be covered in the Environmental Justice Framework[71]. Based on guidance from Senate Bill 1000, the Environmental Justice Framework will cover the following topics:

- Clean and healthy environments (pollution reduction)
- Climate resilience and justice
- Healthy food access
- Physical activity
- Safe, healthy and affordable homes
- Equitable and green jobs
- Healthy public facilities
- Empowered neighborhoods (civic engagement).

The Environmental Justice Communities Map was developed by the San Francisco Planning Department to meet the requirements of CA Senate Bill 1000 (Figure 91). The legislation requires that municipalities identify where "Disadvantaged Communities" are located, defined as areas facing elevated pollution burden coupled with a high incidence of low-income residents, a measure known as Environmental Justice Burden. This map combines environmental and demographic data to describe areas in San Francisco that have higher pollution burden and are predominantly low-income. In addition, this map provides a starting point for dialogue with stakeholders (public transparency) and for making informed decisions at the policy and legislative level. The map is based on CalEnviroScreen, a tool created by CalEPA and OEHHA that maps California communities that are most affected by pollution and other health risks. It also includes local data on pollution burden and socioeconomic disadvantage.

The Environmental Justice Map uses a spectrum to describe environmental justice burdens. Higher burdened areas are shown in red and dark orange while less burdened areas are shown in green. In San Francisco, the highest environmental burdens are in neighborhoods along the eastern side of the City in neighborhoods including Chinatown, Tenderloin, South of Market, Mission, Bayview Hunters Point, Visitation Valley, Western Addition, Treasure Island, Oceanview/Merced/Ingleside, and the Outer Mission. The higher burdened areas match areas of high segregation and poverty concentration and low-resources in the TCAC Opportunity Map (Figure 76), as well as areas with high concentrations of extremely low- to moderate-income residents (Figure 58) and communities of color (Figure 57).

The Planning Department has overlaid the Environmental Justice map with several indicators of environmental health. The following describes the trends from some of those indicators.

Life Expectancy

Life expectancy is used commonly as a measure of the health of a population. San Francisco's average life expectancy is 80 years. The areas mapped in dark gray on Figure 92 indicate areas with lower overall life expectancies while areas in the lighter colors indicate higher average life expectancies.

In the case of life expectancy, there is a direct trend between lower life expectancy and higher concentrations of extremely low- to moderate-income populations. Areas of poverty, and thus lower life expectancy, occur in the areas with higher populations of Black, American Indian communities, and

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[71] At the time of publication of this report, SF Planning is working on drafting an EJ Framework which is scheduled to be published by Winter 2022.

other people of color (Figure 56). In fact, in 2017, the life expectancy for Black and Pacific Islander people in San Francisco was 11 to 15 years lower than the highest life expectancies (Table 51). Discrimination, segregation, exclusion, and economic and housing disparities compound to impact health outcomes directly and literally lower the life expectancy of the communities most affected by these issues.

Figure 91 Draft EJ Communities Map

Environmental Justice Communities February 2022
San Francsico Planning Department
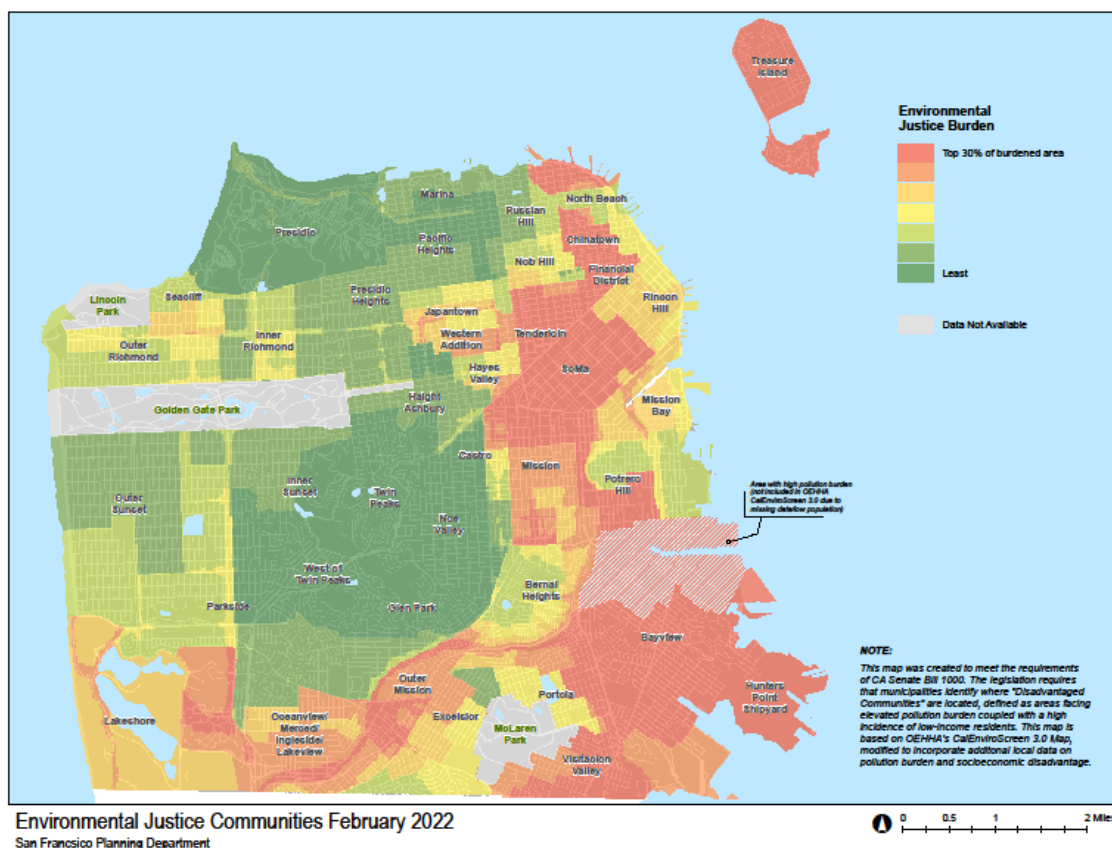
Table 51 Life expectancy by race and ethnicity.

Race and Ethnicity	2005-2007			2015-2017		
	All	Female	Male	All	Female	Male
All	80.8	84.0	77.6	83.1	86.1	80.3
Asian	85.1	87.5	82.4	87.0	89.6	83.9
Black/African American	68.5	73.7	64.2	72.1	76.5	68.3
Latino(a)	82.7	85.8	79.4	85.1	87.9	82.5
Pacific Islander	73.4	77.0		76.0	76.8	75.5
White	79.7	83.1	76.9	81.7	84.2	79.6

Source: http://www.sfhip.org/chna/community-health-data/

Figure 92 Life expectancy by zip code.
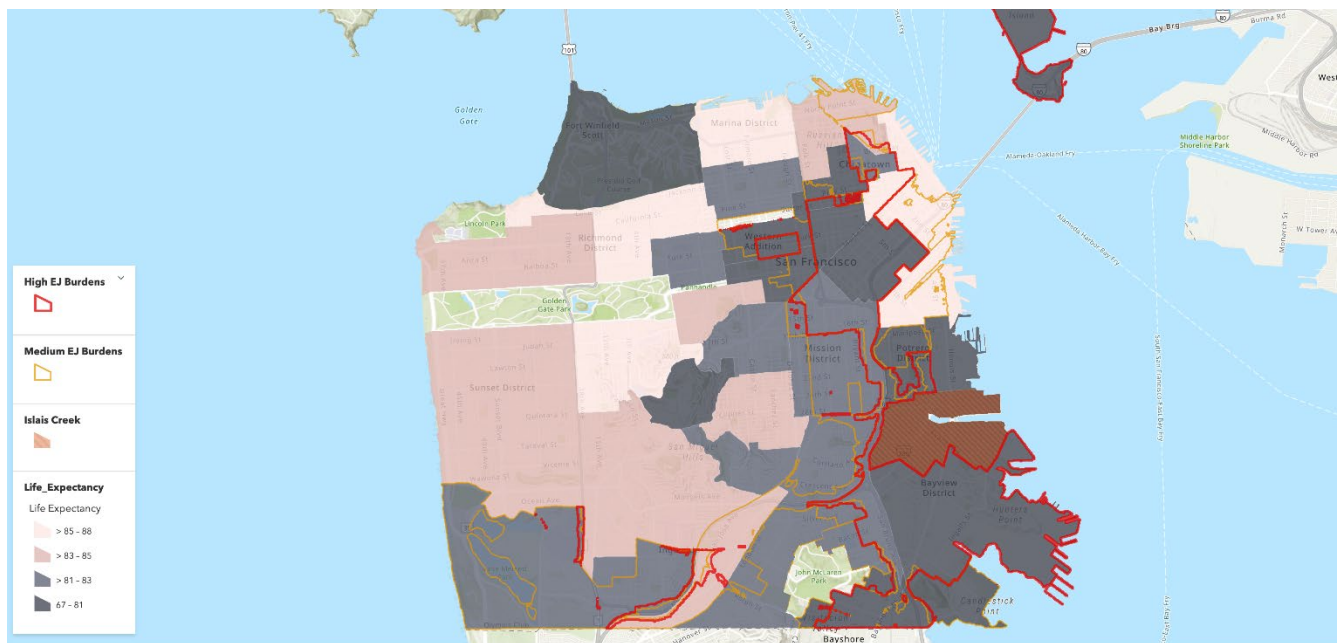
Source: SF Community Health Needs Assessment

Climate Vulnerability

Figure 93 utilizes a point system to measure climate hazards in aggregate, combining climate risk indicators from sea level rise storm surge, flood risk, liquefaction risk, air pollution, and extreme heat vulnerability (as seen in the description key on the left of the figure). The point system spans from 0 to 12; areas in darker color (brown) indicate higher climate hazard risk vulnerability.

Figure 93 Climate vulnerability.

- **SLR 24" + 42" Storm Surge:** 0 - not in the zone, 2 - in the zone
- **SLR 66" + 42" Storm Surge:** 0 - not in the zone, 1 - in the zone
- **100-Year Storm Flood Risk Zone:** 0 - not in the zone, 1 - in the zone
- **Liquefaction Risk:** 0 - not in the zone, 1 - high, 2 - very high
- **Air Pollution Exposure Zone:** 0 - not in the zone, 1 - in the zone
- **Air Pollution Hot Spots:** 0 - not in the zone, 2 - in the zone
- **Heat Vulnerability:** 0 - low or low-medium, 1 - medium, 2 - medium-high, 3 - high

Large Parks

Total Climate Hazard Vulnerability
Number of Climate Hazard Risk Indicators
- > 7 - 11
- > 5 - 7
- > 3 - 5
- 0 - 3

Source: City and County of San Francisco Hazards and Climate Resilience Plan, Office of Resilience and Capital Planning

Tree Canopy Cover

Many of the R/ECAP and High Segregation and Poverty areas overlap with areas with lower canopy cover and a higher pollution burden percentile in the CalEnviroScreen assessment (Figure 95). Trees contribute to a more walkable, livable and sustainable city; remove pollutants from air and water; create greener and more vibrant neighborhoods; and they make streets more enjoyable to walk and shop along. Unfortunately, a lot of the same communities experiencing environmental burdens also lack tree canopy cover in their areas, a contributing factor to cleaner air.

Figure 94 San Francisco tree canopy cover.
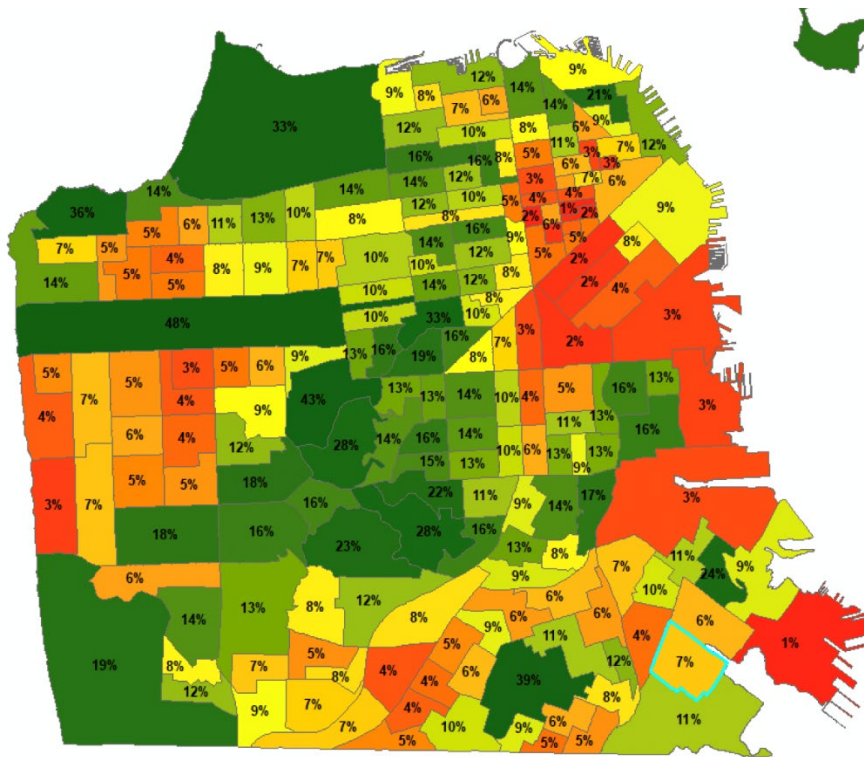
Source: San Francisco Planning Department, San Francisco Urban Forestry Council

Assessment of Disproportionate Housing Needs

Housing Needs by Race and Ethnicity

Due to discriminatory government actions, the current conditions and life outcomes of people of color are unequal with those of white residents. Those harms and intentional disparities give rise to unique housing needs. The following section provides a brief overview of harms committed against some racial groups in order to contextualize these disparities.

American Indian Community

American Indians that remain in San Francisco today face steep barriers to housing security. Compared to the citywide median income of $112,449, the median income of American Indian residents is only $59,898 (Table 12). 31% of American Indian residents are ELI (Figure 5). These factors contribute to 10% of American Indian residents living in extreme rent burden (Table 34) and a homelessness rate of 5% (Figure 105), making them 17 times more likely to be unhoused. Far fewer American Indian residents own their home (18%) compared to the citywide average (37%) (Figure 6Figure 6 Tenure by Race and/or Ethnicity (2015-2019)). They are also nearly two times more likely than the citywide average to be disabled (Table 61).

Due to an extremely low population, there are few, if any, majority-American Indian areas in San Francisco. Of those American Indian residents in San Francisco, most live in the eastside, especially in the Tenderloin and Mission (Figure 95).

Figure 95 Percent of Population Identifying as American Indian or Alaskan Native by Census Tract
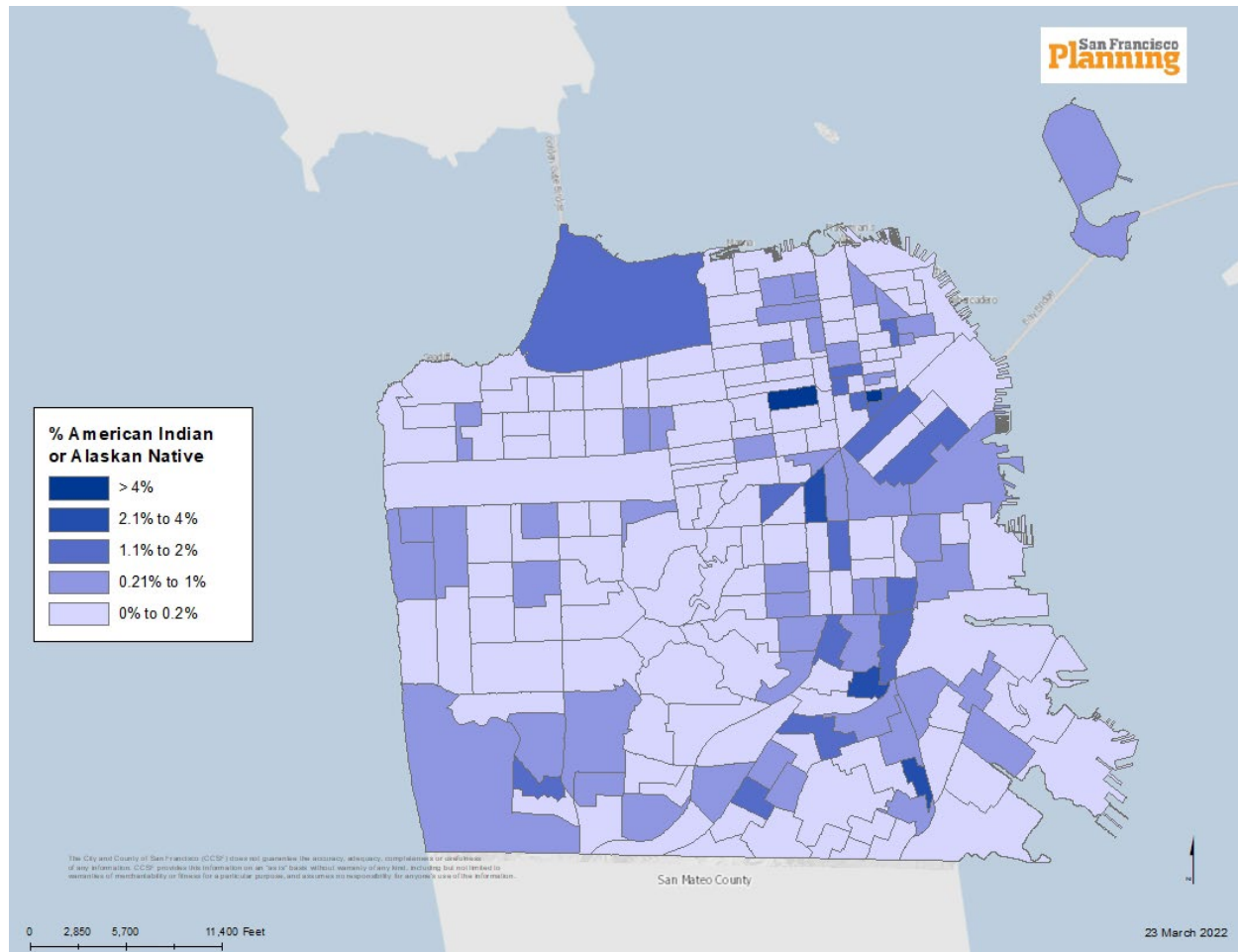
Source: ACS 2019 5-Year Estimates.

Black Community

After decades of slavery, segregation, redlining, and other state-sanctioned discrimination, economic opportunities for Black residents in San Francisco remain limited. The median Black household income is just $30,000 (Table 12), less than a quarter of the median white household income. Almost half of Black households are also ELI (Figure 5), making less than 30% AMI. Economic exclusion continues to be a challenge for Black residents, who report the highest unemployment rate of any racial group at over double the citywide rate (Table 21). A history of redlining and financial discrimination is also reflected in the Black homeownership rate, which stands at just 22% compared to the citywide rate of 37% (Figure 6). Contributing to an overall risk of housing insecurity, Black residents experience the highest rate of housing cost burden of any racial group in San Francisco at 53% of renters and 41% of owners (Table 34). Black residents are also the most likely to be disabled, speaking to a need for accessible housing (Table 61).

Speaking to a history of redlining, racially exclusive covenants, and other geographic discrimination, most Black residents are highly concentrated in several neighborhoods – the Western Addition, Bayview-Hunters Point, Oceanview-Merced-Ingleside (OMI), Tenderloin, and SoMa - that have lower markers for access to educational, employment, transportation and healthy environment opportunities (Figure 96, Figure 97). A history of discrimination has compounded to adversely impact health outcomes of member with the Black community; so much so that both male and female members have the lowest life expectancy in San Francisco.

Figure 96 Percent of Population Identifying as Black or African American by Census Tract
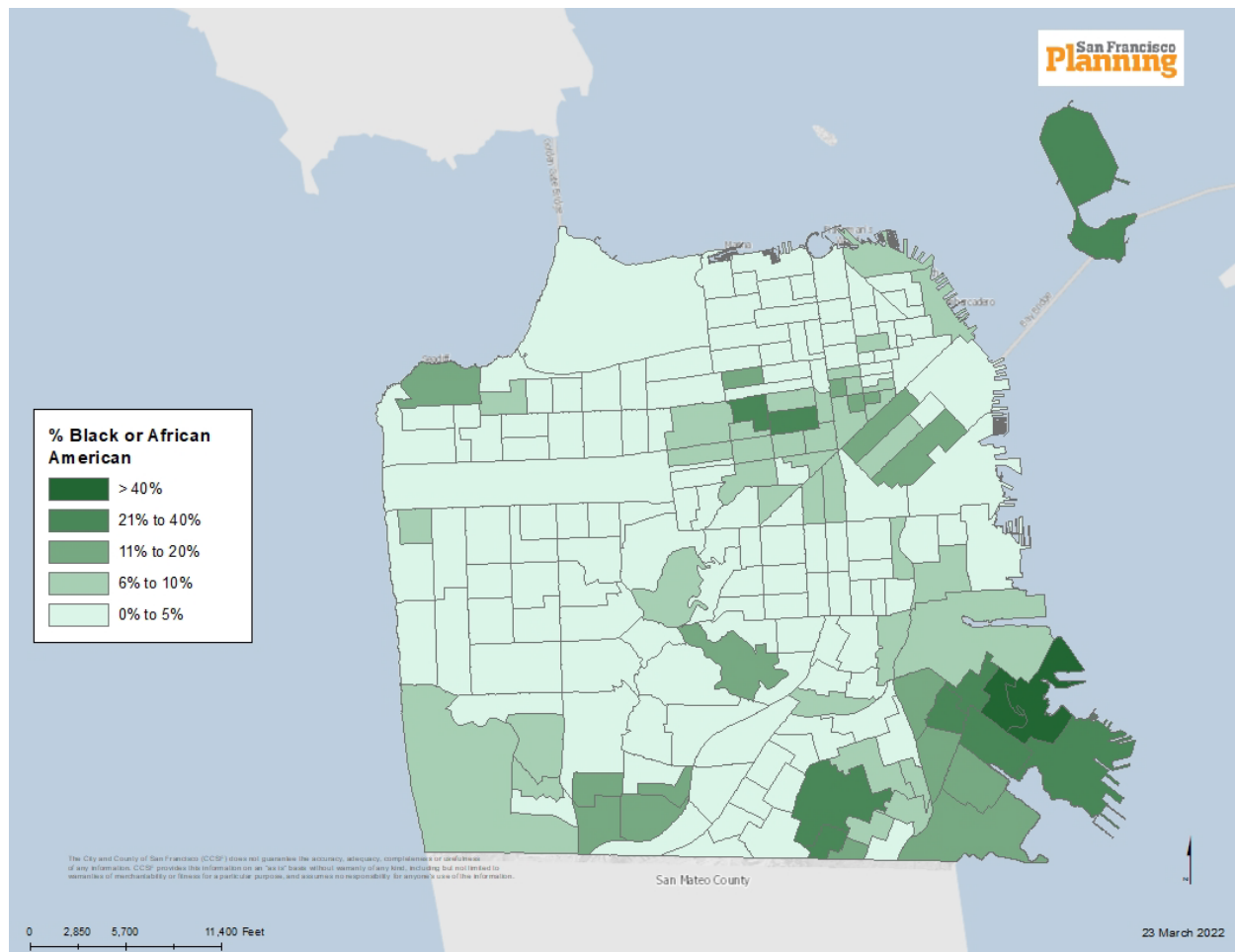
Source: ACS 2019 5-Year Estimates.

Figure 97 Census Tracts with Black or African American Majority/Plurality
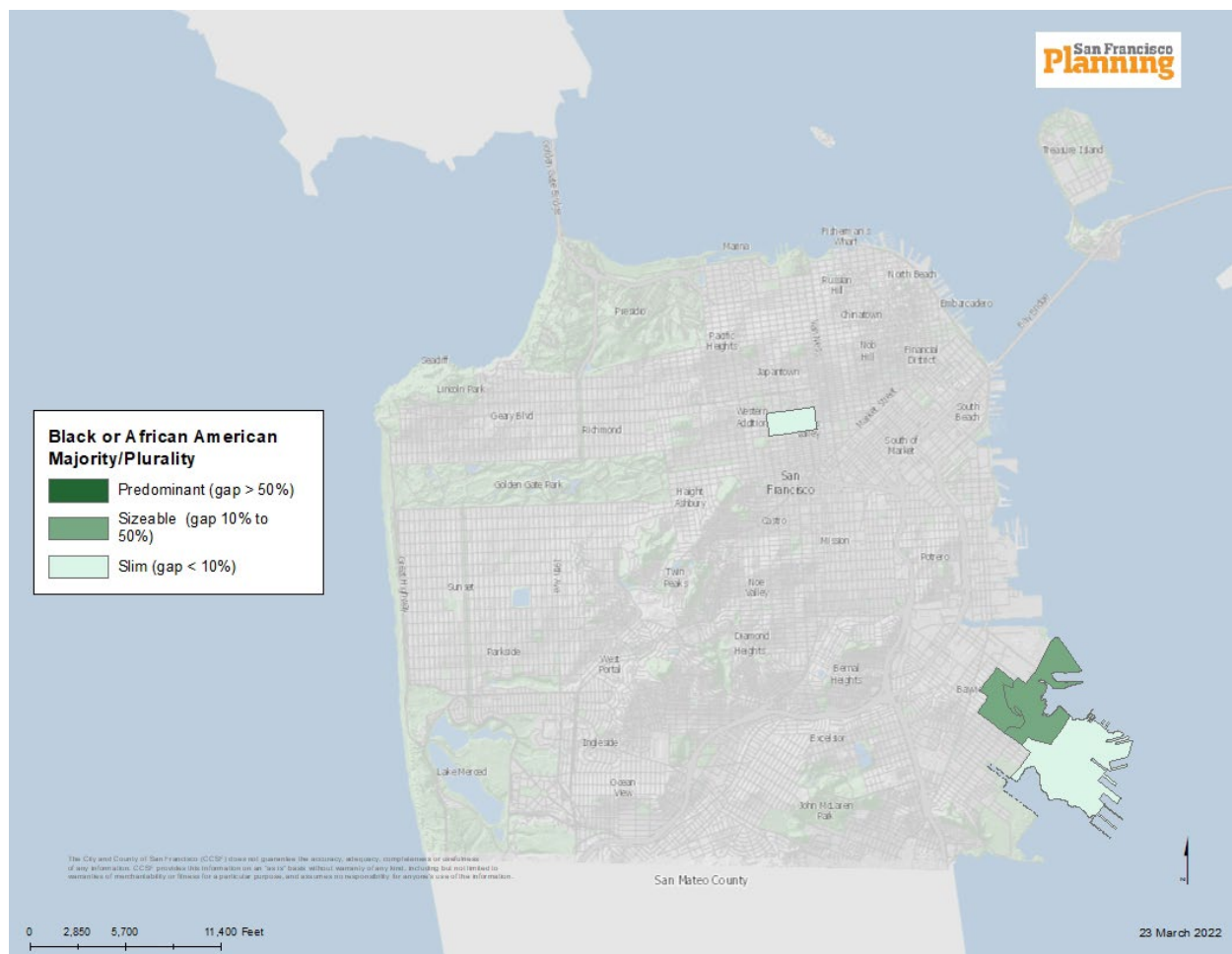
Source: ACS 2019 5-Year Estimates.

Latino(a,e) Community

The Latino(a,e) population in San Francisco continues to grow to this day, growing 35% from 1990-2018 (Table 6). The median household income for Latino(a,e) households in 2018 was around $72,000 compared to a citywide median of around $104,000 (Table 12). This has resulted in 56% of households identifying as low-income, compared to a citywide average of 39% (Figure 5). Exacerbating poverty is an unemployment rate of 4.3%, higher than the citywide average of 3.7% (Table 21), and the 44% of Latino(a,e) households that report housing cost burdens (Table 34).

Only 24% of Latino(a,e) households own their home, 13% less than the citywide average (Figure 6). Almost half of Latino(a,e) households have children (Figure 11) and have a household size of 4 or more people (Figure 12). This also contributes to a reported overcrowding rate of 13% of households, compared to just 6% of households citywide (Figure 53). Latino(a,e) households also make up 15% of households that report being foreign-born and linguistically isolated (Figure 125). Today, Latino(a,e) households are most heavily concentrated in the Mission and Excelsior (Figure 98, Figure 99).

Figure 98 Percent of Population Identifying as Hispanic or Latino(a,e) by Census Tract
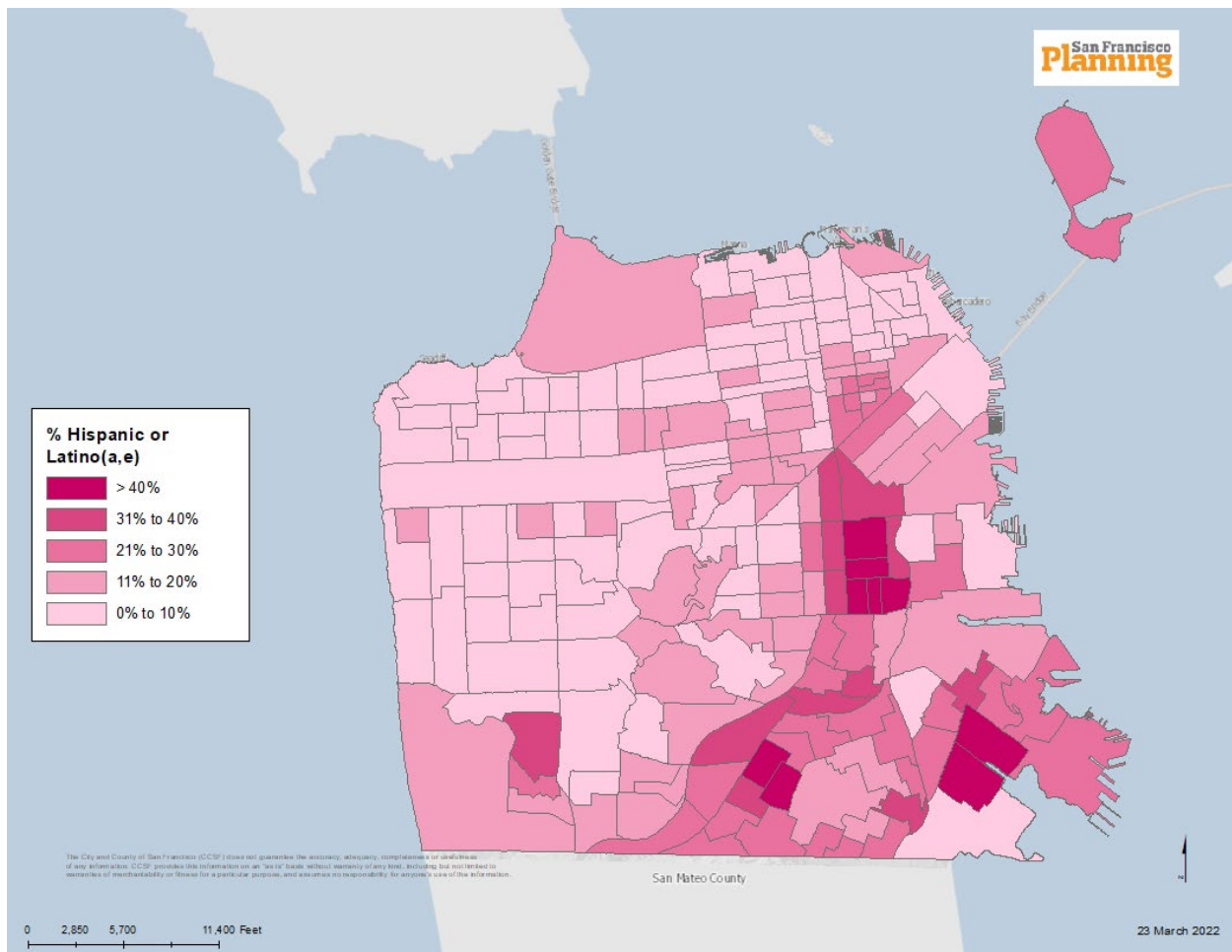
Source: ACS 2019 5-Year Estimates.

Figure 99 Census Tracts with Hispanic or Latino(a,e) Majority/Plurality
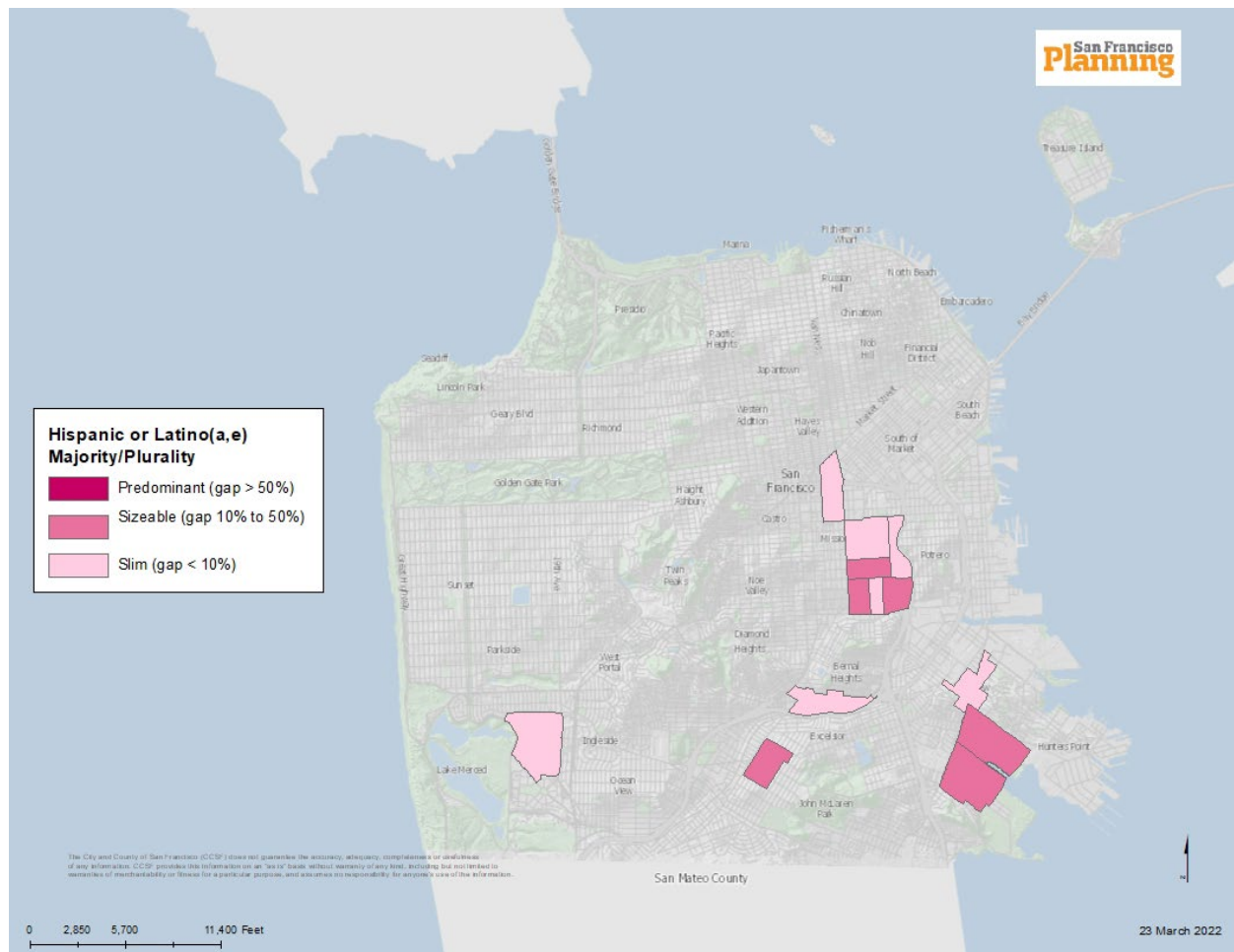
Source: ACS 2019 5-Year Estimates.

Asian Communities

"Asian" communities contain a wide diversity of racial and ethnic groups, just a few that will be highlighted in greater detail in this assessment. This choice does not aim to legitimize only the experiences and harms of named communities, but to highlight notable examples from San Francisco's history. As noted earlier, this assessment provides a brief and incomplete review of the experiences of communities of color in San Francisco.

As a group, the Asian residents make up the largest community of color in San Francisco at 34% (

Table 5) and their population has grown 44% since 1990 (Table 6). Asian residents are disproportionately senior (Table 62). The median household income of Asian residents is nearly $20,000 below the citywide median at about $88,000 (Table 12) and 48% of Asian households are low-income (Figure 5). 45% of Asian households have 4 or more people (Figure 12) and a disproportionate amount of households are families with children and related adults living today (Figure 11). Asian residents are the most likely to be heading a large family of 5 or more people (Figure 118), possibly contributing to a overcrowding rate of 11% compared to a citywide average of 6% (Figure 53). Asian residents also make up the vast majority of foreign-born, linguistically isolated residents at 76% (Figure 125).

Asian households have the highest rate of homeownership of any racial group, including white residents (Figure 6). Asian renters more likely than the average San Francisco renter to be living in a non-rent-controlled unit, contributing to a lack of housing price security. Asian residents live in large numbers across many San Francisco neighborhoods, but are particularly concentrated in Chinatown, Excelsior, Sunset, and Inner Richmond (Figure 100, Figure 101).

Figure 100 Percent of Population Identifying as Asian by Census Tract
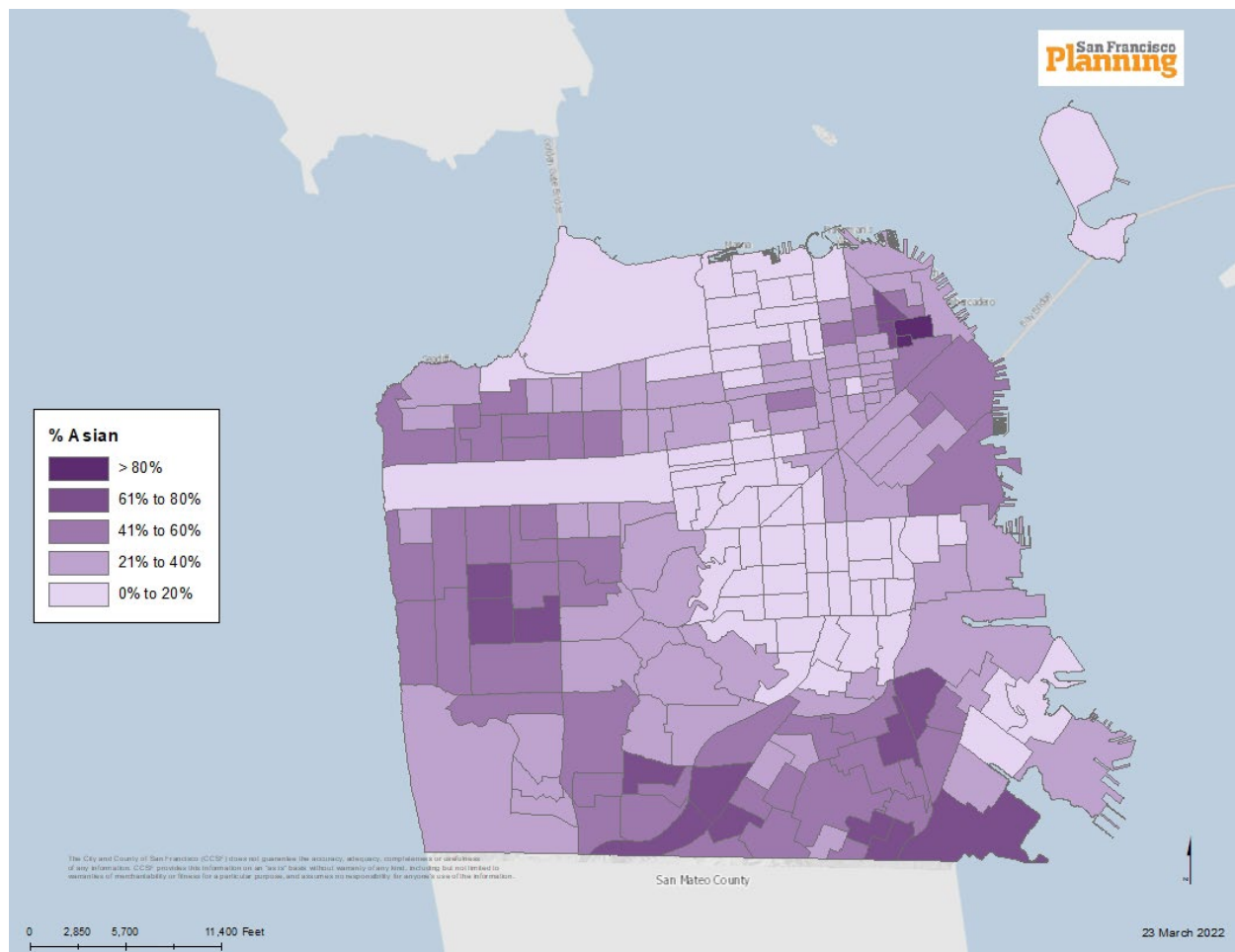
Source: ACS 2019 5-Year Estimates.

Figure 101 Census Tracts with Asian Majority/Plurality
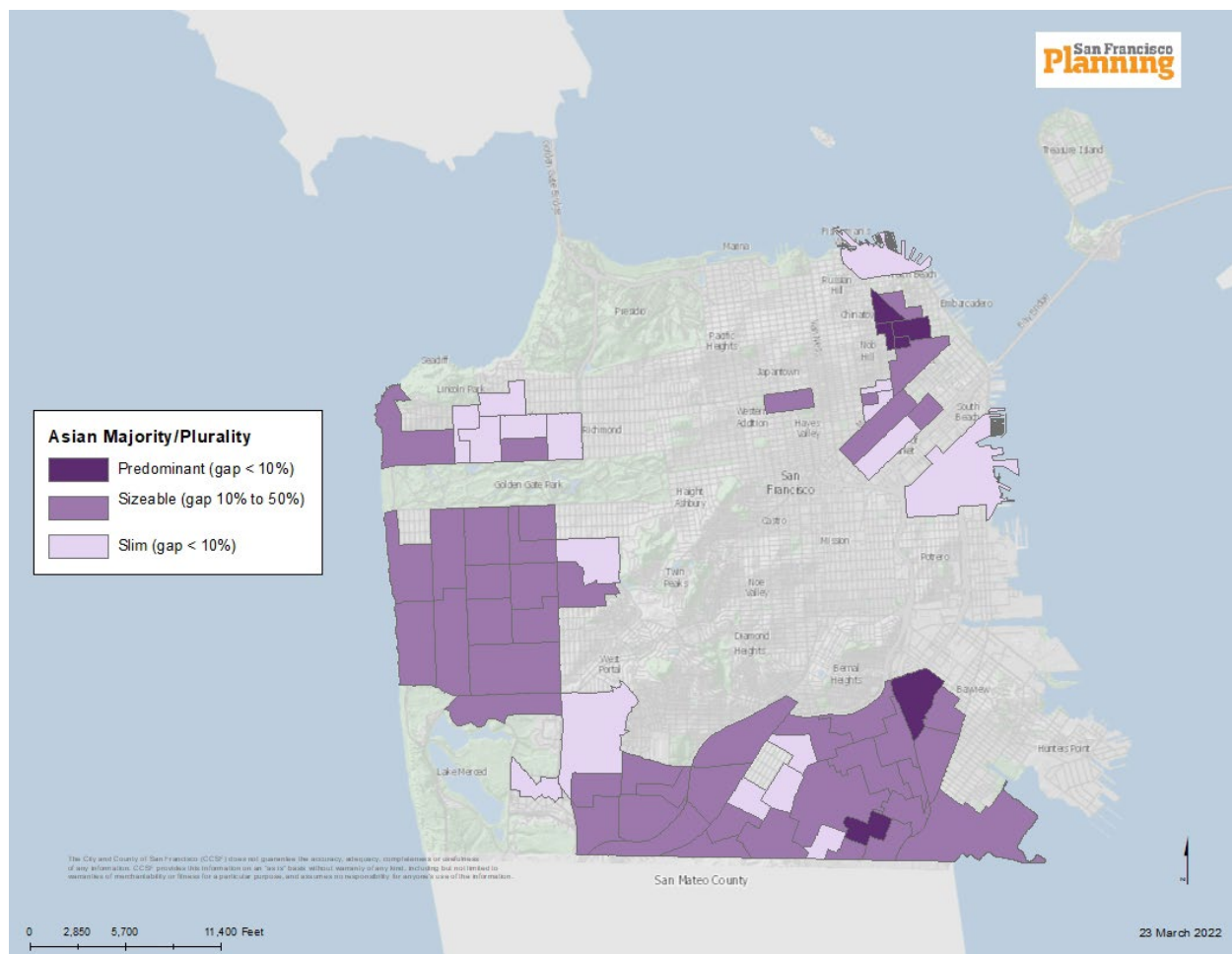
Source: ACS 2019 5-Year Estimates.

Households with Special Needs

Producing and preserving homes to meet or exceed RHNA targets is important to address housing need for all incomes, racial groups, and household types. However, particular groups face disproportionate housing challenges. These groups are identified as having higher or special needs in Housing Element law or in local policy.

San Francisco has historically had a significant homeless population relative to other parts of the country. This population continues to grow, particularly among the Black and American Indian communities. People with disabilities, including developmental disabilities, the elderly/seniors, and persons with HIV/AIDS and who are chronically ill are challenged with meeting the high cost of housing and amidst limited options. Families with children and large families, female-headed households, and immigrants and those linguistically isolated are more likely to experience overcrowding and be cost- or rent-burdened. The demand for student housing is greater than the housing supply of universities and high rents pose financial barriers to students pursuing higher education in or adjacent to the city. Furthermore, the transgender and LGBTQ+ community has been facing displacement and the ongoing

risk of homelessness, particularly for youth, while artists struggle to find housing at reasonable costs that meet their needs.

The data presented in the following section highlights the disproportionate needs of many of these groups. Potential resources and policies to meet those needs are identified in the table below (Table 52). Ensuring that housing and services meet the needs of those who face the greatest housing challenges is essential to achieving San Francisco's social and economic equity goals.

Table 52 Housing Needs of Special Populations

Communities	Special Needs
Black, American Indian, and other communities of color	• More housing opportunities in high resource areas • Preferences for affordable housing and homebuyer programs for displaced people or at-risk and outreach and support for use of preferences • Services for low- and moderate-income homeowners and renters of color • Targeted affordable preservation and production investment in communities of color in coordination with nonprofits and philanthropy
ELI Households	• Group housing, SROs, studios, and other simple, compact units, especially supportive housing, to help majority of ELI that live alone • Affordable rental housing for ELI groups with particular need: families with children, seniors, and people with disabilities • Ongoing and emergency rent aid and services to keep people housed • Preservation purchases of SROs or other housing occupied by ELI people
VLI and Low-Income Households	• Expanded affordable housing production especially for families with children and seniors as well as people with disabilities • More housing opportunities in high resource areas • Preservation purchases for buildings occupied by low-income renters • Expanded services to keep renters housed • Financing tools to add units to existing home or legalize unpermitted units • Ongoing and emergency rent aid and services to keep people housed
Moderate- and Middle-Income Households	• Subsidized and market-based affordable homeownership opportunities • Financing tools to add units to existing home or legalize unpermitted units
People Experiencing Homelessness or At-Risk	• Expanded Permanent Supportive Housing, homelessness prevention resources, and shelter capacity • Services and strategies to stabilize people with untreated mental illness and/or substance use disorder • As with ELI, expanded compact, more affordable housing options, including group housing, SROs, and studios • Expanded housing and support for adults in transition (for example, exiting incarceration or treatment) • Expanded housing and support for Transitional Age Youth (for example, those in the foster care system or who have experienced homelessness)
People with Disabilities	• Accessible design in affordable housing and other housing types • Targeted affordable housing and services given disproportionate need

Seniors	• Affordable housing for seniors • Services to help seniors looking to rent part of their home • Financing tools for low- and moderate-income senior homeowners would like to add more housing to their home
Large Families And Female Headed Households	• Ensure production and preservation of multibedroom units, especially in affordable housing • Prioritize families with children for multibedroom units • Strategies to help one and two person households in larger homes who would like to down-size, making more homes available for families
Immigrants/ Linguistically Isolated People	• Language accessibility in affordable housing programs and tenant services given disproportionate need among linguistically isolated immigrants
People living with HIV & other conditions	• Continued investment in housing and services for low-income people with HIV and other major health conditions
Transgender & LGBTQ+ People	• Targeted services for members of transgender and LGBTQ+ community who may face housing discrimination or lack family support, particularly transgender people
Students	• Expanded student housing provided through universities • Expanded housing types accessible to ELI renters

ELI and VLI Households Needs

Extremely low (ELI) and very low-income (VLI) households have the lowest incomes in the city and are much more likely to experience housing challenges. Lack of affordable housing options and support can make ELI and VLI households particularly vulnerable to housing insecurity and homelessness. San Francisco has an estimated 66,018 ELI households earning up to 30% of area median income (AMI) and 33,023 VLI households earning between 30% and 50% of AMI. Together these households are nearly 28% of all households. About two thirds of the combined total 99,041 households earning less than 50% of AMI are ELI. Some ELI households are students or people temporarily unemployed. It should be noted that households earning between 30% and 50% of AMI, as well as low-income households earning 50-80% of AMI and moderate-income households earning between 80% and 120% of AMI have been migrating out of San Francisco at a faster rate than ELI households.

Tenure: The vast majority of ELI and VLI households are renters. About 82% of ELI households are renters along with about 72% of VLI households. The majority of ELI and VLI owner households are senior-headed households.

Household Type: One-person households make up 61% of ELI households (over 40,000 households) and 42% of VLI households (over 13,000 households), far higher than the city's rate of 36% one-person households. Fewer ELI households are families than the city's average. However, there are still over 8,000 ELI households with children. There are about half the rate of couples among ELI households as in the city overall. VLI households, like ELI households, are less likely to be couples than the city as whole but are just as likely to be families with children and more likely to be related adults. In general, the poorest households are mostly one person while higher income households are disproportionately couples, and family households are found at all incomes.

Figure 102 ELI Households Below 30% AMI by Household Type
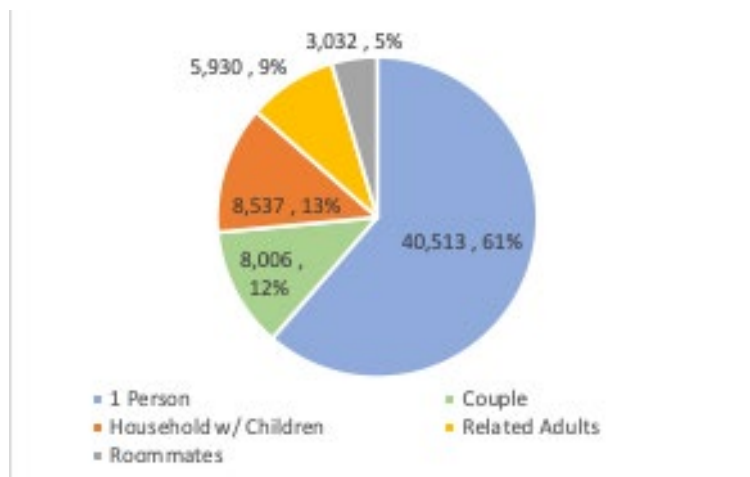
Source: ACS 2018 5-Year Estimates; IPUMS-USA.

Figure 103 VLI Households at 30-50% of AMI by Household Type
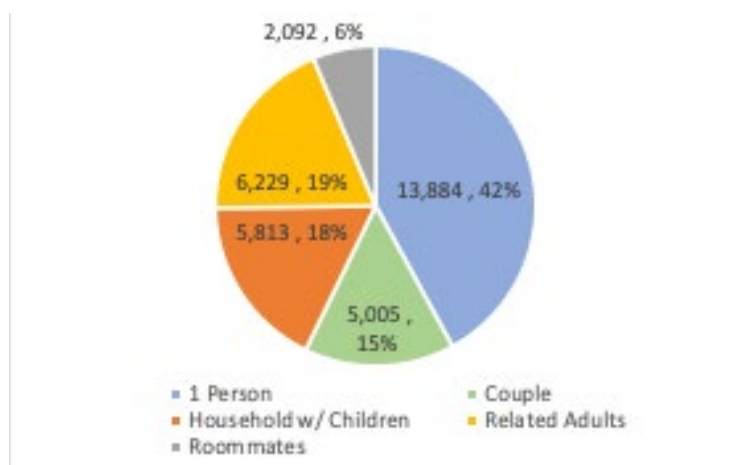
Source: ACS 2018 5-Year Estimates; IPUMS-USA.

Race and Ethnicity: People of color are more likely to be ELI, VLI, or low income than white-headed households. Black households are the most disproportionately lower income with nearly 48% ELI and nearly 16% VLI. American Indian householders are also disproportionately ELI with nearly 34% ELI households. Hispanic or Latino(a,e) households also have elevated rates of being ELI and VLI with nearly 38% of households falling in those income groups and more than half of Latino(a,e) households having low incomes. Asian households also have elevated rates of being ELI and VLI.

Cost Burden and Crowding: ELI households are the most likely to be cost burdened with fully 79% of ELI renters and 78% of ELI owners cost burdened. Sixty-eight (68%) of VLI renters are burdened while 56% of VLI owners are. Overall, ELI renters make up about 50% of all rent burdened households while VLI households make up 19%, together comprising the vast majority of rent burdened households. Severely

burdened renters paying more than 50% of income are 72% ELI and 18% VLI and extremely cost burdened renters paying more than 70% of income in rent are overwhelmingly ELI at 86% and VLI at 12%. In other words, severe rent burden is almost completely a problem of ELI and VLI households. Owner cost burden is more widely distributed across income groups. However, most burdened owners are ELI and VLI, who are 39% and 19% of burden owners, respectively. Perhaps because ELI households are more likely to be one person, they are less likely to be overcrowded than VLI and low-income households.

Workers in household: About two thirds of ELI households do not have a worker present, either because they are currently unemployed, are unable to work due to temporary or permanent disability, or they are a senior and not in the workforce. In contrast, 70% of VLI households do have a worker present.

Senior and Disabled Status: Seniors make up more than 40% of ELI households though they make up only 22% of all households. More than half of senior ELI householders also have a disability. Seniors also make up 35% of all VLI households. Non-senior people with disabilities head up more than 15% of ELI households though non-seniors with disabilities head just 6% of all households. About 53% senior-headed renter households are ELI and 16% of senior renters are VLI. While senior-headed renter households are just 16% of all renters, they make up 36% of ELI renters and 26% of VLI renters. This pattern is even more dramatic for ELI and VLI owners where senior-headed owner households are 59% and 57%, respectively. While seniors are disproportionately lower income, they are also disproportionately homeowners, with more than 53% of seniors owning their home compared to just 33% of other households. Homeownership provides a majority of seniors with greater housing security despite disproportionately lower incomes.

Housing Available and Suitable for ELI Households and Zoning that Permits These Housing Types

Housing programs and services do currently exist to address ELI and VLI needs. Nearly 9% of all housing in the city, over 35,600 units, is income-targeted affordable housing that typically serves ELI, VLI, and low-income people. The San Francisco Housing Authority also administers over 12,000 federally funded housing choice vouchers (also known as Section 8) that help low-income people rent apartments in the private market, where some vouchers are tied to affordable housing. There are also more than 19,000 SRO residential units in San Francisco, often called residential hotels, which are often more affordable for low-income people with few other housing options. HSH administers locally and federally funded permanent supportive housing services (PSH) to provide long-term affordable housing with on-site social services to people exiting chronic homelessness.

Current zoning in San Francisco's residential districts often restricts housing types such as multifamily housing, affordable housing, group housing, and SROs that are be more likely to serve ELI and VLI renters. These multifamily housing types are often limited to multifamily districts, which cover about 40% of the city's residential land, and more specifically the form-based multifamily zoning districts that cover about 17% of the city's residential land. Recent policy changes, such as the 2019 adoption of Proposition E by the voters, have allowed affordable and educator housing in any district. However, the policy applies to parcels of at least 8,000 square feet, limiting applicability in residential districts.

People Experiencing and At-Risk of Homelessness

2019 Point in Time Count Demographics

From 2005 to 2019, [72] the biennial Point-in-Time (PIT) Count of people experiencing homelessness increased from just over 5,400 individuals to approximately 8,000 individuals. This increase is largely attributed to a nearly two-fold increase in the number of people who were unsheltered, from 2,655 individuals in 2005 to 5,180 individuals in 2019. The number of unsheltered people has grown steadily since 2005, with a large jump between 2011 and 2013 and another between 2017 and 2019. The rise in the number of people who are unsheltered tracks with the rapid economic and job growth in the city and region and the increase in rents and home prices. According to the 2019 PIT Count survey, 70% of respondents lived in San Francisco at the time they most recently became homeless, of which 55% reported living in the city for at least 10 years. Others reported living in another county in California (22%) or out of state (8%) at the time they became homeless (2019 PIT, HSH p. 18).

San Francisco has been investing more in temporary shelter, including the low-barrier and high-service Navigation Center model. Most significantly, the city is investing in supportive housing in recognition that housing is the most effective solution to homelessness.

Figure 104 Number of People Experiencing Homelessness by Shelter Status
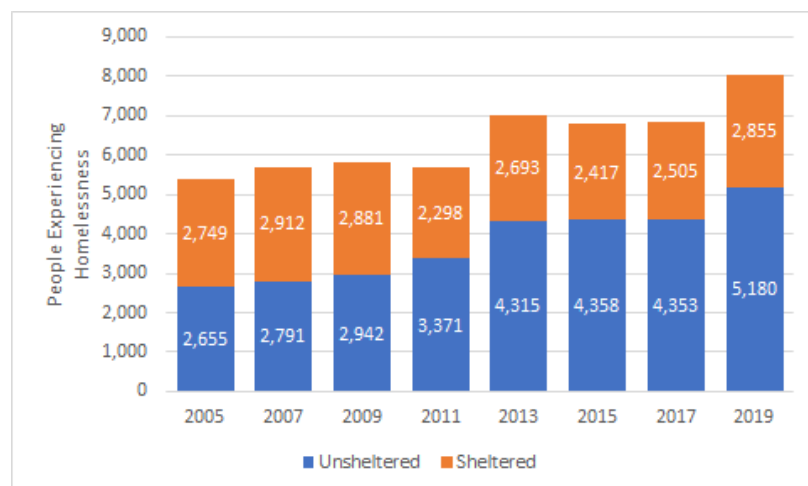
Source: 2019 San Francisco Point-In-Time Count Reports, Department of Homelessness and Supportive Housing.

Race, Sexual Orientation and Gender Identity, Age

People of color disproportionately experience homelessness in San Francisco, particularly Black people and American Indians. As reported in the 2019 PIT Count, 37% of people experiencing homelessness were Black compared to 6% of the city's population; 5% of people experiencing homelessness were

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[72] Due to COVID-19, San Francisco did not conduct a PIT Count in 2021. The most recently available data at the time of this report is from 2019. New data from the 2022 PIT Count will be available in the summer of 2022. The final version of this report will be updated to contain the 2021 counts.

American Indian or Alaskan Native compared to less than 1%[73] of the city's population. Latino(a,e) individuals also experienced an elevated rate of homelessness, with 18% of respondents experiencing homelessness identifying as Hispanic or Latino(a,e) compared to 15% of the city's population.

Figure 105 People Experiencing Homelessness by Race & Ethnicity
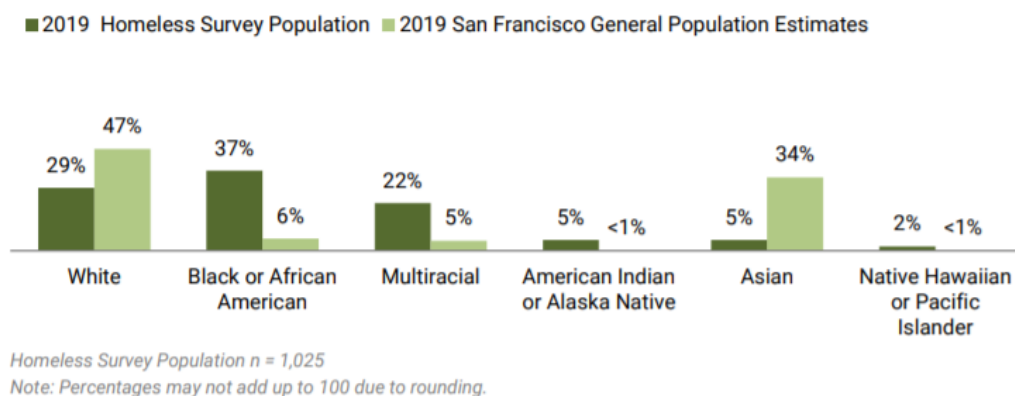
Homeless Survey Population n = 1,025
Note: Percentages may not add up to 100 due to rounding.

Source: 2019 Point-in-Time Count Report, San Francisco Department of Homelessness and Supportive Housing, Figure 10.

The majority of respondents experiencing homelessness were male (59%). More than a quarter (27%) of people experiencing homelessness were LGBTQ+, compared to the estimated 12% of the San Francisco population who are LGBTQ+ (Figure 106).

Figure 106 Sexual Orientation and Gender Identity of People Experiencing Homelessness
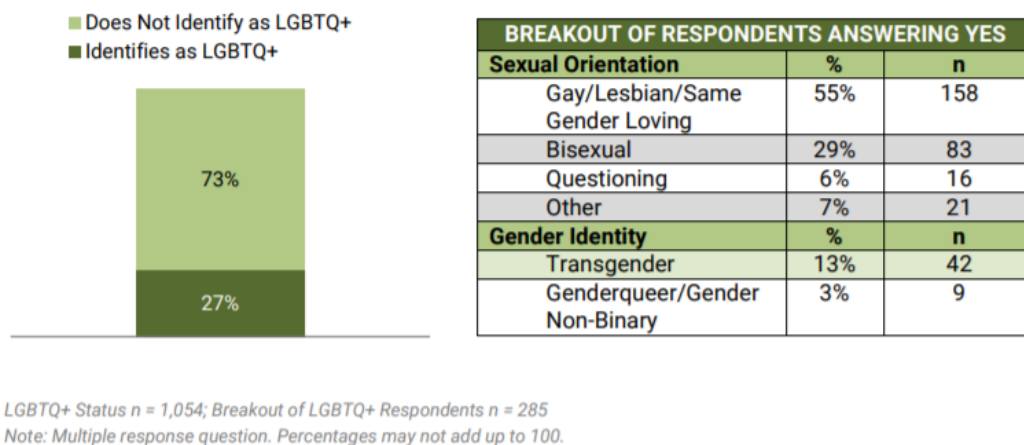
BREAKOUT OF RESPONDENTS ANSWERING YES		
Sexual Orientation	**%**	**n**
Gay/Lesbian/Same Gender Loving	55%	158
Bisexual	29%	83
Questioning	6%	16
Other	7%	21
Gender Identity	**%**	**n**
Transgender	13%	42
Genderqueer/Gender Non-Binary	3%	9

LGBTQ+ Status n = 1,054; Breakout of LGBTQ+ Respondents n = 285
Note: Multiple response question. Percentages may not add up to 100.

Source: 2019 Point-in-Time Count Report, San Francisco Department of Homelessness and Supportive Housing, Figure 8 .

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[73] HSH derived this number by counting those who identified as non-Hispanic/Latino "American Indian and Alaskan Native" only on the 2019 ACS estimates, a different counting methodology used by SF Planning for their counts of the American Indian population.

A disproportionate number of respondents experiencing homelessness were middle-aged people and young adults. Respondents in the 51-60 years old and 41-50 years old age groups were consistently the top age groups experiencing homelessness between 2015-2019, with each making up about a quarter of the homeless population. The percentage of respondents experiencing homelessness in the 18-24 years old age group has declined slightly, with 18% of survey respondents 18-24 years old in 2019.

Figure 107 People Experiencing Homelessness by Age
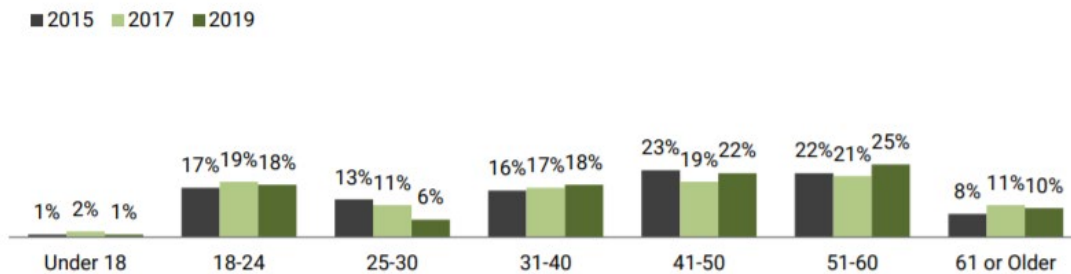
2015 n = 1,012; 2017 n = 1,104; 2019 n = 1,054
Note: Percentages may not add up to 100 due to rounding.

Source: 2019 Point-in-Time Count Report, San Francisco Department of Homelessness and Supportive Housing, Figure 6.

Youth and Families with Children

In a positive contrast to overall trends, the number of youth experiencing homelessness declined by 40% between 2013 and 2019, with 1,902 unhoused youth in 2013 and 1,145 unhoused youth in 2019. In 2019, 95% of these youth (1,091) were Transitional Age Youth (TAY) between the ages of 18 and 24, while the other 5% (54) were under 18 years old. More than 80% of the Transitional Age Youth respondents were unsheltered.

Forty-one percent (41%) of unhoused youth were multiracial, 29% were Black, 27% were Latino(a,e), and 23% were white. Almost half of homeless youth were LGBTQ+ (46%). The most cited barriers to obtaining permanent housing among youth included: unable to afford rent (48%), no job or not enough income (35%), no housing available (20%), housing process too difficult (19%), and no money for moving costs (12%).

Figure 108 Number of Youth Experiencing Homelessness, 2013-2019
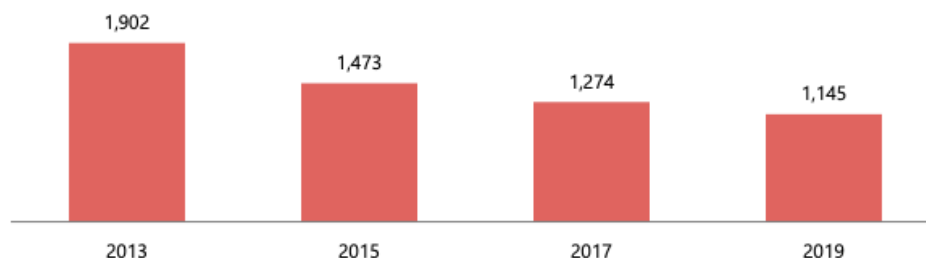
The number of families experiencing homelessness has remained relatively stable over the last three Point-in-Time Counts. Of the 208 families with children experiencing homelessness in 2019, 94% were sheltered due to specific investments by the city and philanthropies. (Source: 2019 PIT, SF HSH p. 42). 86% of families experiencing homelessness reported having lost their housing while living in San Francisco, and 50% had lived in the city for 10 years or more.

A disproportionate number of families with children experiencing homelessness are people of color, particularly Black and Latino(a,e) individuals. Families identifying as Black represented 28% of surveyed families, more than four times higher than the 6% of the city population that identifies as Black. Families identifying as Hispanic or Latino(a,e) represented 36% of surveyed families, which is more than double the 15% percentage of the city's population (Source: 2019 PIT, SF HSH p. 43-44).

Figure 109 Families with Children Experiencing Homelessness, 2015-2019
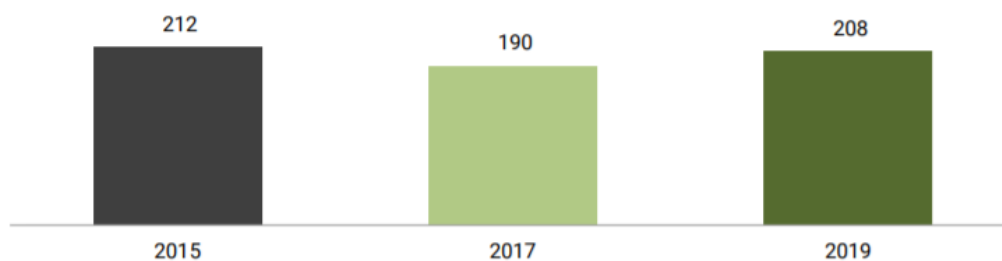
In addition to HSH, SFUSD also reports data on students within the school district experiencing homelessness. SFUSD uses a broader definition for homelessness compared to HUD. The count of students experiencing homelessness includes those in a shelter or living in a vehicle, as well as students whose families are doubled up or staying with friends or family in a temporary arrangement. The San Francisco Unified School District (SFUSD) estimates about 1,800 students experienced housing instability or homelessness in 2018, similar to 2016's numbers. Between 2008 and 2014 there was a 94% increase in students experiencing homelessness and a 23% decrease between 2014 to 2018.

Figure 110 Students in SFUSD Experiencing Homelessness
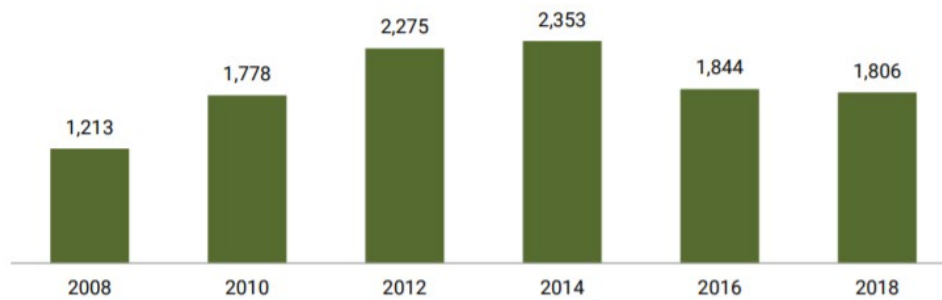
Source: 2019 Point-in-Time Count Report, San Francisco Department of Homelessness and Supportive Housing, Figure 65.

Mental Illness & Substance Abuse Issues

Among those surveyed in the 2019 PIT, 74% of respondents reported having one or more health conditions. Drug or alcohol abuse was the most cited condition (42% of respondents), followed by psychiatric or emotional conditions (39%) and PTSD (37%). When asked about the cause of homelessness, alcohol or drug use was reported as the second highest cause in 2019 (18% of respondents), and mental illness was the fifth highest cause of homelessness (8%). For Transitional Age Youth, alcohol/drug use and mental health issues were the third and fourth most cited causes of homelessness (13% and 9% of respondents, respectively).

Domestic Violence Survivors

Nearly one third (32%) of people experiencing homelessness have experienced some form of domestic violence. LGBTQ+ respondents were more likely to report having experienced domestic violence compared to those who were not LGBTQ+ (48% compared to 27%). Individuals in families also frequently reported experiencing domestic violence (40%), 22% of whom attribute it as a cause of their homelessness. For youth, family/domestic violence was the fifth most cited common cause of homelessness (9% of respondents).

U.S. Veterans

Many U.S. Veterans are represented in the homeless population within the city. Veterans experiencing homelessness are more likely to live on the streets than in shelters and remain on the streets for longer periods of time. As of 2019, 81% of the 608 veterans surveyed were unsheltered. Veterans experiencing homelessness were predominantly male (79%), and a third of respondents (33%) were Black or African American. Veterans reported owning or renting a home prior to becoming homeless more often than non-veterans (36% compared to 27%). They also reported being in a hospital or treatment center prior to becoming homeless at twice the rate of non-veterans (8% compared to 4%). The most common primary cause of homelessness among surveyed veterans was job loss (22%), followed by alcohol or drug use (19%).

Housing Resources and Services for People Experiencing and At-Risk of Homelessless

In 2016, the City and County of San Francisco created a new city department, the Department of Homelessness and Supportive Housing (HSH), to make a significant and sustained reduction in homelessness in San Francisco through the coordinated provision of services. HSH operates the City's Homelessness Response System (HRS), which includes outreach, homelessness prevention, Coordinated Entry, shelter, housing, and problem-solving interventions. As of March 2022, the HRS serves over 14,000 individuals every day, providing over 10,000 units of supportive housing, capacity to shelter over 1,700 guests, and a variety of other services. Services, programs, and housing serving people experiencing and at-risk of homelessness are largely managed through HSH, though may also include other city departments such as MOHCD and DPH.

Street Outreach: Connects the most vulnerable individuals living outside with available and appropriate resources within the Homelessness Response System through outreach, engagement and case management. The San Francisco Homeless Outreach Team (SFHOT) provides citywide outreach 7 days a week citywide through a contract with a non-profit service provider.

Coordinated Entry: Organizes the Homelessness Response System with a common, population specific assessment; a centralized data system and "by name" database of clients; and a prioritization method. This process directs clients to the appropriate resources and allows for data-driven decision making and performance-based accountability. The Coordinated Entry process is organized to serve three subpopulations: Adults, Families, and Transitional Aged Youth. HSH continues to analyze Coordinated Entry prioritization on an ongoing basis for equity, including race and LGBTQ+ status. HSH plans to conduct a Coordinated Entry review and evaluation process.

Problem-Solving: An umbrella term used for strategies to help people exit or avoid homelessness without continued support from the Homelessness Response System. Problem Solving includes targeted homeless prevention, which provides opportunities to stop people from entering the Homelessness Response System. Problem Solving also includes one-time grants for eviction prevention or to resolve one-time experiences of homelessness, as well as relocation assistance to reconnect people experiencing homelessness with support networks.

Temporary Shelter & Permanent Housing: The City's shelter resources have overall increased since 2015. San Francisco's emergency shelter system expanded rapidly in 2020 due to the mayor's 1,000 New Shelter Beds Initiative and the expansion of non-congregate shelter (such as the Shelter-in-Place Hotel Program) opened in response to the COVID-19 pandemic. Simultaneously, the City's congregate shelter system capacity decreased by over 70% due to social distancing requirements during the COVID-19 pandemic

During the COVID-19 pandemic, the city also stood up Safe Sleep sites for people to sleep in tents in a safe and clean place. HUD does not categorize these sites as emergency shelter, so these programs are not included in shelter data the city reports to HUD.

The occupancy rate of emergency shelters has slightly decreased since 2015, but the 2021 utilization climbed back up to 89%. The number of beds allocated to people in adult and family households n has increased overall.

Table 53 Emergency Shelter Counts

Type of Resource*	2015	2016	2017	2018	2019	2020	2021

Total Beds	2,103	2,313	2,322	2,241	2,721	2,978	4,474
Family Beds	383	424	538	501	496	657	550
Adult-only Beds	1,635	1,697	1,724	1,589	2,129	2,246	1,180
Other Beds (ex. Seasonal, overflow, voucher)	65	167	35	125	90	75	2,744
Child-only Beds	20	25	25	26	6	0**	0**
People Sheltered*	1,994	2,211	2,050	2,011	2,262	2,471	3,588
Occupancy Rate**	95%	96%	88%	90%	83%	83%	89%

Source: HSH's Housing Inventory Counts and Point-in-Time Counts.
* Per HUD, family beds are allocated to households with at least one adult over 18 and at least one child under 18. Adult-only beds are for households with only people over the age of 18. Child-only beds are for households with only people under 18.
**There were 6 child-only beds in the CoC's system in 2020 and 2021. These beds were miscategorized in 2020 and 2021. For consistency, this table mirrors the HIC-reported numbers.
***The number provided for the number of shelter beds and number of people sheltered a given year is a snapshot based on a single point in time. This number represents the number of clients present at a site on the night of the Point-in-Time count and is not a representation of the number of people served at the site year-round.
**** Occupancy rate is calculated by: People Sheltered / Total Beds

The occupancy rate in transitional housing has seen a slight decrease in recent years, with 75% utilization in 2020. The number of beds among households with children saw a decline in 2020 after nearly doubling between 2018 and 2019.

Table 54 Transitional Housing

Type of Resource*	2015	2016	2017	2018	2019	2020	2021
Total Beds	465	479	453	551	752	627	537
Family Beds	238	231	235	238	402	190	212
Adult-Only Beds	227	248	218	313	350	437	325
People Sheltered*	407	411	440	474	575	473	412
Utilization**	88%	86%	97%	86%	76%	75%	77%

Source: HSH
* Per HUD, family beds are allocated to households with at least one adult over 18 and at least one child under 18. Adult-only beds are for households with only people over the age of 18.
** Utilization is calculated by: People Housed or Sheltered / Total Beds
***The number provided for the number of shelter beds and number of people sheltered a given year is a snapshot based on a single point in time. This number represents the number of clients present at a site on the night of the Point-in-Time count and is not a representation of the number of people served at the site year-round.

As of March 2022, the HSH permanent housing portfolio includes 10,704 units. and will continue to expand under the mayor's Homelessness Recovery Plan. These housing types are categorized as follows:

- Permanent Supportive Housing (PSH): HSH administers locally and federally funded PSH to provide long-term affordable housing with on-site social services to people exiting chronic homelessness. The PSH portfolio includes both project-based sites and scattered-site PSH through the Flexible Housing Subsidy Pool (Flex Pool), which utilizes housing units available in the private market in various sites across the city. The Flex pool program launched in 2020.

- Rapid Rehousing (RRH): Provides time-limited rental assistance and services for households exiting homelessness and includes housing identification, temporary rent and assistance and case management.
- Emergency Housing Vouchers: The Housing Authority of the City and County of San Francisco (Authority) were awarded 906 Emergency Housing Vouchers (EHVs) from the federal government in 2021. The Housing Authority is partnering with the San Francisco Department of Homelessness and Supportive Housing (HSH) to implement this program. Clients live on their own in the private rental market in San Francisco and typically pay 30% of their income on rent, with the rest covered by the voucher. HSH provides housing navigation and supportive services for people living in these units. Since HSH and SFHA started rolling out these vouchers in the middle of 2021, these 906 slots are not reflected in the 2021 Housing Inventory Count.

Permanent housing (PSH) utilization has generally hovered above 90% over the past five years.

Table 55 Permanent Supportive Housing and Other Permanent Housing

Type of Resource*	2015	2016	2017	2018	2019	2020	2021
Total Beds****	7,051	7,599	8,254	9,556	10,797	10,051	10,292
Family Beds	1,597	1,912	2,647	1,836	2,205	1,913	2,216
Adult Beds	5,454	5,687	5,607	7,720	8,592	8,138	8,076
People Housed or Sheltered***	6,646	7,260	8,012	9,024	9,577	9,258	9,126
Utilization**	94%	96%	97%	94%	89%	92%	89%

Source: HSH
* Per HUD, family beds are allocated to households with at least one adult over 18 and at least one child under 18. Adult-only beds are for households with only people over the age of 18.
** Utilization is calculated by: People Housed / Total Beds
***The number provided for the number of beds and people housed for a given year is a snapshot based on a single point in time. This number represents the number of clients present at a site on the night of the Point-in-Time count and is not a representation of the number of people served at the site year-round
****This row combines PSH and Other Permanent Housing. Other Permanent Housing: Includes any permanent housing project that is designated for people experiencing homelessness that provides housing and services or housing only, but for which disability is not required for entry, including SRO projects.

Rapid Rehousing utilization has been at 100% capacity over the past five years. Households with children have primarily been served through Rapid Rehousing and households without children had an increase over the past 3 years.

Table 56 Rapid Rehousing Numbers

Type of Resource*	2015	2016	2017	2018	2019	2020	2021
Total Beds*	753	774	176	227	664	1,187	2,101
Family Beds	753	774	39	181	183	422	1,738
Adult-Only Beds	0	0	137	46	481	765	363
People Housed or Sheltered	753	774	176	227	664	1,187	2,101
Utilization**	100%	100%	100%	100%	100%	100%	100%

Source: HSH

* Per HUD, family beds are allocated to households with at least one adult over 18 and at least one child under 18. Adult-only beds are for households with only people over the age of 18.
** Utilization is calculated by: People Housed or Sheltered/Total Beds
***The number provided for beds and clients for a given year is a snapshot based on a single point in time. This number represents the number of clients present at a site on the night of the Point-in-Time count and is not a representation of the number of people served at the site year-round

In addition to the inventory detailed above, the City has over 1,000 units under contract for Permanent Supportive Housing as of March 2022. These units include six new properties acquired by the City for PSH. As of March 2022, the city had received three Project Homekey awards from the State of California to put towards the purchase and operations of three of these buildings.

The City is planning to acquire additional properties with a mix of state and local funds in the future.

Housing Ladder: Offers opportunities for tenants in supportive housing to move to subsidized housing with lower levels of support services. By joining the program, clients make their PSH unit available for other people experiencing homelessness. The Housing Ladder also includes opportunities to assist clients to move to a more permanent housing solution outside the Homelessness Response System.

Healthcare and Supportive Services: The San Francisco Department of Public Health (DPH) and other agencies continue to work together to improve how the City meets the needs of people experiencing homelessness with medical conditions, mental health conditions, and/or addiction disorders. At the center of this work is Whole Person Care, a part of the California Medi-Cal demonstration overseen by the Centers for Medicare and Medicaid services and funded through the California Department of Health Care Services. HSH, DPH, and the Human Services Agency (HSA) implemented a Whole Person Care Shared Priority Initiative in October 2019 that streamlined housing and health care through interagency collaboration to place the first 237 of the City's most vulnerable clients in housing or other safe settings.

Additionally, the Department of Public Health provides physical, mental health and substance use care to people experiencing homelessness in a variety of settings, including primary care, urgent care, and emergency and inpatient care at San Francisco Health Network sites, including Zuckerberg San Francisco General Hospital. DPH's Street Medicine Team works closely with SFHOT to provide care and referrals to people living on the streets and in encampments. The DPH Shelter Health team provides clinical care to guests in the Temporary Shelter system. DPH's Medical Respite is staffed with DPH nurses and provides homeless patients with post-hospital care, as well as care for people who become too sick or injured to remain in temporary shelter. DPH's Sobering Center provides a safe place for rest and assessment for people who are intoxicated on the street. The Syringe Access and Disposal Program includes education, outreach, and cleanup of areas with syringe litter. The Environmental Health Branch provides inspections for health hazards in encampments.

Funding Sources

HSH's budget has grown to expand supportive housing and services, with $285 million invested in FY2018-2019 and $368 million in FY2019-2020. In FY2020-21, HSH's budget totaled over $852 million due to expanded services and significant one-time COVID-related funding. State and federal funding accounted for approximately 15% of HSH funding in FY2020-21, and local funding from the City's

General Fund (including the FEMA fund) covered over $426 million of HSH's budget. Prop C funds accounted for approximately $295 million in FY2020-21.

Table 57 HSH Funding Sources, FY 2018-19, 2019-20, 2020-21, 2021-22

Funding Source	FY 2018-2019	FY 2019-2020	FY 2020-2021	FY2021-2022
General Fund	$209,437,000	$242,530,000	$426,196,000	$306,908,000
ERAF/Prop C	-	$34,800,000	$295,165,000	$299,019,000
State Grants	$29,672,000	$38,000,000	$68,964,000	$0
Federal Grants	$45,420,000	$52,361,000	$61,795,000	$61,903,000
TOTAL	**$284,528,000**	**$367,691,000**	**$852,120,000**	**$667,830,000**

Source: HSH

Persons with Disabilities, Including Developmental Disabilities

People with disabilities can have special housing needs and may face challenges finding accessible housing in the housing market. In addition, people with disabilities can have disproportionately lower incomes given that a majority of people with disabilities are seniors who may be retired and other people with disabilities who may not be able to work. About 10.3% of San Francisco's non-institutional population is estimated to have a disability, approximately 88,000 people.

Persons with Disabilities by Age and Disability Type

Fifty-one percent (51%) of people with disabilities are seniors over age 65, though seniors make up only about 15% of the general population. Forty-five (45%) of those with disabilities are 18-64 and more than half of this group is between 50 and 64 years of age. About 3% of people with disabilities are under 18 years of age.

The most common type of disability is an ambulatory difficulty followed by independent living and cognitive difficulties. Seniors make up more than 60% of people with physical disabilities such as ambulatory, self-care, and independent living difficulties. Seniors make up more than 70% of those affected by a hearing difficulty. For vision difficulties, seniors make up about half of adults affected. Only cognitive difficulties (mental disabilities) affect more people 18-64 years old than seniors, however, seniors still make up a disproportionate share of people with cognitive difficulties.

Table 58 Disability by Type and Age Group

	Number	% of Population Affected	% with that Disability by Age Group
With a hearing difficulty	23,313	2.7%	
Population under 18 years	438	0.4%	2%
Population 18 to 64 years	6,212	1.0%	27%
Population 65 years and over	16,663	12.9%	71%
With a vision difficulty	17,356	2.0%	
Population under 18 years	695	0.6%	4%
Population 18 to 64 years	8,339	1.3%	48%
Population 65 years and over	8,322	6.4%	48%
With a cognitive difficulty	36,716	4.4%	

Population under 18 years	1,735	2.2%	5%
Population 18 to 64 years	20,197	3.3%	55%
Population 65 years and over	14,784	11.4%	40%
With an ambulatory difficulty	47,012	5.7%	
Population under 18 years	361	0.5%	1%
Population 18 to 64 years	16,695	2.7%	36%
Population 65 years and over	29,956	23.2%	64%
With a self-care difficulty	22,020	2.7%	
Population under 18 years	480	0.6%	2%
Population 18 to 64 years	6,603	1.1%	30%
Population 65 years and over	14,937	11.6%	68%
With an independent living difficulty	39,779	5.3%	
Population 18 to 64 years	14,873	2.4%	37%
Population 65 years and over	24,906	19.3%	63%

Source: ACS 2018 5-Year Estimates.

Note: a person may have more than one disability.

The total number of people with disabilities in San Francisco has increased between 2010 and 2018 (+2,051 persons, or 2% total growth). While people with disabilities make up a slightly smaller percentage of all people in San Francisco in 2018 versus 2010, the increase in total number speaks to a greater need for accessible housing and services. San Francisco has seen the largest increase in persons with hearing difficulty (25%) and an overall decrease in the number of persons with ambulatory difficulty (-12%).

Table 59 Population of People with Disabilities by Disability Type, 2010-2018

	2010	2018	2018 % with Disability by Type	2010-2018 % Change
Hearing Difficulty	21,831	27,271	3%	25%
Vision Difficulty	17,041	19,111	2%	12%
Cognitive Difficulty	37,454	37,959	4%	1%
Ambulatory Difficulty	48,995	43,035	5%	-12%
Self-care Difficulty	23,053	22,550	3%	-2%
Independent Living Difficulty	42,075	38,441	4%	-9%
Total Population with a Disability	85,194	87,245	-	2%
% of Population with a Disability	11%	10%	-	-1%
Total Population	801,770	879,045	10%	10%

Source: 2010 Census; ACS 2018 5-Year Estimates.

Note: a person may have more than one disability; table does not include data from prior Census years, because question and/or definition of disability changed; 1-year and 5-year ACS totals may be different

Developmental Disabilities

Developmental disability is defined by the State of California as a lifelong disability caused by a mental and/or physical impairment manifested prior to the age of 18 and is expected to be lifelong. Golden

Gate Regional Center (GGRC) is a state- and federally funded nonprofit organization that serves people with developmental disabilities in San Francisco, Marin, and San Mateo counties. The California Department of Developmental Services also reports data from GGRC in their reports on persons with disabilities. According to the GGRC 2019 Performance Report, the agency served around 9,420 clients in the three counties. Of GGRC clients, 37.6% have a mild or moderate intellectual disability, 22.5% have autism, 12.7% have epilepsy, 12.5% have cerebral palsy, and 8.2% have a severe or profound intellectual disability. whites are the most populous ethnic group served (32%), followed by Asians (25%), Hispanics/Latinos (22%), and Blacks (8%). The majority of clients are within the 22 to 51 years of age and 6 to 21 years of age category (35% and 30% respectively). In terms of residency, 73% live with a parent or guardian, 14% live in community care facilities, 9% have independent living or supportive living services, 2% are within a family or foster home agency, and 1% have some other type of residency (Source: GGRC 2019 Performance Report).

Households with a Person with A Disability by Tenure and Type

The majority of people with disabilities live in households where they are the household head. There are 50,000 households headed by a person with a disability and another 21,000 households that have someone with a disability in the household. The majority of heads of household who have a disability are also seniors, over 57%, reflecting the fact that seniors are the majority of adults with disabilities. Sixty-eight percent (68%) of households headed by a person with a disability are renters, a slightly higher percentage than the city as a whole.

Figure 111 Heads of Household with Disability
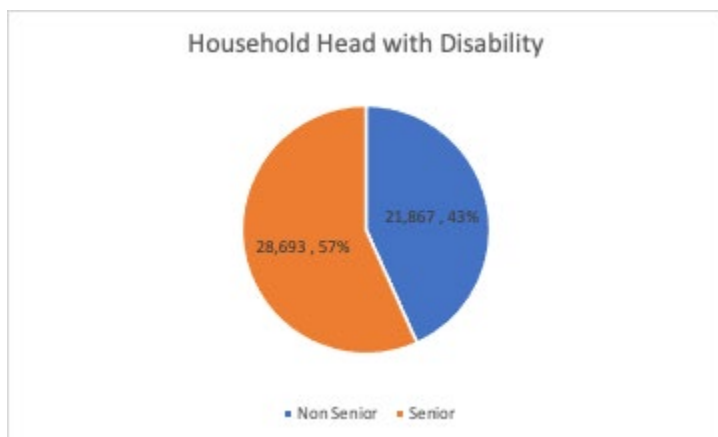
Source: ACS 2018 5-Year Estimates; IPUMS-USA.

A majority of households headed by someone with a disability (but who is not a senior) are one-person households. People with disabilities are also heads of significant numbers of households with children, couple households, and households of related adults. These numbers indicate the need for compact units that would allow an individual with disabilities or a couple with a person with disabilities to live comfortably and affordably as well as the need multibedroom units that are accessible to people with disabilities.

Figure 112 Non-Senior Households Headed by a Person with Disabilities by Household Type
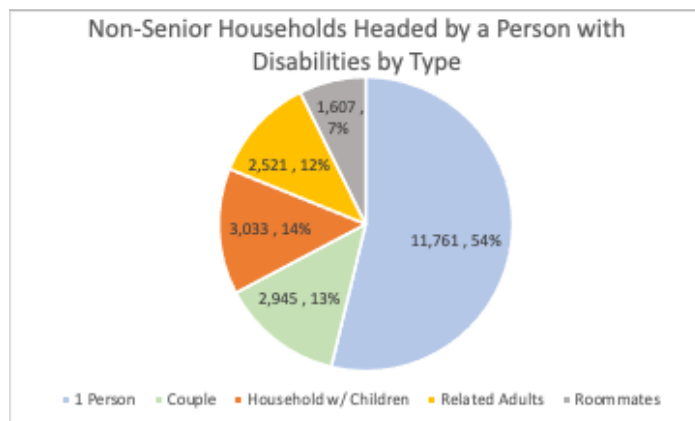
Source: ACS 2018 5-Year Estimates; IPUMS-USA.

Disability and Household Income

Households with people with a disability are more likely to be lower income and households headed by a person with a disability even more so. Households headed by people with disabilities are 75% low income including 48% ELI, 14% VLI, and 16% low income. Both households headed by seniors with a disability and other adults with a disability show the same disproportionately low incomes. The extremely low incomes among people with disabilities, as well as the high rate of renting, indicate a significant need for affordable rental housing that is accessible for this population as well as the need for senior housing (explored more fully in the next section) that is affordable and accessible.

Table 60 Household Income by Disability Among Household Members

	HH Head Has Disability	Other HH with a Person with Disability	All HHs
Below 30% AMI	48%	15%	18%
30%-50% AMI	14%	13%	8%
50%-80% AMI	12%	17%	12%
80%-120% AMI	9%	19%	15%
120%-150% AMI	4%	10%	10%
150%-200% AMI	5%	10%	13%
Above 200% AMI	7%	16%	28%

Source: ACS 2018 5-Year Estimates; IPUMS-USA.

Disability by Race & Ethnicity

Black residents have a disproportionate rate of disability, nearly double the rate of disability in the city. This may in part be due to the fact that the Black population is disproportionately older. American Indian residents also have a higher rate of disability than the city average. Other racial and ethnic groups have rates of disability roughly in line with the rate among the city's population.

Table 61 Disability by Race & Ethnicity (2015-2019)

Racial or Ethnic Group	Number of People with a Disability	% of Racial or Ethnic Group with Disability	% Total Population with a Disability
American Indian or Alaskan Native	477	17.7%	0.5%
Black or African American	8,714	20.8%	9.9%
Hispanic or Latino(a,e)	12,455	9.7%	14.2%
Native Hawaiian or Pacific Islander	288	11.0%	0.3%
Asian	31,462	10.6%	35.9%
Other	6,722	10.1%	7.7%
Two or More Races	3,477	7.2%	4.0%
Non-Hispanic or Latino(a,e) white	31,768	9.2%	36.2%
Total Population	87,690	10.3%	100.0%

Source: ACS 2019 5-year Estimate, IPUMS-USA.

Housing Challenges of People with Disabilities

Renters with a disability experience higher rates of rent burden (not including senior renters who are covered in the discussion of senior housing needs that follows). Fifty-four percent (54%) of renters with a disability are burdened, over 9,000 households. Nearly 6,000 of these renters are severely burdened and nearly 4,000 are extremely burdened. Renters with a disability make up 8% of all renter households but 11% of burdened renters and 13% of severely burdened renters.

Figure 113 Non-Senior Renters with a Disability by Rent Burden
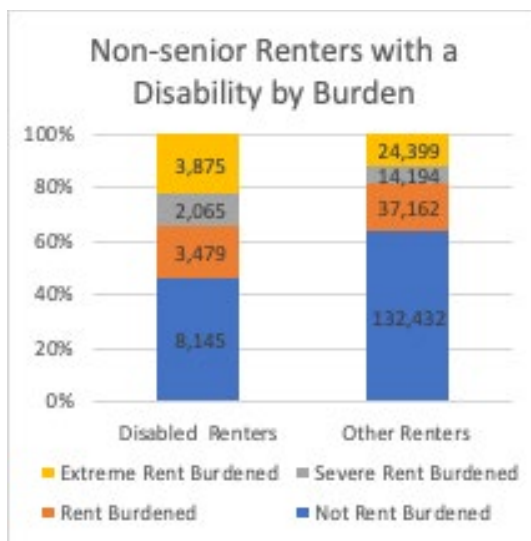
The vast majority (72%) of severely rent burdened renters with a disability are one person households, a total of over 4,000 households, indicating the need for small affordable, accessible homes for these renters. There are also hundreds of households with children and related adults headed by a person with a disability who might need multi-bedroom units.

Figure 114 Severely Rent-Burdened Non-Senior Renters with Disabilities Reporting
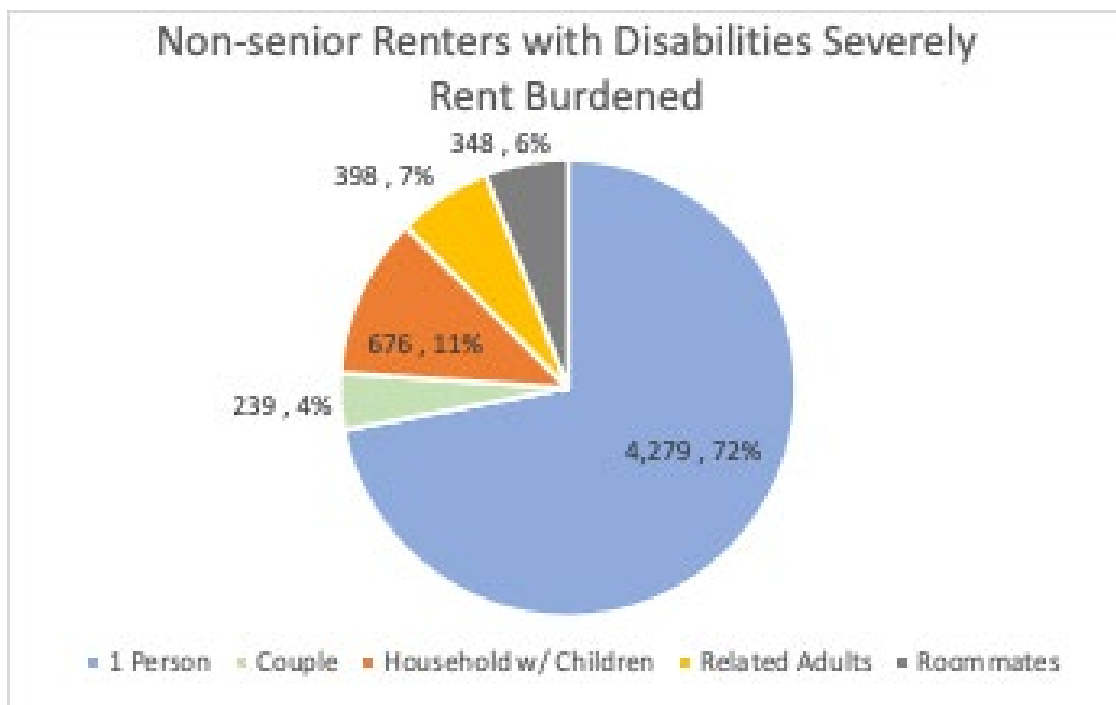
Source: ACS 2018 5-Year Estimates; IPUMS-USA.

There are over 4,300 homeowner households headed by a person with a disability who is not a senior. Owners with disabilities have higher rates of cost burden than other owners. There are over 1,800 cost burdened owners with disabilities. Of these owners, 1,000 face severe cost burden and the majority have extreme cost burden. Sixty-three percent (63%) of severely burdened owners are one person households.

Housing Resources and Services for People with Disabilities

Among the 22,787 clients served in MOHCD affordable housing, 26% of households reported having a household member with a disability. The most commonly cited disabilities for household members with a disability were physical (8%), mental/cognitive/developmental (5%), and members having more than one disability or another type of disability (3% and 10% respectively). Note that 30% of households did not report data and 0.1% of the data reported HIV/AIDS as a disability (Figure 34). Among MOHCD's affordable housing, 101 units across 7 properties are dedicated to persons with developmental disabilities.

Section 811 subsidizes rental housing opportunities that provide access to appropriate supportive services for persons with disabilities, so they can live independently. There are currently 407 affordable

housing units with 10 properties in the city, which are funded through HUD's Section 811 Supportive Housing for Persons with Disabilities program and 4 of those properties also receive LIHTC. There are also an additional 884 units across 12 properties that receive LIHTC that target people with disabilities. As of 2016, there are also 150-200 MHSA (Mental Health Services Act) units spread over 20 properties. MHSA units provide permanent or transitional housing for people with mental health challenges within a larger LIHTC project.

MOHCD occasionally has listings with priority units for mobility impairments, vision and hearing impairments. Other organizations like the Independent Living Resource Center of San Francisco (ILRCSF) and The Arc San Francisco also provide housing or assistance with housing to those with disabilities. Furthermore, HSA's Community Living Fund provides assistance to clients who are seniors or persons with disabilities to identify potential funding sources and service options, so that these groups can live safely at home. Also, California's In Home Support Services (IHSS) program provides in-home assistance to eligible persons with disabilities and/or seniors as an alternative to receiving out-of-home care. According to the City and County of San Francisco, there were 22,522 active IHSS cases (people who are eligible to receive IHSS services). Ultimately, there is limited housing available for people with disabilities, especially for people with developmental disabilities, and a limited amount of housing services that are serving clients with a wide range of disabilities.

Elderly/Seniors

There are 131,451 seniors in San Francisco based on the 2014-2018 ACS data. Seniors make up 15% of the population of the city. The vast majority of seniors (127,927 people) live in households while 3,524 live in group quarters, including institutions like convalescent and long-term care facilities. Black and Asian people are more likely to be seniors than other groups and in particular, heads of household among Black and Asian households are more likely to be seniors.

Table 62 Seniors by Race & Ethnicity

Racial or Ethnic Group	Number of Seniors	% of Racial or Ethnic Population	% of Total Senior Population
American Indian or Alaskan Native	277	10.3%	0.2%
Black or African American	7,241	17.3%	5.5%
Hispanic or Latino(a,e)	11,895	9.2%	9.1%
Native Hawaiian or Pacific Islander	239	9.1%	0.2%
Asian	58,821	19.9%	44.9%
Other	5,867	8.8%	4.5%
Two or More Races	1,989	4.1%	1.5%
Non-Hispanic or Latino(a,e) white	51,196	14.8%	39.0%
Total Population	131,134	15.3%	100.0%

Source: Source: ACS 2019 5-Year Estimates; IPUMS-USA.

Table 63 Senior-Headed Households by Race & Ethnicity

Racial or Ethnic Group	Number of Senior-Headed Households	% of Racial or Ethnic Households	% of Total Senior-Headed Households
American Indian or Alaskan Native	203	14.8%	0.2%
Black or African American	5,654	31.3%	7.0%
Hispanic or Latino(a,e)	7,005	16.5%	8.6%
Native Hawaiian or Pacific Islander	31	3.4%	0.0%
Asian	30,491	27.3%	37.5%
Other	3,118	15.9%	3.8%
Two or More Races	1,225	8.3%	1.5%
Non-Hispanic or Latino (a,e) white	36,951	20.8%	45.4%
Total Households	81,313	22.4%	100.0%

Source: ACS 2019 5-Year Estimates; IPUMS-USA.

Senior householders are more likely to be owners than other householders - about 53% of senior-headed households are owners compared to just 33% of other households. In addition, 59% of all seniors (whether they are the householder or not) live in owner households compared to about 40% of other people.

Seniors are far more likely to be lower income than other households, likely due to the fact that many seniors are not in the labor force and are living on fixed incomes. Senior renters are overwhelmingly low income and nearly 70% are ELI or VLI, over 25,000 renter household. The majority of the lowest income seniors are renters, however, seniors with incomes above 50% of AMI are mostly owners. Seniors make up the majority of lower income homeowners especially ELI and VLI owners.

Table 64 Senior-Headed Households by Income and Tenure

	Senior Renters	% of Senior Renters	Senior Owners	% of Senior Owners	All Seniors	% of All Seniors	% of City as a Whole
Below 30% AMI	19,597	53%	7,086	17%	26,683	34%	18%
30%-50% AMI	6,028	16%	5,374	13%	11,402	14%	9%
50%-80% AMI	4,997	14%	7,550	18%	12,547	16%	12%
80%-120% AMI	3,061	8%	7,431	18%	10,492	13%	15%
120%-150% AMI	1,042	3%	3,900	9%	4,942	6%	9%
150%-200% AMI	758	2%	3,744	9%	4,502	6%	12%
Above 200% AMI	1,439	4%	6,986	17%	8,425	11%	25%
Total	36,922	-	42,071	-	78,993	-	-

Source: ACS 2018 5-Year Estimates; IPUMS-USA.

Housing Challenges of Seniors

Senior renters are disproportionately rent burdened, likely reflecting the concentration of ELI and VLI renters among seniors. While seniors are 16% of all renter households, they make over 23% of rent burdened households and 24% of severe rent burden. There are over 10,000 severely rent burdened

seniors and over 6,000 of these seniors are extremely rent burdened, highlighting the need for affordable senior housing and other support for the lowest income senior renters.

Figure 115 All Renters & Senior Renters by Rent Burden
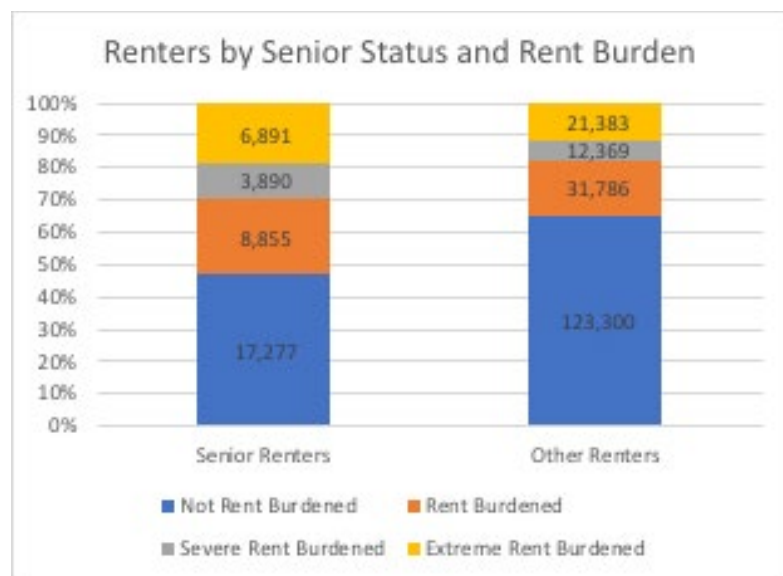
Source: ACS 2018 5-Year Estimates; IPUMS-USA.

Senior renters who are severely rent burdened are overwhelmingly one person households (76% or over 8,000 renters) and a smaller percentage of couples (16% or over 1,700 renters). The concentration of rent burden among seniors who live alone or with a partner indicates a need for small, affordable apartments that could serve this population as well as additional services and support for these seniors.

Figure 116 Severely Rent-Burdened Senior-Headed Households
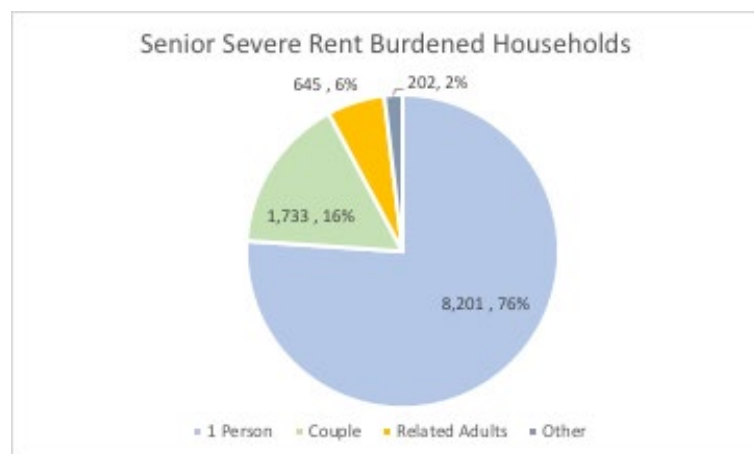
Source: ACS 2018 5-Year Estimates; IPUMS-USA.

Thirty-two percent (32%) of Senior homeowners are cost burdened, over 12,000 senior owners, similar to the rate of cost burden for other homeowners. Severe cost burdens and specifically extreme cost burden, however, is more pronounced for seniors who make up 39% of extremely cost burdened owners despite being just 31% of owners overall. These trends are more pronounced for burdened one

person, couples, and households with related adults where senior owners make up well over 40% of cost burdened owners. There are over 6,000 severely cost burdened senior owners and nearly half of these households are one person, and another quarter are couples. Most of the remainder are households of related adults.

Housing Resources and Services for Seniors

Among MOCHD's affordable housing clients, seniors are a household member in 47% of 22,787 households (Figure 33). MOHCD also provides Access to Housing Services, which focuses on accessing and placing clients in affordable rental housing. Seniors (65+ age group) make up almost a quarter (24.8%) of all Access to Housing clients (12,371) making them the predominant clients within the service (Figure 33).

There are currently 2,662 affordable units across 33 properties in the city that are Section 202 funded, of which 9 also receive TCAC LITHC. Section 202 expands the supply of affordable housing with supportive services to the elderly. An additional 30 properties (with 3,082 affordable units overall) that target seniors and funded by LITHC. Among the 20 MHSA permanent and transitional housing properties, 2 properties with 13 MHSA units overall are targeted towards seniors (Source: SF DPH, Housing Services).

Other housing resources examples include: Self-Help for the Elderly which offers home care, senior housing, and related services and Legal Assistance to the Elderly (LAE) provides free legal assistance to elders experiencing housing issues. Further housing related services include California's In Home Support Services (IHSS) program, which provides in-home assistance to eligible persons with disabilities and/or seniors as an alternative to receiving out-of-home care. Also, the Department of Aging and Adult Services (DAAS) through SF HSA and the Institute on Aging helps seniors and other needs groups coordinate services. Finally, the Home Match program through the non-profit Covia helps senior homeowners with extra space find renters.

Families with Children and Large Families
Families with children typically need multi-bedroom units at a rent or price that the family can afford and may have difficulty finding landlords who will rent to families with children. Large households of five or more people are overwhelmingly family households who typically need at least a three-bedroom home. The vast majority of large families are families with children (79% of all large families compared to 21% of related adults). In fact, there are over 17,000 larger families with children in San Francisco. Asian and Hispanic or Latino(a,e) headed households are disproportionately likely to be large families. As a result of affordability challenges, overcrowding disproportionately affects larger families with children.

Figure 117 Families of 5+ People by Household Type

Families of Five or More People in San Francisco

4,715 , 21%

17,359 , 79%

■ Household w/ Children ■ Related Adults
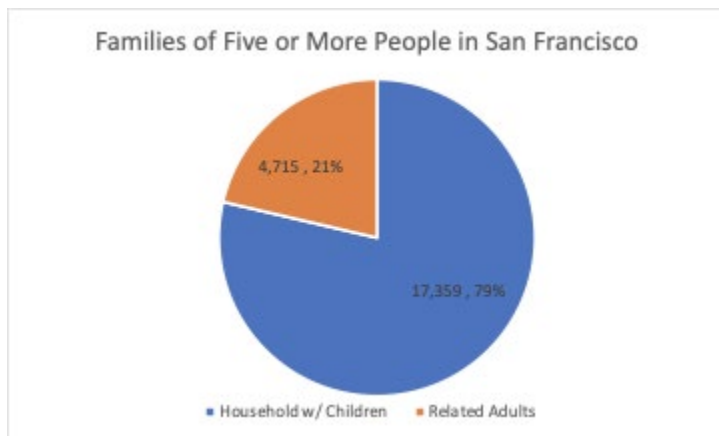
Source: ACS 2018 5-Year Estimates; IPUMS-USA.

Figure 118 Large Family Household Head by Race & Ethnicity

Racial or Ethnic Group	Number of Large Family Households	% of Racial or Ethnic Group Households	% of Total Large Family Households
American Indian or Alaskan Native	130	9.5%	0.6%
Black or African American	597	3.3%	2.7%
Hispanic or Latino(a,e)	5,329	12.6%	24.2%
Native Hawaiian or Pacific Islander	92	10.1%	0.4%
Asian	10,982	9.8%	49.9%
Other	3,400	17.3%	15.5%
Two or More Races	915	6.2%	4.2%
Non-Hispanic or Latino (a,e) white	4,413	2.5%	20.1%
Total Households	21,991	6.1%	100.0%

Source: ACS 2019 5-Year Estimates; IPUMS-USA.

Renters with children tend to be lower income than renters overall. This pattern holds for both smaller households and larger families with children who rent. For owners, the picture is more mixed. Smaller families with children who own are more likely to be higher income than owners overall while larger families who own are likely to be lower income.

Housing Challenges facing Families with Children and Large Families

Owner cost burden for families with children is largely the same as other owners. Rent burden is also similar among families with children to other renters, even for larger families with children. However, there are still thousands of housing cost burdened families with children in the city and thousands more who would like to find a place to live in San Francisco who are not able to. As discussed in the section on rent burden, there are more than 12,500 rent burdened families with children and 5,600 of these renter families experience severe rent burden. There are over 9,000 families with children that face owner cost burdens and more than 3,700 of them face severe cost burdens.

Families with children make up the majority of crowded families and, not surprisingly, larger families with children face more crowding than smaller families. Interestingly, for related adults this pattern is reversed with smaller families more likely to experience crowding and severe crowding. This is likely because smaller households of related adults are more likely to be renters living in smaller apartments.

Table 65 Overcrowded Families by Household Type, Size, and Severity of Crowding

		Number of Families	% Of Overcrowded Families
Families with Children	Large Family Overcrowded	4,378	29%
	Large Family Severely Overcrowded	2,684	18%
	Smaller Family Overcrowded	1,976	13%
	Smaller Family Severely Overcrowded	2,055	13%
Related Adults	Large Family Overcrowded	953	6%
	Large Family Severely Overcrowded	391	3%
	Smaller Family Overcrowded	1,172	8%
	Smaller Family Severely Overcrowded	1,619	11%
Total		15,228	100%

Source: ACS 2018 5-Year Estimates; IPUMS-USA.

Existing Programs

Among the city's affordable housing properties, 61 properties with 5,700 units overall are funded by LIHTC and target large families. Among MOHCD's affordable housing properties, 1,098 of 22,787 households (5%) have 5 or more household members, with 83% containing children younger than 18 years old. Overall, 1,946 households (9%) have 2 or more children.

HSH offers problem solving, prevention, shelter, and housing programs for families experiencing or at-risk of homelessness. Families can access these services at various locations around the city, but resources are centralized at the three Family Coordinated Entry Access Points. The Access Points are the front door to programs and housing opportunities for families experiencing homelessness. HSH also funds two shelters that accept walk-ups from families experiencing homelessness.

Additionally, various non-profits and organizations throughout the city provide dedicated programs for families. For instance, Hamilton Families has a team of real estate professionals that identify available family housing and work with landlords to accept family applicants. Raphael House also operates a residential shelter program for families, with more than 85% of families served within the program eventually obtaining long-term stable housing.

Female-Headed Households

Women face pay and income gaps that can make it more difficult to afford decent housing and are far more likely than men to head families and be raising children on their own. Data on incomes for female and male-headed households (one person households or family households headed by an individual not a couple) shows that female-headed households are more likely to be lower income than male-headed households. Tenure among female-headed households is very similar to tenure in the city as a whole, with about 67% of female-headed households renting and 33% owning. Women who head their own households have similar demographics to the rest of the city though are slightly more likely to be white or Black and slightly less likely to be Asian or Hispanic or Latino(a,e) than the population as a whole.

While female and male-headed households are about equally likely to be one person living alone, women head far more family households, including those with children and related adults living together. Female-headed households with children are disproportionately lower income, with nearly three quarters earning less than 80% of AMI and more than half of female-headed households with incomes that qualify as ELI or VLI.

Figure 119 Female and Male Headed Households by Household Type
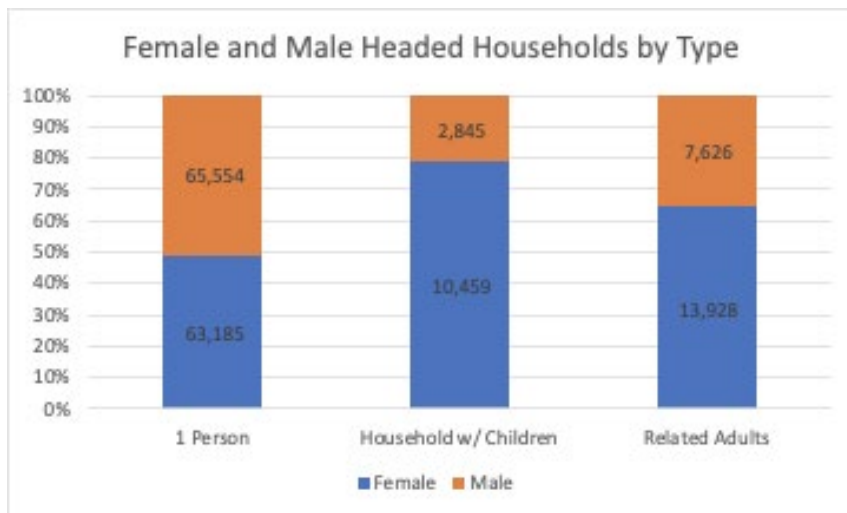
Source: ACS 2018 5-Year Estimates; IPUMS-USA.

Figure 120 Female Headed Families with Children
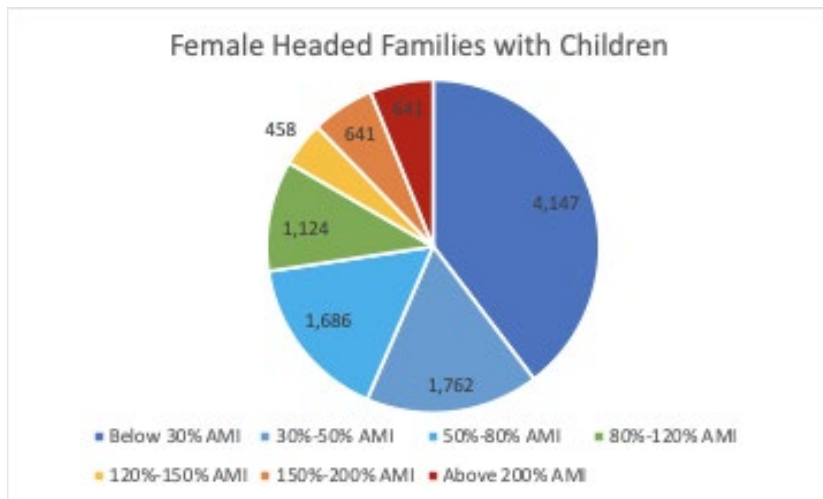
Source: ACS 2018 5-Year Estimates; IPUMS-USA.

Female-headed households with children experience two and a half times the rate of overcrowding as the city as a whole, similar to families with children more generally. Female-headed households more broadly experience elevated rates of both renter and owner cost burdens compared to the city a whole. Women living alone comprise the overwhelming majority of severely cost burdened female-headed households: there are 13,300 women renters who live alone make up 76% of all severely burdened female-headed renter households and the 4,700 women who own and live alone make up and 70% of

severely cost burdened women owners. In particular, the high number of severely burdened women renters indicates the need for more affordable, compact units that can serve their needs. There are more than 2,800 female-headed renter households with children who are also severely burdened, indicating a need for more affordable family units as well.

Figure 121 Overcrowding for Female Headed Households with Children
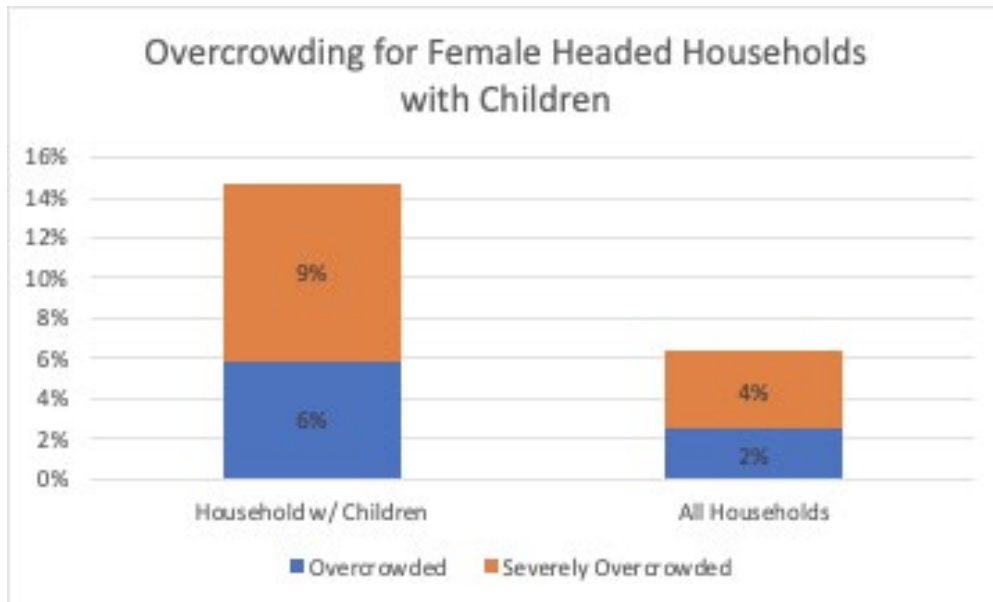
Source: ACS 2018 5-Year Estimates; IPUMS-USA.

Figure 122 Rent Burden for Female Headed Renters
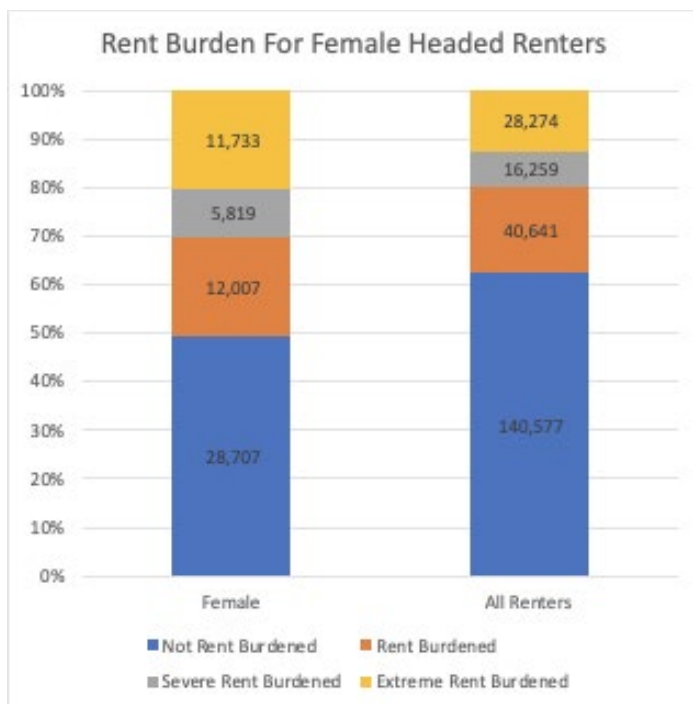
Source: ACS 2018 5-Year Estimates; IPUMS-USA.

Figure 123 Cost Burden for Female Headed Owners

Cost Burden for Female Headed Owners

	Female	All Owners
Extreme Cost Burdened	4,965	12,936
Severe Cost Burdened	1,784	6,284
Cost Burdened	5,243	20,376
Not Cost Burdened	17,185	94,118
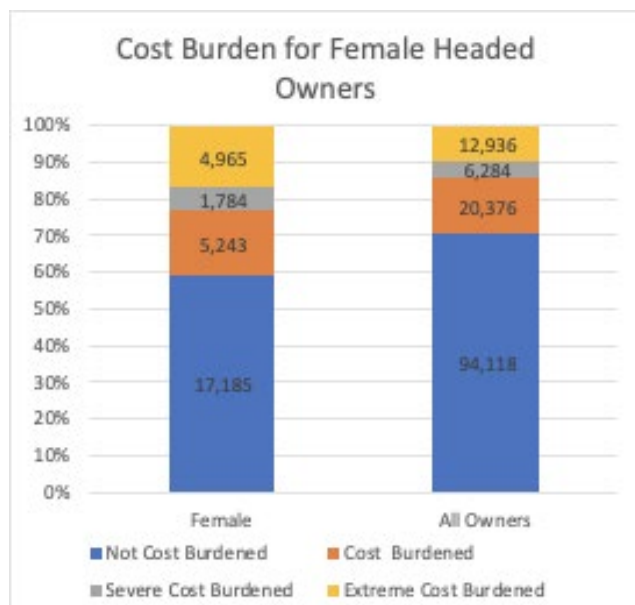
Source: ACS 2018 5-Year Estimates; IPUMS-USA.

Available resources and unmet needs

Among MOHCD's affordable housing properties, the majority of households report being female-headed, at 37% female-headed, 36% male-headed, and 26% declining to respond.

For women (single or with children) experiencing homelessness, HSH funds a variety of gender-specific programs including shelter and transitional housing. HSH also supports Domestic Violence programs that serve primarily women and recently opened the first navigation center to designed to meet the needs of transgender people, gender non-conforming people and cisgender women. Additionally, HSH funds a unique transitional housing program for pregnant and postpartum women experiencing homelessness.

Persons with HIV/AIDS and Terminally Ill Patients

As of 2019, 15,908 San Francisco residents were diagnosed and living with HIV, accounting for 12% of people living with HIV (PLWH) in California. The number of San Francisco residents living with HIV classified as stage 3 (AIDS) in 2019 was 9,044. San Francisco has seen a 19% decline in new cases of HIV diagnoses between 2018 and 2019 and has seen an overall decline in new cases since 2012. Additionally, the number of people diagnosed with HIV disease stage 3 (AIDS) has seemingly plateaued in 2018 and 2019, having been on the decline since the 1993. Men accounted for the majority of living HIV cases (92%) and newly diagnosed cases (83%). Black men and women have the highest HIV diagnoses rates by race (79 and 22 people per 100,000 people respectively) and Latino(a,e) men and women have the second highest rate. In terms those with HIV stage 3 (AIDS), Blacks/African Americans, persons who inject drugs, women, and persons experiencing homelessness have lower 3-year and 5-year survival probabilities compared to other groups.

Existing programs

Table 66 MOHCD Funding & Number Served for HIV/AIDS, FY 2015-16 to FY 2019-20

Funding Amount	2015-2016	2016-2017	2017-2018	2018-2019	2019-2020	5-Year Total
HOPWA	$6,820,223	$6,901,089	$6,238,337	$6,081,663	$6,265,335	$32,306,647
General Fund	$1,357,485	$1,357,485	$1,509,660	$1,424,318	$1,991,155	$7,640,103
Other	-	$463,666	$463,667	$463,667	$463,667	$1,854,667
Total	**$8,177,708**	**$8,722,240**	**$8,211,664**	**$7,969,648**	**$8,720,157**	**$41,801,417**
Number of Individuals Served by Housing Program						
Long-term residential care facilities	161	161	164	160	139	785
Permanent facilities	68	69	68	68	67	340
Transitional facilities	18	24	28	20	22	112
Receiving shallow rental subsidies	101	85	74	83	60	403
Receiving long-term deep rental subsidies	226	219	203	198	194	1,040
Total served	**574**	**558**	**537**	**529**	**482**	**2,680**

Source: MOHCD CAPER 2019-2020

The Mayor's Office of Housing and Community Development (MOHCD) provides Supportive Housing for People Living with HIV/AIDS Services (PLWHA Services). Between the 2015-2020 fiscal years, MOHCD served 2,207 clients within this service.

MOHCD offers a Plus Housing program, which helps low-income people (<50% AMI) living with HIV become considered for housing subsidies and/or units. The program is funded by Housing Opportunities for Persons With AIDS (HOPWA) and the San Francisco General Fund. Persons living with HIV who are in stable households (i.e. not in transitional housing programs) can qualify for rent subsidies or vouchers, while those in transitional housing can qualify for units. MOHCD also has a variety of other Community Development Block Grant Programs (CDBG) and HOPWA funded programs in partnership with city agencies to make housing more affordable and stable for PLWHA. For 2020-2021, the total HOPWA funding amount is $4,172,837 and this funding is allocated to HOPWA programs that include care facilities, rent subsidies, and transitional housing.

Finally, the Ryan white CARE Act Title I and II provides primary medical care, essential support services, and medication for low-income people with HIV. The grants within the program are provided to metropolitan areas, like San Francisco, which are most severely impacted by the HIV epidemic. This program funding is administered by the federal Health Resources and Services Administration (HRSA).

Immigrants and Linguistically Isolated People
Foreign-born individuals who have immigrated to San Francisco make up a third of the population. An even larger percentage of the population lives with or is related to someone who was born outside the United States. Among San Francisco residents, the 67% were born in the United States while 33% were born outside of the United States. Asian residents make up the majority of the foreign-born population, followed by white and Latino(a,e) residents.

Table 67 Foreign-Born Population, 2018

	San Francisco	California	United States
Total Population	*883,305*	*39,557,045*	*327,167,439*
Born in the US	*587,955*	*28,931,065*	*282,438,718*
	67%	**73%**	**86%**
Foreign Born Population	*295,350*	*10,625,980*	*44,728,721*
	33%	**27%**	**14%**

Source: Source: ACS 2018 1-Year Estimates.

Immigrants can face greater housing barriers given limited language proficiency and potentially limited financial resources as well as less access to and knowledge of local services and systems. The linguistically isolated foreign-born population, those living in a household without a proficient English speaker, are particularly likely to face housing challenges.

Foreign born residents are more likely to live in lower income households than native born residents, however, linguistically isolated residents are more than 80% low income and nearly half ELI. Linguistically isolated residents are slightly more likely to be renters than the city as a whole, while non-linguistically foreign-born residents are slightly more likely to be homeowners than average.

Figure 124 Income of Household Head by Birth Origin and Linguistic Isolation
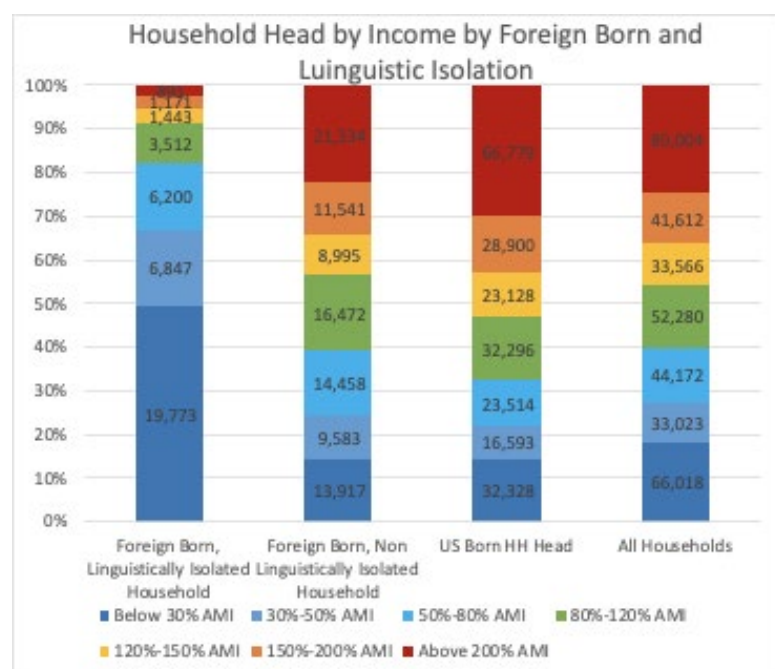
Source: ACS 2018 5-Year Estimates; IPUMS-USA.

The foreign-born population is mostly Asian with, significant percentages of Hispanic or Latino(a,e) and non-Hispanic or Latino(a,e) white residents as well. Linguistically isolated residents are more than three

quarters Asian, more than double the Asian percentage of the city's population as a whole. People of Hispanic or Latino(a,e) ancestry are the next largest group of linguistically isolated people, however, they make up the same percentage of linguistically isolated residents as they do of the city's population. These figures along with data on income and tenure point to the need for services targeted to low income, linguistically isolated renters in various languages including Chinese, Spanish, Vietnamese, Tagalog, and others.

Figure 125 Race & Ethnicity of Foreign-Born and Linguistically Isolated Households

Racial or Ethnic Group	% of Foreign-Born Households	% of Foreign-Born and Linguistically Isolated Households	% of Total Households
American Indian or Alaskan Native	0.2%	0.1%	0.4%
Black or African American	1.1%	0.2%	5.0%
Hispanic or Latino (a,e)	16.0%	15.0%	11.7%
Native Hawaiian or Pacific Islander	0.2%	0.0%	0.3%
Asian	57.9%	74.3%	30.8%
Other	9.4%	9.2%	5.4%
Two or More Races	2.6%	1.1%	4.1%
Non-Hispanic or Latino (a,e) white	22.9%	10.0%	48.9%
Total Households	138,473	39,303	362,353
% of Total Households	38.2%	10.8%	100.0%

Source: ACS 2019 5-Year Estimates; IPUMS-USA.

Foreign-born residents are more likely than US born residents to live in family households with children or related adults. This is consistent with data on household type by race and ethnicity that shows higher proportions of family households among Asian and Hispanic or Latino(a,e) residents. Interestingly, linguistically isolated residents are more likely to live in smaller households and to live alone or couples, reflecting a need for smaller, more affordable units among this lower income and particularly vulnerable group.

Figure 126 Foreign-Born and Linguistically Isolated Residents by Household Type
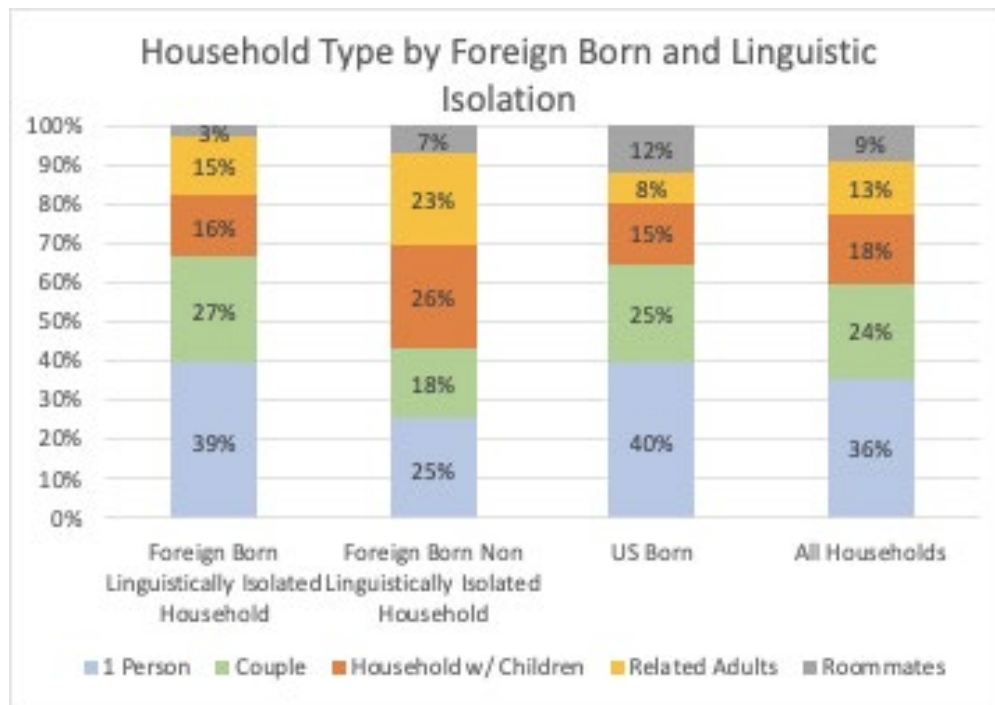
Source: ACS 2018 5-Year Estimates; IPUMS-USA.

Foreign-born residents make up the vast majority of San Francisco residents living in overcrowded conditions, about 75% percent of all overcrowded residents. Both linguistically isolated and non-linguistically isolated residents have particularly elevated rated of severe overcrowding.

Figure 127 Overcrowding by Birth Origin and Linguistic Isolation
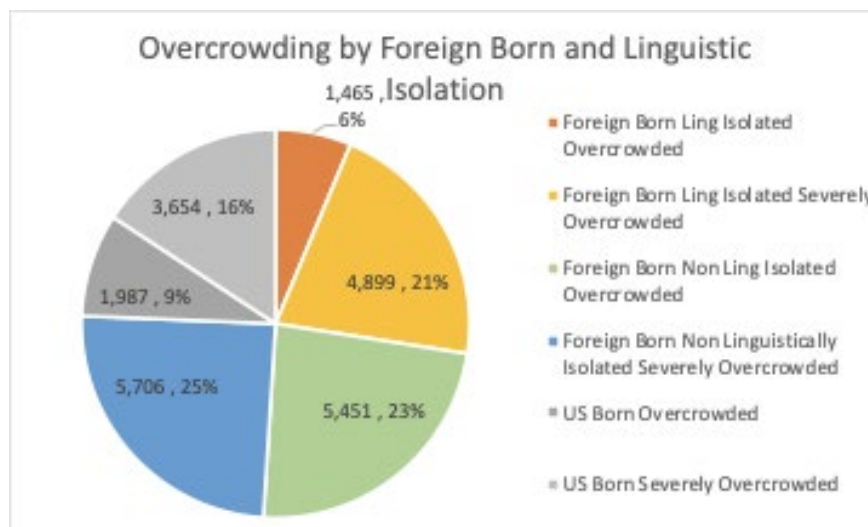
Source: ACS 2018 5-Year Estimates; IPUMS-USA.

Rent burden and owner cost burden is particularly pronounced for linguistically isolated residents. Other foreign-born residents have rates of rent burden and cost burden similar to the city as a whole.

Figure 128 Foreign-Born and Linguistically Isolated Residents by Rent Burden
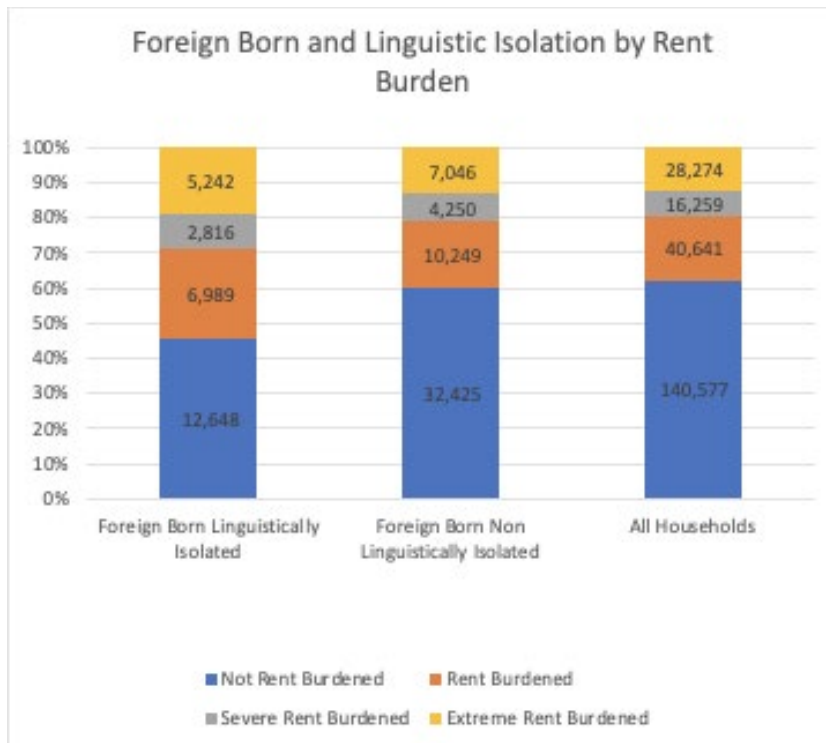
Source: ACS 2018 5-Year Estimates; IPUMS-USA.

Figure 129 Foreign-Born and Linguistically Isolated Residents by Owner Cost Burden
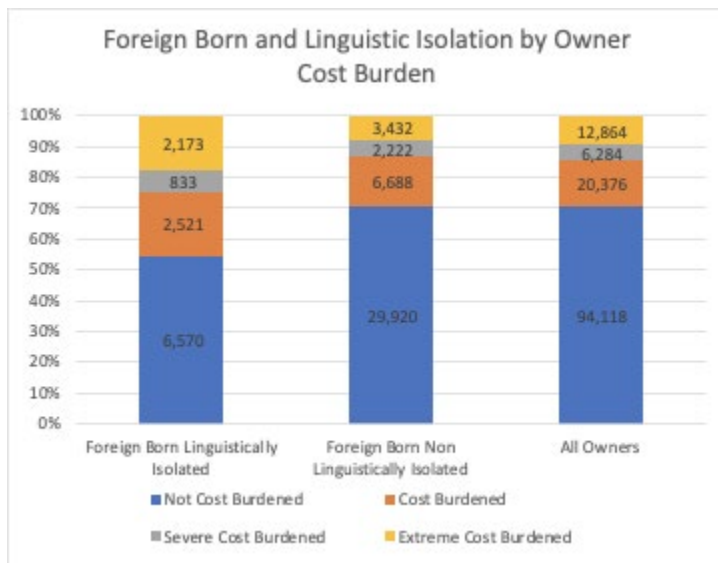
Source: ACS 2018 5-Year Estimates; IPUMS-USA.

Existing programs

Various organizations in San Francisco provide support services to immigrants, such as SF-CAIRS and Catholic Charities (CYO), which includes providing housing assistance. Other organizations, like Dolores Street Community Services, provide programs dedicated to supporting housing immigrants. Their Dolores Shelter Program that provides emergency shelter and meals is predominantly utilized by recent immigrants from Latin America and their Community Planning and Development program seeks to ensure accessibility to low-income and immigrant communities. Also, the Dolores Street Community Services Casa Quezada 52-unit supportive housing site provides resources to monolingual Spanish-speaking immigrant residents. Additionally, there are many organizations that serve Asian and Pacific Islander communities, often providing housing-related services to immigrants. For example, the Asian Americans Advancing Justice – Asian Law Caucus advocates for housing rights in areas of housing and community development and immigrant rights, particularly for low-income Asian and Pacific Islanders. The Chinatown Community Development Center (CCDC) also provides and advocates for affordable housing development, often serving many community members who are immigrants. Also, the Asian Pacific Islander Legal Outreach (API Legal Outreach) provides legal services for housing to low-income tenants in the API community and also provides immigration services. Moreover, Asian Inc. is a HUD-approved non-profit local housing counseling agency that creates, educates, and provides affordable housing for extremely low- to moderate-income families in the Bay Area.

Students

College and university students living in San Francisco number nearly 74,000 residents. Many college students face a struggle to find affordable living options and many lower income students must balance school with work and family commitments. Students living in San Francisco are disproportionately likely to live in lower income households (nearly 50%). Students are less likely to be working than other people between the ages of 18 and 65, which likely adds to lower incomes among students. Less than 60% of students work while among other adults between 18 to 65 employment is over 80%. It is important to note that some students may receive family support that does not show up as income while others are from lower income families and must work or take on debt to pay for school.

Figure 130 Adult Students by Household Income
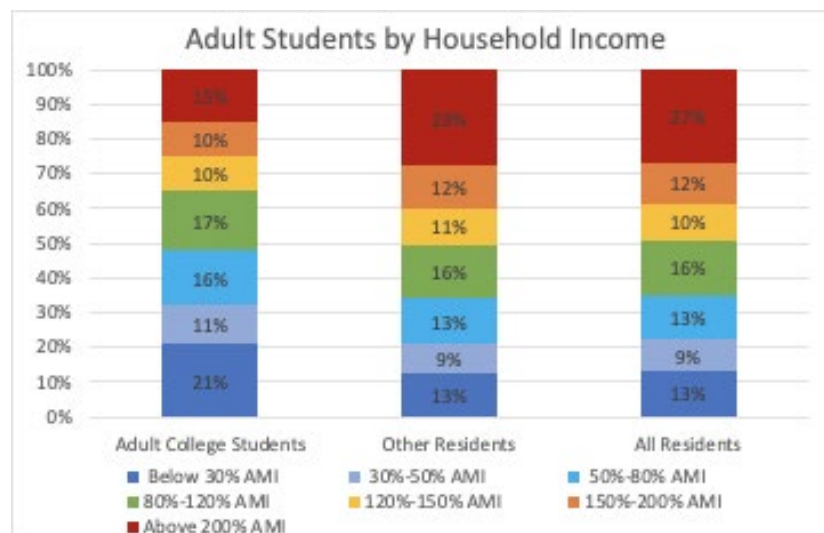
Students have a similar tenure to the city as a whole with 31% of students living in owner households (likely with parents or other family) and 58% in renter households, however, 11% do live in group quarters such as dormitories or other student housing. College students in San Francisco are more likely to be people of color than the general population with higher percentages of Asian, Hispanic or Latino(a,e), and multi-racial residents than the city as a whole.

Figure 131 Adult Students by Tenure
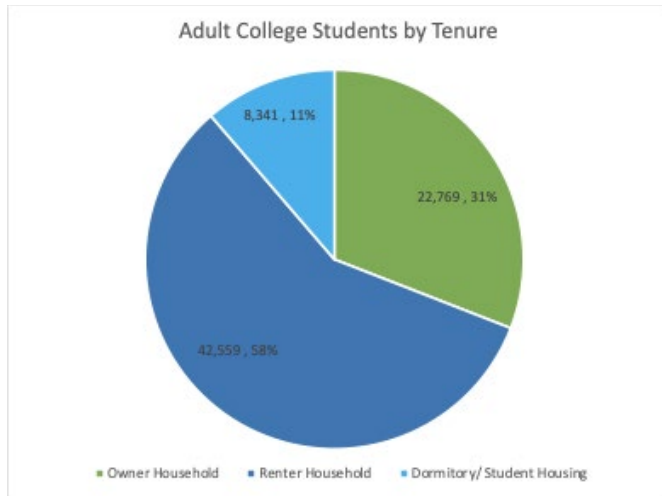
Source: ACS 2018 5-Year Estimates; IPUMS-USA.

Figure 132 Adult Students by Race & Ethnicity

Racial or Ethnic Group	% College Students
American Indian or Alaskan Native	0.4%
Black or African American	5.5%
Hispanic or Latino (a,e)	20.1%
Native Hawaiian or Pacific Islander	0.4%
Asian	38.0%
Other	11.1%
Two or More Races	6.5%
Non-Hispanic or Latino (a,e) white	30.7%
Total College Students	71,755

Source: ACS 2019 5-Year Estimates; IPUMS-USA.

College students in San Francisco live in a mix of family and nonfamily households. The largest group of students (29%) live with related adults, likely their parents or other adult family members. The next largest group of students (24%) live with roommates. The third most numerous group of students (16%) live in households with children, which could include parents who themselves are students or students living with family with younger children in the household. Eleven percent (11%) of students live in both

dormitories and couples (22% among the two living situations). The least common living situation for students is living alone (9%), likely because of the high costs of doing so.

Figure 133 Adult Students by Household Type
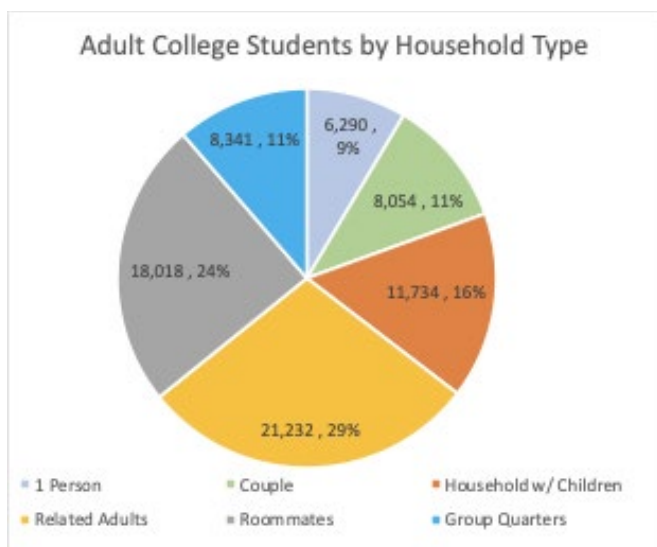
Source: ACS 2018 5-Year Estimates; IPUMS-USA.

More than 50% of students who live in a renter household are rent burdened compared to just over 30% of other people living in renter households. Students who rent are more than twice as likely to live in extremely cost burdened renter households as not student renters. The main drivers of elevated rent burden are the low incomes among renters combined with high housing costs, indicating the need for more affordable living options like group housing, co-housing, SROs, and other compact or shared housing types as well as affordable student housing and dormitory options for students with financial need.

Figure 134 Adult Students by Rent Burden
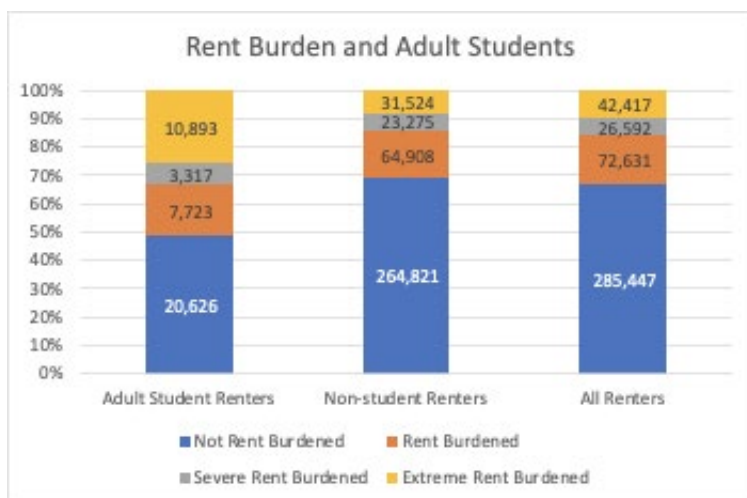
Source: ACS 2018 5-Year Estimates; IPUMS-USA.

Housing Accommodations & Services

Access to both on-campus and off-campus housing remains a pressing issue for students enrolled in colleges within and nearby San Francisco. Affordable on-campus and rental options along with housing nearby schools and job centers remains limited, especially for low-income students. Throughout San Francisco, there are 25 public and private colleges and while efforts to expand housing a priority among these institutions, a significant unmet need remains. Large higher education institutions within the city have a disproportionate amount of housing available to the number of students enrolled. Institutional housing statistics are highlighted below for the following colleges in the city:

University of California, San Francisco (UCSF)
- 1,410 degree seeking students (with an additional 95 certificate seeking students), 1,710 post-doctoral students, and 1,713 residents and fellows
- Currently, there are 1,251 units for all students, faculty, and trainees
- The estimated demand for student/training housing is 2,030 units and 365 for faculty units by 2025. As of 2021, UCSF approved the building of 1,263 units of housing, with 40% of the housing being affordable. At least half of these units are expected to be built by 2030

San Francisco State University (SFSU)
- 25,917 undergraduate students (of which 4,238 are part-time students) and 2,963 graduate students (of which 1,109 are part-time students)
- Currently, there are 3,500 beds within student housing and 600 campus apartment units
- By 2035, the university intends to add an additional 9,000 beds to student housing and 850 campus apartment units to their housing stock

The University of San Francisco (USF)
- 5,852 undergraduate students and 4,216 graduate students
- The university's current housing stock can accommodate 2,221 persons
- In Fall 2021, the university opened this new residence hall, which accommodates 600 residents

City College of San Francisco (CCSF)
- 35,529 are enrolled in credited courses and 19,240 non-credited courses.
- CCSF does not provide on-campus housing as it is a commuter school. However, the college points to resources that provide homestays and residence clubs across the Bay Area for students

Academy of the Arts University (AAU)
- 9,826 students
- The university has 17 housing facilities throughout the city, with 632 units/rooms that can accommodate 1,533 students
- In order to meet the housing needs of their students, the university has been known to buy existing apartments in San Francisco and convert them into dormitories. In 2015, the university wanted to transfer one of its housing buildings to a larger building in order to accommodate an additional 117 students

CCA (California College of Arts)
- 1,456 undergraduate and 394 graduate students

- The university continues to expand its housing stock in order to provide students with on campus housing. In Fall 2018, the university opened a 30-unit apartment and in Fall 2020, another housing unit was opened to accommodate 500 students with BMR housing

University of California, Hastings (UC Hastings)
- 1,028 students
- The university has 252 units that range from efficiency, studio, 1 to 2-bedrooms

Fundamentally, dedicated housing options remains a necessity in order to avoid overcrowding and/or costly accommodations or becoming at risk of being houseless.

Transgender and LGBTQ+ People
San Francisco has long-since acted as a home, tourist destination, and refuge for transgender and LGBTQ+ people. Its establishment as a western outpost of the US, attracting settlers interested in a nonconformist or bohemian lifestyle, and immigrant way station formed the foundation to cultivate nonnormative spaces in San Francisco. Some of the beginnings of LGBTQ+ spaces started with famous gay and lesbian nightclubs in the post-Prohibition era, such as Finnochio's and Mona's.

Through much of the mid-20th century, LGBTQ+ life flourished in nightclubs, bars, bathhouses, and social organizations like the Daughters of Bilitis and Mattachine Foundation (later Mattachine Society), despite heavy policing and raids that occurred through the McCarthy Era's social and political panic. The 1960s-80s saw the rise and peak of public LGBTQ+ neighborhoods and political organizations in San Francisco. This included the nation's first leather community in the SoMa, the center of transgender and drag culture in the Tenderloin, the proliferation of LGBTQ-serving and LGBTQ-owned businesses on Polk Street, the center of lesbian and feminist culture in Mission-Valencia, and the creation of an internationally known gay community in the Castro. In celebration and solidarity with the anniversary of the Stonewall Riot, San Francisco's LGBTQ+ community was among the first communities in the US to host a Gay Pride Parade, a tradition that continues to this day.

Even during the peak of LGBTQ+ visibility and advocacy, transgender women, LGBTQ+ people of color, and especially people at the intersection of both of these identities faced discrimination and violence from within the LGBTQ+ community. This prompted the creation of LGBTQ+ advocacy and social subcultures, such as the Black Gay Caucus, Gay American Indians, Gay Women's Liberation, and transgender organizing following Compton's Cafeteria Riot in 1966. While not entirely free from discrimination and violence themselves, San Francisco's LGBTQ+ community has had a long, vibrant, and public history that has supported local LGBTQ+ residents as well as attracted national and international LGBTQ+ refugees.

The affordable housing crisis in San Francisco, however, has led to the displacement and migration of transgender and LGBTQ+ residents to other Bay Area counties. In response to the loss of the transgender and LGBTQ+ cultural assets, the Board of Supervisors initiated the LGBTQ+ Cultural Heritage Strategy in 2016 and the following cultural districts were established: Compton's Transgender Cultural District (2017), LEATHER & LGBTQ Cultural District in SoMa (2018), and the Castro LGBTQ Cultural District (2019).

A disproportionate number of people experiencing homelessness identify as LGBTQ+. The San Francisco Department of Homelessness and Supportive Housing (HSH) reported in the 2019 Point-in-Time Count that more than a quarter (27%) of people experiencing homelessness are LGBTQ+, compared to the estimated 12% of the San Francisco's population that are LGBTQ+ (Figure 106). Among youth (under 25 years old) experiencing homelessness, 46% are LGBTQ+. [74] These high rates are due in part to the higher likelihood of transgender and LGBTQ+ people being pushed out of their families of origin.

Transgender people have particularly faced challenges when it comes to housing security. Transgender people are 18 times more likely to be homeless than the general population in San Francisco. [75] [76] [77] One out of two transgender San Franciscans has been homeless. [78] Seventy percent (70%) of transgender people living in shelters nationally have reported being harassed, [79] contributing to the 24% of homeless transgender people in California that have reported avoiding in staying in a shelter for fear of mistreatment. [80] In addition to facing disproportionate homelessness rates, 7 out of 10 transgender people nationally report had no identity documents with their correct information. [81] This can pose barriers to a wide variety of issues, including applying for rental housing or home loans.

In March 2022, HSH opened the first Navigation Center dedicated to serving TGNC people experiencing homelessness to address their specific shelter and service needs. HSH also funds Jazzie's Place, the nation's first LGBTQ+ shelter for homeless adults. Additionally, HSH partners with various LGBTQ+-focused organizations to run Coordinated Entry Access Points for adults and Transitional Age Youth. More information about HSH's efforts to provide services to the LGBTQ+ community is available in the Department's annual Sexual Orientation and Gender Identity report.

The LGBTQ+ Cultural Heritage Strategy aims to improve coordination among agencies and community partners to identify, coordinate, and expand housing, especially for transgender and LGBTQ+ people of color and those with disabilities in the LGBTQ+ community. There are also various non-profits throughout the city that provide support to transgender and LGBTQ+ members seeking housing and shelter. For instance, Openhouse provides programs to LGBTQ+ older adults and their second most

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[74] The San Francisco Local Homeless Coordinating Board (2017). San Francisco Homeless Unique Youth Count & Survey Comprehensive Report. San Francisco, CA.

[75] The San Francisco Local Homeless Coordinating Board (2017). San Francisco Home Point-In-Time Count and Survey. San Francisco, CA.

[76] National Center for Transgender Equality (2017). 2015 US Transgender Survey: California State Report. Washington, DC. Accessible at:
http://www.transequality.org/sites/default/files/docs/usts/USTSCAStateReport%281017%29.pdf

[77] Horizons Foundation (2018). San Francisco Bay Area LGBTQ Community Needs Assessment. San Francisco, CA. Accessible at: https://www.horizonsfoundation.org/learn/lgbtq-community-needs-assessment/

[78] The San Francisco Local Homeless Coordinating Board (2017). San Francisco Homeless Unique Youth Count & Survey Comprehensive Report. San Francisco, CA.

[79] National Center for Transgender Equality (2016). 2015 US Transgender Survey: Executive Summary. Washington, DC. Accessible at: http://www.transequality.org/sites/default/files/docs/USTS-Executive-Summary-FINAL.PDF

[80] National Center for Transgender Equality (2017). 2015 US Transgender Survey: California State Report. Washington, DC. Accessible at:
http://www.transequality.org/sites/default/files/docs/usts/USTSCAStateReport%281017%29.pdf

[81] Transgender Law Center (2016). Announcing Our Model Policy and Legal Guide for Homeless Shelters and Housing Programs. Oakland, CA. Accessible at: http://transgenderlawcenter.org/wp-content/uploads/2016/02/03.09.2016-Model-Homeless-Shelter-TG-Policy-single-pages.pdf

utilized program is housing workshops. Other organizations like the SF LGBT Center provide housing and financial services. Furthermore, Our Trans Home SF provides rental assistance, transitional housing and navigation, advocacy and provider training to transgender and nonconforming people experiencing homelessness and housing instability.

Displacement, Eviction, and Foreclosure

Ongoing displacement of lower income households affects neighborhoods throughout the city, from historically low-income areas and communities of color to higher income areas that are becoming more exclusive. Displacement analysis from UC Berkeley shows that historically low-income areas with the greatest changes over recent decades include SoMa, Western Addition/ Fillmore, the Mission, South Bernal Heights as well as smaller parts of the Richmond, Sunset, and Oceanview (Figure 135). Ongoing displacement risk is also found in lower income areas on the east side of the city including the Tenderloin, Chinatown, and Bayview. Worsening exclusion in higher income areas is found in long-time high-income enclaves such as Pacific Heights, Seacliff, Ashbury heights, Saint Francis Wood, and Forest Hill as well as emerging areas of exclusion in Potrero Hill/ Dogpatch, Transbay/ Rincon Hill, Laurel Heights, Russian Hill, Haight, Castro, Noe Valley, Bernal Heights, West Portal, and Sunnyside. Neighborhoods with less displacement risk tend to have higher homeownership and are found in the west and south of the city including the Richmond, Sunset, Oceanview, Ingleside, Excelsior, Outer Mission, Portola, and Visitacion Valley.

Figure 135 Urban Displacement Project

Displacement Typology
- Low-Income/Susceptible to Displacement
- Ongoing Displacement
- At Risk of Gentrification
- Early/Ongoing Gentrification
- Advanced Gentrification
- Stable Moderate/Mixed Income
- At Risk of Becoming Exclusive
- Becoming Exclusive
- Stable/Advanced Exclusive
- High Student Population
- Unavailable or Unreliable Data
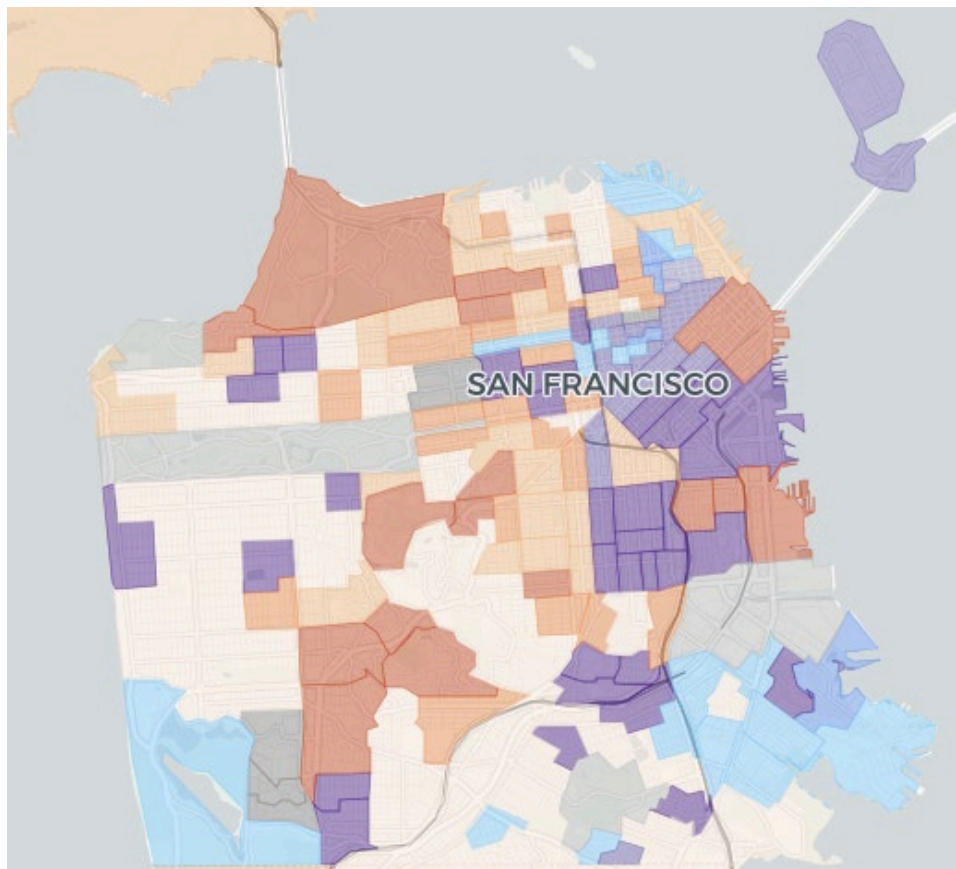
Source: Urban Displacement Project

Evictions and Buyouts

One of the ways that displacement occurs is through eviction from rental homes. Eviction notices have tended to increase with economic booms, with more notices issued from 1997 to 1999, when data began, and 2015 to 2016 (Figure 136) with both periods averaging more than 2,000 eviction notices per year. From 2017 to 2019 eviction notices averaged about 1,500 and in 2020 declined to about 500 due to eviction moratoriums related to the pandemic. "No fault" evictions including Owner Move-in and Ellis Act, are more likely to result in tenant move out as tenants have fewer means to prevent the eviction. No fault evictions reached a peak in the late 1990s of over 1,500 but have subsequently declined while still averaging more than 500 per year. "For cause" evictions, including non-payment of rent or lease violations, have become the predominant form of eviction notices filed in recent years. With for cause evictions a tenant may have more options to address the eviction notice including paying missed rent or addressing a lease violation and mediation and counseling services can play an important role.

Figure 136 Eviction Notices (1997-2020)
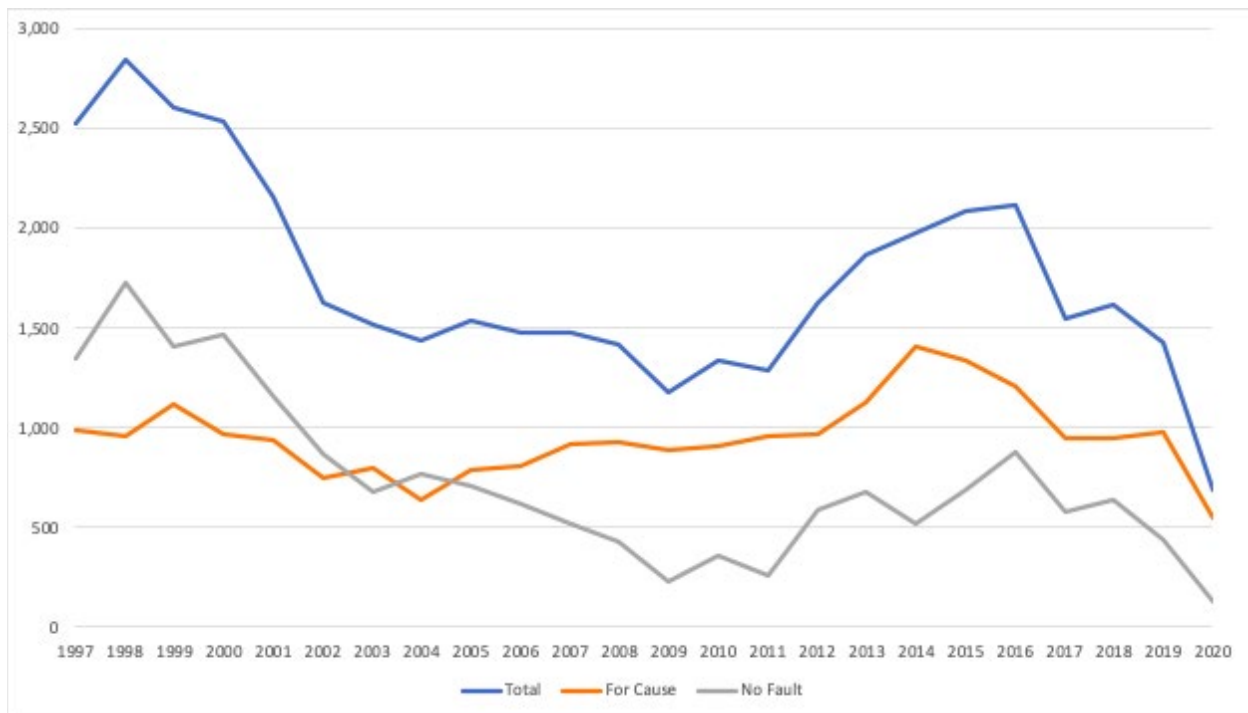
Source: SF Open Data January 1997 – November 2020

The Mission accounts for 10% of total eviction notices in the city between 1997-2020, followed by the Tenderloin and Sunset/Parkside neighborhoods which each accounting for 6%. The Mission also accounts for the most no fault evictions (11%), followed by the Sunset/Parkside (9%) and the Outer Richmond (7%) (Table 68 Total Eviction Notices and No Fault (OMI and Ellis) by Neighborhood.). Rounding out the top 10 neighborhoods for eviction notices are Lakeshore, Castro, Hayes Valley, Nob Hill, Haight Ashbury, and the Marina. Many of these neighborhoods have concentrations of renters, historic buildings, and substantial numbers of rent controlled units.

Table 68 Total Eviction Notices and No Fault (OMI and Ellis) by Neighborhood.

Analysis Neighborhood	Total Eviction Notices		No Fault (OMI & Ellis)	
	Count	Percent	Count	Percent
Mission	4,376	10%	1,645	11%
Tenderloin	2,651	6%	31	0%
Sunset/Parkside	2,568	6%	1,254	9%
Outer Richmond	2,010	5%	960	7%
Lakeshore	1,933	5%	-	-
Castro/Upper Market	1,832	4%	783	5%
Hayes Valley	1,499	4%	356	2%
Nob Hill	1,291	3%	292	2%
Haight Ashbury	1,275	3%	540	4%
Marina	1,264	3%	514	4%
Excelsior	1,262	3%	483	3%
Bernal Heights	1,226	3%	585	4%
Pacific Heights	1,192	3%	380	3%

Noe Valley	1,177	3%	595	4%
South of Market	1,169	3%	151	1%
Bayview Hunters Point	1,128	3%	299	2%
Russian Hill	1,005	2%	380	3%
North Beach	1,003	2%	380	3%
Oceanview/Merced/Ingleside	896	2%	288	2%
Inner Sunset	895	2%	394	3%
Lone Mountain/USF	859	2%	355	2%
West of Twin Peaks	747	2%	339	2%
Outer Mission	736	2%	294	2%
Potrero Hill	663	2%	350	2%
Western Addition	645	2%	179	1%
Portola	502	1%	220	2%
Presidio Heights	475	1%	224	2%
Visitacion Valley	474	1%	175	1%
Inner Richmond	444	1%	215	2%
Chinatown	440	1%	97	1%
Twin Peaks	345	1%	103	1%
Glen Park	292	1%	154	1%
Other Neighborhoods	688	2%	165	1%
No Neighborhood	2,945	7%	1,152	8%
Total	41,907	100%	14,332	100%

Source: SF Open Data January 1997 – November 2020

*Note: Other Neighborhoods category combined neighborhoods where eviction data <1% of total, neighborhoods include: Financial District/South Beach, Golden Gate Park, Japantown, Seacliff, Treasure Island, Mission Bay, Presidio, McLaren Park, Lincoln Park

The No Eviction Without Representation Act of 2018 ("Prop F") established a policy that all residential tenants facing eviction have the right to full-scope legal defense. The Mayor's Office of Housing and Community Development Tenant Right to Counsel (TRC) program is intended to ensure that tenants receive legal representation in the case of an eviction, from start to finish, as well as counsel. Data for Full-Scope Representation shows that clients are predominantly of color (74%). Services are very evenly distributed between white, Hispanic/ Latino(a,e), Asian, and Black clients as well as clients of other races and ethnicities.

Figure 137 Full-Scope Representation Clients by Race (FY 2018-19, FY 2019-20)
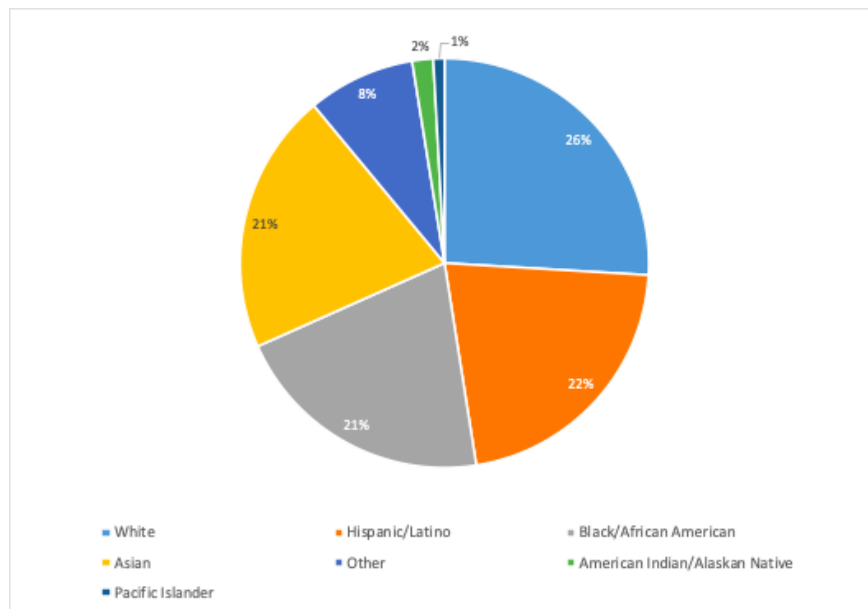
*Source: MOHCD; Total Full-Scope Legal Representation Clients = 3,073; *Note: percentages rounded to the nearest whole*

Full-Scope Representation clients are also predominantly extremely low (<30% AMI) and low income (>30-50% AMI). The majority of clients are Extremely Low Income (<30% AMI), making up 72% of Full-Scope Representation clients.

Figure 138 Full-Scope Representation by Income (FY 2018-19, FY 2019-2020)
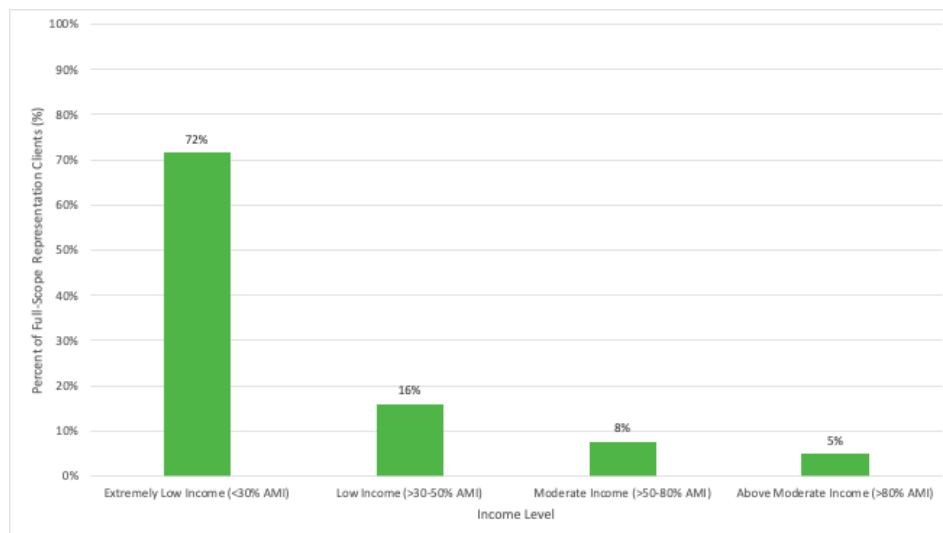
*Source: MOHCD; * Total Full-Scope Representation Clients = 3,073; *Note: percentages rounded to the nearest whole*

Tenant Counseling clients are predominantly people of color (77%). The representation of Hispanic or Latino(a,e) and Black people among Tenant Counseling clients may reflect the disproportionate need among these groups when it comes to eviction prevention. Hispanic or Latino(a,e) people represented 36% of clients, the largest client group represented, compared to representing 15% of the city's population. Additionally, the representation of Black clients was three times greater than the city's population (14% compared to 5%). Additionally, Black people represent 14% of clients compared to 5% of the city's population (Figure 139).

Figure 139 Tenant Counseling Clients by Race & Ethnicity (FY 2018-19, 2019-20)
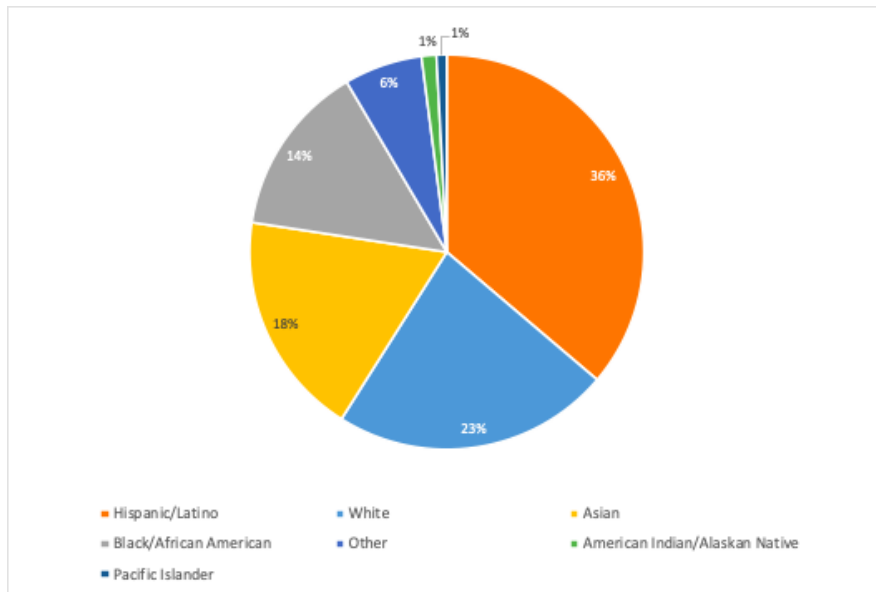
*Source: MOHCD: *Total Tenant Counseling Clients = 3,456; *Note: percentages rounded to the nearest whole number*

Like Full-Scope Representation clients, the majority of Tenant Counseling clients are Extremely Low Income (<30% AMI) or Low Income (>30-50% AMI), with clients being predominantly Extremely Low Income (78%).

Figure 140 Tenant Counseling by Income (FY 2018-19, FY 2019-20)
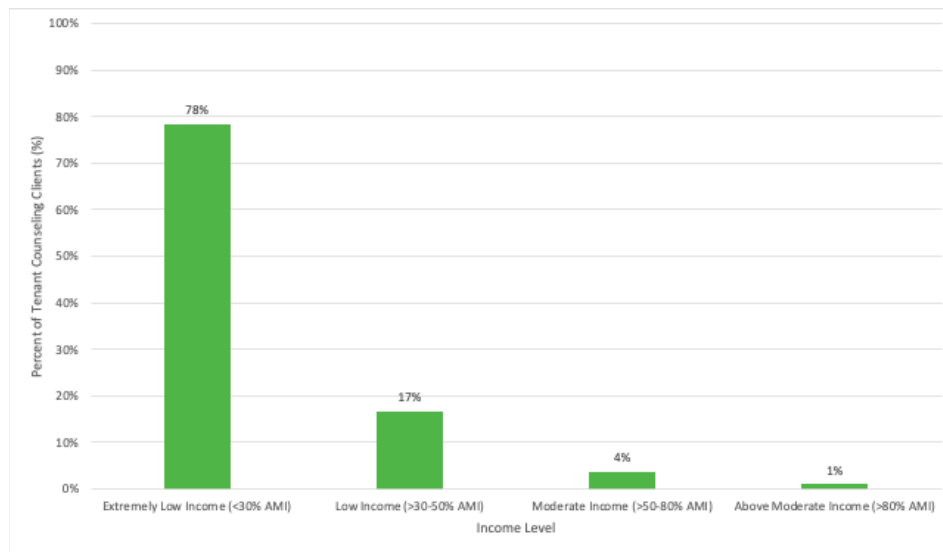
*Source: MOHCD; *Total Tenant Counseling Clients = 3,456*

Buyout agreements may be reached between landlords and tenants when a landlord wants to remove a tenant but may not have standing for eviction or may want to avoid eviction. The city has begun tracking buyout agreements. Neighborhoods with the highest number of eviction notices also tended to be neighborhoods where the highest number of buyouts occurred (Table 69). Similar to eviction notices, the Mission accounts for the most buyouts (12%) in San Francisco, followed by the Sunset/Parkside (8%), Castro/Upper Market (6%), and the Outer Richmond (5%).

Table 69 Renter Buyouts Agreements by Neighborhood

Buyout Agreements		
Analysis Neighborhood	**Total**	**Percent**
Mission	233	12%
Sunset/Parkside	152	8%
Castro/Upper Market	109	6%
Outer Richmond	104	5%
Pacific Heights	87	5%
Noe Valley	86	4%
Marina	79	4%
Haight Ashbury	77	4%
Hayes Valley	74	4%
Bernal Heights	70	4%
Russian Hill	63	3%
Excelsior	62	3%
West of Twin Peaks	62	3%
Nob Hill	54	3%
Western Addition	47	2%
Inner Sunset	46	2%
Lone Mountain/USF	44	2%
Outer Mission	44	2%

Potrero Hill	41	2%
Presidio Heights	40	2%
Bayview Hunters Point	37	2%
North Beach	36	2%
Tenderloin	34	2%
Oceanview/Merced/Ingleside	27	1%
Portola	26	1%
Inner Richmond	22	1%
Visitacion Valley	22	1%
Glen Park	19	1%
Chinatown	16	1%
Twin Peaks	14	1%
South of Market	12	1%
Other Neighborhoods	22	1%
Not Indicated	61	3%
Total	1,922	100%

Source: SF Open Data, March 2015 – December 2020

*Note: Other Neighborhoods category combined neighborhoods where eviction data <1% of total, neighborhoods include: Chinatown, Twin Peaks, South of Market, Seacliff, Japantown, Financial District/South Beach, Lakeshore, Mission Bay, McLaren Park, Presidio, Lincoln Park

Foreclosures

Figure 141 shows how high rates of foreclosure are concentrated in the southern and eastern parts of San Francisco. These areas commonly overlap with areas of the city that are lower income and communities of color.

Figure 141 Foreclosure rate by Census Tract (2018).
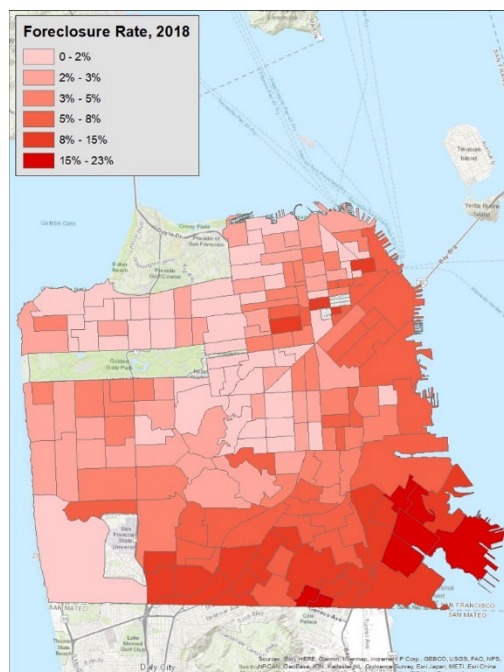
Source: ESRI. Note: Foreclosure rates refer to the rate of foreclosures as a percentage of total loans.

Assessment of Fair Housing Enforcement and Outreach

Compliance with existing fair housing laws and regulations

Federal and State laws related to fair housing prohibit discrimination in all aspects of housing access and provision. State laws also address segregation and access to opportunity. The main laws include:

1. **Federal Fair Housing Act of 1968:** This federal law prohibits discrimination in the sale, rental and financing of any housing or real estate-related transactions because of someone's:
   - Race
   - Disability
   - Color
   - National Origin
   - Religion
   - Familial Status (household with children under 18)
   - Sex

2. **California Fair Employment and Housing Act (Government Code, Title 2, Division 3, Part 2.8):** The California FEHA expands the Federal Fair Housing Act of 2018 by also prohibiting discrimination based on:
   - Medical Condition
   - Marital Status
   - Genetic Information
   - Source of Income
   - Sexual Orientation
   - Gender, gender identity, gender expression

   Discrimination is prohibited in all aspects of housing business, including, but not limited to:

   - Advertisements
   - Mortgage lending and insurance
   - Application and selection processes
   - Terms, conditions, and privileges of occupancy, including freedom from harassment
   - Public and private land-use practices including the existence of restrictive covenant

   Under FEHA, individuals with disabilities are entitled to reasonable accommodation in rules, policies, practices, and services and are also permitted, at their own expense, to reasonably modify their dwelling to ensure full enjoyment of the premises.

3. **Americans with Disabilities Act (ADA):** The ADA is a civil rights law that protects people with different types of disabilities from discrimination in all aspects of social life. More specifically, Title II of the ADA requires that all programs offered through the state and local government such as the City and County of San Francisco must be accessible and usable to people with disabilities, including housing programs.

4. **Affirmatively Furthering Fair Housing (Assembly Bill 686):** Signed in 2018, AB 686 mandates that State and local public agencies affirmatively further fair housing through deliberate action to explicitly address, combat, and relieve disparities resulting from past and current patterns of segregation to foster more inclusive communities. This law includes new requirements for the

Housing Element, which the Planning Department is implementing with the Housing Element 2022 Update. These requirements include an assessment of fair housing practices, an analysis of the relationship between available sites and areas of high or low resources, and concrete actions in the form of programs to affirmatively further fair housing. Compliance with these requirements is focused on replacing segregated living patterns with truly integrated and balanced living patterns and transforming racially and ethnically concentrated areas of poverty (R/ECAP) into areas of opportunity, as AB 686 mandates.

San Francisco has codified federal and state laws related to discrimination and fair housing issues in local legislation and expanded protections to fit local needs:

1. **Non-Discrimination in Housing, Employment and Public Accommodations (Article 33 of the San Francisco Police Code):** This local law states that it is the City's policy to eliminate discrimination based on race, color, ancestry, national origin, place of birth, sex, age, religion, creed, disability, sexual orientation, gender identity, weight or height within the City and County of San Francisco. Related to housing, per this Code it is unlawful for any person to do any of the following acts wholly or partially because of any of these protected classes:
   - To interrupt, terminate, or fail or refuse to initiate or conduct any housing-related transaction
   - To include in the terms or conditions of a housing-related transaction any clause, condition or restriction
   - To refuse mortgage lending, financing, and insurance; or to impose different conditions on such financing; or refuse to provide title or other insurance relating to the ownership or use of any interest in real property
   - To refuse or restrict facilities, services, repairs or improvements for any tenant or lessee
   - To make any advertisement on any aspect of housing-related transaction that unlawfully indicates preference, limitation or discrimination based on race, color, ancestry, national origin, place of birth, sex, age, religion, creed, disability, sexual orientation, gender identity, source of income, weight, or height

2. **Non-Discrimination based on HIV Status (Article 38 of the San Francisco Police Code**): This law determines that it is the policy of the City and County of San Francisco to eliminate discrimination based on the fact that a person has AIDS or any medical signs or symptoms related thereto. It provides the same protections as Article 33 for any housing-related transaction for people with a positive HIV status.

3. **Non-Discrimination in Housing against Families with Minor Children (Article 1.2 of the San Francisco Police Code):** This law declares unlawful to refuse to rent or lease, refuse to show a unit, print advertisement that discriminates against, or establish unreasonable rules for potential tenancy of a minor child or children, among others.

4. **San Francisco Fair Chance Ordinance (Article 49 of the San Francisco Police Code):** The Fair Chance Ordinance (FCO) regulates how conviction history can be used in housing decisions, including starting a tenancy or eviction. It only applies to affordable housing providers (not private housing). The FCO requires that an applicant's qualifications for affordable housing be determined *before* looking at conviction history, be provided information about FCO, and receive an individualized assessment of their conviction history later in the process. The FCO

also forbids certain questions related to conviction history and requires a specific procedure that must be followed whenever the FCO applies.

5. **Sanctuary City Ordinance (Chapter 12H of the San Francisco Administrative Code**): This ordinance declares that no department, agency, commission, officer or employee of the City and County of San Francisco shall use any City funds or resources to assist in the enforcement of Federal immigration law or to gather or disseminate information regarding the immigration status of individuals in the City and County of San Francisco unless such assistance is required by Federal or State statute, regulation or court decision. It protects immigrants living in publicly subsidized housing by prohibiting requesting information on immigration status or conditioning the provision of services or benefits by the City and County of San Francisco upon immigration status (except as required by Federal or State statue), or including questions on immigration status except those required by Federal or State statue.

6. **Nondiscrimination in Property Contracts (Chapter 12C of the San Francisco Administrative Code):** This chapter mandates that all contracting agencies of the City, or any department thereof, acting for or on behalf of the City and County, shall include in all contracts and property contracts a provision obligating the contractor not to discriminate on the basis of the fact or perception of that person's race, color, creed, religion, national origin, ancestry, age, sex, sexual orientation, gender identity, domestic partner status, marital status, disability or Acquired Immune Deficiency Syndrome, HIV status (AIDS/HIV status), weight, height, association with members of classes protected under this chapter or in retaliation for opposition to any practices forbidden under this chapter against any person seeking accommodations, advantages, facilities, privileges, services, or membership in all business, social, or other establishments or organizations, operated by that contractor, and shall require such contractor to include a similar provision in all subcontracts.

7. **Reasonable Modification (Planning Code Section 305.1):** This section of the San Francisco Planning Code provides a process for individuals with a disability to request a "reasonable modification" to their residential properties to eliminate any barriers to accessing their home. A request for "reasonable modification" may include changes that are not allowed under current Planning Code regulations or require a variance from the Planning Code. There are two processes available for requesting a reasonable modification: an administrative reasonable modification process and the standard variance process. The first applies for parking, access ramps, elevators, and additional habitable space and requires no hearing or public notice.

As evident by the myriad of local laws regarding anti-discrimination and fair housing, San Francisco has a strong legal basis to protect its residents from discrimination in all aspects of housing access. AB 686 expands San Francisco's responsibility to fair housing by providing a framework to address segregation, promote integrated patterns of living, and improve access to opportunity.

Locally, the San Francisco Human Rights Commission (HRC) handles intake and referral for fair housing inquiries. HRC's Discrimination Complaints Investigation and Mediation Division conducts investigation and mediation for housing discrimination complaints pursuant to local laws including Administrative Code Chapters 12A (Powers and Duties of HRC) and 12C, Police Code Article 33, Police Code Article 38, and Police Code Article 49. For many types of housing discrimination complaints, the California Fair Employment and Housing Act (FEHA) preempts local enforcement (see the next section for more information on preemption). In circumstances where state law preempts formal enforcement, HRC can

still provide a variety of important services including making referrals to appropriate advocacy organizations and state or federal enforcement agencies, offering mediation if the parties agree to participate, and researching or investigating the circumstances when possible to obtain evidence of discrimination or other pertinent information. HRC's Civil Rights Division also works with other City and County departments to address concerns related to fair housing with programs operated or funded by local government. More recently, HRC also initiated a fair housing testing program (see next section).

Fair Housing Enforcement and Outreach Capacity

There have been several important developments related to fair housing enforcement since San Francisco completed the last Housing Element in 2014:

1. FEHA Preemption of Local Enforcement

California's Fair Employment and Housing Act (FEHA) is a state civil rights law that prohibits many forms of discrimination in housing (as well as employment). The FEHA provides for enforcement by filing an administrative claim with the California Department of Fair Employment (DFEH), or by filing a lawsuit in court. The FEHA contains a provision [California Govt Code Section 12993(c)] stating: "it is the intention of the Legislature to occupy the field of regulation of discrimination in employment and housing encompassed by the provisions of this part, exclusive of all other laws banning discrimination in employment and housing by any city, city and county, county, or other political subdivision of the state." This provision has been interpreted to mean that DFEH is the only governmental body in California that may lawfully enforce the Fair Employment and Housing Act and local fair housing laws that duplicate or conflict with the FEHA cannot be enforced.

Twice in recent years, the California legislature has taken steps to review or reform FEHA's preemption provision. In 2017, the legislature passed SB 491, which would have clarified that FEHA's preemption did not limit the ability of a local government entity make referrals and assist complainants in filing with DFEH and also would have established an advisory group to study the feasibility of allowing local governments to enforce antidiscrimination statutes. Governor Brown vetoed SB491[82] but directed DFEH to study the subject and prepare a report to the legislature. DFEH's SB491 report issued in 2018 contains background information on FEHA preemption and a discussion of potential options for reform.[83]

In 2019, CA legislature passed SB 218, which would have allowed local enforcement of employment discrimination laws in Los Angeles County only. Governor Newsom vetoed SB218[84] citing concerns about confusion and inconsistency and inviting the Legislature "to come back with a measure that makes it clear that local enforcement measures are exclusively focused on local ordinances."

The City and County of San Francisco, represented by the City Attorney's office, helped to establish important precedent to clarify the scope of FEHA's preemption in the case of City and County of San Francisco v. Post.[85] In that case, the City and County sued because a real estate agent was refusing to accept housing subsidy vouchers, which fit the definition of 'Source of Income' discrimination under San Francisco's local law but not under the narrower definition in the FEHA at the time. The

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[82] https://leginfo.legislature.ca.gov/faces/billNavClient.xhtml?bill_id=201720180SB491
[83] https://www.dfeh.ca.gov/wp-content/uploads/sites/32/2018/12/SB491Report2018.pdf
[84] https://leginfo.legislature.ca.gov/faces/billTextClient.xhtml?bill_id=201920200SB218
[85] https://www.sfcityattorney.org/2018/04/12/herrera-wins-victory-low-income-tenants/

real estate agent argued that FEHA preempted the local law, but the California Court of Appeal decided that enforcement of the local 'Source of Income' ordinance was not preempted by FEHA in those circumstances, because the local law had a different scope and purpose. This precedent provides an example for how local jurisdictions in California can promote fair housing opportunity with innovative legislation, despite the limitations of FEHA preemption. However, it is worth noting that the FEHA definition of Source of Income was subsequently amended, effective in 2020, to expand its scope to essentially the same as that in San Francisco's ordinance. [86]

These developments suggest that there is some momentum to reform FEHA's preemption of local fair housing enforcement, but also that there are concerns about consistency of enforcement that will need to be addressed if the law is amended.

It is also worth noting that FEHA preemption does not preclude HRC from fair housing enforcement pursuant to San Francisco Administrative Code Chapter 12C, which applies to housing operated by contractors who receive funding from the City and County. HRC therefore focuses formal enforcement efforts on complaints involving housing operated by City contractors, while offering a variety of services (including intake and referral, mediation, and investigation when possible) for complaints against other housing providers.

2. Fair Housing Testing

Fair housing 'testing' refers to a variety of methods used to assess whether housing providers are complying with antidiscrimination laws. Testing typically involves having one or more people (who are not actually searching for housing) pose as prospective applicants or buyers for a housing opportunity. Testing may be designed to detect unlawful discrimination based on various protected characteristics, such as race, national origin, disability, or familial status. For example, a fair housing organization conducting a test for discrimination on the basis of race might separately instruct two people of different races to inquire about the same rental opportunity and compare their experiences to determine whether there was a significant difference in how they were treated by the housing provider. Fair housing testing may be either complaint-driven (conducting tests in response to a particular complaint to obtain evidence for enforcement purposes) or may be conducted as part of a survey or 'audit' to measure rates of compliance with fair housing laws in a particular area.

Fair housing testing is an important investigative tool because it can produce evidence of unlawful discrimination that would otherwise go unnoticed. People who are searching for housing will usually not know if the property manager who told them "Sorry, I just rented the apartment to someone else" was telling the truth or not. Without a point of comparison, there may be no reason to suspect discrimination; testing produces objective evidence that allows for meaningful comparison.

While it is possible for individuals to perform fair housing tests informally (for example, by asking a friend or relative to contact the housing provider separately), systematic testing is most often conducted by non-profit organizations operating with federal grant funding provided through HUD. In the past, some non-profits have operated fair housing testing programs in San Francisco;

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[86] https://leginfo.legislature.ca.gov/faces/billTextClient.xhtml?bill_id=201920200SB329#
https://www.dfeh.ca.gov/wp-content/uploads/sites/32/2020/02/SourceofIncomeFAQ_ENG.pdf

however, HRC is not currently aware of any other organizations actively conducting fair housing testing within the City and County of San Francisco. HRC has therefore created its own fair housing testing program. Findings for two 2021 audits are covered in the next section.

3. **California Fair Housing Regulations**

Prior to 2020, the FEHC had promulgated employment regulations under FEHA but not fair housing regulations. Effective January 1, 2020, the California Fair Employment and Housing Council (FEHC) promulgated the first set of Fair Housing regulations under the FEHA. These regulations provide detailed guidance and interpretation of the FEHA's provisions covering a range of topics including Harassment and Retaliation, Reasonable Accommodations for Disability, Consideration of Criminal History Information in Housing, Discriminatory Statements, and Discriminatory Effects. FEHC subsequently promulgated another set of Fair Housing regulations under the FEHA, effective January 1, 2022, covering several topics including Intentional Discrimination, Discriminatory Notices, Statements, and Advertisements, and Consideration of Income.

The existence of detailed formal regulations is greatly beneficial for HRC's efforts related to fair housing enforcement as well as efforts to educate and inform the community about fair housing laws. HRC staff have been studying these new regulations and will continue to monitor the development of Fair Housing regulations under the FEHA, both for guidance and to provide input for the FEHC on future proposed regulations.

4. **Limitations of Demographic Information on Residents of Subsidized Housing**

One of the challenges HRC has observed with regard to assessment of fair housing needs is that we have limited information regarding the demographic makeup of the resident population in City-subsidized housing.

Some demographic data is available through the U.S. Department of Housing and Urban Development (HUD), through HUD's Resident Characteristics Report.[87] HUD's report as of January 31, 2022, contains the following race data for residents of HUD housing in San Francisco and in California as a whole:

Racial Identity	% of San Francisco HUD housing residents	% of California HUD housing residents
White Only	33	65
Black or African American Only	45	27
American Indian or Alaska Native Only	1	1
Asian Only	11	5
Native Hawaiian/Other Pacific Islander Only	11	1
White, American Indian/Alaska Native Only	0	0
White, Black or African American Only	0	0

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[87] https://www.hud.gov/program_offices/public_indian_housing/systems/pic/50058/rcr

| White, Asian Only | 0 | 0 |
| Any Other Combination | 0 | 1 |

The HUD report also includes a separate categorization for ethnicity, as follows:

Ethnicity	% of San Francisco HUD housing residents	% of California HUD housing residents
Hispanic or Latino(a,e)	23	53
Non - Hispanic or Latino(a,e)	77	47

This data from HUD indicates that some groups constitute a higher percentage of the HUD resident population in San Francisco as compared to the rest of California (Black or African American, Asian, and Native Hawaiian/Other Pacific Islander), while other groups constitute a lower percentage in San Francisco (white and Hispanic or Latino(a,e)).

However, HUD's report contains information only on residents of HUD housing, and therefore does not include the residents of many of San Francisco's other affordable housing programs. As discussed above, FEHA Preemption limits the ability of local government to take fair housing enforcement action in many situations, but HRC does have the power to enforce Administrative Code Chapter 12C which pertains to City-funded contractors who operate housing facilities. For this reason, HRC's Civil Rights Division is collaborating with the Office of Racial Equity (ORE) and other departments including the Mayor's Office on Housing and Community Development (MOHCD) and the Department of Homelessness and Supportive Housing (HSH) to identify opportunities to improve demographic data collection.

5. Source of Income Discrimination

Source of Income discrimination has been an important and rapidly changing field in recent years, as described above with regard to FEHA Preemption and Fair Housing Testing. The demographic data available (such as from HUD's Resident Characteristics Report) indicates that the people who hold housing subsidy vouchers are disproportionately likely to be people of color. This data fits with HRC's observation in recent years that the vast majority of complaints involving Source of Income discrimination have been filed by people of color and/or immigrants, and mostly by Black women. The legal framework for Source of Income discrimination has shifted dramatically with regard to FEHA Preemption in recent years, first as a result of the Court of Appeal decision in the case of City and County of San Francisco v. Post, and then due to the amendment of the FEHA definition of Source of Income. In 2019 and 2020, HRC noticed a substantial increase in the number of formal complaints filed for Source of Income discrimination, nearly all involving Black families who alleged that they were denied housing opportunities because they had a Housing Choice Voucher. HRC issued several findings of probable cause in such cases while also mediating a number of cases that resulted in settlements. Additional cases involving discrimination on or after January 1, 2020, were referred to DFEH for enforcement and the complainants were encouraged to seek private counsel for legal representation. In 2020, HRC's Civil Rights Division conducted outreach to various community groups including tenant advocates and housing providers and hosted a series of

webinars to educate stakeholders on the changes in the laws applicable to Source of Income discrimination.

6. Dream Keeper Initiative

As part of the city's efforts to address a range of intersectional racial justice concerns, San Francisco created the "Dream Keeper Initiative" (DKI) in 2021. DKI was established to manage a process for reinvestment of funding in San Francisco's African American community. HRC is the core supporting department for DKI, which also includes participation from the Office of Economic and Workforce Development, the Mayor's Office of Housing and Community Development, the Department of Public Health, the Department of Children, Youth and their Families, the Office of Early Care and Education, the Department of Human Resources, the San Francisco Fire Department, and the San Francisco Arts Commission. To date, DKI has overseen the investment of nearly $60 million in grant funding, with more than half ($30.28 million) directed toward economic empowerment and mobility programs (detailed funding information is available at https://www.dreamkeepersf.org/funding). DKI represents a city effort to address many of the underlying economic obstacles that limit fair housing choice for San Francisco's African American community.

DKI is working to address several of the key indicators reported in the August 2020 status update, Investment of Funds to Support the Black Community in San Francisco Community Engagement/Input Status Update.[88] The report included several major concerns related to fair housing opportunity, including the following (page 8 of the report):

- African Americans have the lowest rate of homeownership in San Francisco at 31% and are the most likely to experience cost burden and severe cost burden as homeowners, spending greater than 30% or greater than 50% of their income, respectively.
- Black or African American individuals comprise 37% of the City's unhoused population, despite making up only 6% of the City's population as a whole.
- The Black population is the only racial group in San Francisco to consistently decline in every census count since 1970.
- Source of Income discrimination was identified as a particular area of concern due to a number of Black families filing complaints because housing providers had refused to accept subsidy vouchers (such as Housing Choice Vouchers, 'Section 8'). The vast majority of Source of Income complaints received by HRC in recent years have involved discrimination against people of color and immigrants.

7. African American Reparations Advisory Committee

The San Francisco Board of Supervisors passed an ordinance in December 2020 to establish the San Francisco African American Reparations Advisory Committee (AARAC). The AARAC advises the Board of Supervisors, the Mayor, the Human Rights Commission, and the public on the development of a San Francisco Reparations Plan to address discrimination and inequities in a range of areas including housing, education, transit access, and food security. The Committee is comprised of 15 appointed members who work across several subcommittees. The AARAC issued a report in December 2021 documenting past and continuing harms to the Black community in San Francisco, setting outreach

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[88] https://sf-hrc.org/sites/default/files/Reallocation-of-SFPD-Funding-Report-09-2020.pdf

and engagement priorities to obtain community input, and outlining key objectives for the Committee. [89] The December 2021, AARAC report includes key fair housing goals including increasing rates of Black homeownership and reimagining publicly subsidized homeownership programs to ensure wealth building opportunities. The report also indicates that the AARAC Policy Subcommittee is reviewing past reports and legislation to identify ways to strengthen enforcement of existing laws and build on the recommendations from prior studies and working groups.

8. Office of Racial Equity

In July 2019, the San Francisco Board of Supervisors passed an ordinance creating the Office of Racial Equity (ORE) as a means to address the history of structural and institutional racism in city government and the delivery of services to the public. ORE is authorized to create a citywide Racial Equity Framework, to direct Departments of the City and County to develop and implement Racial Equity Action Plans, and to analyze the disparate impacts of pending ordinances, as well as various other policy and reporting functions. The ORE legislation also requires that each City department designate employees as racial equity leaders to act as liaisons to ORE and requires the Department of Human Resources to assess and prioritize racial equity with the City's workforce. ORE monitors racial equity within the City's budget process, making recommendations on funding of departments should certain racial equity metrics not be met. ORE's work is intended to address and overcome many of the intersectional factors that have historically limited fair housing choice for people of color in San Francisco.

9. Racial Justice and Homelessness

Demographic information regarding San Francisco's homeless population reveals striking racial disparities. The 2019 Homeless Count and Survey Comprehensive Report found that 37% of San Francisco's homeless population were identified as Black or African American, compared to just 6% of the overall population in San Francisco, and 22% of the homeless population identified as Multiracial, compared to just 5% of the overall populations. The factors that result in homelessness often intersect with race discrimination and other forms of unlawful discrimination. For example, a Pew report in 2019 identified the practice of landlords refusing to accept housing subsidy vouchers as one of the factors that disproportionately affects people of color and results in overrepresentation in the population experiencing homelessness.[90] Since 2020, HRC has been researching the possibility of creating new legal protections to address these disparities.

As mentioned above, HRC's Civil Rights Division investigates and mediates complaints of discrimination and non-compliance in housing and public accommodation, as prescribed by City policy and jurisdiction. HRC's responsibilities include:

- Investigate and mediate discrimination complaints related to fair housing

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[89] https://sf.gov/sites/default/files/2022-01/AA%20Reparations%20Advisory%20Committee%20-%20December%202021%20Update%20FINAL.pdf

[90] 'A Pileup of Inequities': Why People of Color Are Hit Hardest by Homelessness, March 2019, https://www.pewtrusts.org/en/research-and-analysis/blogs/stateline/2019/03/29/a-pileup-of-inequities-why-people-of-color-are-hit-hardest-by-homelessness

- Investigate and mediate complaints of noncompliance with the [Fair Chance](#) and [Sanctuary City](#) Ordinances
- Engage stakeholders to resolve community disputes and issues involving individual or systemic illegal discrimination
- Provide technical assistance, information and referrals to individuals, community groups, businesses and government agencies related to human rights and social justice

HRC also fosters dialogue between the community and the local government, amplifies unheard voices, and provides training and guidance to housing providers regarding compliance with fair housing laws.

Although the Human Rights Commission cannot provide individual legal representation or legal advice or direct advocacy (be an advocate for a particular side while a case is under investigation), it does connect people to organizations that do. The Mayor's Office of Housing and Community Development actively funds some of these organizations to support outreach and enforcement (marked with a * below) on fair housing. Local organizations that provide advocacy and legal representation include:

- **American Civil Liberties Union (ACLU) of Northern California:** Advocacy and legal representation for fair housing matters; impact litigation
- **AIDS Legal Referral Panel*:** Advocacy and legal representation for people with HIV/AIDS
- **Asian Americans Advancing Justice - Asian Law Caucus***: Advocacy and legal representation for fair housing matters
- **Independent Living Resource Center of San Francisco**: Advocacy, information, and support services for people with disabilities
- **Legal Assistance to the Elderly*:** Provides legal services for people age 60+, and adults with disabilities
- **Open Door Legal*:** Legal services for fair housing matters within a particular service area

Other local organizations working on housing issues that intersect with fair housing include:

- **Homeless Advocacy Project*:** Provides legal services and supporting social services to individuals and families in San Francisco who are homeless or at imminent risk of homelessness, prioritizing individuals who have mental health disabilities
- **Housing Rights Committee*:** Provides information and counseling on tenants' rights
- **Causa Justa/Just Cause*:** Tenant counseling and case management
- **San Francisco Tenants Union*:** Tenant counseling
- **Bill Sorro Housing Program (BISHOP)*:** Tenant counseling and advocacy, and assistance with applications for affordable housing

Regional and State agencies and organizations that are active in fair housing in San Francisco include:

- **Bay Area Legal Aid*:** Advocacy and legal representation for fair housing matters
- **California Department of Fair Employment and Housing (DFEH):** California's Civil Rights enforcement agency, DFEH is responsible for enforcement of several state laws including the Fair Employment & Housing Act, The Unruh Civil Rights Act, Disabled Persons Act, and Ralph Civil Rights Act. It Investigates and mediates discrimination complaints and provides education and guidance on fair housing matters

- **Disability Rights California:** Advocacy and legal representation for fair housing matters affecting people with disabilities

Equally important to fair housing issues in San Francisco is the Mayor's Office on Disability (MOD). MOD is San Francisco's designated overall Americans with Disabilities Act Coordinator, in order for the city to be in compliant with ADA. MOD's mission is to ensure that every program, service, benefit, activity and facility operated or funded by the City and County of San Francisco is fully accessible to, and useable by, people with disabilities. MOD is responsible for overseeing the implementation and local enforcement of the City and County of San Francisco's obligations under the Americans with Disabilities Act (ADA) as well as other federal, state and local access codes and disability rights laws. Its staffing has extensive experience and knowledge of civil rights laws and architectural access standards including the Americans with Disabilities Act, Fair Housing Act, Sections 504 and 508 of the Rehabilitation Act, the Unruh Civil Rights Act, the Uniform Federal Access Standards (UFAS), and the California Building Code. The City and County of San Francisco is unique in the fact that in addition each City agency has a designated ADA Coordinator who serves as the liaison to MOD for ADA compliance. The Planning Department ADA coordinator ensures the Department enforces reasonable accommodation under the San Francisco Planning Code.

Findings, lawsuits, enforcement actions, settlements, or judgments related to fair housing or civil rights

HUD Fair Housing Complaints

HUD tracks Title VIII fair housing cases filed by their Office of Fair Housing and Equal Opportunity. The data gathered tracks violations filed for discriminatory acts on the bases of race, color, national origin, religion, sex, disability, familial status, and retaliation for filing a fair housing complaint. Figure 142 shows fair housing cases from January 1, 2006, to June 30, 2020 for the City of San Francisco. A single case may have multiple bases.

Between 2006 and 2020, the highest case numbers year after year had a disability basis, at an average of 29 cases per year. Race-based cases followed with an average of 12 cases per year. National origin-based cases averaged the lowest at 6.5 cases per year. Overall, San Francisco saw spikes in all its case types in 2012 and 2017 with dips in 2011, 2015, and 2020, which track years of economic booms and busts[91].

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[91] There is a potential for significant underreporting of discrimination cases and this data does not show cases that are reported to HRC.

Figure 142 HUD Complaints.

Source: US Department of Housing and Urban Development; https://catalog.data.gov/dataset/fheo-filed-cases
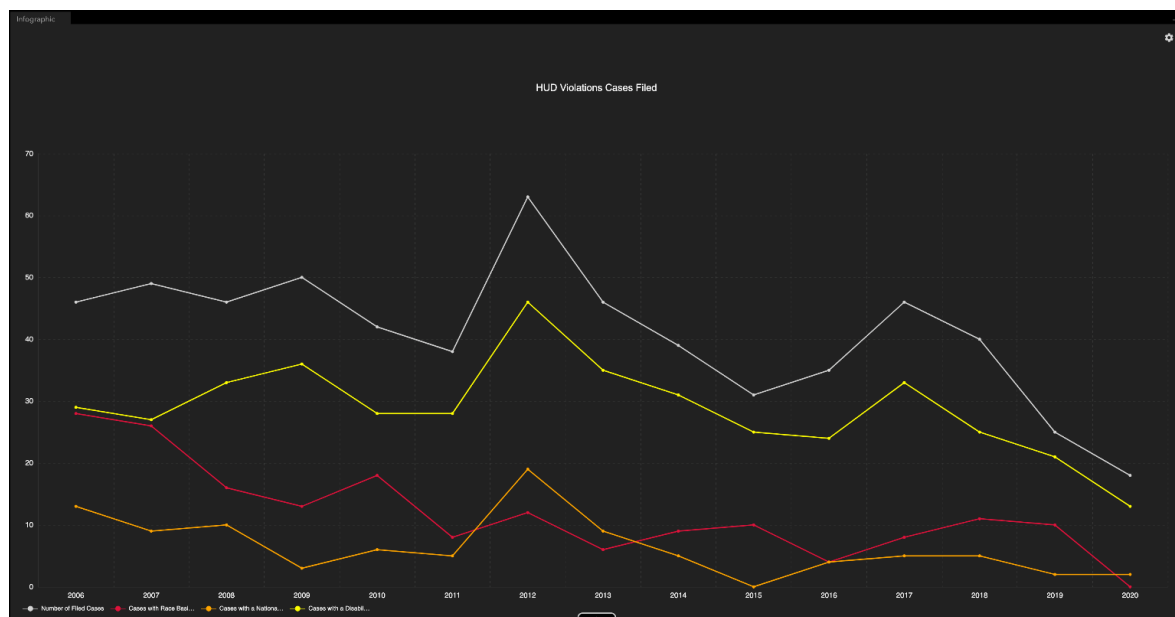
Note: In this analysis, the bases have been consolidated into cases with a race basis (red), cases with a national origin basis (orange), and cases with a disability basis (yellow). The white line represents the total number of cases filed.

HRC's Fair Housing Testing

In 2021, the Human Rights Commission conducted two fair housing testing audits, one focused on Source of Income discrimination and another focused on discrimination against people with disabilities who have an Emotional Support Animal (ESA). Each audit consisted of a series of paired tests in which two testers each contacted the same housing provider to inquire about an advertised rental housing opportunity in San Francisco. Housing providers were selected for testing from active online advertisements for units located in various neighborhoods throughout the city.

HRC's Source of Income testing audit resulted in 26 completed paired tests conducted by email. In each paired test, one tester asked if the housing provider would accept a 'Section 8' subsidy voucher, while the other tester did not mention anything about their Source of Income. The results of this audit showed that the tester who inquired about acceptance of a subsidy voucher received significantly less favorable treatment in 11 tests (42.3%), including 2 tests (7.7%) where the housing provider explicitly stated that they would not accept a subsidy voucher and 9 tests (34.6%) where the housing provider offered substantially more favorable treatment to the tester who did not indicate their Source of Income. There were also 14 tests (53.8%) where there was no substantial difference in treatment between the two testers, and 1 test (3.8%) with inconclusive results. In several of the tests where substantially different treatment was observed, the housing provider failed to respond at all to the inquiry regarding a subsidy voucher, but then did respond favorably to a later inquiry that did not mention a voucher. In one case, the housing provider told the tester who mentioned a subsidy voucher that they would not be able to show the unit for 'a couple of weeks' – then, less than 24 hours later, they told a tester who did not

mention a subsidy voucher that they could show the unit within the next 3 days. These examples illustrate the importance of paired testing; the majority of negative treatment observed in this audit could only be detected by comparison to another inquiry. While the housing providers who explicitly refused to accept a subsidy voucher indicated a clear violation of the applicable fair housing laws, the far more common form of discrimination observed in this audit was that the housing providers would simply ignore inquiries that mentioned a subsidy voucher. As discussed further below, Source of Income discrimination is particularly important due to its intersectional impacts.

HRC's Emotional Support Animal testing audit resulted in 25 completed paired tests conducted by email. In each paired test, one tester asked if the housing provider would allow them to have an Emotional Support Animal (ESA), while the other tester did not mention anything about animals. The results of this audit showed that the tester who inquired about an Emotional Support Animal received substantially less favorable treatment in 12 tests (48%), including 4 tests (16%) where the housing provider's response either explicitly refused to allow an ESA or indicated that unlawful conditions or restrictions would be imposed, and 8 tests (32%) where the housing provider offered substantially more favorable treatment to the tester who did not mention an ESA. There were also 9 tests (36%) that showed no substantial difference in treatment, and 4 tests (16%) with inconclusive results. As with the Source of Income audit, these results highlight the importance of paired testing, since the majority of negative treatment observed in this audit could only be detected by comparison to how another tester was treated.

The results of both the Source of Income audit and the Emotional Support Animal audit indicate that people with housing subsidy vouchers and people with disabilities who have ESAs face serious challenges when searching for housing, including both explicit rejections as well as less obvious forms of negative treatment. HRC's fair housing testing audits provide a foundation for further investigation and enforcement and establish a point of reference for future comparison. HRC continues to monitor the housing providers observed to have offered substantially less favorable treatment to the testers who mentioned having a subsidy voucher or an ESA in these tests. HRC will conduct additional testing if possible and may pursue enforcement action depending on the results.

Tracking Other Forms of Housing Discrimination
People of color are also more susceptible to predatory lending practices and discrimination in mortgage lending despite protections in place. Mortgage denial rates are the highest among American Indians or Alaskan Natives, Black people, and Hispanics or Latinos(es) (Figure 143). American Indians or Alaskan Natives and Black people are also the two racial groups whose population has declined in the city.

Figure 143 Mortgage denial rates by race (2017).
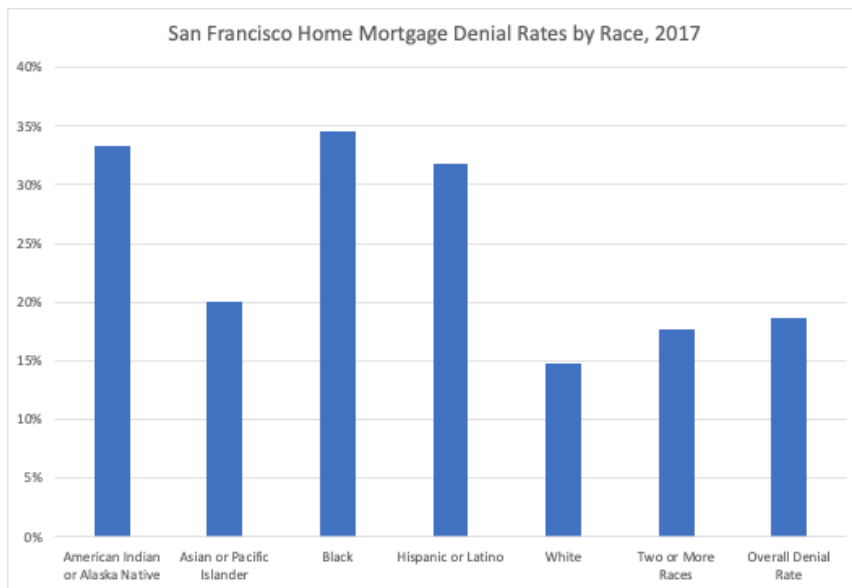
Source: HMDA, 2017

Spatially, the highest rates (>25%) of mortgage denials are found in the southern parts the city, corresponding to some of the lowest income neighborhoods in the city and areas with some of the highest concentration of people of color (Figure 144).

Figure 144 Map of House Mortgage Denial Rate (2017).
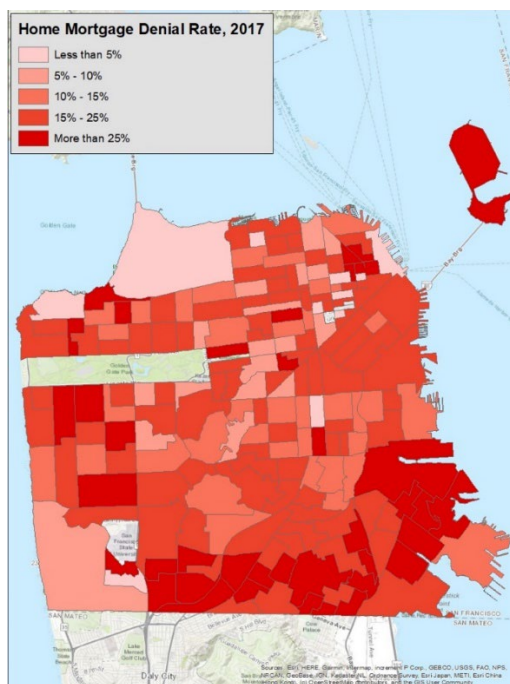
Source: Home Mortgage Disclosure Act, Loan/Application Records 2017
https://ffiec.cfpb.gov/data-publication/snapshot-national-loan-level-dataset/2019

V. Fair Housing Issues and Contributing Factors

AB 686 mandates the identification and prioritization of *Contributing Factors* to fair housing issues related to segregation, racially or ethnically concentrated areas of poverty, disparities in access to opportunity, and disproportionate housing needs within San Francisco, including displacement risk and segregated living patterns. These factors may be public or private policies, practices or procedures and they may be beyond the City's ability to control or influence but must still be identified as part of its affirmatively furthering fair housing assessment. Consistent with HCD and HUD's guidelines, the *Contributing Factors* below are identified based on the analysis included in this report, input from three phases of outreach and engagement for the Housing Element 2022 Update[92], and the analysis of the existing sites available for building new housing (See Site Inventory report). These *Contributing Factors* are central to the development of policies and actions of the Housing Element. References are included at the end of this section.

Displacement of residents due to economic pressures

Over the past decades the San Francisco economy has had a robust and polarized growth, with substantial increases in high- and low-wage workers. The increase in high-wage jobs and high-income households in San Francisco, combined with a limited production of affordable housing, has led to the displacement of low-income households and communities of color. The American Indian and Black populations have been the most significantly impacted, with both groups losing a significant share of their population in the past 30 years. Confronted with evictions, rising rents and home prices, and stagnant wages, these displaced populations have relocated to the streets and other parts of the region and the country. While specific population displacement data is not collected comprehensively, the analysis of population and housing trends and the assessment of fair housing in this report provides detailed data on the scale of potential displacement by race and ethnicity and geography. In addition to the quantitative analysis for San Francisco, the community engagement process recorded the severity of the displacement challenge particularly in the American Indian, Black, Latino(a,e), and Filipino communities, as well as seniors and people with disabilities, and the transgender and LGBTQ+ population through individual testimonies, community data, and community organizations' statements.

While San Francisco has invested significant resources in rental assistance and retention of housing affordability, the economic pressures are high and demand additional resources and strategies to appropriately address fair housing in the city. Some of the existing strategies such as rental assistance have proven to be effective and need to be expanded with additional resources. In addition, San Francisco will expand funding for the tenant right to council program, invest in expanding nonprofit capacity to address displacement both through tenant support and through the purchase of small sites properties. The City will also expand affordable housing production programs targeting American Indian and Black communities, and other racial and social groups underserved by affordable housing rental and ownership programs.

Impediments to mobility due to high housing costs

Lack of access to opportunity due to high housing costs is a significant contributing factor to ongoing racial and economic segregation in San Francisco. Communities of color, low-income households and

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special needs groups generally don't have access to areas with proficient schools, healthy environment, or good transportation or job access due to prohibitive housing costs. Most of the high and highest resource areas in the TCAC 2021 Opportunity Map (Figure 76) are low density residential zones that make the economics of developing permanent affordable housing or lower cost market rate housing in these areas hard. This also has an adverse effect for low-income seniors, people with disabilities and families with children that currently live in high-resourced areas, as economic pressures make it harder to stay and affordable housing alternatives are hard to come by.

To address this challenge, San Francisco will expand permanently affordable housing in higher opportunity areas with a target of building between 25% and 50% of new affordable housing within Well-Resourced neighborhoods in the next 16 years. Achieving this goal will require significant zoning changes to allow for multifamily buildings in corridors with accessible transportation to serve the needs of seniors and people with disabilities. Zoning changes need to be accompanied by inclusionary housing requirements that will help stabilize vulnerable communities and stronger tenant protections to ensure zoning changes do not displace current residents. The City will also fund a land bank to proactively acquire appropriate sites for larger multi-family residential buildings in targeted neighborhoods.

Lack of affordable and accessible housing in a range of unit sizes

Lack of affordable and accessible housing is a significant contributing factor in disparities in access to opportunity for seniors, people with disabilities, and families with children, who disproportionately experience housing cost burdens and overcrowding. Though federal and state law mandates that a percentage of affordable housing units be accessible for people with disabilities and that affordable housing buildings comply with general ADA requirements, there aren't enough accessible units to meet the need. While the city has been developing affordable housing for seniors, affordable units for seniors and people with disabilities aren't only insufficient, but unit sizes are generally not large enough to accommodate aides of live-in family members. Land values and construction costs have also limited the city's ability to develop a higher number of larger affordable housing units that would satisfy the needs of families with children, intergenerational families, and larger families in general.

In response, San Francisco will identify additional sources of funding for affordable housing to meet not only the City's Regional Housing Needs Allocation, but also the variety of needs in terms of unit sizes and accessibility. As San Francisco's population ages, there will be more need for senior and ADA compliant housing. The City will meet this growing need, in part, through development of additional affordable housing projects located along key transit corridors and through expansion of aging in place programs and ADU development. Families living in overcrowded conditions, especially in SROs will be prioritized for larger units and the City will prioritize funding for family sized affordable housing units in targeted neighborhoods that have higher concentrations of families with children.

Lack of public investment in specific neighborhoods, including services and amenities

Lack of public investment in specific neighborhoods is a significant contributing factor to the persistence of racially and ethnically concentrated areas of poverty. The assessment shows that these populations disproportionately live in less-resourced neighborhoods, areas of high segregation and poverty concentration, and within Priority Equity Geographies. While most of the affordable housing has been developed in these areas, lack of resources to maintain public housing, provide quality education, improve transportation access, remediate environmental issue and other investments that would improve economic and housing opportunities have been the direct result of disinvestment due to

discriminatory policy. Despite a lack of public investment, many of these areas are important ethnic and cultural enclaves where communities have created community-serving businesses, organizations, and facilities.

During outreach and engagement, members of these communities expressed a strong interest in remaining in their communities and identified structural factors as the root of the issues in their neighborhoods. This fair housing assessment shows that a significant increase in public investment in less-resourced neighborhoods and areas of high segregation and poverty concentration is crucial and urgent. For example, the City will expand rental assistance programs as well as extremely low and very low-income housing in Priority Equity Geographies and Cultural Districts, expand capital sources for critical community facilities as well as transportation and parks and dedicate a share of future affordable housing investment to these neighborhoods. Such an effort must give agency to the communities living there, amplify the assets the communities have already built, center their needs and ensure that the increased investments serve to stabilize and increase access to opportunity for these communities, and not to displace them.

Exclusionary land use and zoning laws

Current land use and zoning laws are a significant contributing factor to ongoing segregation and unequal access to opportunity. San Francisco has a long history of land use laws that explicitly and implicitly promoted racial segregation and current laws limit what type and how much housing can be built where, creating exclusionary conditions that limit who gets to live in each part of the city. Close to 70% of the land in San Francisco is zoned for no more than one-to-three-unit buildings and an additional 11% of land is zoned in a way that restricts density. Multi-family residential buildings tend to be more affordable because they benefit from economies of scale (being able to build more units on one lot); this is an important factor in the efficient use of limited funding for permanent affordable housing development. However, current land use and zoning laws do not allow for multiunit housing to be built in most of the high and highest resourced neighborhoods, thus constraining access to those neighborhoods for low-income communities, communities of color and special needs groups that depend on affordable and multi-family housing.

San Francisco will adopt a set of changes to land use and zoning laws in high and highest resource areas in order to open access to proficient schools, good transportation and employment access, and healthy environments to low-income communities, communities of color and special needs groups. These changes will be accompanied by strong tenant protections and inclusionary and affordable housing requirements that serve the specific needs of vulnerable groups already living there.

Admissions and occupancy policies and procedures, including preferences in publicly supported housing

Current federal regulations do not generally allow for preference programs for residents of permanently affordable housing built with federal funding. Despite this restriction, San Francisco has implemented a preference policy for non-federally funded projects. The policy targets those displaced by redevelopment, Ellis Act or owner move-in eviction, and for tenants whose apartment was extensively damaged by fire, as well as preferences for those living in the same neighborhood as the affordable housing development. However, federal regulations along with California Proposition 209, which bans institutions from affirmative action based on race, sex, or ethnicity, make it hard for the city to create preference programs for the communities of color most affected by homelessness, eviction and

displacement, such as the American Indian, Black, Latino(e) communities, or LGBTQ+ and transgender communities.

Current circumstances merit a regional effort to advocate for changes to federal and state law to better stabilize residents through preference programs. The City has a unique opportunity to revisit the requirement for specific strategies towards housing stabilization including these preference programs, so that they more effectively target the communities most in needs, such as the American Indian and Black communities, and those who have been harmed by past government discriminatory actions based on a reparations framework in order to redress the harms done to these communities

Community opposition

Community opposition to affordable housing and permanent supportive housing development has been a significant factor contributing to ongoing racial and economic segregation in San Francisco. San Francisco has a strong tradition of public involvement in policy discussions and City residents are very engaged in development issues. Both CEQA and the City's discretionary review process offer opportunities for communities to learn about how projects will impact them and provide input. However, certain communities have used these processes to halt affordable housing developments in high and highest opportunity areas with great economic impacts to the cost of these developments. In a recent example, a 100% Affordable Housing project proposed by the Tenderloin Neighborhood Development Corporation, has been delayed by at least a year due to community opposition. Opponents have expressed concerns about how the population to be served by the proposed project would negatively impact the existing neighborhood[93].

Community opposition to new shelters, supportive housing, and other programs for people experiencing homelessness is often significant. By-right zoning laws and CEQA exemptions can ease the legal challenges with opening these programs but does not change the community concerns and political challenges. Land use and zoning changes will streamline the development of permanently affordable housing, but efforts should be made to bring communities to a shared understanding of housing needs currently present in all areas of the city.

Contributing Factors and Actions Matrix

Identified Fair Housing Issue	Contributing Factor	Meaningful Action[94]
Disproportionate housing needs including displacement Risks	Displacement of Residents due to Economic pressures	1.b Fully fund the Tenant Right-to-Counsel program to match the need for eviction defense.
		1.e Dedicate sufficient rental assistance funding to cap rent payments at 30% of household income for SRO residents.

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[93] https://www.sfchronicle.com/sf/article/Supervisor-Mar-pushes-compromise-for-contested-16647322.php
[94] The numbering in this list indicates the number of the policy, followed by the letter of the action. Read the full Draft 3 Goals, Objectives, Policies, and Actions on the website: https://sfhousingelement.org/third-draft-plan.

		3.b Increase non-profit capacity-building investments to purchase and operate existing tenant-occupied buildings as permanent affordable housing in western neighborhoods, particularly for populations and areas vulnerable to displacement, and to support Community Opportunity to Purchase Act (COPA).
		21.d Increase funding to expand the services of community-based organizations and providers for financial counseling services listed under Policy 5, action (k), as well as tenant and eviction protection services listed under Policy 1, to better serve populations and areas vulnerable to displacement; tenant and eviction protection services include legal services, code enforcement outreach, tenant counseling, mediation, and housing-related financial assistance; expansion of such services should be informed by community priorities working with liaisons referenced under Policy 14, action (b).
Disparities in access to opportunity	Impediments to mobility due to high housing costs

Exclusionary Land use and zoning laws

Admissions and occupancy policies and procedures, including preferences in publicly supported housing

Lack of affordable and accessible housing in a range of unit sizes

Exclusionary Land use and zoning laws

Admissions and occupancy policies and procedures, | 3.b Increase non-profit capacity-building investments to purchase and operate existing tenant-occupied buildings as permanent affordable housing in western neighborhoods, particularly for populations and areas vulnerable to displacement, and to support Community Opportunity to Purchase Act (COPA). |
		19.a Build between 25% and 50% of the City's new permanently affordable housing within Well-resourced Neighborhoods within the next two RHNA cycles, implementing the zoning strategies of Policy 20, actions (a) through (d).
		19.c Create a funded land banking program to purchase sites that could accommodate at least 50 units on sites in Well-resourced Neighborhoods, such assets owned by religious institutions, parking on public land, or underutilized sites.
		20.b Increase the opportunity to create more small multi-family buildings by replacing lot-based unit maximum zoning controls with form-based residential or mixed-use zoning in Well-resourced Neighborhoods near transit.

	including preferences in publicly supported housing Lack of affordable and accessible housing in a range of unit sizes	25.d Pursue California Environmental Quality Act (CEQA) streamlining for projects through Community Plan Exemptions or by adopting Housing Sustainability Districts within Well-resourced Neighborhoods outside of areas vulnerable to displacement.
		15.c Evaluate increasing neighborhood preference allocation for Below Market Rate units in Priority Equity Geographies to better serve American Indian, Black, and other communities of color, if possible, per the Federal Fair Housing regulations, as informed by Policy 5 and underlying actions.
		28.a Identify neighborhoods with a higher concentration of low-income, immigrant, and rent-burdened families with children, such as Tenderloin, Mission, Chinatown, and/or SoMA, and allocate resources to increase permanently affordable housing that addresses their income and needs in those neighborhoods.
		28.d Establish criteria for family-friendly housing to support these projects through processes referenced in Policy 25, action (b). Such criteria can include development projects with substantially higher number of two- or three-bedroom units than required; that are affordable to a wide range of low- to middle-income households and meet the child-friendly design standards established in Policy 28, action (b).
Disparities in Access to Opportunity for Persons with Disabilities	Lack of affordable and accessible housing in a range of unit sizes	27.a Increase permanently affordable senior housing along transit corridors to improve mobility of aging adults and seniors, particularly for extremely- and very-low-income households including through expansion of Senior Operating Subsidies as referenced in Policy 5, action (j).
		27.c Create or support financing programs that support aging in place, including improvements to accessibility through home modifications or building ADUs, and supported by technical assistance programs referenced in Policy 26, action (c).

		27.d Implement new strategies to support and prevent the loss of residential care facilities, using the recommendations of the Assisted Living Working Group of the Long-term Care Coordinating Council, including business support services, as well as City-funded subsidies for affordable placement of low-income residents.
Racially and Ethnically Concentrated Areas of Poverty	Lack of public investment in specific neighborhoods, including services and amenities	1.d Provide a priority in the allocation of Direct Rental Assistance to populations and in areas vulnerable to displacement
		16.b Support developers of new permanently affordable housing developments in Priority Equity Geographies through dedicated funding from GO Bonds and other eligible funding sources to include affordable community serving uses such as grocery stores, healthcare clinics, or institutional community uses such as child-care facilities, community facilities, job training centers, social services as part of their ground floor use programming.
		22.b Dedicate funding within the 10-year Capital Planning process for permanently affordable housing in Priority Equity Geographies with a goal of building planned projects, while reaching the minimum targets in Well-resourced Neighborhoods as referenced in Policy 19, action (a).
		33.c Restore and improve transit service as identified in the city's Transit Strategy, particularly for essential workers, transit-dependent people, and in Priority Equity Geographies and Environmental Justice communities.
		17.b Prioritize Priority Equity Geographies in investments to improve transit service, as well as other community improvements to parks, streetscape, and neighborhood amenities, in coordination with the investments referenced under Policy 33, action (c).

Segregation and Integration	Community opposition	20.e Engage with communities living in Well-resourced Neighborhoods to nurture enhanced openness for all through educational material and community conversations that highlight how locating new housing and permanently affordable housing in every neighborhood can address historic inequity and injustice and build more vibrant neighborhoods that improve everyone's quality of life.
		25.d Pursue California Environmental Quality Act (CEQA) streamlining for projects through Community Plan Exemptions or by adopting Housing Sustainability Districts within Well-resourced Neighborhoods outside of areas vulnerable to displacement.
		25.h Prioritize Department's staff and resources to review Discretionary Review applications that are filed by tenants and those within Priority Equity Geographies and reallocate the Planning Department's staff resources from other Discretionary Review applications to support low-income homeowners with technical assistance as identified under Policy 26, action (c), using the Department's Racial and Social Equity Assessment tool.

Housing Element Update 2022

Sites Inventory and Rezoning Program

Draft March 2022

Table of Contents

Introduction

According to state Housing Element law, San Francisco must show that it has adequate land zoned to accommodate the entirety of its Regional Housing Needs Allocation (RHNA) for 2023 through 2030 of 82,069 units. The Draft Sites Inventory presents the City's inventory of land suitable for residential development, the methodologies used to identify these sites, additional methods for satisfying the RHNA allowed by state law including preservation of existing affordable housing and provides an analysis of how the inventory complies with Affirmatively Furthering Fair Housing (AFFH) requirements.

The Draft Sites Inventory estimates that San Francisco is short of sufficient sites to accommodate the RHNA by about 10,000 units and short capacity for 22,000 units to meet the target of 115% of RHNA encouraged by state law to ensure adequate sites over the 2023-2030 RHNA period. The Sites Inventory also shows that San Francisco's capacity to accommodate housing falls short of meeting AFFH targets. The number of units accommodated on sites in well-resourced areas identified for housing in the Inventory is substantially less than the 25% target described in the Housing Element. As a result of the lack of sufficient zoned capacity to accommodate the RHNA and buffer and to meet AFFH, the city will need to rezone to accommodate additional housing with a focus of adding low- and moderate-income housing opportunities in well-resourced areas through a variety of approaches include privately-funded mixed income development, 100% affordable housing, small multifamily developments, ADUs, and other approaches.

The Draft Sites Inventory is based on substantial analysis as well as input from a number of City agencies. The Draft Sites Inventory will continue to evolve based on additional analysis as well as feedback from the public and policymakers. While numbers presented here are not expected to change substantially, they are expected to change somewhat with additional analysis, information, and input.

RHNA Allocation

The RHNA provides housing targets for cities to plan for in their Housing Elements and to permit over the 8-year RHNA period. In addition to analysis of sufficient land zoned to accommodate their RHNA, cities must analyze constraints to meeting RHNA and propose policies to address them in their Housing Elements. Cities must also report the number of units permitted each year relative to RHNA to the State's Department of Housing and Community Development (HCD).

RHNA Allocation Process

HCD is responsible for determining the regional housing need for each regional Council of Governments, which is the Association of Bay Area Governments (ABAG) in the Bay Area.   The regional housing need is based on a forecast of population, households, and jobs developed by the California Department of Finance with input from regional agencies. New for 2023-2030, the RHNA also addresses existing needs such as housing cost burdens, overcrowding, and vacancy, which has increased the RHNA for the Bay Area and other regions. The total RHNA for the region for 2023-2030 is 441,190 units divided into income groups based on the region's current household distribution relative to Area Median Income (AMI) in the following categories: Very Low Income (up to 50% of AMI), Low Income (50-80% of AMI), Moderate Income (80-120% of AMI), and Above-Moderate Income (above 120% of AMI).

ABAG created an advisory Housing Methodology Committee (HMC) made up of elected officials, local staff, and advocates to study how to distribute the RHNA to the 108 jurisdictions in the Bay Area. The HMC recommended a methodology that was adopted by the ABAG Executive Board in January of 2021 and the final RHNA plan for allocations to cities were adopted by ABAG Executive Board were adopted in in December, 2021. The RHNA methodology must meet the following statutory objectives:

- Increasing the housing supply and mix of housing types, tenure, and affordability
- Promoting infill development and socioeconomic equity, protecting environmental and agricultural resources, and encouraging efficient development patters
- Promoting an improved intraregional relationship between jobs and housing
- Balancing disproportionate household income distributions
- Affirmatively furthering fair housing

San Francisco's 2023-2030 RHNA Targets

San Francisco's 2023-2030 RHNA of 82,069 is 19% of the regional total and is an increase of 184% compared to the prior RHNA. Most of the increase in San Francisco's RHNA is driven by the overall 135% increase in the regional number. A smaller percentage of the increase in San Francisco's RHNA is due to the RHNA methodology's emphasis on proximity to jobs and higher resource areas as well as the share of future growth projected in Plan Bay Area, the region's 30 long range transportation and growth plan. The City's RHNA would equal an average annual housing production of 10,259 units per year.

San Francisco 6th Cycle RHNA Allocation for 2023–2030		
Income Category	Number of Units	Percent of Total
Very Low Income	20,867	25.4%
Low Income	12,014	14.6%
Moderate Income	13,717	16.7%
Above Moderate Income	35,471	43.2%
Total Units	82,069	100.0%

The City's Housing Element is required to identify sufficient sites that are available and suitable to accommodate the RHNA by income level, or to identify a rezoning program to accommodate any shortfall. Sites identified to accommodate the lower-income units must meet specific criteria for lower income housing, including that the site be zoned for densities of 30 dwelling units per acre or greater. The lower-income portion of the RHNA includes the very low-income and low-income categories shown in the table above. The City is not required to physically construct the units; however, it must show that adequate zoning capacity exists and to show the sites where that capacity is located.

Planning for Sufficient Capacity to Ensure Adequate Sites Over Time
The State of California has Adopted a No Net Loss Law (Senate Bill 166), which requires sufficient adequate sites be available at all times throughout the RHNA period to meet the city's unmet housing needs for each income category. During the 8-year cycle, if sites are developed with a non-residential use, developed with a lower number of units at each income level than identified in the Sites Inventory, or rezoned, the city must demonstrate that there are adequate remaining sites in the inventory to accommodate the remaining RHNA Allocation. If the City finds there is insufficient remaining capacity at each income level, it would be subject to further rezoning requirements.

To ensure that sufficient capacity exists in the housing element to accommodate the RHNA throughout the period, HCD recommends that the city create a buffer in the housing element inventory of at least 15% more capacity than required, especially for capacity to accommodate the lower income RHNA. Jurisdictions can also create a buffer by projecting site capacity at less than the maximum density to allow for some reductions in density at a project level. The table below shows the target housing capacity for San Francisco based on providing a 15% buffer to the RHNA allocation.

San Francisco Target Capacity for Sites Inventory		
Income Group	RHNA Allocation in Units	115% Target Units Capacity
Very Low Income	20,867	23,997
Low Income	12,014	13,816
Moderate Income	13,717	15,775
Above Moderate Income	35,471	40,792
Total Units	82,069	94,379

Sites Inventory and Methodology

The Sites Inventory provides an assessment of land suitable and available for residential development to meet the City's RHNA at all income levels. The sites inventory is based on analysis of San Francisco's parcels zoned for residential land and is summarized in the table below. For the purposes of the sites inventory, very low- and low-income sites are assessed together because they have the same requirements in state law, including minimum density.

Summary of the Sites Inventory

The Sites Inventory is made up of three main categories discussed in more detail in the sections below:

- San Francisco's Residential Development Pipeline made up of housing development projects that have been proposed or that have already received Planning Department approvals but that have not received building permits. The pipeline includes large, multi-year, multi-parcel projects, as well as individual sites where privately financed housing or publicly funded affordable housing developments are proposed.

- Non- Site-Specific Means of Meeting RHNA based on recent trends, policies, and investments. The sites inventory includes a limited number of units that can reasonably be expected to be produced or preserved but specific sites are not identified. These include an estimate of Accessory Dwelling Units (ADUs) and acquisition of existing rental housing or hotels for permanent affordable housing and/ or supportive housing.

- Underutilized and Vacant Sites includes an analysis of units likely to be produced on parcels zoned for residential development and with reasonable likelihood of being developed. This analysis also includes parcels available for development as low-income housing that meet criteria of the Mayor's Office of Housing and Community Development (MOHCD) and the state for 100% affordable housing developments.

DRAFT Summary of Sites Inventory Analysis to Accommodate 2023–2030 RHNA				
	Lower Income*	Moderate Income	Above Moderate Income	Total Units
Total RHNA	32,881	13,717	35,471	82,069
Total RHNA with 15% Buffer	37,813	15,775	40,792	94,379
Development Pipeline Sites				
DAs/ Large Projects Entitled	5,496	1,941	18,246	25,683
DAs/ Large Projects Not Yet Entitled	1,718	272	3,220	5,209
Privately funded Developments (non-DAs)	1,278	845	11,220	13,342
100% Affordable Publicly Funded (non-DAs)	1,830			1,830
Affordable Preservation Rehab & Acquisitions	1,674			1,674
Non- Site Specific Means of Meeting RHNA				
SB 9		400	1,100	1,500
ADU estimate		1,800	200	2,000
Estimated Preservation Acquisitions	1,000	500		1,500
Underutilized and Vacant Sites				
Modeled Estimate of Units	1,138	1,1481	7,779	10,398
Sites meeting Low Income Criteria	8,688			8,688
Total Units All Sources	**22,820**	**7,239**	**41,764**	**71,824**
Deficit from RHNA with 15% Buffer	-14,993	-8,535	+973	-22,556

*Note: for the purposes of the sites inventory, sites to accommodate very low- and low-income units are assessed as part of a "lower income" category given shared sites requirements.

Residential Development Pipeline

A substantial portion of San Francisco's RHNA targets are likely to be met from the City's pipeline of approved and entitled residential development projects, including large projects covering multiple parcels, and projects awaiting approvals or building permits. Units counted toward the sites inventory from the Pipeline projects have been adjusted to more realistically reflect units likely to be delivered within the period of 2023-2030.

Development Agreements and Large Projects

San Francisco has approximately 19 development agreements (DAs) or other projects that sit on large sites, often made up of multiple parcels. DAs are specially negotiated by private developers and public agencies to allow new residential and commercial development in exchange for affordable housing, community benefits, new infrastructure, and designs for buildings and public spaces. DAs are often approved by a vote of elected officials or sometimes even directly by the voters. DAs represent a legal entitlement to build the specified housing, including affordable housing. Sometimes DAs involve public investment, including participation of the Office of Community Investment and Infrastructure (OCII- the successor to the former Redevelopment Agency which was dissolved in 2012) and MOHCD in more recent DAs. OCII and MOHCD will provide public funding to help construct affordable housing within some DAs in addition to funding provided by DA project developers.

Many already approved DAs are likely to be completed within the 2023-2030 RHNA period. Larger and more complex DAs, however, are not expected to finish or have most building permits issued by 2031. The units counted below are based on analysis of each DA's housing commitments by income level and discussion with City agencies working on the projects to assess units likely to be delivered over the RHNA period. A total of 25,683 units in DAs are likely from 2023-2030.

For HOPE SF projects that are rebuilding public housing on large sites around the city, replacement public housing units to be constructed as part of the developments are counted toward lower income units along with additional new affordable units, per RHNA Adequate Sites Alternative guidelines allowing up to 25% of the lower income RHNA to be met through substantial rehabilitation, conversion, and preservation of existing affordable housing.

Development Agreements and Large Project Units Anticipated 2023–2030 by Income

Project	Lower Income	Moderate Income	Above Moderate Income	Total Units
Mission Bay South and North	165	0	0	165
Hunters Point Shipyard Phase I	70	62	329	462
Transbay	610	156	374	1,140
Hunters Point Ship Yard Phase II/ Candlestick Point	523	324	3,288	4,134
Treasure Island	921	79	3,000	4,000
Parkmerced	426	0	2,414	2,840
Schlage Lock	126	126	1,427	1,679
5M	83	0	400	483
HOPE SF: Hunters View	0	0	246	246
HOPE SF: Potrero	364	0	617	981
HOPE SF: Sunnydale	587	0	575	1,161
Plumbers Union	7	0	238	245
Pier 70	365	119	1,129	1,613
Mission Rock	132	232	695	1,059
India Basin	120	143	788	1,050
Potrero Power Station	293	293	1,366	1,951
Balboa Reservoir	330	220	550	1,100
3333 California	186	0	558	744
UCSF Employee Housing by 2030	189	189	253	631
Total Units	5,496	1,941	18,246	25,683

In addition to already approved DAs, a number of publicly and privately owned sites are actively working with City agencies to negotiate development agreements. Based on discussion with the agencies involved, the sites inventory assumes that smaller, publicly owned projects will receive building permits for all units within the 2023-2030 period while larger projects are assumed to deliver a more limited amount of housing for a total of 5,209 units likely to be permitted by the end of 2030.

Development Agreements and Large Projects Not Yet Entitled Units 2023–2030				
	Lower Income	Moderate Income	Above Moderate Income	Total Units
Stonestown	293	147	1,026	1,465
Presidio Bus Yard	25	0	250	500
Potrero Bus Yard	250	0	250	500
Federal Job Corps (Treasure Island)	250	125	875	1,250
Freedom West	382	0	580	962
Plaza East	293	0	240	533
Total Units	**1,718**	**272**	**3,220**	**5,209**

Pipeline Projects (non-DAs)

In addition to the large projects discussed above, San Francisco's residential development pipeline includes many projects in various stages of the housing development process including projects that have received approvals from the Planning Commission and/ or Planning Department (not all projects require Commission approval) or projects that are awaiting Planning approvals or that have filed for a building permit. Projects in the pipeline range from the addition of a single unit to an existing building to new residential towers with hundreds of units. The pipeline includes both privately financed housing developments and publicly funded affordable housing developments.

Privately financed housing is assumed to be rented or sold at market rate and to primarily serve above moderate income households, however, privately financed projects of over 10 units or more must also meet inclusionary housing requirements to provide units at low and/or moderate incomes. The development pipeline of privately financed projects includes 13,342 units in different phases of the development process. The numbers of units have been discounted based on the rates of projects that are cancelled, expired, or withdrawn in each phase.

Pipeline of Privately Financed Housing Developments (non-DAs)				
Project Status	Lower Income	Moderate Income	Above Moderate Income	Total Units by Status
Building Permit Filed	321	612	4,191	5,124
Planning Approval	30	23	318	370
Planning Filed	927	210	6,711	7,848
Total Units by Income	**1,278**	**845**	**11,220**	**13,342**

MOHCD has 2,517 affordable units in the pipeline that have yet to be approved or permitted in addition to thousands of units in DA projects and projects that already have building permits or are under construction. Of the units in the pipeline, the majority, 1,830, are in new construction buildings while 1,674 are existing affordable units that need to be rehabilitated or existing buildings that will be acquired and converted to permanent affordability. Of these 1,674 units, 687 are in the current pipeline while the remainder would be preserved from properties currently listed as at-risk in the Needs Assessment portion of the Housing Element based on data from California Housing Partnership.

Pipeline of Publicly Funded Affordable Housing Production & Preservation (non-DAs)				
Affordable Project Type	Lower Income	Moderate Income	Above Moderate Income	Total Units
New 100% Affordable	1,830	0	0	1,830
Affordable Preservation, Rehabilitation, & Acquisitions	1,674	0	0	1,674
Total Units	3,504	0	0	3,504

Residential Development Pipeline Including DAs

Well-Resourced Neighborhoods
Anticipated DAs
Existing DAs
Affordable Pipeline
Private Mixed Income Pipeline
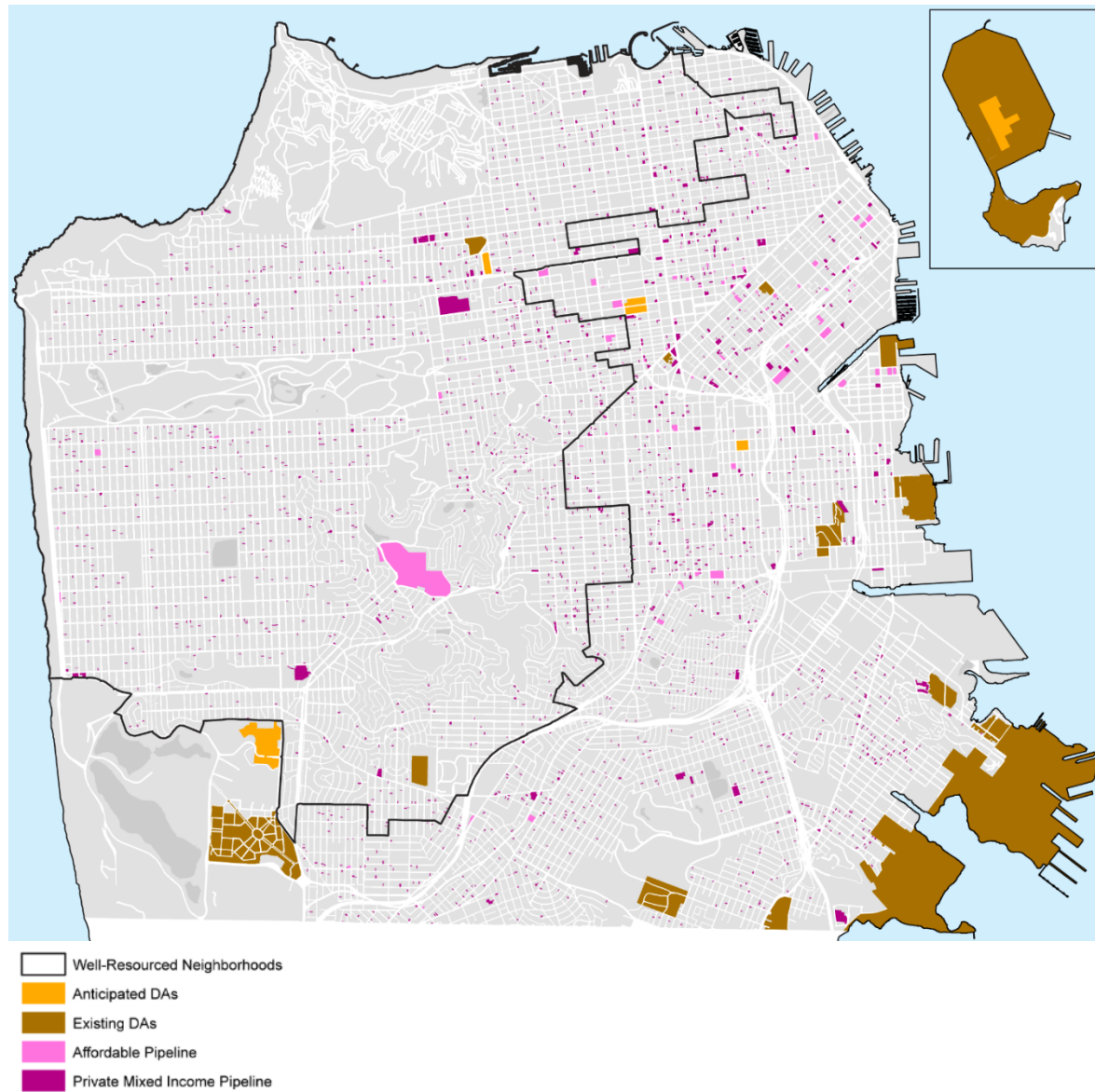
Non-Site-Specific Means of Meeting RHNA

State housing element law allows a limited portion of the RHNA to be met by expected production of ADUs and acquisition of existing housing and conversion to permanently affordable homes. Production of units through these methods are not tied to specific sites but rather based on trends of ADU production as well as policies to support ADUs. Similarly, assumptions for acquisition and conversion of existing housing to permanently affordability can be based on policies, investment, and past trends.

SB 9 Duplexes / Lot Splits

Since the passage of SB 9, the Department has received ten applications with nine as one to two unit increases and only one lot split leading from one to four units. The UC Berkeley Terner Center SB 9 Impacts Report[1] anticipated that San Francisco would add approximately 8,500 units as a result of this regulatory change and Department is much less optimistic given a recent analysis conducted with development consultants[2] demonstrated a very low feasibility and San Francisco's lot configurations are not ideal. The majority of parcels in areas of single-family zoning on long and narrow with short sides adjacent to the public right of way and mostly include lot line to lot line development patterns. The most functional way to split these lots would be front to back to provide practical proportions for living units which requires an easement and one hour-rated corridor to be built through the front unit. Given these greater challenges and the duration of the anticipated RHNA cycle, plus the types of current permits being seen that increase unit density from one to more under current zoning, the City anticipates closer to 1,500 units arriving as a result of SB 9.

Accessory Dwelling Units (ADUs)

Past trends show 175 ADUs built or legalized per year from 2017 through 2020. ADU production had been increasing each year from 2017 through 2019 but had dropped slightly from 2019 to 2020. The Covid-19 pandemic and resulting economic uncertainty and softening of the rental market are likely to have affected ADU production. Recent state laws to further enable ADUs as well as local proposals to help existing homeowners build ADUs could help bolster production. Based on these assumptions, 250 ADUs per year are estimated to be produced over the 2023-2030 period in variety of existing buildings from single family homes to multifamily rental buildings. Based on analysis and guidance from ABAG/MTC, 90% of ADUs are assumed to be affordable at moderate incomes and 10% affordable at above moderate incomes.

Acquisition and Conversion to Affordable Housing

Facilitated by local, state, and federal funding and policies, in recent years San Francisco has been acquiring existing rental housing, hotels, and motels for conversion to permanently affordable housing and supportive housing for the formerly unhoused. The City's Small Sites Program has funded the acquisition of hundreds of rent-controlled units primarily occupied by low- and moderate-income renters to preserve these rental units as permanently affordable housing. This program is bolstered by the Community Opportunity to Purchase Act (COPA) that gives tenants and nonprofit affordable housing organizations first right of refusal to purchase rental housing that is put up for sale. The City has

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[1] https://ternercenter.berkeley.edu/wp-content/uploads/2021/07/SB-9-Brief-July-2021-Final.pdf

[2] https://sfplanning.org/senate-bill-9#:~:text=Summary%20of%20SB%2D9%20Financial%20Feasibility%20Analysis

expanded the Small Sites program to bigger buildings including SRO (single room occupancy) buildings. The State of California's Home Key program has funded the acquisition of hundreds of housing units and hotel and motel rooms for permanent supportive housing units for formerly unhoused people, with hundreds more units planned. Given these local and state funding programs and policies, it seems likely that acquisition and conversion of approximately 100-200 existing housing units per year will continue for the foreseeable future.

Underutilized and Vacant Sites

With the residential development pipeline, including DAs and large projects, expected to accommodate about half of the RHNA and a significantly smaller share of the RHNA accommodated through non-site-specific means such as ADUs, the remainder of the RHNA must be accommodated on underutilized or vacant sites. Changes to State Housing Element law (particularly AB 1397 passed in 2017) have strengthened requirements that sites included in the inventory be realistically assessed for their development potential within the 8-year RHNA planning period. When the sites inventory includes more than 50% non-vacant sites, existing uses are presumed to impede development unless substantial evidence is provided that the use is likely to be discontinued. In San Francisco nearly all land available for residential development is not vacant and the approach to assessing development potential to accommodate RHNA must realistically address this fact. While San Francisco has ample examples of non-vacant sites redeveloping as housing, the methodology used to identify realistic development potential must consider factors such as existing uses, past development trends, market conditions, and other factors relevant to whether sites can realistically be redeveloped.

Modeling Housing Production on Underutilized and Vacant Sites

In order to estimate the impact of housing policies and market conditions on the extent and location of new housing development in San Francisco, the Planning Department had contracted with Blue Sky Consulting Group (Blue Sky) to conduct an analysis of San Francisco housing development trends as part of the Housing Affordability Strategies (HAS) project completed in 2020. Blue Sky analyzed housing development during the period from 2001-2018, examining the relationship between the extent of multifamily residential housing development and economic and parcel-specific factors that may influence the likelihood of development.

The results of this analysis comprised the basis for a simulation model which uses information about the characteristics of each of the approximately 150,000 parcels in the city together with data on previous housing development and market conditions to estimate the likelihood of multifamily housing development. Specifically, the model estimates the likelihood of development based on several key explanatory variables, including housing prices, construction costs, site specific land use and zoning, and the "development potential" of individual sites measured as the ratio of potential building size to current size. Using these variables, the model allows for development of estimates of the number of units that are likely to be built based on current zoning and economic conditions as well as in response to policy changes. This model also offers a comprehensive way to estimate the probability of housing development on parcels in the city based on both parcel characteristics and current economic trends, addressing requirements that the analysis of non-vacant sites realistically assess housing capacity.

Methodology

The housing market analysis was conducted using a logistic regression in which the likelihood of market-rate multifamily housing development (the dependent or outcome variable) was estimated based on a series of independent (explanatory variables), including construction costs, housing prices, and parcel-specific characteristics including contemporaneous zoning category, current residential use or historical designation, current permissible building size (envelope), and development potential (ratio of permissible to existing building size). Results of the regression analysis are presented in the table below, which shows that each of the key explanatory variables was highly statistically significant. Most importantly, these results show that changes in construction cost or development potential have a statistically significant association with the likelihood of development, allowing for use of these variables in developing a simulation model to estimate likely development for specific parcels or in response to specific policy changes.

To develop the simulation model results, a baseline scenario was developed in which the number of likely units to be developed over time was estimated based on specified baseline economic conditions and current zoning[3]. Large project areas, such as Treasure Island or Mission Bay, were modeled separately by Planning based on the specifics of the development agreements covering these projects. The number of (non-inclusionary) affordable units and accessory dwelling units were also estimated by Planning separately from the simulation model.

Data Sources

In order to conduct this analysis, data for each of the more than 150,000 parcels in the City was collected from Planning. In addition, data was collected on each of the multifamily residential projects completed anywhere in the city during the study period. For each parcel, information was collected regarding the existing land use, zoning, and the potential for future development (i.e. the ratio of allowable building size to current building size). Where factors have changed over time (for example with respect to zoning) data was collected for each year, 2001 - 2018. To create the development potential variable, a potential building envelop measure was constructed for each parcel in each of the model years. This variable used information about parcel area, setbacks, density limits, and maximum allowable building height to construct the measure used in the regression model. In addition, information about housing prices and construction costs were included in the model data set for each of the study years.

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[3] Note that the model and results presented in this report do not reflect any impact from SB 9 or other housing related state or local legislation enacted since 2020

Regression Analysis Results

Explanatory Variables – Descriptions	Values for Selected Model	
	coeff	Prob>Chi Sq
Intercept	(10.2835)	0.0000
Parcel has Historic Status (Dummy Variable)	(0.5213)	0.0000
Parcel has Existing Residential Use (Dummy Variable)	(1.1345)	0.0000
SF Housing Price Index (Zillow), Real	0.0511	0.0000
Federal Reserve Multifamily Housing Index, Real	(0.0391)	0.0000
Potential Building Envelope in 1000 sq ft	0.0007	0.0199
Potential Building Envelope / Existing sq ft	0.0763	0.0000
Zoning Dummy Variables:		
Zoning = Office/Commercial	3.2714	0.0000
Zoning = Density Restricted Multifamily	2.7671	0.0000
Zoning = Form Based Multifamily	3.6281	0.0000
Zoning = Industrial / Production, Distribution & Repair	2.2291	0.0000
Zoning = Public/Open Space	(1.4265)	0.1561
Zoning = Redevelopment Area	3.6509	0.0000
Zoning = Residential 2-Family (2 Units per Lot)	1.3510	0.0000
Zoning = Residential 3-Family or Residential Mixed-1 (1/800 sqft)	1.4429	0.0000

Note: Omitted zoning variable is RH1 (Residential Single Family); coefficients shaded in yellow are statistically significant at the 95 percent level.

Model Estimate of Units

The regression-based model provides an estimate of probable units that would be produced over time given the characteristics of each parcel and broader economic trends and conditions. While the model provides a parcel-level estimate of units to be produced, the results are not to be understood as an expectation of specific yield but rather in aggregate as presented below. There are no units estimated for the majority of parcels in the city, typically because the zoning allows no more units beyond what exists today or does not allow housing at all. As described in the prior section, non-site-specific assumptions on ADUs account for the fact that residential property owners can add ADUs even when additional units are otherwise not allowed. For the remainder of parcels where housing is allowed, the model estimates the likely number of units based on the regression results, calculated as the probability of development for the site multiplied times the maximum number of units allowed on that site. Model estimates mostly align with intuitive expectations. For example, larger sites with no existing structures or small existing structures and where greater numbers of housing units are allowed are likely to have more estimated units in the model. The model results may also indicate parcels that would appear to have little probability of adding housing having a fraction of a unit estimated for that parcel, reflecting the small probability of housing production based on the regression analysis.

Planning has used the model results to estimate that 10,398 units are probable through privately funded housing development over the RHNA period on parcels available for residential development in the city and not already accounted for in the residential development pipeline. This number of estimated units represents 50% of the total cumulative estimate for these parcels over the 30-year time horizon originally analyzed for the HAS. Given that more sites will be available in the earlier part of the timeframe overlapping with the 2023-2030 RHNA and that the model analysis did not account for increased use of

State Density Bonus, or the impact of SB 9 and other housing related legislation passed since 2020, the assumption of a higher rate of production during the RHNA period is reasonable.

The model developed by Blue Sky and Planning offers a more realistic approach to estimating capacity for RHNA than has been used in the past. Of the 10,398 units estimated from the model, 1,138 units are estimated to be low income and 1,481 are estimated to be moderate income based on estimates of inclusionary units produced as part of these developments. The moderate income estimates also reflect requirements of AB 725 that sites at specified densities be counted toward up to 25% of moderate-income unit capacity.

Sites Meeting Local and State Criteria for Low Income Sites

For underutilized and vacant sites to accommodate the lower income RHNA, San Francisco Planning conducted additional analysis on potential sites that met criteria provided by MOHCD, the primary local funding agency of 100% affordable housing for lower income residents. This analysis also reflected state policies such as State Density Bonus law that allow for greater densities for 100% affordable housing developments within a half mile of high-quality transit as well as up to three additional stories than allowed by local zoning. MOHCD's criteria emphasizes large enough sites (typically at least 10,000 square feet) with sufficient height allowed to achieve a critical mass of units that will make development more cost effective and competitive for state and federal funding, including Low Income Housing Tax Credits (LIHTC) and Private Activity Bonds (PAB).

Planning conducted an analysis of sites that were underutilized relative to a potential 100% affordable housing development meeting MOHCD criteria and leveraging potential state policies. A portion of these sites are public or nonprofit owned sites that could accommodate lower income housing. Very large sites, both public, nonprofit, or privately owned were broadly excluded except to the degree that a limited portion of the sites, for example a parking lot, could accommodate a building with a footprint of at least 10,000 square feet. To provide a more realistic accounting of sites to accommodate lower income RHNA, Planning assumed only 50% of estimated capacity on selected sites would actually be available to accommodate the RHNA. Planning also prioritized selection of sites in well-resourced areas, (shown in blue on the map below and discussed more detail in the following section), for sites to accommodate lower income housing. Sites meeting these criteria were estimated to yield 8,688 units when assuming 50% capacity.

Total Capacity on Underutilized and Vacant Sites and Shortfall Relative to Target

Combined, the analysis of underutilized and vacant finds capacity for just over 19,000 units across income levels. Combined with sites from the residential development pipeline and non-site-specific means of meeting RHNA, residential capacity is estimated at nearly 72,000 units. This falls short of target capacity by 22,500 units, specifically in sites to accommodate low and moderate income units. While the analysis presented in the Draft Sites Inventory will continue to evolve, all indications are that the city will need a rezoning to accommodate its RHNA targets and this is discussed more in the Rezoning program section of this document.

Analysis of Underutilized and Vacant Sites Capacity

Modeled Probability of Units
- < 1.000
- 1.001 - 4.000
- 4.001 - 20.000
- 20.001 - 100.000
- > 100.000

- Public and Private Potential Low Income Sites
- Well-Resourced Neighborhoods
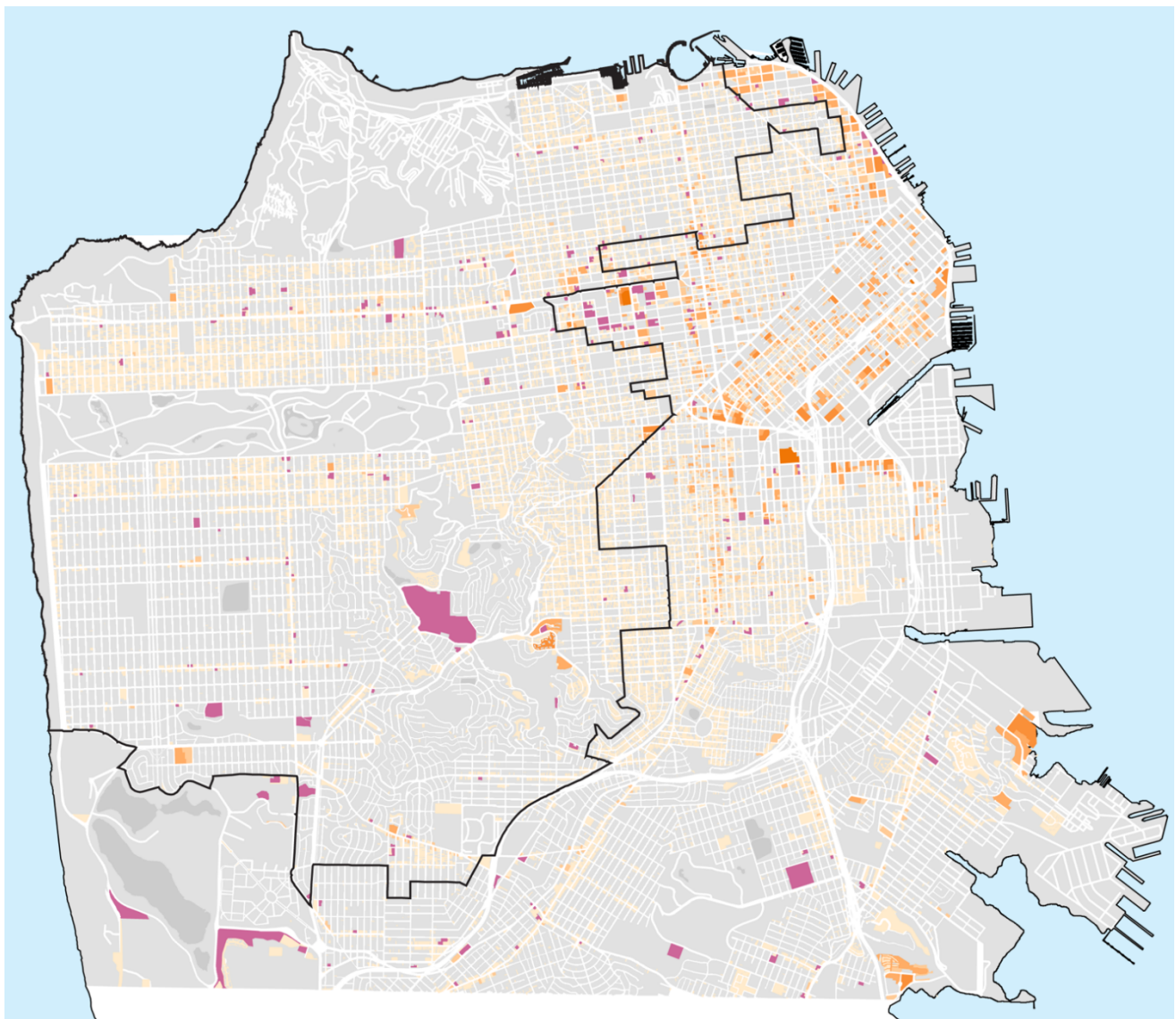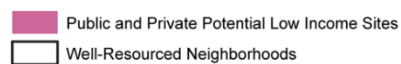
Affirmatively Furthering Fair Housing and Sites in Well Resourced Areas

The Sites Inventory, along with other portions of the Housing Element, must include analysis and determination of consistency with Affirmatively Furthering Fair Housing (AFFH) requirements as set forth in Assembly Bill (AB) 686. AFFH means:

Taking meaningful actions, in addition to combating discrimination, that overcome patterns of segregation and foster inclusive communities free from barriers that restrict access to opportunity based on protected characteristics. Specifically, affirmatively furthering fair housing means taking meaningful actions that, taken together, address significant disparities in housing needs and in access to opportunity, replacing segregated living patterns with truly integrated and balanced living patterns, transforming racially and ethnically concentrated areas of poverty into areas of opportunity, and fostering and maintaining compliance with civil rights and fair housing laws. (Government Code Section 8899.50(a)(1))

In order to comply with AFFH requirements, the Sites Inventory must identify sites to accommodate housing development throughout the City in a manner that affirmatively furthers fair housing opportunities. HCD has advised that this means that sites identified to accommodate the lower-income portion of the RHNA should not be concentrated in lower-resource areas as defined by the State's Opportunity Map which assesses each census tract in the state based on key metrics linked to well-being and life outcomes, particularly for children, including education, employment, income, health, and environmental indicators. Sites identified to accommodate the lower income RHNA must be distributed throughout the community in a manner that affirmatively furthers fair housing, for example in well-resourced areas.

The Draft policies proposed by the Housing Element include a target that 25-50% of housing, particularly housing affordable at low- and moderate-incomes, be built in the well-resourced neighborhoods which cover half the city as shown in previous maps. Increasing housing production, particularly affordable housing production, to at least 25% in well-resourced areas will be an important change since 2005 only 10% of all housing produced in San Francisco, including affordable housing, has been in these areas.

Unfortunately, as shown in the table below only 12% of all housing units, 14% of low-income housing units, and 12% of moderate-income housing units are accommodated on sites in well-resourced areas. This will not allow the city to meet its AFFH targets. This result is since few of the sites available to accommodate units are in the well-resourced areas, as shown in maps of both the residential development pipeline and the underutilized or vacant sites. Part of why few sites are available in well-resourced areas is that zoning is restrictive of additional housing, particularly the multifamily housing that is more likely to prove units affordable to low and moderate income people. Given the overall shortfall of capacity to accommodate RHNA as well as the low percentage of units accommodated in well-resourced areas, the city will need to rezone to accommodate more housing- particularly to allow multifamily housing that will provide housing affordable at low and moderate incomes.

Analysis of Sites Capacity in Well–Resourced Areas				
	Lower Income	Moderate Income	Above Moderate Income	Total Units
Development Pipeline Sites				
DAs/ Large Projects Entitled	516	220	1,108	1,844
DAs/ Large Projects Not Yet Entitled	250	0	250	500
Privately funded Developments (non-DAs)	204	81	1,991	2,276
100% Affordable Publicly Funded (non-DAs)	503	0	0	503
Affordable Preservation Rehab & Acquisitions	10	0	0	10
Non- Site Specific Means of Meeting RHNA				
SB 9	0	0	1,200	1,200
ADU estimate	0	900	100	1,000
Preservation- Acquisitions	500	250	0	750
Underutilized and Vacant Sites	0	0	0	0
Modeled Estimate of Units	85	418	908	1,410
Sites meeting Low Income Criteria	3,370	0	0	3,370
Total Units on Sites in Well-resourced Areas	**5,437**	**1,869**	**5,557**	**12,863**
Percent of RHNA target of 115%	**14%**	**12%**	**14%**	**12%**

Housing Element Implementation

Rezoning Program

Purpose

According to the Housing Element Update 2022 Draft Sites Inventory analysis, San Francisco does not have enough sites to meet the City's Regional Housing Needs Allocation for 2023-2031 (RHNA) overall and in specific categories of low income and moderate-income units. The City would also be below 25% of buffered RHNA targets for low-income housing units in Well-resourced neighborhoods (as described above in the Sites Inventory), a proposed Housing Element policy to address Affirmatively Further Fair Housing (AFFH). Well-resourced neighborhoods are areas of the city with high and higher opportunity resources as defined by the State's Tax Credit Allocation Committee (TCAC) map.

Given the housing need and State requirements, this report puts forward a strategy for rezoning that will address this shortfall. This draft will identify areas, not specific sites, which will be determined after further study and included in the final Housing Element Sites Inventory analysis. Along with a list of suitable sites, final regulatory changes will also include proposed changes to density limits and heights, confirmation of residential uses, determination that there is necessary infrastructure, and other process improvements and incentives that would enhance availability for site development and housing that will address income levels. The Rezoning Program will also include analysis to demonstrate the affordability levels and locations of potential sites to attain AFFH targets.

While the Rezoning Program will include many specifics, it will not be put forward as part of the Housing Element adoption. It will come as a later, separate proposal and legislative action, informed by community outreach and analysis development. The Rezoning Program will be completed within the three years after the Housing Element Update 2022 adoption, per State requirements.

Adequate Sites and Rezoning Requirements

Within the Housing Element adoption and acceptance process, a rezoning within three years is required in instances where the Sites Inventory does not meet the RHNA targets and/or AFFH as per:

California Government Code 65583(c)(1)(A)
Where the inventory of sites, pursuant to paragraph (3) of subdivision (a), does not identify adequate sites to accommodate the need for groups of all household income levels pursuant to Section 65584, rezoning of those sites, including adoption of minimum density and development standards, for jurisdictions with an eight-year housing element planning period pursuant to Section 65588, shall be completed no later than three years after either the date the housing element is adopted pursuant to subdivision (f) of Section 65585 or the date that is 90 days after receipt of comments from the department pursuant to subdivision (b) of Section 65585, whichever is earlier, unless the deadline is extended pursuant to subdivision (f).

Notwithstanding the foregoing, for a local government that fails to adopt a housing element that the department has found to be in substantial compliance with this article within 120 days of the statutory deadline in Section 65588 for adoption of the housing element, rezoning of those sites, including adoption of minimum density and development standards, shall be completed no later than one year from the statutory deadline in Section 65588 for adoption of the housing element.

California Government Code 65583.2(h)
The program required by subparagraph (A) of paragraph (1) of subdivision (c) of Section 65583 shall accommodate 100 percent of the need for housing for very low and low-income households allocated pursuant to Section 65584 for which site capacity has not been identified in the inventory of sites pursuant to paragraph (3) of subdivision (a) on sites that shall be zoned to permit owner-occupied and rental multifamily residential use by right for developments in which at least 20 percent of the units are affordable to lower income households during the planning period. These sites shall be zoned with minimum density and development standards that permit at least 16 units per site at a density of at least 16 units per acre in jurisdictions described in clause (i) of subparagraph (B) of paragraph (3) of subdivision (c), shall be at least 20 units per acre in jurisdictions described in clauses (iii) and (iv) of subparagraph (B) of paragraph (3) of subdivision (c), and shall meet the standards set forth in subparagraph (B) of paragraph (5) of subdivision (b). At least 50 percent of the very low and low-income housing need shall be accommodated on sites designated for residential use and for which nonresidential uses or mixed uses are not permitted, except that a city or county may accommodate all of the very low and low-income housing need on sites designated for mixed use if those sites allow 100 percent residential use and require that residential use occupy 50 percent of the total floor area of a mixed-use project.

Overview of Approach

Addressing Proposed Policies

This rezoning strategy is designed to support the shortfall described above and align with Housing Element Update's proposed goals and objectives with the following key considerations:

- Creating more housing choice in Well-resourced neighborhoods to increase housing availability, choice, and access to opportunities for more households, particularly American Indian, Black, and other people of color, to live near good public services, transit, open space, schools, and local businesses.
- Increase housing that is affordable for low- and moderate-income households
- Increase housing types to accommodate households with a variety of needs, including seniors, those with disabilities, families, and those with fixed or workforce incomes.

Rezoning is specifically addressed in the following Housing Element Update 2022 policy and actions:

Policy 20*. Increase mid-rise and small multi-family housing types in* <u>*Well-resourced Neighborhoods*</u> *near transit, including along SFMTA Rapid Network and other transit, and throughout lower-density areas, by adopting zoning changes or density bonus programs.*

a) *Increase the opportunity for mid-rise multi-family buildings through changes to height limits, removal of density controls, and other zoning changes along SFMTA's Muni Forward Rapid Network and other transit lines such as California Street, Union Street, Lombard Street, Geary Blvd,*

Judah Street, Noriega Street, Ocean Ave, Taraval Street, Sloat Blvd, 19th Ave, Park Presidio Blvd, West Portal Ave, Junipero Serra Blvd, Church Street, Divisadero Street, 17th and Market/Castro, and Van Ness Ave.

b) *Increase the opportunity to create more small multi-family buildings by replacing lot-based unit maximum zoning controls with form-based residential or mixed-use zoning in Well-resourced Neighborhoods near transit.*

c) *Allow a minimum of four units on all residential lots, expanding the State duplex/lot split program (SB 9) and include programs and incentives that target these new homes to moderate- and middle-income households as described in Policy 26.*

d) *Create a rezoning program to meet the requirements of San Francisco's Regional Housing Needs Allocation, and Affirmatively Furthering Fair Housing laws, relying on a combination of strategies in actions (a) through (c) above to accommodate approximately 20,000 units.*

e) *Engage with communities living in Well-resourced Neighborhoods to nurture enhanced openness for all through educational material and community conversations that highlight how locating new housing and permanently affordable housing in every neighborhood can address historic inequity and injustice and build more vibrant neighborhoods that improve everyone's quality of life.*

Site Selection

In the Rezoning Program, the Department will establish a set of parcels for rezoning through an analysis process that will be based on Policy 20, actions (a) through (c) and the Project Description and map established in the Housing Element Update 2022 Environmental Impact Report (EIR). This would define a geography that is within an outer boundary of High/Higher Opportunity Areas as defined by the State Treasurer of California. It would not include Priority Equity Geographies, that are defined as Areas of Vulnerability as identified by the San Francisco Department of Public Health. It would further not assume the use of public schools, parks, and other critical public infrastructure (i.e. hospitals, reservoirs) sites except in cases where publicly subsidized affordable housing might be possible in underutilized public land. The analysis will also align with ConnectSF transit concepts and exclude adding heights to historic districts as identified in Planning Code Article 10 and 11.

Within the parcels indicated above within the Well-resourced neighborhoods, the rezoning strategy consists of removing some or all density limits in some Neighborhood Commercial districts, removing some or all density limits in some Residential Districts within 800 of transit corridors, and increasing some or all density maximums RH1, RH2, RH3, RM1 zoned-areas to four units outside of the 800-foot buffer. Increased heights along transit corridors would also be considered as shown in Map below; The height proposals could be structured as a local density bonus as an alternative to the State Density Bonus.

Areas Considered for Additional Height and/or Density
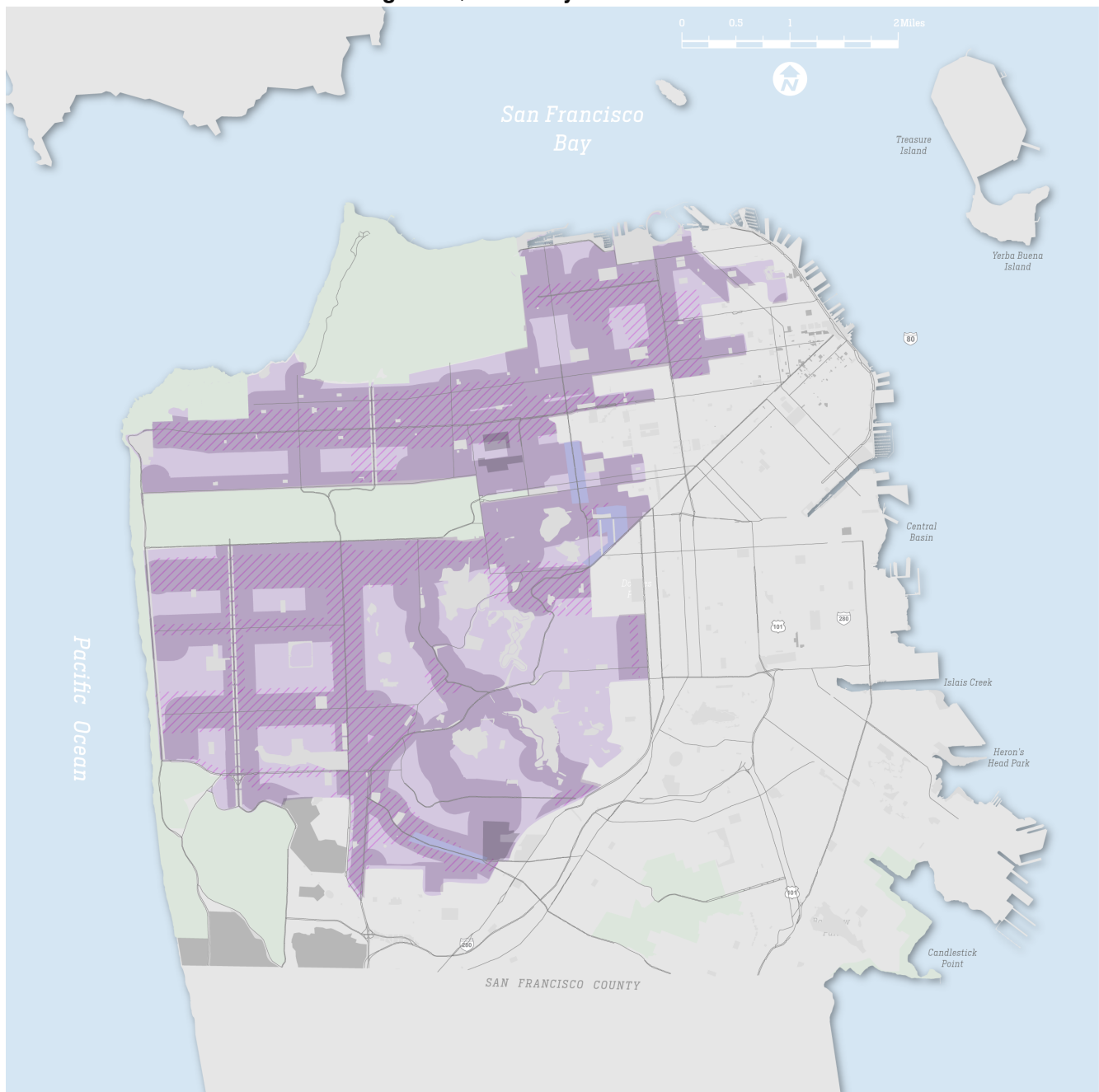
0   0.5   1   2 Miles

San Francisco
Bay

Treasure
Island

Yerba Buena
Island

Pacific Ocean

Central
Basin

Islais Creek

Heron's
Head Park

Candlestick
Point

SAN FRANCISCO COUNTY

Allowing small multi-family buildings near transit:
Removing density limits within 800' buffer around SFMTA
5-minute network and lines 33, 43, and 44

Allowing midrise multi-family near transit:
Increasing height between 55' - 85' around a select group
of routes within one or two blocks, or certain NC corridors

Allowing 4-plexes: within areas that fall outside of the
buffer in high resource areas

Additional Analysis Assumptions

In order to identify viable sites for new housing at each of the income levels as well as to avoid double counting sites included in the Sites Inventory, the following categories of parcels would not be considered for rezoning:

- Parcels with already-entitled development projects, described as the housing pipeline.
- Individually listed buildings on the State and National Registers, Category "A" buildings.
- Parcels with existing buildings that have more than four residential units and are likely subject to Rent Stabilization, primarily buildings built prior to 1979.
- Parcels with any existing residential units and where the ratio of potential total units under the rezoning to the number of existing units is less than four to one.
- Parcels where the ratio of existing building (inclusive of existing non-residential development) to potential capacity under the rezoning exceeded 30%.
- Parcels otherwise utilized as Sites for 100% Affordable Housing utilizing existing density bonus and streamlining programs, based on MOHCD criteria for site selection.

Pending Rezoning Legislation

There are two current local rezoning proposals that intersect with the Sites Inventory or Rezoning Plan. If one or both these are completed before July 1, 2022, it will raise the number of available sites in sites inventory output and lower the anticipated shortfall and potential rezoning proposal accordingly. The Department does not anticipate that it would change these numbers enough for the City to meet RHNA goals and for it to no longer require a Rezoning Program.

Board File 210866 Sponsored by Supervisors Mandelman and Haney - "Fourplex"

While the key corridors, which typically feature many larger lots and lot without existing residential development, would be rezoned as described above for mid-rise multi-family development, there are large swaths of existing residential neighborhoods between these corridors that for many decades have restricted or prohibited new small-scale multi-family dwellings and incremental infill, other than recent allowances for ADUs. The characteristic mix of small multi-family buildings common in so much of San Francisco – ranging from 6–10-unit buildings on corner lots to 2–4-unit buildings on typical 25'-wide mid-block parcels – has not been permitted to grow in most of the residentially-zoned parcels in the city, especially in the Well-Resourced Neighborhoods. This rezoning proposal would rezone all residential districts citywide to allow at least four units per parcel, with up to six unit on corner lots as a "bonus" thus not allowing the additional use of the State Density Bonus program. While SB9 theoretically allows at least four units per parcel, this is dependent on the ability to subdivide existing larger lots to build two duplexes, which is typically not practical in San Francisco where the typical lot is 25' wide. In contrast, this rezoning would allow a more efficient four-unit building on all existing lots without need for subdivision or building multiple structures. These districts almost universally feature 35' or 40' (max three- or four-story) height limits, and these would not change under this proposal.

The Rezoning Program reflects a similar assumption to this legislative proposal currently pending at the Board of Supervisors as of March 2022, having already been recommended for approval by the Planning

Commission in November 2021, that would allow up to four units per lot in all existing residential zoning districts that do not allow currently more than three units per lot. This would be accomplished by rezoning all RH-1- parcels to RH-2- with a bonus for either two or four additional units; it would apply in all RH- districts. Corner lots would be permitted up to six units.

Initial analysis completed by the Department anticipates approximately 5,000 units would be added to the Sites Inventory with this legislation passage. This is based on lot and development analysis as well as past development patterns in areas where such a change has been made. This would be mitigated somewhat by the elimination of the SB 9 lot split/duplex assumptions, currently at 1,500 units, as this would no longer apply in San Francisco (it only applies to areas zoned for single-family dwellings).

Board File No. 211092 Sponsored by Mayor Breed - "Cars to Casas"
Mayor Breed introduced legislation, dubbed "Cars to Casas", that is currently pending, as of March 2022, at the Board of Supervisors. This legislation was recommended for approval by the Planning Commission in December 2021. This proposed legislation would eliminate density limits by lot size and provide for "form-based" density controls on most lots citywide that currently contain any "auto-oriented uses," such as parking lots and garages and other automotive uses (e.g. auto repair, sales or rental). The majority of these lots would be a modest subset of those considered for this rezoning strategy. Lots affected by this Cars to Casas legislation that would not otherwise be rezoned to the same or greater density in the above-described rezoning proposal would primarily be found in the northeastern portion of the city, generally east of Polk Street and north of Market Street. The Cars to Casas legislation would also allow up to four units per lot on such lots with auto-oriented uses in RH districts. While the estimate of the impact of this legislation on the Sites Inventory is not yet fully clear, many of these sites would overlap with the MOHCD criteria sites which are already assumed density decontrolled via AB 1763 in the Sites Inventory and a significant number of parcels are outside of the Well-Resourced areas and would likely not affect the City's ability to meet AFFH. Thus, the Department anticipates that if this legislation were to pass the Rezoning Plan would still be required.

Preliminary Analysis of sites for rezoning

Preliminary analysis performed towards rezoning indicated that modest areas along transit corridors indicated in Policy 20(a) with density decontrol and additional heights ranging from 55' to 85' (within the envelop studied in the EIR) could provide additional capacity for approximately 20,000 units. This Rezoning Program would allow San Francisco to meet its RHNA requirements of 94,379 units, which includes an additional 15 percent buffer. The rezoning strategies outlined here would require community input. The Department will continue analysis to create a specific Rezoning Program based on policy goals as described within this document.

Timeframe Considerations

The City proposes to complete the Rezoning Plan within a three-year timeframe. This time is necessary to perform community outreach, further analysis, and refinement of development controls to meet metrics.

Additional Proposed Regulatory Changes

Rezoning sites alone will not inherently facilitate housing given the significant governmental and non-governmental constraints on housing production, including high land value, permitting uncertainty, high construction costs, and community resistance. The rezoning proposal includes provisions for development controls and process improvements aligned with the Housing Element Update 2022's proposed policies for housing types, community expression, mobility, and access to neighborhood services.

Policy 25. Reduce development constraints such as lengthy City-permitting process and high construction costs to increase housing choices and improve affordability.

a) Establish streamlined or ministerial approval24 to increase housing choices as identified in Policy 25, actions (a) thru (b); streamlining processes include reducing neighborhood notification requirements where community-informed community benefits are provided, allowing Department approval instead of Planning Commission approvals for projects that provide increased on-site affordability, consolidating appeal hearings to facilitate certainty in the development process and enable a comprehensive appeal discussion of all community concerns, or adoption of Housing Sustainability Districts within Well-resourced Neighborhoods outside of areas vulnerable to displacement.

b) Support mid-rise and small multi-family buildings through streamlining processes referenced in Policy 25, action (a) above, where community benefits such as certain portion of units serving middle-income households without deed restriction, designating commercial space as a Community Benefit Use, as defined in Policy 32, action (d), offering reduced rent for community-serving purposes via a development agreement or deed-restrictions, or meeting family-friendly criteria as referenced in Policy 28, action (dc). Such processes should consider other incentives referenced in Policy 26, action (a) for mid-rise and small multi-family buildings.

c) Support projects that include higher rates of below market rate units beyond required, using streamlining models referenced in Policy 25, action (a) SB 35 as informed by racial and social equity impact analysis under Policy 21, actions (a) and (b).

d) Pursue California Environmental Quality Act (CEQA) streamlining for projects through Community Plan Exemptions.

e) Continue to strengthen coordination of interagency permitting review and approval processes for implementation of approved large master planned projects to accelerate construction timelines of infrastructure improvements.

f) Continue to implement the Mayor Executive Directives to accelerate creating new housing and expand City department's compliance with the directives (Mayor Breed's Executive Directive 18-01 and Mayor Lee's Executive Directive 17-02).

g) Reduce review and notification requirements of the Planning Code for small projects, such as rear additions, and reallocate the Planning Department's staff resources to support low-income homeowners with technical assistance as identified under Policy 26, action (c), using the Department's Racial and Social Equity Assessment tool.

h) Prioritize Department's staff and resources to review Discretionary Review applications that are filed by tenants and, those within Priority Equity Geographies, and reallocate the Planning Department's staff resources from other Discretionary Review applications to support low-income homeowners with technical assistance as identified under Policy 26, action (c), using the Department's Racial and Social Equity Assessment tool.

i) Develop Objective Design Standards that reduce subjective design review of housing projects while ensuring that new development in existing neighborhoods support livability, building durability, access to light and outdoor space, and creative expression.

j) Expand the use of cost-efficient construction types and materials such as cross laminated timber and modular construction, especially where local jobs are supported.

k) Support more efficient construction process by maintaining or increasing flexibility of lot size limits, allowing the development of small lots and reducing Conditional Use Authorizations or other barriers for lot consolidation.

l) Expand Impact Fee exemption to a broader range of permanently affordable housing projects including those with units affordable up to 120 percent of Area Median Income or projects that rely on philanthropic subsidies.

m) Strengthen the interagency coordination for the associated approvals for publicly funded affordable housing; examples of associated approvals include the PG&E requirements to accommodate Public Utilities Commission (PUC) low-cost electric service, or the multi-agency review of disability access, in order to reduce per-unit construction costs.

n) Expand the construction workforce through training programs in partnership with non-City apprenticeship programs and expand the Local Hire program to allow more projects to participate.

Policy 26. Facilitate small and mid-rise multi-family buildings as a prominent housing type that private development can deliver to serve middle-income households without deed restriction, including through expansion or demolition of existing lower density housing, or by adding Accessory Dwelling Units (ADUs).

a) Identify and adopt incentives or abatements that could make small multi-family buildings feasible and accessible to middle-income households without deed restriction, such as exemptions from some fees, modified inclusionary requirements, or streamlined approval criteria as defined in Policy 25, action (a).

b) Create low-interest construction loan programs for eligible lower-income homeowners, to expand their existing homes with additional units or demolish and replace their homes with more units up the allowable maximum density.

c) Create and fund technical assistance programs, as well as outreach and education programs for eligible homeowners interested in updating their property from single- to multi-family housing (through ADUs or demolitions) particularly targeting low-income property owners, households of color, seniors and people with disabilities, such as the Housing Development Incentive Program for Homeowners29 that would also incorporate financing programs as referenced under Policy 26, action (b). Such programs should ensure accessible accommodations for aging adults and people with disabilities

d) Update the Planning Code requirements to remove the Conditional Use processes for demolition of a single-family or multi-unit buildings that are not tenant occupied and without history of tenant evictions, that are not historic resources, when increased density is proposed, and in accordance with the requirements of State Law (Housing Crisis Act) to replace rent controlled and permanently affordable units at equivalent affordability rates of the unit prior to demolition. Continue to apply Conditional Use requirements to demolition of tenant occupied buildings. (Planning; Short)

e) Support projects that maximize density within low-density zoning areas through processes referenced in Policy 25, action (a), and explore new fees on single-family housing applications where more density is permitted.

f) Create and adopt new design standards that align with rear yard, height, and other physical code standards; where small multi-unit buildings are proposed such design standards should eliminate guidelines that subjectively and significantly restrict the massing of housing contrary to those regulatory standards in accordance with the State's Housing Accountability Act.

g) Prioritize City permitting staff resources for the review of ADUs that do not displace tenants.

h) Continue to strengthen the interagency coordination (e.g. Roundtable Review) for permit processing of ADUs and implement an integrated online permitting system and permitting governance structure to support permit streamlining and government transparency.

i) Create an affordable ADU program that provides financial support for professional services and construction of units that serve low-income households.

j) Encourage Junior ADUs (JADUs) as an effective and low-cost way of adding habitable space within existing single-family homes, as JADUs also expand opportunities for multi-generational living.

Meeting Affirmatively Furthering Fair Housing

As described in the Sites Inventory, the deficit in projected housing units under current zoning for lower-income households in Well Resourced neighborhoods is described in the table below:

Analysis of Additional Sites Needs in Well–Resourced Areas	
	Lower income Units
Total Sites in Well-Resourced neighborhoods	5,437
AFFH Goal: 25% of 115% RHNA for lower income in Well-resourced neighborhoods	8,220
AFFH Deficit	**-2,783**

Incentivizing Low- and Moderate-income units

While rezoning will incentivize housing to be built in the Well-resourced neighborhoods, a set of strategies including funding and incentives will be necessary to encourage the creation of low- and moderate-income housing to meet the RHNA needs. Both market-rate and affordable housing projects would be necessary to achieve these goals given past development patterns and capital needed to secure such development. The approach currently recognizes a set of sites in the Sites Inventory that fit MOHCD criteria as directed for low-income units and assumes funding would be available for such production within the RHNA 6 cycle. Moderate income units would be achievable if incentivized in inclusionary, as well as naturally occurring in a small percentage of Accessory Dwelling Units. This is consistent with the Housing Element Proposed policies and actions described below:

Policy 22. Create a dedicated and consistent local funding stream and advocate for State and Federal funding to support building permanently affordable housing for very low-, low-, and moderate-income households that meets the Regional Housing Needs Allocation targets.

   a) Using the budget tool from Policy 14, action (e), support new and consistent sources of local funding in the City's Capital Planning process for permanently affordable housing including local bonds or other new funding sources that require voter approval.
   b) Dedicate funding within the 10-year Capital Planning process for permanently affordable housing in Priority Equity Geographies with a goal of building planned projects, while reaching the minimum targets in Well-resourced Neighborhoods as referenced in Policy 19, action (a).
   c) Explore the development of public financing tools such as Infrastructure Finance Districts to leverage the City's co-investments in order to lower direct City subsidy for permanently affordable housing.
   d) Develop and support alternative and philanthropic funding sources to deliver permanently affordable housing faster and at a cheaper per unit cost through tools such as the Housing Accelerator Fund.
   e) Support the Bay Area Housing Financing Authority's expected efforts to secure voter approval for a regional tax measure to fund permanently affordable housing.

f)   Advocate for federal legislation to increase Low-Income Housing Tax Credits and Private Activity Bonds, for example, by changing federal rules to lower the minimum bond financing needed to access 4% LIHTC (currently 50 percent) to help unlock more LIHTC in San Francisco and statewide.

g)   Advocate for State legislation to change the voter approval threshold for General Obligation Bonds from two-thirds to 55 percent.

h)   Advocate for State legislation to expand non-competitive permanently affordable housing funding sources.

i)   Collaborate with key organizations to reform Proposition 1323 for commercial property to provide funding support for local jurisdictions to meet their permanently affordable housing targets.

Policy 19. Enable low and moderate-income households, particularly American Indian, Black, and other people of color, to live and prosper in Well-resourced Neighborhoods by increasing the number of permanently affordable housing units in those neighborhoods.

a)   Build between 25% and 50% of the City's new permanently affordable housing within Well-resourced Neighborhoods within the next two RHNA cycles, implementing the zoning strategies of Policy 20, actions (a) through (d).

b)   Increase housing that is affordable to extremely low and very low-income households in Well-resourced Neighborhoods through City funded permanently affordable housing projects.

c)   Create a funded land banking program to purchase sites that could accommodate at least 50 units on sites in Well-resourced Neighborhoods, such as sites owned by religious institutions, parking on public land, or underutilized sites.

d)   Pursue partnerships with religious institutions, or other philanthropic or private property owners, and non-profit developers to identify and support development of sites that could accommodate new permanently affordable housing, shared equity or cooperative models as referenced under Policy 23, action (a).

e)   Reduce costs of building permanently affordable housing by supporting engagement processes identified under Policy 20, action (e) that recognize that mid-rise buildings are needed to accommodate new permanently affordable housing; cost reduction strategies include but are not limited to expanding ministerial review21 of permanently affordable housing on smaller sized residentially zoned parcels

f)   Create and expand funding for programs that provide case management, financial literacy education, and housing readiness to low-income American Indian, Black and other people of color households who seek housing choices in Well-resourced Neighborhoods, and provide incentives and counseling to landlords in Well-resourced Neighborhoods to offer units to low-income households. Consider similar incentives referenced in Policy 8, action (m).

Initial analysis focused on modest areas of density decontrol and heights as per the EIR proposed project study envelope also showed that the anticipated mixed income ~20,000 units made available by rezoning would yield roughly 2,500 units at 55 AMI levels through inclusionary. Thus, only six to eight sites that meet MOHCD criteria would need to be identified to meet the deficit.

Programs to Support Communities and those at Risk of Displacement

While the rezoning is necessary to support expansion of housing choice and increase the number of housing units, it may have a different impact on individual sites and households with homeowners or tenants who are low-income. As well, it should come with community benefits designed to support existing and future residents. The rezoning strategy includes additional programmatic elements to support existing residents and homeowners to increase community stability. These support Housing Element Update 2022 proposed policies as described below:

Policy 21. Prevent the potential displacement and adverse racial and social equity impacts of zoning changes, planning processes, or public and private investments especially for populations and in areas vulnerable to displacement.

a) Based on the Racial and Social Equity Impact Analysis for the Housing Element,22, identify measure and quantify levels of investments to prevent community displacement through increased permanently affordable housing production, equitable access to housing, and other community stabilization strategies for vulnerable populations.

b) Create benchmarks for affordable housing production and preservation investments to avoid displacement and other adverse racial and social equity impacts for future zoning changes, development projects and infrastructure projects according to the scale and location of the proposal, as informed by the Racial and Social Equity Impact Analysis for the Housing Element.

c) Invest public funding or direct private investment to implement the anti-displacement investments identified in Policy 21, action (b) for zoning changes, development projects, or infrastructure projects of certain scale or intensity, in parallel with the project timeline.

d) Increase funding, to expand the services of   community-based organizations and providers for financial counseling services listed under Policy 5, action (k), as well as tenant and eviction protection services listed under Policy 1, to better serve populations and areas vulnerable to displacement; tenant and eviction protection services include legal services, code enforcement outreach, tenant counseling, mediation, and housing-related financial assistance; expansion of such services should be informed by community priorities working with liaisons referenced under Policy 14, action (b).

Policy 24. Support mixed-income development projects to maximize the number of permanently affordable housing constructed, in balance with delivering other permanent community benefits that advance racial and social equity.

a) Through the Inclusionary Technical Analysis Committee, review the inclusionary rates on a regular basis to ensure development projects maintain financial feasibility in all neighborhoods in order to maximize total number of Below Market Rate units delivered without public subsidy, and in balance with the directions of Policy 5, action (b).

b) Expand density bonus programs to allow additional Below Market Rate units in exchange for Planning Code modifications or exemptions.

c) Explore the possibility of additional height increases and density limit removal at major transit nodes along Rapid bus and rail corridors, in addition to areas referenced in Policy 20, in parallel with needed infrastructure improvements and maximize permanently affordable housing units.

d) Support approval of housing project applications that maximize density and height under existing zoning and regulatory programs as that will result in the production of more permanently affordable housing units, as informed by the racial and social equity impact analysis referenced in Policy 21, actions (a) and (b). (Planning; Short)

e) Expand the Public Sites for Housing Program through public-private partnerships and prioritize City resources to support the maximum number of permanently affordable housing units on underutilized publicly owned and surplus sites, balancing the financial needs of enterprise agencies, and ensuring adequate space and resources to address the gaps in community infrastructure, services, and amenities.

f) Support the maximum number of permanently affordable housing units as well as improved transit facilities on SFMTA owned sites slated for development through leveraging private investment in market-rate units with public funding.

g) Support maximum permanently affordable housing as an essential benefit of new mixed-use development agreements alongside other benefits such as community facilities and transit investments.

h) Incentivize development projects to exceed the required inclusionary percentages to maximize the total number of Below Market Rate units via density bonus programs or regulatory paths through streamlined approval as defined in Policy 25, action (c).

i) Explore public-private partnership solutions for front-ending the necessary funding for infrastructure investments to expedite housing for large master plans and development agreements with major up front infrastructure needs, such as Treasure Island, Candlestick Park, Hunters Point Shipyard, Parkmerced, HOPE SF projects, and Schlage Lock,   , such as direct City investment in infrastructure, allocation of public financing for infrastructure improvements, or issuance of other public debt to fund infrastructure improvements.

j) Partner with affordable housing developers to purchase privately-owned entitled sites where construction may be stalling.

k) Advocate for regional and State funds through the existing infrastructure bank or other paths to help finance the infrastructure needs of large urban infill and redevelopment projects.

Conclusions

San Francisco's constraints of land, zoning capacity, and complexity of procedures requires the development of a Rezoning Program to provide more housing opportunities particularly in well-resourced neighborhoods for low- and moderate-income households. This rezoning program is guided by the policies within the Housing Element Update 2022 and AFFH to to achieve our housing goals across all neighborhoods, direct housing to meet the needs of low- and moderate-income households, prevent further displacement, and advance opportunities and housing choice for Black, American Indian, and other communities of color.

DRAFT REPORT - MARCH 2022

Housing Element Update 2022
Analysis of Governmental & Non-Governmental Constraints

San Francisco Planning

Acknowledgments

The San Francisco Planning Department acknowledges that we are on the unceded ancestral homeland of the Ramaytush Ohlone, who are the original inhabitants of the San Francisco Peninsula. As the indigenous stewards of this land and in accordance with their traditions, the Ramaytush Ohlone have never ceded, lost, nor forgotten their responsibilities as the caretakers of this place, as well as for all peoples who reside in their traditional territory. As guests, we recognize that we benefit from living and working on their traditional homeland. We wish to pay our respects by acknowledging the Ancestors, Elders, and Relatives of the Ramaytush Ohlone community and by affirming their sovereign rights as First Peoples.

The Planning Department wishes to acknowledge the many community and private sector partners who gracious offered their time to help us research and understand their perspectives on the challenges and constraints in the housing application, development, design, and construction process.

Comments in blue are from a survey, interviews, and a set of focus groups with homeowners who developed their own properties and architects, developers and land use attorneys who work on small, mid, and large-scale multifamily housing projects in San Francisco.

Comments in orange are alleviations arisen since the last Housing Element 2014.

Table of Contents

Executive Summary

The people of San Francisco, through the regulatory systems of the city and their leaders, have elevated collective values around housing: that it be equitable to our more vulnerable populations and communities of color, responsible to the climate crisis, and built humanely with qualities that support our health, welfare, and safety. Maintaining and developing housing affordable to our population and workers remains a challenging task. Housing production primarily arrives through a complex financial system that is not motivated to achieve those goals. Ideally, government provides clear guidance to private developers to meet those goals while supporting investment for practical projects that offers choices and agency for all San Franciscans and reinforces people living sustainably together around shared resources and belonging. What this report will show is that this is not the outcome of the current system. Instead, our local, State and Federal government systems are overwhelming and often create a contradictory regulatory environment based in a political landscape that has resisted, for decades, a recognition of inequities and more housing on a constrained geography. This "death by a thousand cuts" -- labyrinthian regulations, constrained zoning, high construction and land prices, discriminatory practices, and limited consensus -- is an important reason why private industry, historically responsible for 91% of all housing in San Francisco, is chronically not producing enough of the right kind of housing to meet the needs of its residents. This is compounded by the decline in public resources to support the retention and production of housing affordable to our low-income households. The recent economic trends have added even more pressure with a sustained influx of high earners who do not produce housing, labor challenges for those who do, combined with supply chain disruptions which have made the local cost of construction the highest in the nation. For this to change systematically, the City would need to revise and stabilize regulation, expand housing choice and affordability in areas with higher resources, secure additional public funding, and support the workforce who build housing to return to the city.

Affordable housing faces complex development and funding challenges

The non-governmental constraints that impact market-rate development—high land values, high construction costs, low site availability, and community resistance—also have significant effects on affordable housing, housing produced with public subsidy by non-profit developers. They are also subject to unique governmental constraints including funding subject to more specific reporting and demands given public accountability, staffing shortages and prevailing wage expectations, and multi-jurisdictional complexities only required by projects receiving public funding.

Developer interviewees also stressed that the way the inclusionary system is currently designed causes a wider cost gap between market-rate and affordable units and is making it more difficult to provide middle-income housing. For the projects to pencil with current affordability requirements, the market rate units have to be at the top end of the spectrum. At the same time, public funding streams incentivize providing lower income housing as well, meaning moderate- and middle-income housing is left out.

While recent state legislation has provided unique ministerial pathways reducing permitting process and providing density bonus options, many affordable projects are ineligible or still seek community acceptance given their missions. Affordable housing also continues to come with stigma associated with poor quality housing of previous public housing projects or rejection of residents with different lifestyles, class or culture, especially in affluent neighborhoods. This challenge has required non-profit developers to invest additional resources in building finishes and features to gain acceptance from the community.

Expanding density limits and zoning at the local level, stabilizing and simplifying regulatory process, healing community harm, and reducing construction costs would release many constraints on affordable housing production. Together these would stretch

the federal, state, and local funding already in place much farther to meet Affirmatively Furthering Fair Housing requirements and the needs of many more people in San Francisco.

Not fixing inequity constrains housing production

Community opposition to new market-rate and affordable housing projects has been a consistent constraint for housing approvals. But it is important to recognize the differences in the advocates and forms of protest. Many communities of color, especially the city's Black and American Indian communities, have experienced deep, multi-generational, dispossession, harm, and near erasure, experiences that have yet to be fully told, documented, recognized, and repaired by City actions. Many communities experiencing intense pressure and displacement express that any new project from the market system is a threat, a layer of imposition piled on decades of distrust. Other constituencies, often more affluent, white, long-time homeowners, also feel under threat with a sense of change and loss of power but sit in a very different history and have more resources to gain advantage.

The City has few established and consistent ways to differentiate between forms or scales of harm as well as people's motivations, vulnerabilities, and race in discretionary outcomes. This results in each project needing to be brought to leaders and public attention with little time or depth to be able to unpack the just course of action and overwhelming an administrative system not meant to handle such volume. Further, many of the instabilities in the regulatory process come from these groups using mechanisms differently than their intended purpose, such as the California Environmental Quality Act, because no direct and transparent processes have been established. The scale of energy that all parties-- community voices, project applicants, department staff, and city leaders-- put towards individual decisions diverts energy from and delays systemic solutions. Repairing harm to communities of color who have been historically excluded or dispossessed would significantly improve their outcomes as well as reduce constraints to housing production overall.

Many challenges in entitlement process result in uncertainty and higher development cost

Despite the potential of significant reward given high sales prices and demand, building housing projects in San Francisco is very risky for private and non-profit developers. The risk is not just that completed products do not provide expected return within an anticipated timeframe but, due to community opposition or regulatory discretion or delays, that there may be no project at all. Numerous entitled high-rise projects, efficient forms of construction with well-capitalized developers, have become indefinitely stalled. And the ones that are on the cusp of feasibility late in the process look for any expenses that are flexible. When these cannot be adjusted far enough, projects go on hold until the conditions change, or they can sell sites undeveloped to someone else. Some developers prefer to gain income from their entitlement expertise than to build on sites they own.

Housing development is a business primarily based in financial decisions; uncertainty significantly restricts housing projects from securing financing and makes whatever survives the process significantly more valuable and expensive. Interviews in our developer and land use attorney focus group indicated that 55% of participants say they or their clients have no plans to keep building in San Francisco after their current projects are entitled and 27% say they or their clients are considering stopping development in San Francisco but haven't finalized their decision. Uncertainty significantly impedes housing production and restricts untold housing projects from even being considered.

Small and mid-sized projects face disproportionately more hurdles than large ones

Many of the large housing projects that were built between 2012 and 2018 were in areas of the city with that had land use changes and area planning in the previous decade, such as in Market-Octavia, the Transbay Transit Center District, Rincon Hill, and Eastern Neighborhoods. These plans codified most community concerns into regulatory structures and benefits, streamlined application processes, expanded residential uses, increased height and/or

density, and cleared California Environmental Quality Act (CEQA) requirements for expected project types. During the same time, low density areas of the city communities did not have similar efforts and project applications struggled unpredictably, even when not adding additional units.

Through discussion with developers at different scales, a common perspective was that it was easier to entitle a high-rise in downtown than to add even a single unit in almost any low-density neighborhood outside of it. They indicated that the risks of trying to develop in San Francisco were only worth it for very large projects. Permit processing timeline data indicates that applications for mid-sized projects were similar to large-scaled ones, even in plan areas. And entitlement for large projects did not even take twice as long as site permits for small projects even though they often require substantial analysis. Perhaps the most telling indication was that large applications had more consistent permitting timelines than small projects which varied widely.

This pattern continued to reinforce density in already dense parts of the city-- the southeast neighborhoods such as South of Market, Central Waterfront, the Mission, Potrero, Bayview, and Hunters Point Shipyard-- and maintain lower density neighborhoods, especially in Well-resourced areas in the north, middle and western portions of the city, as fixed and increasingly exclusive. Turning systematic planning attention to Well-resourced neighborhoods will advance and reduce constraints on equitable housing.

Constraints are especially high for producing small, multi-family housing

The dominance of the single-family home as a preferred housing type for San Francisco's high earners is a considerable constraint to producing housing for the rest of the population. While the rental market plummeted during the pandemic, sales of single-family homes continued to grow substantially, and it has the highest price per square foot of any housing type in the city. While this current pattern stems from the zoning constraints, historic discrimination, and cultural ideals, it has been reinforced by decades of business growth in the development

and construction industries oriented to fulfill this demand. As state programs or local rezoning expand housing capacity in low density neighborhoods, it will take considerable time for these industries to adapt and small, multi-family projects to become broadly financially viable. At the same time, city leaders and community members express concern about speculative development encouraging eviction or low-income homeowners to sell and want to keep discretionary procedures in place to avoid such outcomes or organize pathways towards homeowners doing such development themselves. It is not uncommon for homeowners even doing simple remodels or additions to vastly underestimate the stress, costs, risk, and time required for such projects or are fully aware and not in a resilient position to take on such risk; this is unlikely path for many. City-backed programs to resource middle-, moderate-, and low-income homeowners would be a way to stabilize small-scaled projects reducing constraints for more housing in Well-resourced neighborhoods.

Funding below target for retention and addition of affordable housing units under RHNA

San Francisco lacks the resources to retain and expand the number of units affordable to our low- and middle-income households according to our RHNA target. San Francisco has been able to meet previous above-moderate RHNA targets but stayed well below the low- and moderate-income housing targets. Like many other cities, San Francisco is facing a substantial increase in affordable housing unit targets without a proportional increase in federal funding and a fluctuating and increasingly competitive State funding. San Francisco has substantially expanded its local resources for affordable housing through General Fund allocations, development impact fees, and bonds. In 2019-2020, local affordable housing funding reached $500 million, more than four times the $110 million which had been the average over the previous 15 years. Inclusionary affordable housing, required as part of any major housing development, represents about one third of all affordable housing production. Local funding has shifted from one third of the Federal and State funding to more than double. Still, the overall funding for affordable housing remains below what it will require to produce about 45,000 units for low and moderate-income households.

FIGURE 1
Plan Areas Completed by Decade

Well-Resourced
Neighborhoods
Boundary

Northeast
Waterfront

Chinatown

Van Ness
Corridor

Downtown

Transit
Center
District

Rincon Hill

Civic Center

East
SoMa
(EN)

Central
SoMa

Market and Octavia

Western
SoMa
(EN)

Mission (EN)

Showplace
Square/Potrero
Hill (EN)

Central
Waterfront (EN)

Glen Park

Balboa Park

Bayview Hunters Point

Hunters Point Sh

Western Shoreline

Executive Park

Candlestick Point

Treasure
Island

**AREA PLAN
BOUNDARY**

- 1981 - 1990
- 1991 - 2000
- 2001 - 2010
- 2011 - 2020

Governmental Constraints

Most housing in San Francisco is built by private enterprise and is subject to the rules and regulations of the City and the State of California. These requirements, intended to protect or incentivize specific outcomes, also constrain the production of housing. This section will explain the types of rules and procedures that affect housing production but also demonstrate alleviations and process improvements enacted since the last Housing Element, adopted in 2014.

Land Use Controls

General Plan

The City's general plan sets the policy goals and objectives across a variety of topics including housing, commerce and industry, urban design, recreation and open space, transportation, community facilities and safety, arts, environmental protection, and air quality. Some Elements within the General Plan, such as the Transportation and Housing Elements, have scheduled updates as required by the State of California, while others are updated by local initiative. They primarily state the City's policy and objectives for City actions and decision-making. To be approved, if the authority rests in the Planning Commission or Department, new housing projects must be in conformance with the General Plan. Recommended actions, as indicated in prepared case reports, before the Planning Commission indicate whether projects are in conformance.

A General Plan Referral is required to evaluate whether certain types of projects would be consistent with the City's General Plan Objectives and Policies. Once an application is submitted to the Planning Department, staff evaluate the proposed project, and the Department or Planning Commission provides a recommendation for consideration by the Board of Supervisors regarding whether or not the proposed project would be in conformity with the General Plan. Most housing projects do not require a General Plan Referral unless they involve City property, structures or funding, affect the change of a public-right-of-way such as a street or include a subdivision.

Area Plans

San Francisco has 22 Area Plans adopted as part of its General Plan, primarily in eastern portions of the city that have higher residential densities and include former industrial zones (FIGURE 1 on page 4). While area plans reduce constraints to building housing by increasing types of uses, density, and heights, as well as streamlining permitting, they may also come with area-specific fees or other design or massing controls that limit housing. Through community outreach and planning processes, the City designs area plans to enhance the opportunities of new developments while mitigating its impacts to local and future residents. Housing projects, whose applications are submitted after their adoption, either directly provide or pay for infrastructure, such as roadways, sidewalks, bicycling infrastructure, or transit, as well as public parks and open space, inclusionary housing units, community facilities, or other amenities as determined during the area planning process. Many plan areas have Community Advisory Committees that direct the use of these fees through plan implementation.

Area plans in the past two decades have also primarily been in the southeast portion of the city, which has a higher concentration of communities and households of color. Many of the most available parcels were formerly industrial zones as well. While these have been valuable properties for housing development, the rest of the city, mostly more affluent neighborhoods, have maintained local control and discretionary levers to push back on development.

Alleviations

Prior to the 2014 Housing Element, the Planning Department completed several plans for the Downtown area (Rincon Hill and Transbay), a series of "Better Neighborhoods Plans" (Market & Octavia, Glen Park, Balboa Park and the Central Waterfront), and the Eastern Neighborhoods Plans (East SoMa, Showplace Square/Potrero Hill, and Mission). Adoption of these plans into the City's General Plan enabled clearly stated housing development policies and zoning changes that significantly

boosted housing applications and pipeline units. In many cases, the amendments also included new permit application types that provided more streamlined outcomes.

Since the 2014 Housing Element, the City adopted the Central SoMa plan in 2018. This plan is expected to yield 8,800 new housing units, one-third of which will be affordable. The plan included changes to height and bulk limits and zoning districts, and the creation of the Central South of Market Housing Sustainability District.

In 2020 the Board of Supervisors approved an amendment to the Market & Octavia Area Plan. The goals of the amendment included increasing housing and affordable housing near transit, developing and coordinating designs for the public realm, and updating the public benefits as well as prioritizing projects for implementation. Through changes to land use controls on three lots within the Market Octavia Hub Plan area, the plan is expected to enable taller projects that will result in a few hundred more units.

Area plans do a variety of things to reduce constraints to housing production. The Eastern Neighborhoods Plan and Downtown Plans created processes, the Large Project Authorization and the Downtown Exception specifically, to establish more predictable and efficient ways for projects to gain entitlement through a hearing with common exception requests and design review process. Many of these exceptions include massing adjustments, rear yard, exposure, wind requirements, and open space. The Central SoMa and Market Octavia Plan Amendment expanded areas of residential or mixed uses and added density, height, and bulk for many sites opening up underutilized sites for housing. The Central SoMa Plan EIR and the Market Octavia Hub Plan EIR both concluded that there was a significant and unavoidable impact to historic resources and provided mitigation measures in the plan so individual resources located on plan area project sites had a reduced pathway for modifying or demolishing existing structures. Both the area plans' Program EIRs also analyzed the proposed zoning and use changes for the sites across within the plans, thereby offering proposed projects located with the plan areas the ability to take make use of CEQA streamlining through the preparation of Community Plan Exemptions (CPEs) under the applicable Area Plan's Program EIR, a much faster and efficient CEQA process for individual project approvals.

Zoning Districts and Uses

The land use and development controls used across the City vary by zoning district. For districts that allow residential uses, San Francisco has primarily two types: ones that prescribe maximum number of allowable housing units based on lot size and ones that are "form-based" and manage the number of allowable housing units only through envelope controls, such as height and lot coverage. To decrease constraints on housing production, area planning efforts over the past two decades, for example in the Market-Octavia, Eastern Neighborhoods, and Central SoMa Area Plans, have been reducing the former and increasing the latter. Floor area ratios (FAR) are used in the Downtown or C-3 zoning as well as in some Eastern Neighborhood Mixed Use Zoning Districts (inclusive of Central SoMa), Neighborhood Commercial, named Neighborhood Commercial Zoning Districts, and Chinatown Zoning Districts. However, floor area ratios do not apply to residential uses in R, RC, NC, and Mixed-Use Districts.

There are 116 zoning districts within the City, and a total of 13,815 acres zoned for residential uses. Residential development has been allowed as a permitted use in most of the City's zoning districts. All residential and residential-commercial (RH, RC and RM) districts permit dwelling units as of right. Housing is also permitted in most of the South of Market's mixed-use districts and all of the mixed-use districts in Chinatown; similarly, residential developments are allowed in downtown and neighborhood commercial districts. In the neighborhood commercial districts, housing is permitted and typically above the commercial ground floor in new construction projects. New residential development is not allowed in the Production, Distribution and Repair (PDR) districts, the Service/Art/Light Industrial District (SALI), Western SoMa Mixed Use-Office (WMUO), or in Industrial Districts (M) unless it is 100% affordable.

100% affordable housing and educator housing is allowable in Public (P) districts as per Proposition E (2019).

Residential Density

RH-1, RH-2, and RH-3 zoning districts allow for just one, two, and three units per lot respectively with additional units allowable by lot area with a Conditional Use Authorization and are the most restrictive residential zoning districts (FIGURE 2 on page 8). Together, these zoning districts account for 70 percent of all residentially zoned land, but only accounted for seven percent of recent housing production, as of 2020. A large share of residentially zoned land in the middle and western portions of San Francisco have these relatively restrictive zoning codes. These areas also correlate with high and highest opportunities areas in the city as defined by the State's Tax Credit Allocation Committee (TCAC) Opportunity Map.[1]

Multi-family unit-based districts (allowing four units or more) only account for 16 percent of residentially-zoned land. Note that accessory dwelling units are allowable in all districts that allow housing effectively increasing the density as per the local and state programs.

Alleviations

Form-based Code

While some districts of San Francisco restrict density based on the ratio of units to lot area, other districts use form-based density requirements. In these places, the zoning restricts use, building height, bulk, and setbacks, rather than unit density to regulate the scale of buildings. Form-based zoning districts account for 14 percent of all residentially zoned land. When these policies are combined with density bonuses, bonuses are calculated as a percentage of the residential gross floor area permitted in the original zoning .

Form-based zoning is used in downtown, recent area plans, and development agreements, primarily in the eastern portion of San Francisco. Redevelopment areas in Hunters Point and Mission Bay account for 44

percent of the land that follows form-based controls. Other large segments of land covered by form-based controls are those designated as Neighborhood Commercial Transit Districts, primarily in the city's central and eastern areas (16 percent), and Urban Mixed-Use zones in the city's Eastern Neighborhoods (11 percent) which includes Central SoMa.

A large share of recently built housing units have been concentrated in areas with form-based zoning. Form-based zoning is more likely to reduce the cost of housing per unit and improve overall affordability compared with traditional zoning districts, which regulate unit density by capping the number of units per lot. It increases flexibility for design layout, unit types, and unit scales.

State Density Bonus and Local Bonus Programs
A combination of California state law and local implementation guidelines create a framework for residential projects using density bonuses. The California State Density Bonus allows projects to receive up to a 50 percent density increase, depending on the affordability of the project. The program also requires cities provide a menu of concessions and incentives and waive local standards that would have been associated with the additional density.

In order to implement the state law, the City adopted the Individually Requested State Density Bonus Program in 2017. This ordinance provides clear guidance for housing developers seeking to use the state density bonus. City staff first calculate the base density under the existing zoning. The base zoning is the maximum allowable density under existing zoning. The ordinance also includes guidelines around discretionary review processes, and certain site development specifications. The state density bonus is available for projects providing at least five new net units.

100% Affordable Housing Bonus Programs

Projects providing 100 percent affordable housing fall under a separate state program. These projects receive form-based density up to three additional stories, up to four concessions, and unlimited waivers. In addition, they receive up to six concessions and unlimited waivers. To qualify, these projects must primarily serve low- and very low-income households. State law also provides other density bonuses for

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1   City of San Francisco, "Regulation of Housing Development in San Francisco," 2020.

Allowable Housing Density

Well-Resourced
Neighborhoods
Boundary
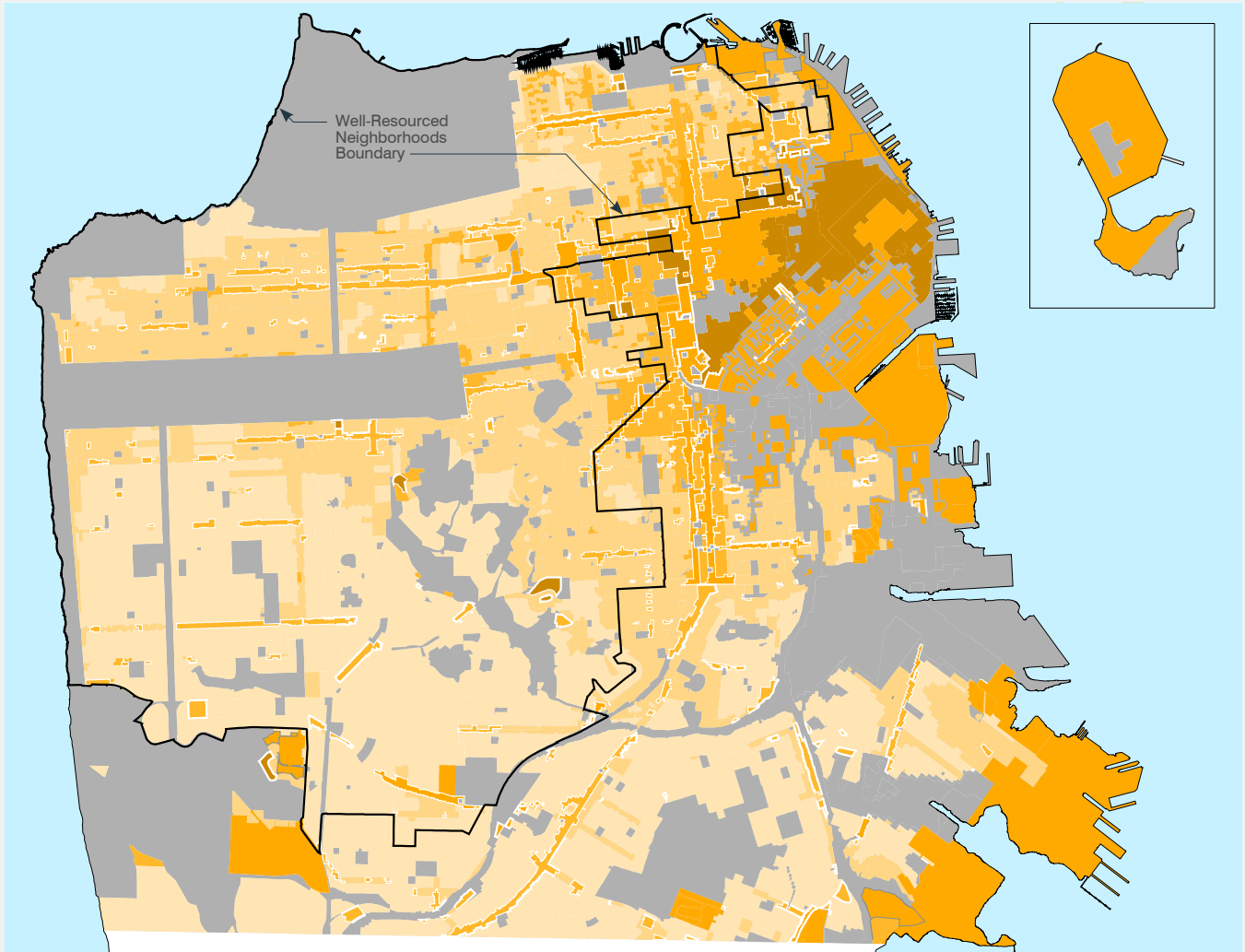
Zoning Type	Percent of Total City Area	Dwelling Units per Acre
Very Low Residential	28%	10
Low Residential	20%	23
Moderate Residential	3%	45
Moderate Neighborhood Commercial	4%	18
Medium Residential	1%	97
Medium Neighborhood Commercial	2%	30
Medium Mixed-Use	2%	26
Medium Commercial	1%	5
Medium Development Agreement	8%	7
High Downtown Commercial	2%	30
High Residential	1%	63

FIGURE 3
Height Zoning

ZONED HEIGHTS

- 0-40'
- 41-85'
- 86-160'
- 161-240'
- 241-400'
- 401'
- Parks, Public Property, Mixed areas
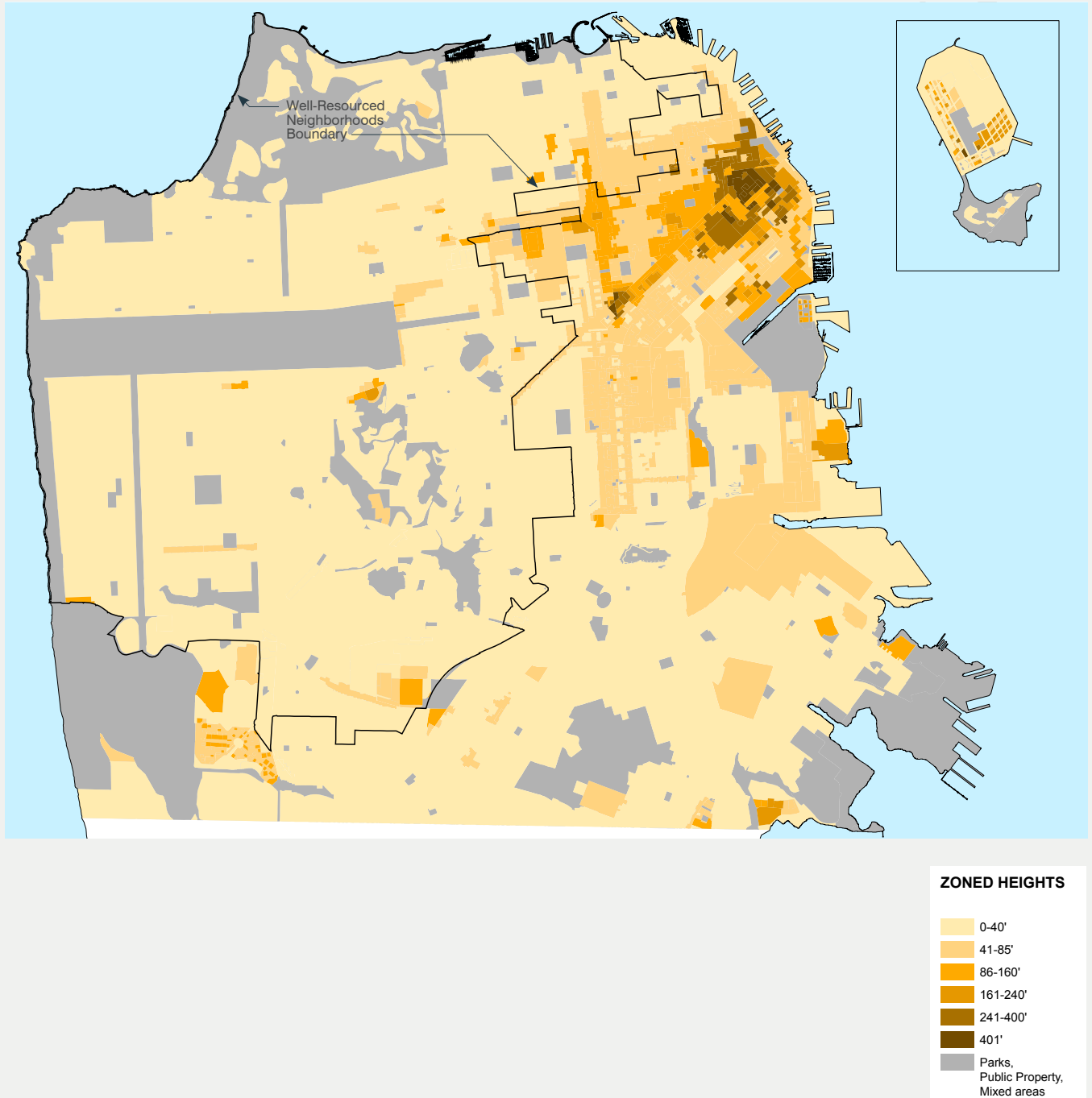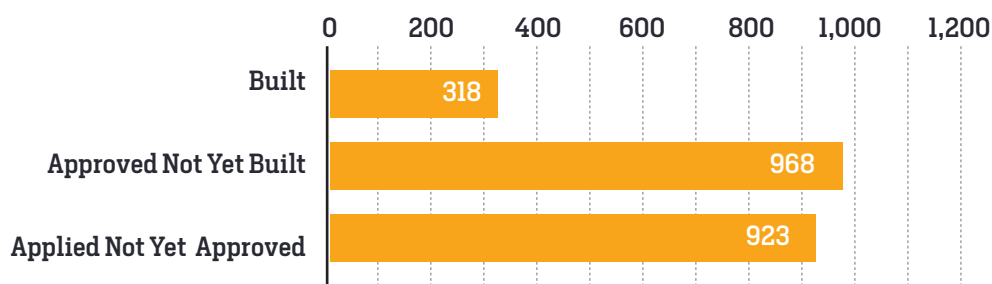
FIGURE 4 Number of ADUs Completed and in the Pipeline, SF Planning 2019

other types of housing, such as student housing, senior housing, or housing for homeless persons.

Programs aimed at increasing affordable housing production, including the 100% Affordable Housing Density Bonus Program (AHBP) and HOME-SF, grant additional height, remove density limitations, and provide exceptions to other constraints to allow for additional capacity. These programs are not applicable in low-density residential districts which cover nearly 70% of residentially zoned land.[2]

Accessory Dwelling Units
State legislation in 2020 mandated that cities adopt a variety of policies that simplify the accessory dwelling unit (ADU) development process and increase the areas eligible for their development. This legislation has encouraged ADU development (FIGURE 4 on page 10). State ADU legislation passed in 2019 required that cities use ministerial review to approve ADUs or junior dwelling units (JDUs), and they must review applications within 60 days. It also prohibits cities from requiring minimum lot sizes or enforcing strict site design standards. An additional state bill also passed in 2019, restricts cities from enforcing owner occupancy requirements for ADUs or collecting impact fees on ADUs smaller than 750 square feet.

The City has extended its ADU Program to all zoning districts that permit residential uses. Existing buildings or new construction sites that have or allow four or less legal dwelling units on the lot allow one ADU and five or more legal dwelling units on the lot allow unlimited ADUs. There is no limit on the number of ADUs allowed for projects undergoing Mandatory or Voluntary Seismic upgrades.

2   City and County of San Francisco Housing Affordability Strategies Regulation of Housing Development White Paper, 2020.

Special Use Districts
The City includes over eighty Special Use Districts which are responses to unique changes in development opportunities or community requests and often have greater restrictions, such as increased fees, uses, reduced parking maximums, higher affordability expectations, but may also often offer additional height or other benefits, such as reduced open space requirements, to tailor development to the location (FIGURE 5 on page 11).

Development Agreements
The majority of development agreements active in the City of San Francisco have housing components including Balboa Reservoir, 5M, Pier 70, Potrero HOPE SF, Sunnydale HOPE SF, Potrero Power Station, Mission Rock, Transbay, Candlestick, Hunters Point Shipyard, Mission Bay, Treasure Island, Parkmerced, and India Basin. Many of these sites are former redevelopment areas or public lands. There are over 60,000 planned housing units associated with active development agreements anticipated in the next twenty years.[3]

Development agreements provide a substantial way to speed the development of housing production as they have more flexibility to tailor a new neighborhood towards current market conditions and community requests . They also anchor the regulatory requirements early through the agreement process which stabilizing the process to secure financing and investment towards constructing individual buildings. Once adopted by the Planning Commission and the Board of Supervisors, subsequent approvals and implementation follow the path set over multiple phases. The City has dedicated staffing and implementation

3   From SF Planning Jobs Housing Fit Report analysis, 2021

FIGURE 5
Special Use Districts – Residential Focus

Well-Resourced Neighborhoods Boundary
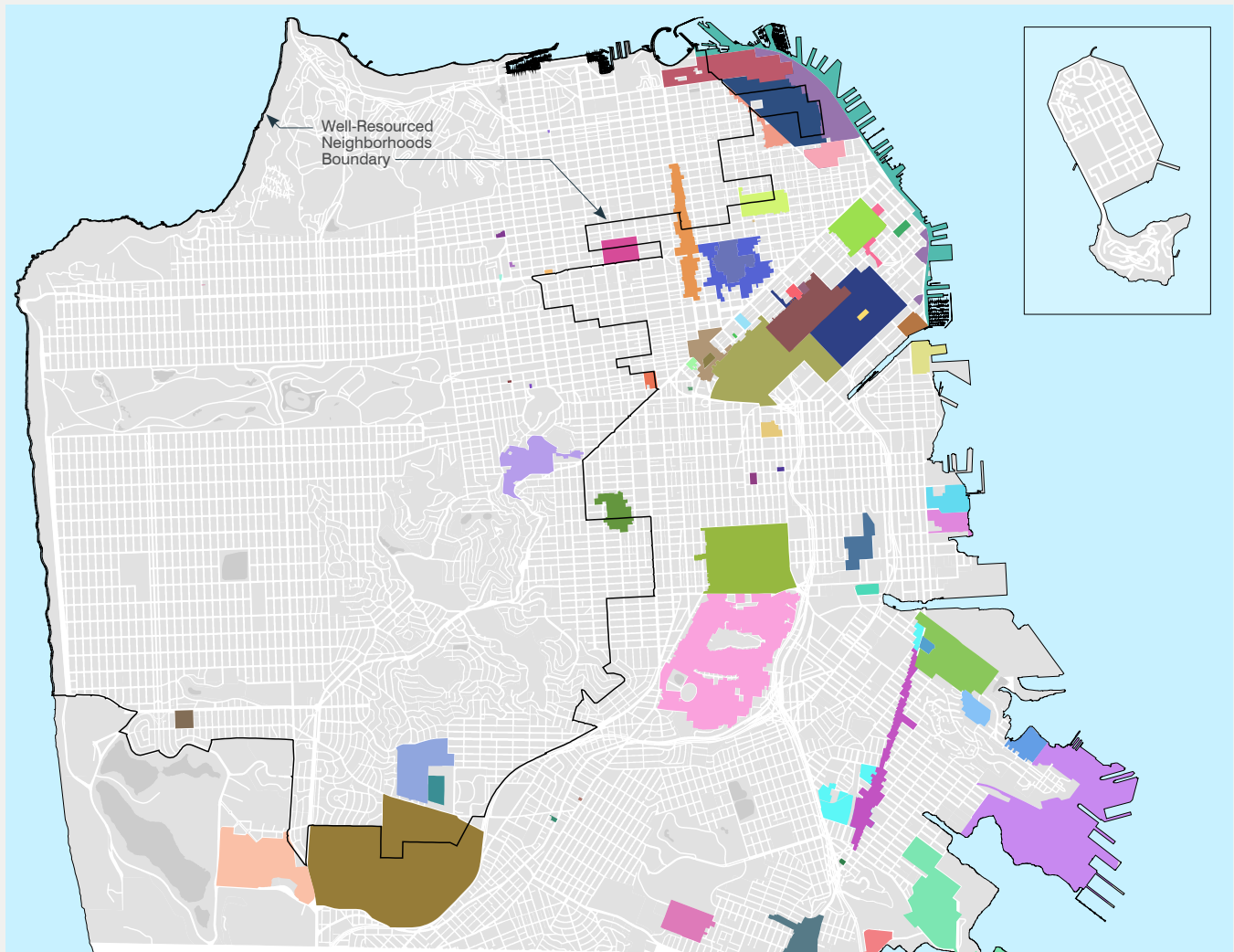
SPECIAL USE DISTRICTS

- 1500 Mission Street
- 1500 Page Street Residential Care
- 1550 Evans Avenue
- 1629 Market Street SUD
- 2000 Marin Street SUD
- 2500-2530 18th Street Affordable Housing SUD
- 3rd St and Le Conte Affordable
- 430 29th Avenue
- 4th and Freelon Streets
- 901 Bush Street SUD
- Alabama 18th Affordable
- Balboa Reservoir
- Bernal Heights
- C-3-S (SU)
- California Presidio Comm Ctr
- Calle 24 SUD
- Candlestick Pt Activity Node
- Cayuga/Alemany SUD
- Central SoMa
- Corona Heights Large Residence
- Design & Development
- Dolores Heights

- Executive Park
- Fifth and Mission
- Folsom & Main Res Comm
- Geary Blvd Divisadero St
- Geary-Masonic
- Haight St Affordable Housing
- Hunters Pt Shipyard Phase 2
- Hunters View SUD
- India Basin Industrial Park
- India Basin SUD
- Jackson Square
- Japantown
- Laguna Haight Buchanan Herman
- Lakeshore Plaza NC
- Mission Harrington
- Mission Rock
- Mission and 9th Street SUD
- Nob Hill
- North Beach SUD
- North China Basin
- North of Market Residential 1
- North of Market Residential 2
- Oceanview Large Residence
- Parkmerced

- Pier 70
- Potrero Center Mixed Use
- Potrero Hope SF
- Potrero Power Station SUD
- Presidio-Sutter
- Scott St Aff Grp Housing
- Sunnydale Hope SF
- Telegraph Hill-NB Residential
- Third Street
- Transbay C3
- Transit Center C-3-O(SD) Commercial
- Trinity Plaza
- Van Ness
- Van Ness and Market Residential
- Veterans Commons
- Visitacion Valley/Schlage SUD
- Washington-Broadway SUD
- Waterfront 1
- Waterfront 2
- Waterfront 3
- Western SoMa
- Westwood Park
- Youth and Family Zone

teams that work closely through all stages of permitting. The Housing Delivery Team, under the Mayor's Office and the Director of Housing Delivery addresses some of the biggest challenges that Development Agreement areas face, such as multi-jurisdictional permitting and utility coordination.

Development Controls

Height and Bulk
Housing development in all districts is constrained by height limitations (FIGURE 3 on page 9). RH-1 districts are limited to 35 feet (with some variation in sloped areas), while RH-2, and RH-3 districts to 40 and have resulted in housing that looks two and three stories tall. RM and RC zones can vary widely in height; while the majority are zoned for 65 feet or 85 feet, their limits can range from 40 to 275 feet. Neighborhood Commercial and Mixed Use Neighborhoods range mostly from 40 feet to 85 feet in height. Downtown, Central SoMa, and Market Octavia have heights that go above 85 feet to incentive high-rise construction and recent entitled projects include residential buildings such as 1 Oak at 400 feet, 10 South Van Ness at 590 feet, and Oceanwide at 910 feet.

Bulk, or the horizontal massing of a building, is unrestricted in most low-density neighborhoods where the height is 40 feet. Bulk in the rest of the city is split into 21 classifications. Areas with many tall mid-rise buildings, such as along Van Ness Avenue, require setbacks along the front façade. Areas designed for high-rise towers, such as Downtown, Transbay, and Central SoMa, use floor plate area, floor plate dimensions, and tower separate to constrain bulk.

Planning Code
The San Francisco Planning Code is approximately 2,000 pages when printed and contains over 840,000 words, 207 zoning and Special Use Districts, and 116 land uses. Local leadership legislation often amends or adds to the planning code and very rarely reduces it. The Planning Department has completed Planning Code reorganizations to consolidate Articles 1, 2, and 7 which contain various Planning Code Sections including General Planning Provisions, Use Districts, Neighborhood Commercial Districts, respectively. The reorganizations have consolidated all definitions into one section (previously in five different

locations), and land uses have been standardized and categorized in all zoning districts. All zoning control tables were standardized in all districts except Eastern Neighborhoods. An ordinance that would consolidate the remainder of Article 8, primarily the Eastern Neighborhood Mixed Use Zoning Districts, is forthcoming.

The lengthy and complex planning code increases the time necessary for highly trained local professionals to be engaged both from applicants and planning staff. This significant knowledge needed not only includes the code itself, but the General Plan, Bulletins by the Zoning Administrator on how to interpret the code, and Bulletins by the Planning Director on how the Department will implement state or local programs and administrative process. The Planning code has extensive interpretations that are used as precedents for further code usage and can meaningfully impact a housing project. Projects that can afford to hire experienced local architects, land use attorneys, expediters and other development consultants during the permitting or entitlement applications significantly benefit from these services in the timeline and outcome of projects; given the cost of housing projects, these are almost always large multifamily or high-end single-family projects raising significant questions of inequity.

Site Controls
Along with height constraints as defined in the zoning maps, the Planning Code includes conventional standards such as minimum lot size, lot coverage or rear yard requirements, open space, and exposure requirements all of which constrain the production of housing units. These are unique by district (FIGURE 6 on page 14 - 17).

Lot coverage requirements are typically 75-80%, except for RH-1 which is 70% and RH-2, RH-3, RM-1, and RM-2 which is 55%. Most housing projects can meet these requirements in lower density areas without compromising building massing for interior space. For denser areas of the City, especially in Downtown, Van Ness Corridor, Chinatown or the Tenderloin, projects can often meet lot coverage requirements which are based in percent of the lot, but often struggle to meet open space standards which are tied to the number of units provided. Given site constraints in denser areas, open space can be

met by providing private balconies, common open space available only to building residents such as courtyards or roof decks, or by paying an in-lieu fee which would be used for the City to provide future public open space. Some districts, Central SoMA for example, allow for public open space as an option and count it at a higher rate than private or common space, since it requires additional liability and security management and benefits the broader neighborhood.

Housing projects also must meet "exposure" requirements, which means that all dwelling units in all use districts must face on an open area defined as a public right of way or a courtyard. For many housing projects, the rear yard will provide the court needed; if the rear yard is compromised given site constraints, exposure may also not be met and require an exception.

Climate Experience

San Francisco has several code provisions that constrain the building envelope to mitigate the experience of being outdoors, unrelated to the California Environmental Quality Act (CEQA). The City restricts the amount of shadow that a housing project over 40 feet can create on specific public parks. Any project that goes over the established shadow budget on an identified park requires approval at a joint hearing with the Planning Commission and the Recreation and Parks Commission.

In Downtown and Central SoMa, the Planning Code also requires wind analysis for projects over 85 feet in height. All housing projects that trigger this code provision must go through testing done by specialized consultants which currently requires physical models studied in wind tunnels to demonstrate compliance. The standards are very challenging to meet, given the natural conditions of the city, and most projects proposed for these areas modify their building massing, provide mitigation strategies such as canopies, and still seek an exception.

Sustainability

The City requires new housing projects to meet a variety of sustainability and greenhouse gas reduction measures including front landscaping, bird safe façade treatments, 100% electric utility usage, and non-potable water reuse. These are mostly regulated by other agencies (described in the Multi-jurisdiction section). The Planning Department implements bird safe requirements that primarily require façade glazing treatments; these are a relatively minor cost to the project and do not impact application schedule.

Alleviations

Living Roof

The Planning code offers an alternative to the living roof requirements of the SF Green Building Code under certain conditions in Section 149.

Local Coastal Plan

The San Francisco Coastal Zone extends approximately six miles along the western shoreline, from the Point Lobos recreational area in the north to the Fort Funston cliff area in the south. Amended in 2018, the Local Coastal Program (LCP) is a policy and regulatory document required by the California Coastal Act that establishes land use, development, natural resource protection, coastal access, and public recreation policies for San Francisco's Coastal Zone. San Francisco's Local Coastal Program was originally certified in 1986. The policies of the LCP were incorporated into the Western Shoreline Area Plan, the element of the General Plan that establishes land use, development, and environmental policies for this area. However, the Western Shoreline Plan is now 30 years old. Using the best available science, San Francisco amended its Local Coastal Program to provide for long-term resiliency by balancing environmental resources, maintaining coastal access, addressing community needs, and protecting our investment in public infrastructure, such as roads and wastewater treatment facilities. The LCP amendment covers the entire Coastal Zone, but implementation will largely occur south of Sloat Boulevard, where coastal vulnerabilities are most acute.

Mobility

While the city no longer has parking minimum requirements, eliminated per legislation in 2018, as an intensely developed area it has considerable measures to reduce transportation impacts. In 2017, San Francisco adopted a transportation demand management (TDM) requirement which applies to projects of 10 units or more. TDM gives applicants flexibility in choosing which mobility measures they

FIGURE 6

Development Controls

CATEGORY	CHARACTERISTICS			CONTROLS				
Zoning	Density		Description	Use Limits	Rear Yard or Coverage Limit	Height / Setbacks / Bulk Limits	Usable Open Space	Design Guidelines
RESIDENTIAL	RH-1(D)	Very Low	RH-1(D) Districts: One-Family (Detached Dwellings). These Districts are characterized by lots of greater width and area than in other parts of the City, and by single-family houses with side yards. The structures are relatively large, but rarely exceed 35 feet in height. Ground level open space and landscaping at the front and rear are usually abundant. Much of the development has been in sizable tracts with similarities of building style and narrow streets following the contours of hills. In some cases private covenants have controlled the nature of development and helped to maintain the street areas.	1 unit per lot	Minimum 30% Rear Yard, but in no case less than 15'	35' Height Limit. Front setback required average of adjacent properties. Side setback required, varies per §133	300 if private, and 400 if common	RDGs
	RH-1	Very Low	RH-1 Districts: One-Family. These Districts are occupied almost entirely by single-family houses on lots 25 feet in width, without side yards. Floor sizes and building styles vary, but tend to be uniform within tracts developed in distinct time periods. Though built on separate lots, the structures have the appearance of small-scale row housing, rarely exceeding 35 feet in height. Front setbacks are common, and ground level open space is generous. In most cases the single-family character of these Districts has been maintained for a considerable time.	1 unit per lot	Minimum 30% Rear Yard, but in no case less than 15'	35' Height Limit. Front setback required average of adjacent properties.	300 if private, and 400 if common	RDGs
	RH-1(S)	Very Low	RH-1(S) Districts: One-Family with Minor Second Unit. These Districts are similar in character to RH-1 Districts, except that a small second dwelling unit has been installed in many structures, usually by conversion of a ground-story space formerly part of the main unit or devoted to storage. The second unit remains subordinate to the owner's unit, and may house one or two persons related to the owner or be rented to others. Despite these conversions, the structures retain the appearance of single-family dwellings.	2 units per lot	Minimum 30% Rear Yard, but in no case less than 15'	35' Height Limit. Front setback required average of adjacent properties.	300 if private, and 400 if common	RDGs
	RH-2	Low	RH-2 Districts: Two-Family. These Districts are devoted to one-family and two-family houses, with the latter commonly consisting of two large flats, one occupied by the owner and the other available for rental. Structures are finely scaled and usually do not exceed 25 feet in width or 40 feet in height. Building styles are often more varied than in single-family areas, but certain streets and tracts are quite uniform. Considerable ground-level open space is available, and it frequently is private for each unit. The Districts may have easy access to shopping facilities and transit lines. In some cases, Group Housing and institutions are found in these areas, although nonresidential uses tend to be quite limited.	2 units per lot	Minimum 45% Rear Yard or average of adjacent neighbors, but in no case less than 15'	40' Height Limit. Front setback required average of adjacent properties.	125 if private, and 166 if common	RDGs
	RH-3	Low	RH-3 Districts: Three-Family. These Districts have many similarities to RH-2 Districts, but structures with three units are common in addition to one-family and two-family houses. The predominant form is large flats rather than apartments, with lots 25 feet wide, a fine or moderate scale and separate entrances for each unit. Building styles tend to be varied but complementary to one another. Outdoor space is available at ground level, and also on decks and balconies for individual units. Nonresidential uses are more common in these areas than in RH-2 Districts.	3 units per lot	Minimum 45% Rear Yard or average of adjacent neighbors, but in no case less than 15'	40' Height Limit.[8] Front setback required average of adjacent properties.	100 if private, and 133 if common	RDGs
	RM-1	Low	RM-1 Districts: Low Density. These Districts contain a mixture of the dwelling types found in RH Districts, but in addition have a significant number of apartment buildings that broaden the range of unit sizes and the variety of structures. A pattern of 25-foot to 35-foot building widths is retained, however, and structures rarely exceed 40 feet in height. The overall density of units remains low, buildings are moderately scaled and segmented, and units or groups of units have separate entrances. Outdoor space tends to be available at ground and upper levels regardless of the age and form of structures. Shopping facilities and transit lines may be found within a short distance of these districts. Nonresidential uses are often present to provide for the needs of residents.	3 units per lot or 1 unit per 800 sf of lot area	Minimum 45% Rear Yard or average of adjacent neighbors. If averaged, no less than 25% or 15 feet, whichever is greater.	Height Limit varies.[8] Front setback required average of adjacent properties.	100 if private, and 133 if common	RDGs

CATEGORY	CHARACTERISTICS			CONTROLS				
Zoning	Density		Description	Use Limits	Rear Yard or Coverage Limit	Height / Setbacks / Bulk Limits	Usable Open Space	Design Guide lines
RESIDENTIAL	RM-2	Moderate	RM-2 Districts: Moderate Density. These Districts are generally similar to RM-1 Districts, but the overall density of units is greater and the mixture of building types and unit sizes is more pronounced. Building widths and scales remain moderate, and considerable outdoor space is still available. The unit density permitted requires careful design of new structures in order to provide adequate amenities for the residents. Where nonresidential uses are present, they tend to offer services for wider areas than in RM-1 Districts.	3 units per lot or 1 unit per 600 sf of lot area	Minimum 45% Rear Yard or average of adjacent neighbors. If averaged, no less than 25% or 15 feet, whichever is greater.	Height Limit varies.[8] Front setback required average of adjacent properties.	80 if private, and 106 if common	RDGs
	RM-3	Moderate	RM-3 Districts: Medium Density. Predominantly devoted to apartment buildings of six, eight, 10 or more units, with some smaller structures. Most of these districts are close to downtown and have been developed in this manner for some time. The units vary in size, but tend to be smaller than in RM-1 and RM-2 Districts. Many buildings exceed 40 feet in height, and in some cases additional buildings over that height may be accommodated without disruption of the district character. Although lots and buildings wider than 25 or 35 feet are common, the scale often remains moderate through sensitive façade design and segmentation. Open spaces are smaller, but decks and balconies are used to advantage for many units. Supporting nonresidential uses are often found in these areas.	3 units per lot or 1 unit per 400 sf of lot area	Minimum 25% Rear Yard, but in no case less than 15'	Height Limit varies.[8] Front setback required average of adjacent properties.	60 if private, and 80 if common	RDGs
	RM-4	High	RM-4 Districts: High Density. Devoted almost exclusively to apartment buildings of high density, usually with smaller units, close to downtown. Buildings over 40 feet in height are very common, and other tall buildings may be accommodated in some instances. Despite the intensity of development, distinct building styles and moderation of façades are still to be sought in new development, as are open areas for the residents. Group housing is especially common in these districts, as well as supporting non-residential uses.	3 units per lot or 1 unit per 200 sf of lot area	Minimum 25% Rear Yard, but in no case less than 15'	Height Limit varies.[8] Front setback required average of adjacent properties.	36 if private, and 48 if common	RDGs
	RTO / RTO-M	Moderate	RTO and RTO-M: Residential Transit Oriented. Composed of multi-family moderate-density areas, primarily areas formerly designated RM and RH-3, and are well served within short walking distance, generally less than one-quarter mile, of transit and neighborhood commercial areas. Transit available on nearby streets is frequent and/or provides multiple lines serving different parts of the City or region.	1 unit per 600 sf of lot area; Density by height and bulk	Minimum 45% Rear Yard or average of adjacent neighbors. If averaged, no less than 25% or 15 feet, whichever is greater.	Height Limit varies.[8] Front setback required average of adjacent properties.	100 if private, and 133 if common	RDGs
	RC-3	Moderate	RC-3 Districts: Medium Density. These Districts provide for a mixture of medium-density Dwellings similar to those in RM-3 Districts, with supporting Commercial uses. Open spaces are required for Dwellings in the same manner as in RM-3 Districts, except that rear yards need not be at ground level and front setback areas are not required.	3 units per lot or 1 unit per 400 sf of lot area	Required at first residential level and above. Minimum 25% Rear Yard, but in no case less than 15'	Height Limit varies.[8]	60 if private, and 80 if common	RDGs
	RC-4	High	RC-4 Districts: High Density. These Districts provide for a mixture of high-density Dwellings similar to those in RM-4 Districts with supporting Commercial uses. Open spaces are required for Dwellings in the same manner as in RM-4 Districts, except that rear yards need not be at ground level and front setback areas are not required.	3 units per lot or 1 unit per 200 sf of lot area	Required at first residential level and above. Minimum 25% Rear Yard, but in no case less than 15'	Height Limit varies.[8]	36 if private, and 48 if common	RDGs
COMMERCIAL	C-2	Moderate	C-2 Districts: Community Business. Mixed-use and multi-functional; they provide convenience goods and services to Residential areas of the City, both in outlying sections and in closer-in, more densely built communities.	Units ≤ nearest R district	Required at first residential level and above. Minimum 25% Rear Yard, but in no case less than 15'	Height / Bulk Limit generally 40-X.[8]	= nearest R district	UDGs
	C-3	High	C-3 Districts: Downtown Commercial. This group of Districts comprises a wide variety of uses: Retail, offices, hotels, entertainment, clubs and institutions, and high-density residential. Many of these uses have a citywide or regional function. In the vicinity of Market Street, the configuration of commercial districts reflects easy accessibility by rapid transit. Includes: C-3-O, C-3-O(SD), C-3-R, C-3-G, and C-3-S.	Density regulated by height and bulk	Required at first residential level and above. Minimum 25% Rear Yard, but in no case less than 15'	Height and Bulk Limits vary.	36 if private, and 48 if common	UDGs

Table Notes:

Base permitted residential use density, not inclusive of ADUs or other bonus potential.

Useable Open Space requirement is listed as square feet per unit.

Additional area-specific or citywide special topic guidelines my apply. Applicable guidelines for each property are listed under the "Design Guidelines" link within the Zoning tab on the San Francisco Planning Department's Property Information Map.

Height sculpting on Alleys required per § 261.1.

Development Controls continued

	CATEGORY		CHARACTERISTICS		CONTROLS				
Type	Zoning	Density	Description	Use Limits	Rear Yard or Coverage Limit	Height / Setbacks / Bulk Limits	Usable Open Space	Design Guide lines
NEIGHBORHOOD COMMERCIAL	NC-1	Low	Neighborhood Commercial Cluster District. NC-1 Districts are intended to serve as local neighborhood shopping districts, providing convenience retail goods and services for the immediately surrounding neighborhoods primarily during daytime hours.	1 unit per 800 square foot lot area, or nearest R District	Minimum 25% Rear Yard, but in no case less than 15'	Height / Bulk Limits vary, but generally 40-X.[8]	100 if private, and 133 if common	UDGs
	NC-2	Low	Small-scale Neighborhood Commercial District. The NC-2 District is intended to serve as the City's Small-Scale Neighborhood Commercial District. These districts are linear shopping streets which provide convenience goods and services to the surrounding neighborhoods as well as limited comparison shopping goods for a wider market. The range of comparison goods and services offered is varied and often includes specialty retail stores, restaurants, and neighborhood-serving offices. NC-2 Districts are commonly located along both collector and arterial streets which have transit routes.	1 unit per 800 square foot lot area, or nearest R District	Required at first residential level and above. Minimum 25% Rear Yard, but in no case less than 15'	Height / Bulk Limits vary, but generally 40-X.[8]	100 if private, and 133 if common	UDGs
	NC-3	Moderate	Moderate-scale Neighborhood Commercial District. NC-3 Districts are intended in most cases to offer a wide variety of comparison and specialty goods and services to a population greater than the immediate neighborhood, additionally providing convenience goods and services to the surrounding neighborhoods. NC-3 Districts are linear districts located along heavily trafficked thoroughfares which also serve as major transit routes.	1 unit per 600 square foot lot area, or nearest R District	Required at first residential level and above. Minimum 25% Rear Yard, but in no case less than 15'	Height / Bulk Limits vary, but generally 40-X.[8]	80 if private, and 100 if common	UDGs
	NC-S	Low	Neighborhood Commercial Shopping Center District. NC-S Districts are intended to serve as small shopping centers or supermarket sites which provide retail goods and services for primarily car-oriented shoppers. They commonly contain at least one anchor store or supermarket, and some districts also have small medical office buildings. The range of services offered at their retail outlets usually is intended to serve the immediate and nearby neighborhoods.	1 unit per 800 square foot lot area, or nearest R District	Not required	Height / Bulk Limits vary, but generally 40-X.[8]	100 if private, and 133 if common	UDGs
	Named NCDs	Low to High	Neighborhood Commercial Districts. Low to high density mixed-use neighborhoods of varying scale established around historical neighborhood commercial centers. The Neighborhood Commercial Districts are intended to support neighborhood-serving uses on the lower floors and housing above. These Districts tend to be linear commercial corridors, but may also include small clusters of commercial activity in Residential Districts. Individually named Neighborhood Commercial Districts are intended to provide for more targeted residential and commercial controls to fit the needs of their respective neighborhoods.	Varies. See Code §714.-§745.	Required at first residential level and above. Minimum 25% Rear Yard, but in no case less than 15'	Height and Bulk Limits vary.[8]	Varies. See Code §714.-§745.	UDGs
	NCT-1	Moderate	Neighborhood Commercial Transit Cluster District. Intended to serve as local neighborhood shopping districts, providing convenience retail goods and services for the immediately surrounding neighborhoods primarily during daytime hours. NCT-1 Districts are located near major transit services. They are small mixed-use clusters, generally surrounded by residential districts, with small-scale neighborhood-serving commercial uses on lower floors and housing above. Housing density is limited not by lot area, but by the regulations on the built envelope of buildings, including height, bulk, setbacks, and lot coverage, and standards for residential uses, including open space and exposure, and urban design guidelines.	Density regu-lated by height and bulk	Minimum 25% Rear Yard, but in no case less than 15'	Height and Bulk Limits vary.[8]	100 if private, and 133 if common	UDGs
	NCT-2	Moderate	Small-Scale Neighborhood Commercial Transit District. Transit-oriented mixed-use neighborhoods with small scale commercial uses near transit services. The NCT-2 Districts are mixed use districts that support neighborhood-serving commercial uses on lower floors and housing above. These Districts are well-served by public transit and aim to maximize residential and commercial opportunities on or near major transit services. The District's form is generally linear along transit-priority corridors, though may be concentric around transit stations or in broader areas where multiple transit services criss-cross the neighborhood. Housing density is limited not by lot area, but by the regulations on the built envelope of buildings, including height, bulk, setbacks, and lot coverage, and standards for residential uses, including open space and exposure, and urban design guidelines.	Density regu-lated by height and bulk	Required at first residential level and above. Minimum 25% Rear Yard, but in no case less than 15'	Height and Bulk Limits vary.[8]	100 if private, and 133 if common	UDGs

CATEGORY			CHARACTERISTICS	CONTROLS				
Type	Zoning	Density	Description	Use Limits	Rear Yard or Coverage Limit	Height / Setbacks / Bulk Limits	Usable Open Space	Applicable Design Guidelines
NEIGHBORHOOD COMMERCIAL	NCT-3	Moderate to High	Moderate Scale Neighborhood Commercial Transit. Walkable and transit-oriented moderate- to high-density mixed-use neighborhoods of varying scale concentrated near transit services. The NCT-3 Districts are mixed use districts that support neighborhood-serving Commercial Uses on lower floors and housing above. These districts are well-served by public transit and aim to maximize residential and commercial opportunities on or near major transit services. The district's form can be either linear along transit-priority corridors, concentric around transit stations, or broader areas where transit services criss-cross the neighborhood. Housing density is limited not by lot area, but by the regulations on the built envelope of buildings, including height, bulk, setbacks, and lot coverage, and standards for Residential Uses, including open space and exposure, and urban design guidelines. Residential parking is not required and generally limited.	Density regulated by height and bulk	Required at first residential level and above. Minimum 25% Rear Yard, but in no case less than 15'	Height and Bulk Limits vary.[8]	80 if private, and 100 if common	UDGs
	Named NCTs	Moderate to High	Neighborhood Commercial Transit Districts are transit-oriented moderate- to high-density mixed-use neighborhoods of varying scale concentrated near transit services. These districts support neighborhood-serving commercial uses on lower floors and housing above. They are well-served by public transit and aim to maximize residential and commercial opportunities on or near major transit services. District form can be either linear along transit-priority corridors, concentric around transit stations, or broader areas where transit services criss-cross the neighborhood. Housing density is limited not by lot area, but by the regulations on the built envelope of buildings, including height, bulk, setbacks, and lot coverage, and standards for Residential Uses, including open space and exposure, and urban design guidelines. Residential parking is not required.	Density regulated by height and bulk	Required at first residential level and above. Minimum 25% Rear Yard, but in no case less than 15'	Height and Bulk Limits vary.[8]	Varies. See Code §753-§764.	UDGs
MIXED-USE	ENMUDs	Moderate to High	Eastern Neighborhoods Mixed-Use Districts. Includes: Residential Enclave District (RED), Residential Enclave-Mixed District (RED-MX), Mixed Use-General (MUG), Western SoMa Mixed Use-General (WMUG), Mixed Use-Office (MUO), Central SoMa Mixed-Use Office (CMUO), Mixed Use- Residential (MUR), South Park District (SPD), and Urban Mixed Use (UMU)	Density regulated by height and bulk	Varies. See Code §813-§847.	Height and Bulk Limits vary.[8]	Varies. See Code §813-§847.	UDGs
	CTMUDs	High	Chinatown Mixed-Use Districts. Includes: Chinatown Community Business (CCB), Chinatown Visitor Retail (CVR), and Chinatown Residential/Neighborhood Commercial (CNRC)	1 unit per 200 sf of lot area	No more than 75% of lot coverage at the lowest level occupied by a dwelling.	Varies. See Height and Bulk Map.	48 sf per unit	UDGs
	DTRs	High	Downtown Residential Districts. Transit-oriented, high-density mixed-use residential neighborhoods in and around downtown. Includes: Rincon Hill Downtown Residential District (RH-DTR) and South Beach Downtown Residential District (SB-DTR)	Density regulated by height and bulk	100% lot coverage permitted; up to 80% for parcels where not all residential units face onto streets or alleys	Varies. See Height and Bulk Map.	75 sf per unit; up to 50% may be provided off-site if publicly accessible.	UDGs

Table Notes:

Base permitted residential use density, not inclusive of ADUs or other bonus potential.

Useable Open Space requirement is listed as square feet per unit.

Additional area-specific or citywide special topic guidelines my apply. Applicable guidelines for each property are listed under the "Design Guidelines" link within the Zoning tab on the San Francisco Planning Department's Property Information Map.

Height sculpting on Alleys required per § 261.1.

will incorporate. It includes options to reduce parking or provide amenities to residents such as bicycle parking, lockers and storage for family needs or delivery, and car share, which is required for any project that voluntarily includes parking.

Alleviations

Elimination of Parking Minimums

San Francisco eliminated parking requirements over time. In 2018, San Francisco eliminated minimum parking requirements citywide, and implemented parking maximums generally between 0.5 and 1 spaces per unit for most residential developments. This policy reduces the amount of parking provided on-site at new residential developments, which reduces the cost of construction, as garage spaces can typically cost between $50,000 and $100,000 per space. This policy indirectly may also increase the development potential for smaller sites.

The City's Transit First policy not only has offsite implications for projects but has resulted in instituted code requirements that enhance the public realm to incentivize more sustainable mobility choices such as walking, biking, or taking transit. The Planning code includes active use requirements, as the life and qualities of a building ground floor can significantly change the way that people experience their neighborhood and how they engage it. The code requires a percentage of transparency at the ground floor and clearly located entrances. While some of these are minor in overall development cost and process, ground floors are increasingly challenging to design given the many aspects of utilities, retail in mixed use buildings, fire exiting, mail rooms and lobbies, and trash pickup. Increased delivery services and reduced profitability around retail further impacts a project's feasibility. The City also requires compliance with Draft Ground Floor Residential Design Guidelines to encourage housing development to either set ground floor residential entries back or to raise them by multiple steps.

Affordable Housing / Inclusionary

San Francisco's Inclusionary Ordinance provides the City with a mechanism to create a substantial amount of affordable housing through the development of market-rate housing projects. Developers who propose residential projects with 10 or more

units are required to participate in the Inclusionary Housing Program which requires some combination of affordable housing on-site, off site, and/or in-lieu fee, or

> **Comment from Developer interviewee**
>
> *Current requirements are causing a wider cost gap between market-rate and affordable units and is making it more difficult to provide middle-income housing. For the projects to pencil with current affordability requirements, market rate units have to be top end luxury.*

some combination of these alternatives. The code also provides additional compliance options via land dedications for the Urban Mixed Use Zoning District, Central SoMa Special Use District, and the Mission Neighborhood Commercial Transit (NCT) Zoning District. Inclusionary Housing Program requirements vary based on the date of project approval, housing tenure, number of units, and geography (FIGURE 7 on page 19).[4] This program aims to create rental housing affordable to households between 55 percent of AMI and 110 percent of AMI, and owner housing affordable to households between 80 percent of AMI and 130 percent of AMI. Developers are

> **Comment from Developer interviewee**
>
> *Cost of inclusionary zoning is additional $80,000 per door in a project. This is essentially a large tax on housing.*

required to provide over half of the inclusionary units at the 55 percent AMI level for rentals, or the 80 percent AMI level for ownership units. Large projects in certain neighborhoods, such as the Mission, Tenderloin, and SoMa, have higher set-aside requirements.[5]

While the inclusionary housing policy is an important tool to create new deed-restricted units, it also adds to development costs and can make feasibility for market-rate projects a challenge. Planning data estimates that satisfying the inclusionary requirement can account for up to 15 percent of total development costs.[6]

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4 City of San Francisco Compliance with the Inclusionary Affordable Housing Program Affidavit, 2018.

5 City of San Francisco Affordable Housing Funding, Production, and Preservation White Paper pg. 34, 2020.

6 City of San Francisco Housing Development Feasibility and Costs White Paper pg. 8, 2020.

Housing Types

Unit type mix requirements affect all projects where residential requirements are permitted. This requirement is intended to encourage family-sized units, meaning two- and three-bedroom units, in multi-family projects. This is a small factor in the configuration of new projects but changes the calculation on rents and resale. Group housing, which includes dormitories, co-living, and co-housing is not permitted in the low-density neighborhoods and excluded from the Central SoMa, a place anticipated to have significant residential growth. Senior housing projects, as defined under the Planning code, are allowed to have double the residential density otherwise permitted within the zoning district.

Production, Distribution, and Repair

PDR Zoning Districts provide space for a wide variety of PDR (production, distribution and repair) and other non-residential land uses. PDR-zoned land is an important reservoir of space in San Francisco for new and evolving industry and activity types that cannot practically function or compete for space in a typical downtown office or neighborhood commercial environment. Business and activities allowed in PDR Districts generally share a need for flexible operating space that features large open interior spaces, high ceilings, freight loading docks and elevators, floors capable of bearing heavy loads, and large (often uncovered exterior) storage areas. These uses are often not ideally compatible with housing for operational reasons, including the need for significant trucking and delivery activities, 24-hour operation, and emission of noise, odors, and vibrations. Further, PDR uses are limited in the amount of rent they can afford relative to office, retail, and residential uses, yet are important sectors of the City's economy.

To preserve PDR, a conversion from PDR to another land use category requires a conditional use authorization and replacing PDR areas that would be lost. The replacement requirements apply in the Central SoMa and Eastern Neighborhood Districts and include the following zoning: Service Arts Light Industrial, Urban Mixed Use, Mixed Use Office, Service Light Industrial, Mixed Use General, and Mixed Use Residential. The replacement ratios range from 0.4 square foot of PDR to a one-to-one PDR replacement and require housing projects to include uses uncommon to apartment buildings with potential future noise and resident conflicts and reduces available building area for housing uses.

FIGURE 7 Inclusionary Requirements for Multifamily Projects

	On-site	Fee or Off-site
Rental		
10-24 unit projects	14%	20%
25+ unit projects	21%	30%
Owner		
10-24 unit projects	14%	20%
25+ unit projects	23%	33%

Source: Inclusionary Affordable Housing Affidavit, 2021; Strategic Economics, 2021.

Administrative and Process Constraints

Pathway Types

In most municipalities, a housing development application falls in one of two pathways towards approval or disapproval: a ministerial one, where staff needs to determine only conformity with applicable ordinances, or a discretionary one, where staff or a decision-making body must exercise judgement. Under its local charter and regulations, San Francisco offers no ministerial pathway for housing projects.

The only housing applications that receive ministerial approval are ones that eligible for programs defined through State action implemented through the San Francisco Planning Department. Senate Bill 35 currently applies only to projects where 50% or more of the units qualify as affordable housing projects as well as other eligibility requirements. This pathway is a result of the City's inability to meet its Regional Housing Needs Allocation (RHNA) requirements at affordability level and is subject to future changes. The State's Accessory Dwelling Unit requirements mandate ministerial approvals of ADU permits under its program. And recently adopted Senate Bill 9 allows for ministerial approvals of duplexes and lot splits on land zoned for single-family homes. Other state programs limit local mitigate discretion, for example the Housing Accountability Act, which limits a local jurisdiction's ability to deny or reduce the density of a code complying project of two units or more; the Housing Sustainability District law, which only has minor discretionary element in administrative design review; and the Housing Emergency Act of 2017, which freezes the controls applicable to projects at the time of their predevelopment application and limits the number of hearings to five, reducing delay of body decision-making.

Alleviations

California Housing Opportunity and More Efficiency (HOME) Act

The California Housing Opportunity and More Efficiency (HOME) Act which became effective statewide in January 2022, requires that cities allow duplexes and lot splits by-right on most single-family lots which meet eligibility criteria and objective design standards set by cities. Typically, this type of proposal might have required zoning changes or conditional use permits, with entitlement process timelines comparable to those for multifamily development. SB 9 also limits the amount of off-street parking that cities can require. The legislation establishes that cities can only require up to one off-street parking space per unit, and that cities cannot require off-street parking in locations near high-quality transit. The City of San Francisco passed objective design standards in response to SB 9 including rules regarding massing, permeability and landscaping, a minimum size for 800 square feet for a second unit, four-foot setbacks on all interior lot lines, and the prohibition of roof decks on rear units.

Housing Accountability Act

In 2017, the State of California adopted Senate Bill-167, which reformed the Housing Accountability Act (HAA). These reforms raised the standards local jurisdictions must use to reject affordable housing projects, increased punishments for violations, and loosened restrictions on what is considered an eligible mixed-use project. The HAA limits the City's ability to deny or reduce the density of projects that comply with applicable objective zoning and development standards and completed housing applications must be reviewed for compliance within 30 or 60 days depending on the project size. HAA only applies to projects with at least two units.

Housing Crisis Act

Effective January 1, 2020, and further amended in 2021, the Housing Crisis Act of 2019 (HCA) establishes a statewide "housing emergency" until January 1, 2030. During the housing emergency, the Housing Crisis Act suspends certain restrictions on the development of new housing and expedites the permitting of housing. The Department prepared Planning Director Bulletin 7 to provide guidance on the application of the HCA to the review and approval processes for residential development projects and zoning actions in San Francisco during the housing emergency.

During the housing emergency, cities, and localities in urban areas, such as San Francisco, are generally prohibited from rezoning or imposing new development standards that would reduce the capacity for housing or adopting new design standards that are

not objective. In these jurisdictions, the demolition of existing housing units is only permitted if the same number of units are created, and the demolition of existing below-market rate, rent-controlled units, units rented by low-income households or units withdrawn from the rental market within the last ten years is only permitted if replaced by units that meet certain conditions related to affordability and tenant protections. Additionally, all localities must comply with additional project review requirements and timelines for housing developments applications. These include a prohibition on applying new zoning regulations and development standards or listing the project as a local historic landmark after a project's application is submitted, except in certain circumstances. Housing developments that meet all applicable objective zoning standards may only be subject to five public hearings, including continuances and most appeal hearings. The HCA does not establish any new ministerial approval programs, mandate any rezoning actions, prevent additional restrictions on short-term rentals or demolition of existing units, or supersede the requirements in the California Coastal Act or CEQA.

Housing Sustainability Districts

The Central SoMa Area Plan adoption process included environmental analysis and legislation to establish the City's first Housing Sustainability District (HSD) passed by legislation in 2017. Covering 230 acres, this legislation affords projects ministerial approval via the Planning Department under the authority of the Director. Projects are eligible if they meet specific labor, on-site affordability, and other requirements.

Within a discretionary process, a project timeline and approval process may be significantly affected by whether it is subject to approval by Planning Department staff under the authority of the Director or by a hearing at the Planning Commission. The City's Historic Preservation Commission also reviews environmental impact reports (EIRs) pertaining to the analysis of significant impacts related to historic resources under the California Environmental Quality Act (CEQA) and this Commission provides comments on the EIR's historic resources analysis and the adequacy of the EIR's preservation alternatives that were selected to eliminate or reduce significant historic resources impacts. For large projects, an

entitlement hearing is almost always required and expected. For projects in recent plan areas, this and the CEQA process review can be handled efficiently because of CEQA streamlining opportunities, such as the use of community plan evaluations (CPEs), under the applicable Area Plan's Program EIR. For projects that propose any significant changes not currently not allowed by the zoning that do not fit under existing exception processes,

Comment from Developer interviewee

Smaller multifamily/infill projects taking much longer than bigger projects and seem to have a very different entitlement process

approval via a development agreement, a rezoning or special use district, is also required at the Board of Supervisors, adding significant time and expense; these projects also require the appropriate level of CEQA review before project approval. For smaller projects, the majority can be handled by planning staff except the few that receive a filed discretionary review; these projects also require CEQA review before approval, typically simple CEQA exemptions that can be completed quickly. Note that all projects that require CEQA may be subject to an appeal.

Discretionary Review

The Planning Commission derives its discretionary review authority from San Francisco's Municipal Code under the Business & Tax Regulations Code, Article 1 Permit Procedures, Section 26 (a) and predates many of the later code changes and provisions, such as height controls, design guidelines, and notification procedures, intended to guide new development. The Planning Commission has discretion over all building permit applications. Normally, this discretion is delegated to the Planning Department, which approves applications that meet the minimum standards of the Planning Code. From time to time the Commission will entertain a request of a member of the public to review a permit application when requested by a member of the public or neighborhood organization. The Commission may determine that modifications to the proposed project are necessary in order to protect the public interest and

Comment from Developer interviewee

Discretionary review is one of the biggest hindrances to feasibility. If this wasn't applied so broadly to so many permits, we could build more housing here.

require such changes or may not "take" the request and instead let the project remain as proposed. This process of Commission consideration is commonly known as "Discretionary Review" or simply "DR." By filing a DR application, a member of the public is asking the Commission to exercise its discretionary power. Many larger housing projects are already seeking an entitlement that would require it to get approval at a Planning Commission hearing; thus, DRs are more commonly filed on smaller projects in lower density neighborhoods.

The Discretionary Review process can result in a significant cost to developers and homeowners. The costs are typically the result of holding or temporary housing costs associated with extended time delays, and the expense of making changes to the project that will mitigate concerns or withdraw the Discretionary Review Application. Scheduling a hearing causes significant delay along with the unpredictable outcomes of DR requests. The extra time and process further impacts Planning staff time which can impact the overall housing permit assignment and approval processes.

Alleviations

Mayor's Executive Directives
On September 27, 2017, Mayor Edwin M. Lee issued Executive Directive 17-02, charging all City Departments to work collaboratively toward faster approvals for housing development projects at both the entitlement and post-entitlement permitting stage. It includes approval deadlines for entitlement and permitting of housing development projects to ensure that enough units are approved each year; accountability measures to ensure deadlines are being observed; key process improvements which City departments will detail in forthcoming plans; and staffing and resources measures which will help departments meet the requirements of this Directive. The Directive charged the Planning Department and Department of Building Inspection with submitting a plan by December 1, 2017, outlining process improvement measures to enhance regulatory and development review functions in order toto streamline the approval and construction of housing in San Francisco.

To develop this plan, staff inventoried proposals generated from past improvement efforts, formed a steering committee of content experts and senior staff from all organizational divisions, and participated in a series of Department-wide, team-level, and one-on-one discussions with the Planning Director and other senior staff. The result included process improvement plan that included an overview of the anticipated timeframe and phases for implementation, a description of the refinement process, public review, and adoption steps that will be used for each of the different vehicles for improvement and then process improvement measures themselves which included application and intake procedures, routine projects and permits; environmental planning, historic preservation, and design review; planning code and commission policies and administration, training, and technology.

Parallel Processing
In response to Mayor Edwin M. Lee's Executive Directive 17-02, the Planning Department and the Department of Building Inspection (DBI) implemented a voluntary Parallel Processing Program focused on those Housing Projects defined in Executive Directive 17-02. This program is offered at no additional cost and is intended to accelerate housing production in San Francisco.

Parallel Processing is the simultaneous review of a development project by staff at both DBI and the Planning Department. This approach typically involves DBI's review of a site or building permit application for a given project while the Planning Department reviews the project's entitlement application(s), analyzes potential environmental impacts pursuant to the CEQA, or completes required neighborhood notification.

Through Parallel Processing, Project Sponsors can potentially save months of review time compared to conventional serial processing, provided that the project is stable and does not substantially change once Parallel Processing has begun. Essentially, this process enables both the Planning Department and DBI to identify project deficiencies simultaneously. While Planning Department approval will continue to be required prior to building permit issuance, through Parallel Processing, in some cases permit issuance by DBI may be possible soon after Planning Department approval.

Priority Processing

In addition, the City provides priority permit processing for 100% affordable housing projects, HOME-SF or market-rate housing that exceeds affordability requirements, applications made by City Departments, applications for clean construction projects, applications for projects consisting of seismic retrofit work, and applications for certain medical projects, among others.

Permit Streamlining Act

The Permit Streamlining Act (Government Code Sec. 65920-64) applies to housing development projects. During the housing emergency, the required timeframe to approve or disapprove a housing development project for which an EIR is prepared is decreased by 30 days. The new timelines are as follows:

- 90 days after certification of an EIR for a housing development project
- 60 days after certification of an EIR for a housing development project in which at least 50 percent of the units are affordable to low-income households and that receive public financing.

All other required review timeframes in the Permit Streamlining Act continue to apply unchanged during the housing emergency.

Mayor's Executive Order / ADU roundtable

On August 31, 2018, Mayor Breed issued an Executive Directive to accelerate the approval of Accessory Dwelling Units (ADUs), commonly known as in-law units, and to clear the backlog of pending applications. The Directive instructs City departments to set clear, objective code standards for ADU appli-cations, to which will provide the guidance necessary for applicants to navigate otherwise conflicting code sections, and as a result, allow these units to be approved more quickly. This will take the form of an in-formation sheet that will set these standards, so all ADU applicants have clear and reliable guidelines. Since 2014 when the first ordinance was passed to allow the construction of new ADUs in the Castro neighborhood, the program has gradually expanded to allow new ADU construction throughout San Francisco. ADUs are constructed within buildings, using underutilized storage or parking spaces, within expansions, and as part of new construction, and are often cheaper and faster to build than traditional units. When an ADU is built on a lot that contains

a "rental Unit" as defined in Section 37.2(r) of the Administrative Code, that new ADU is subject to rent control.

As part of the Mayor's acceleration effort, several process improvements were made by the City departments involved in reviewing and issuing permit approvals. A streamlined "roundtable" review process was introduced where multiple reviewing departments, including the Planning Department, Department of Building Inspection (DBI), Fire Department, San Francisco Public Utilities Commission, and the Department of Public Works came together concurrently to review applications electronically. This improvement allowed all agencies to issue comments or requests for plan revisions to ADU applicants at once, instead of the former linear process. Applicants can see comments and reply in real time. Thus, an applicant no longer has to visit the City in person to apply for or pick up an ADU permit. In the first six months following the executive order, the City permitted more ADUs than the three years before the executive order.

Efforts to clarify and expedite the application process have benefited from the addition of public services and documents now available to applicants, including:

- Optional meetings before filing with the Planning, Building, and Fire Departments, allowing for early multi-agency collaboration and identification of red flags
- Public information sessions on ADUs for design professionals and homeowners
- Dedicated department staff to provide informative and consistent advice to applicants
- Both new and updated public information docu-ments, including a first-ever multi-agency "ADU Checklist" to outline all requirements and submittal guidelines for each agency
- An updated "ADU Handbook" to reflect legislative updates and requirements for permitting.

Discretionary Review Management

The Department has begun various forms of DR reform over the past ten years without success given the desire of many constituents to affect outcomes in their neighborhoods. To address this process inter-nally, the Department instituted a principal planner level staff position in 2018 to coordinate and manage

all DRs efficiently, systematizing application timing and process. This has been very effective as it has streamlined the hearing time, discussion, potential mitigations to resolve the issues, and even in many cases, helps parties negotiate to eliminate the DR altogether. Average DR resolution timelines lowered from an average of 199 to 112 days with the instigation of this effort.

Notification Requirements

Planning Code Section 311 requires that neighborhoods are notified about most discretionary permits within certain zoning districts. Notifications are intended to inform the broader community about the planned development. The city mails neighborhood notification to residents and owners of properties located within 150 feet of a subject property, as well as to registered neighborhood groups, which initiates a 30-day public review period. Additionally, the plans must be posted at the subject site for the duration of the notification period. DR applications can only be filed during the notification period.

Design Review

Design Review is a comprehensive evaluation process in which Planning staff assesses a proposed project to ensure that it meets the City's existing policies and general principles of urban design as laid out by the Urban Design Element in the General Plan. In practice, this review happens by planners and design review staff depending on the scale of the project and applicable design guidelines. Staff work with project sponsors informally during the review process and as recorded in comments given in Plan Check Letters. Many project application types require design review compliance with approval from where approval sits with staff or the Planning Commission. This process can be efficient when project sponsors are responsive to comments or more time-consuming and iterative if resistant or in conflict with staff interpretations. Overall, architects on project applicant teams must navigate between client requests,

Comment from Developer interviewee

Interviewees were concerned that too many impositions are based primarily on project size. Permit requirements for housing consistent with zoning should be limited to Planning Department's Design Review to check that project is compliant with objective design standards.

technical challenges, building program needs, Planning staff review and comments, members of the public or adjacent neighbors' requests, and the Planning Commission along with other city agencies including Public Works and the Arts Commission; these various points of view, interests, and regulatory functions are complex and often at odds leading to delay, frustration, unpredictability, and constraints to housing production.

Design Guidelines

The City currently has over thirty sets of design guidelines which make design review more complex. To make this a more efficient and direct process, the City in practicality has focused and organized design review comments on two primary documents which cover most of the city. The Residential Design Guidelines (RDGs) apply to projects in R districts, including RH-, RM- and RTO, and were adopted by the Planning Commission in 2003. And the Urban Design Guidelines (UDGs), adopted by the Planning Commission in 2018, apply to mixed use, neighborhood commercial, and downtown commercial districts and for larger sites in R- Districts; they do not apply to historic districts. There are additional sets of guidelines for more specific areas of the city that supersede the UDGs or RDGs, including Calle 24 Cultural District, Polk Street, and the Japantown Cultural District.

The RDGs significantly affect the buildable envelope in many residential districts where it applies because it asks new or renovated projects to match neighboring structures rather than conform to rear yard requirements or the scale of the site. Many of San Francisco's lots have long narrow proportions considerably longer than the housing that was built on them. When neighboring projects want to add units or expand, this constrains their new envelope. The RDGs also often ask for sculpting at or reduced upper stories to match two- or three-story environments. Note that the Housing Accountability Act applies to projects that include two units. One of the residential design guidelines also asks for the use of "natural" materials which may limit component or product selections.

The UDGs have less of an impact on massing. The most significant impact of the UDGs is in request for façade modifications including materials and entries

and adaptations of the ground floor in an interest to heighten the activation of the uses at the street level. The request for higher quality materials or site design adjustments can impact the feasibility of projects in a high construction cost environment.

Alleviations

Urban Design Guidelines
While it is rare to describe new design guidelines as an alleviation to housing constraints, the Urban Design Guidelines reduced and clarified expectations for housing projects seeking entitlement after they were adopted in 2018 by the Planning Commission with the strong support of the local chapter of the American Institute of Architects. Prior to their adoption, the over thirty sets of applicable guidelines, some of which conflicted, and staff review procedures had created iterative internal review that was highly frustrating to project applicants and their architects. Within the context of a discretionary process, the adoption and implementation of the UDGs simplified and reduced review, streamlined design guidance, and reduced Commission approvals that came with requested modifications. The Housing Crisis Act eliminated the ability of the city to pass any new design guidelines and future efforts are to create objective design standards only.

Design Review Matrix
The Design Review Matrix was developed to streamline design review comments and clarify outstanding issues to be addressed for project applicants to comply with guidelines per project. It significantly reduced the need for applicant and their design team to meet with planners and design review staff. It was organized around the guidelines, especially paired with the Urban Design Guidelines.

Design Review Management
Design review practices within the Department increase substantially between 2015 and 2018. Design review had been previously handled by planners without detailed or specific knowledge in architecture which often led to iterative requests to project teams that did not fit the language of design. The team included a Design Review Manager and three staff architects (all licensed architects) with one architectural designer. This became a highly effective way to support planners in consultation, streamline the process, provide consistency, and document feedback for applicants to be resolved efficiently.

Historic Preservation
Article 10 of the City's Planning Code regulates the process for designation of individual landmarks and historic districts and, through the Certificate of Appropriateness permitting process, it also regulates physical alterations to both landmarks and districts, individual property landmarks and properties within landmark districts throughout the city (FIGURE 8 on page 26). Article 11 of the City's Planning Code regulates the process for designation for individual significant and contributory buildings and conservation districts in the downtown, and, through the Permit to Alter permitting process, it also regulates physical alterations to those buildings and districts property deemed significant or contributory and properties within conservation districts. Both articles of the code are aimed to protect the special architectural, historical, and aesthetic value of structures, sites, and areas within the city. Regulations pertaining to both articles of the code limit the degree to which a property's exterior[7] can be physically altered; however, neither limits the use of the property. Therefore, residential uses on these designated lots would typically only be constrained by the need to largely preserve and maintain the historic volume and key architectural features of the building. While additions to subject historic buildings are common, these expansions are usually limited to 20% or less[8] of the existing volume. Constraint of residential development within landmark and conservation districts may also apply to vacant lots or non-contributory buildings within their boundaries, as new construction is typically required to be incompatible with surrounding building heights and forms. Development constraints are somewhat offset by financial and developmental incentives, such as local, state, and federal tax credits and the transfer of development rights program (Article 11 only). While additional regulatory review, including a hearing at the Historic Preservation Commission, is required for these properties via Certificates of Appropriateness or

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7   In some cases, publicly used and accessible interior spaces can be included in the protections of Articles 10 and 11, such as hotel lobbies, ballrooms, theaters, etc.

8   This is an approximation. Actual rehabilitation projects vary widely in terms of the volume and mass of additions approved for historic buildings depending on site conditions, topography, visibility of the addition from public rights-of-way, and the structural interventions required for the project.

FIGURE 8
Historic and Cultural Districts
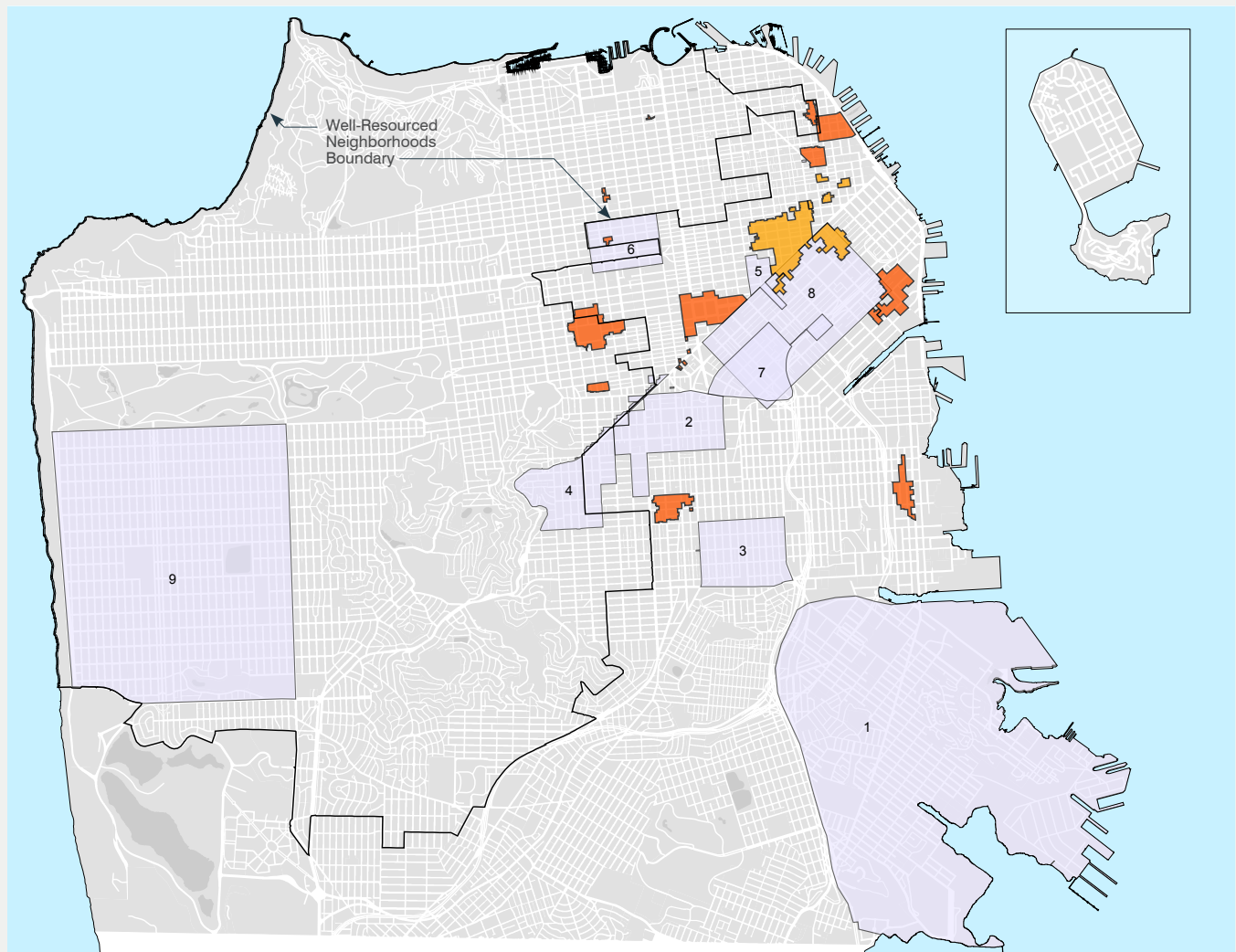
Article 10
- Alamo Square
- Blackstone Court
- Bush Street-Cottage Row
- Civic Center
- Clyde and Crooks
- Dogpatch
- Duboce Park
- Jackson Square
- Liberty Hill
- Market Street Masonry
- Northeast Waterfront
- South End
- Telegraph Hill
- Webster Street

Article 11
- Commercial-Leidesdorff
- Front-California
- Kearny-Belden
- Kearny-Market-Mason-Sutter
- Mint-Mission
- New Montgomery-Mission-2nd St
- Pine-Sansome

Cultural Districts
- 1 - African American Arts and Cultural District
- 2 - American Indian Cultural District
- 3 - Calle 24 Latino Cultural District
- 4 - Castro Cultural District
- 5 - Compton's Transgender Cultural District
- 6 - Japantown Cultural District
- 7 - Leather & LGBTQ Cultural District
- 8 - SoMa Pilipinas – Filipino Cultural District
- 9 - Sunset Chinese Cultural District

Major Permits to Alter, the process does not typically add significant review time.

Pursuant to the California Environmental Quality Act (CEQA), public agencies must review the environmental impacts of proposed projects, including impacts to historic resources. Project applicants must first determine whether their project sites are historic resources prior to knowing a regulatory pathway. While some have been part of previous historic resource surveys, most sites in the city have not and fit into three categories: not age-eligible and not a resource or age-eligible and unknown, described as a Category B. This determination, which has a significant impact on the potential time and process required for alterations or demolition and new construction, can be established through a Historic Resource Evaluation. This process provides additional information to assist the Department in analyzing whether a property qualifies as a historic resource under CEQA.

Alleviations

Historic Resource Assessment

The Historic Resource Assessment (HRA) provides preliminary feedback from the Planning Department regarding whether a property is eligible for listing on the National Register of Historic Places (NR) and/ or California Register of Historical Resources (CR) in cases where a property's historic resource status is unknown (i.e. a Category B – Unknown Historic Resource Status). This process improvement was created by the Department to reduce the time needed for applicants to learn about the pathways available for developing their site and increase knowledge early and less expensively in their timelines. It supports more certainty.

Comment from Developer interviewee

Holding cost is 5-7% of total project cost. Add a tremendous cost. After 4 to 5 years holding, waiting for permitting, a project becomes infeasible.

Conditional Use Permits / Variances

Conditional use authorizations require public hearing at the Planning Commission which has an impact on the schedule and permit processing for housing projects. This is a common tool for legislators to bring more public scrutiny to project application types on a case-by-case basis, often in response to constituent concerns or changes in the built environment. Below describe many situations in which a project approval would require a conditional use authorization.

Lot Consolidation or Scale

Development on lots sized 5,000 or 10,000 square feet over require a conditional use authorization in many Neighborhood Commercial or Transit Districts. Development of Large Lots in RTO and RTO-M Districts requires a conditional use authorization. Intended to keep the smaller-scales feel of development projects in line with common city patterns, it reduces the ability to gain efficiency with building and fire code requirements in project development.

Comment from Developer interviewee

There is not a lot of vacant land and having to get a conditional use permit to demolish one unit to replace with multiple units is a burden.

Demolition Controls

The Planning code requires the Planning Commission to consider a variety of criteria when considering whether to grant a conditional use authorization for the demolition, merger, or conversion of residential units. These include the length of occupancy of the unit, its owner-occupied status, its affordability status, and how the proposed removed unit compares to the proposed new unit(s).

Most residential demolition applications will require a public hearing; however, the following projects may be reviewed administratively: any existing residential structure that is recommended for demolition by the Director of the Department of Building Inspection and is determined to be a public hazard in accord with provisions of the Building Code; any existing residential structure that is damaged by fire, earthquake, or other act of God, proposed for demolition and to be replaced in extent and kind, as determined by the Zoning Administrator; and structures proposed for demolition, where a Conditional Use hearing would otherwise be required, are exempt from hearing requirements if they are determined by the Department to be "unsound." Soundness is an economic measure of the feasibility of upgrading a residence that is deficient with respect to habitability

and Housing Code requirements, due to inadequacies of original construction. Proposed removal of three or more units will always require a Conditional Use hearing.

San Francisco uses a Tantamount to Demolition process which establishes a specific and complex procedure for determining if a project is subject to requirements for demolished buildings. It includes calculation of wall and floor areas and the reuse of existing materials or if the floors are being moved vertically. It is a much more time-consuming and challenging design and project review process than for commercial properties. Permits for demolitions of dwellings cannot be issued until the permits for the replacement structures are issued.

Change of Use to Residential
Housing projects applications that propose the change of use or demolition of movie theaters, grocery stores over 5,000 square feet, laundromats, and residential care facilities require a conditional use authorization. These changes to the latter two resulted from 2021 legislation and were intended to reduce impact of land value pressures on critical private sector businesses for more vulnerable populations including seniors and those with disabilities.

Tenancy / Rent Control
Given the high cost of housing and recent influx of high earners into San Francisco over the past ten years, many residents, especially in communities of color, those with disabilities, and seniors, have been at high risk of displacement or eviction. Recent legislative proposals have included ways to reduce the impact on these communities by preventing applicability of certain programs for housing that has existing tenants, especially if they are in rent stabilized housing units. While they protect existing residents, these requirements constrain the ability of projects to demolish or gain entitlement towards the construction of more housing.

In more practical terms, establishing whether there has been a tenant within the timeframes created by state and local legislation-- three, five or even ten years in the past-- is very challenging, especially for unauthorized units. This requires in-depth investigation by planners working in many cases with the San Francisco Rent Board who does not currently track rental units in that detail given its mandate and staff constraints. Absences of this readily accessible information may be prompting further constituent complaints and concerns leading to asks for broader regulatory measures and public scrutiny so that each site is examined for the specific owner and resident actions and histories.

The regulations around future tenancy and rent control requirements also provide constraints to the initiation of housing projects. Developers who produce small-multifamily or homeowners who wish to add units articulate concern over the long-term consequences of managing tenants and rental units or having them subject to the city's lottery system. In smaller projects, applicants express concern that they will "get stuck" with someone who is a bad or disruptive tenant; for a property manager this is a financial or logistical challenge, but homeowners worry about being further burdened by living in the same structure and being subject to the impacts of a difficult neighbor.

While not required through the State legislation, ADUs projects that obtain a waiver from a Planning Code requirement under the local program are required to be rent controlled. Note that 85% of ADUs of the 656 ADUs as of March 2022 will be rent controlled, the majority in multifamily buildings where rent control already exists.

Alleviations

Legalizing Units
San Francisco has a process to legalize existing dwelling units that were previously unpermitted. This program allows property owners to register these units, avoid potential violations, and ensure that their dwelling units meet safety requirements with some fees waived.[9] Many homeowners created "in-law" units without permits after World War II to provide homes for returning soldiers. These existing units offer lower rents as they're generally smaller, often with some physical limitations such as hidden entrances or low ceilings, and sometimes missing proper health and safety standards. In the past, once the City was made aware of such units through complaints, the unit was required to be removed, and a home was lost. In 2014, the City reversed this approach:

9   City of San Francisco Department of Building Inspection, 2021.

a legalization program now allows homeowners to legalize these units requiring compliance with building and safety standards while relaxing other controls, such as parking or density. In addition, the City now provides stronger controls to prevent removal of these units to protect their tenants from eviction.

Rental Registry

Ordinance No. 265-20, which became effective on January 18, 2021, requires owners of residential housing units in San Francisco to begin reporting certain information about their units to the Rent Board. The Rent Board will use this information to create and maintain a "housing inventory" of all units in San Francisco that are subject to the Rent Ordinance. Owners will be required to report the information using a form prepared by the Rent Board. In addition to (or in lieu of) a paper form, the Rent Board is developing a website portal that will provide an interface for owners to submit the required information using an online form. The Rent Board may also develop a procedure for tenants to report information about their units but reporting by tenants is optional and not required.

The Rent Board will use the information provided to generate reports and surveys, to investigate and analyze rents and vacancies, to monitor compliance with the Rent Ordinance, and to assist landlords and tenants and other City departments as needed. The Rent Board may not use the information to operate a "rental registry" within the meaning of California Civil Code Sections 1947.7 – 1947.8.

Enforcement

The Planning Department Code Enforcement team helps maintain and improve the quality of San Francisco's neighborhoods by operating programs that ensure public compliance with the City's Planning Code. The seven-member team uses its limited resources in response to customer complaints rather than actively searching for violators. It seeks to initiate fair and unbiased enforcement action to correct those violations and educate property owners to maintain code compliance.

Each year, the Planning Department responds to over 500 inquiries pertaining to potential land use violations. Here are common complaints that impact the production of housing:

- Addition or removal of dwelling unit(s) without approval
- Alteration of historical building or structure without approval
- Demolition without approval
- Failure to provide required bicycle parking
- Non-compliance with conditions of approval
- Obstruction in front or rear setback
- Group housing without approval
- Failure to install required street tree
- Use of required front or rear setback as parking

When a violation is reported, enforcement staff review the complaint and complete a site visit and investigation before proceeding with a violation notice. One of the most common and challenging complaints is related to unauthorized demolition, as the tantamount to demolition process can make it appear that a project is violating requirements when it complies. If a violation may be occurring, enforcement staff may provide a correction notice and/or suspend permits and work may cease until the violation is resolved.

Building Improvements and Maintenance

Many of the regulations that apply to new housing projects do not apply to maintenance or replacement efforts as they do not remove units or expand the building envelope, however it is common for people to renovate or include an addition when doing home repair, roof replacement, or when addressing weather damage. Homeowners often discover that their projects have an unknown historic resource status which can affect window or siding replacement at the front facade. They either have the choice to complete an Historic Resource Evaluation, requiring time and money, to establish it with finality or assume it is a resource and proceed conservatively and under the Secretary of Interior Standards. This reduces the ability for replacements other than in-kind. The City has an unwritten but consistently used policy that vinyl windows are not acceptable on the front or visible facades which can be a financial constraint.

Any expansion of the building envelope will trigger neighborhood notification except in limited circumstances, the infill of a lightwell for example. And even in instances where no demolition or notification is triggered, curious neighbors may raise concerns or disrupt the process.

Many San Franciscans are "house rich" but have limited yearly income and few easy ways to access the financial equity in their homes. Lower-income residents find this be a struggle with home-upkeep and, especially housing in the northwestern portion of the city that is subject to off-sea wind and salted air, deterioration can be persistent. Metal corrosion is especially common.

Implementing State Requirements

California Environmental Quality Act

Residential projects in San Francisco that require a discretionary action are subject to environmental review under the California Environmental Quality Act (CEQA). CEQA can act as a constraint to housing development because it can increase both the costs and the time associated with development review. A substantial portion of the Department's staffing, around 40 staff, is to accomplish CEQA review towards all public and private project requiring approvals under San Francisco jurisdiction; over the last five years, the Department has completed over 5,000 CEQA reviews per year.

The timeline and cost of environmental review for residential projects varies (FIGURE 9 on page 31). The Department complies with the 2017 Mayoral Executive Directive to render an entitlement deci-sion for residential projects according to different timeframes , based on the complexity and type of environmental determination required under CEQA for a given residential project. The Department typically determines that most residential projects qualify for exemptions under CEQA. Exemptions are considerably faster to complete than other types of environmental review. For instance, large volumes of simple CEQA exemptions are completed within one day or one week in the Department, while it takes no more than six to nine months to complete a small volume of more complex CEQA exemptions that require background technical studies. The Department completes fewer than ten negative decla-rations per year and fewer than five environmental impact reports (EIRs) per year for residential projects. Such environmental analysis for residential projects can take no more than 12 months to complete nega-tive declarations and 18 to 22 months to complete EIRs, per the 2017 Mayoral Executive Directive's established timelines.

San Francisco is highly urbanized. Thus, significant environmental impacts may relate to topics such as historic resources, transportation, air quality, noise, wind, and shadow, while it is rare to have significant impacts related to biological resources.

Historic resources are broadly defined under CEQA. This includes those listed in, or determined to eligible for listing in, the California Register of Historical Resources. According to CEQA Guidelines Section 15064.5, historical resources are listed in, or formally deter-mined to be eligible for listing in, the California Register of Historical Resources (California Register), meeting one or more of four criteria related to events, persons, architecture, and information potential. Historical resources are also properties included in a local historic register, such as Article 10 landmarks in San Francisco, for the purposes of CEQA. Properties that are not listed but otherwise determined to be historically significant, based on substantial evidence, would also be considered historical resources under CEQA. Furthermore, resources that are listed in or formally determined to be eligible for listing in the National Register of Historic Places are automati-cally listed in the California Register and are thus considered historical resources for the purposes of CEQA compliance. Anyone may nominate a property to be a historic resource for inclusion on the Register, including unelected and unappointed officials and that generally would happen as a community sponsored landmark with the City of San Francisco or register listing with the State of California. Many sites in San Francisco that are significantly less developed than zoning would permit include a historic resource. The presence of a historic resource on-site can preclude a residential project from moving forward or substantially increases the review process through an EIR, typically a Focused EIR under CEQA where the environmental analysis is focused on the historic resources topic. State and local housing legislation,

> **Comment from Developer interviewee**
>
> *SF applies CEQA in a way that no other California community does, with a degree of precision and specificity that is not mandated by law. What takes 9 months in the peninsula takes over 3 years in SF. One major issue to address is the process required to declare a project stable for EIR.*

FIGURE 9

Project Intake, Environmental Review & Approval Process

This flowchart provides an overview of Planning Department's project review and approval procedures for projects with two or more housing units.

San Francisco Planning

LEGEND

≫ Process Milestone

CP Current Planning

EP Environmental Planning

PS Project Sponsor

EIR - environmental impact report
NIA - Notice of Incomplete Application
PD - project description
PPA - preliminary project assessment
SOW - scope of work
SDAT - streets design advisory team
RDAT - residential design advisory team
UDAT - urban design advisory team

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1 Preliminary Project Assessment (60 DAYS)

PS Files PPA application, pays fees.

CP Conducts preliminary plan check, SDAT, UDAT, manages the overall PPA process, consolidates and issues PPA letter.

EP PPA/intake planner assigned, conducts environmental screening, completes EP PPA Checklist.

≫ CP Planner Tech issues PPA letter.

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2 Project Application Acceptance (30 DAYS)

PS Files Project Application, pays fees, submits additional materials, and hires environmental consultants, if needed.

CP Planner Tech saves Project Application and Plans in PRJ record, creates NIA in M-Files, reviews materials for completeness, consults with quadrant Planner IV, and creates SFPermit record with 'submitted' status.

EP PPA/intake planner reviews environmental materials for completeness.

≫ CP Planner Tech issues NIA letter, if additional materials are needed.

PS Sponsor submits additional materials.

≫ If CP Planner Tech deems application complete, status changed to 'accepted' in SFPermit and status emailed to sponsor.

---

3 Preliminary Application Review (90 DAYS)

PS Provides additional information, as needed.

CP Current planner assigned. Conducts comprehensive plan check, including SDAT, UDAT, and RDAT. Coordinates Plan Check Letter with EP.

EP Environmental coordinator and supervisor assigned. Environmental coordinator confirms need for technical studies, technical planners are assigned, SOWs for some technical topics are reviewed and approved.

≫ CP Planner issues Plan Check Letter based on preliminary review.

---

4 Proposed Project Refinement (30 DAYS)

PS Refines project based on Plan Check Letter(s).

CP Confirms comments from Plan Check Letter(s) have been incorporated.

EP Confirms comments from Plan Check Letter(s) have been incorporated.

≫ EP and CP planners deem project description stable. EP planner inputs type of environmental document; CP planner consults with Commission Affairs for target hearing date and inputs target hearing date into SFPermit.

---

5 Project Analysis (6 TO 22 MONTHS)

CP
- Conducts detailed plan check, design review, starts drafting staff report.*
- Ensures public outreach has been conducted.
- Keeps interested parties abreast of project status.

EP
- Reviews project description.*
- Conducts scoping of environmental review document, technical studies.
- Conducts environmental noticing.
- Manages preparation and review cycles of technical studies and environmental documents.
- Manages publication of draft environmental document and public comment process (if applicable).
- For EIRs, prepares and attends hearing on draft EIR and manages preparation and review cycles of response to comments document.
- Confirms all environmental fees are paid

≫ Project is ready for EIR certification and/or approval hearings.

*If the PD changes, hearing schedule may change.
- Could it alter environmental impact conclusions?
- Does it require a new environmental technical study?
- Would it require a new entitlement?
- Does it result in significant redesign of massing?
Go to Project Coordination to confirm hearing date change.

---

6 Hearing Preparation Tasks

CP Finalizes staff report, CEQA findings (if required), conducts required noticing, attends entitlement hearing.

EP Prepares for and attends EIR Certification hearing, if applicable.

Possible Hearings
- Rec Park Capital Committee/Full Commission
- Historic Preservation Commission
- Other Commissions (Port, MTA, etc.)
- BOS Land Use Committee/Full Board

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7 Closeout Actions

CP Finalizes updates to project description and data tables in SFPermit per final action. Emails sponsor with upcoming major milestones (required now, site permit, each addendum).

EP Prepares FEIR, if needed, closes out ENV record.

CP EP CP and EP planners coordinate on the following:
- project description changes, including updates to SFPermit data
  - Section 148 (Wind)
  - Section 295 (Shadow)
- Schedule/confirm hearing date with Commission Affairs
- Project team changes (internal/external)
- Newly identified impacts
- Record requests
- Pre-approval hearings (i.e., Recreation and Park Department; Historic Preservation Commission; Architectural Review Committee)

SB 35 for example, aimed at adding housing often excepts properties that contain historic resources, thereby restricting the development of underutilized property, including lots where there is a parking lot or other undeveloped portion of a site adjacent to a historic structure.

Opponents to residential projects may use local administrative CEQA appeal processes and courts as a threat, negotiating, or delay tactic, and/or a back-stop to prevent environmental damage. Under CEQA appeals, project opponents can file anonymous lawsuits, recover attorney fees from the lead agency/project proponent if their lawsuit is successful, and delay or prevent project proponents from moving forward.

Alleviations

CEQA Process Improvements

The Department is implementing a variety of initiatives to increase the efficiency of the environmental review process and thereby reduce the time and costs associated with achieving CEQA compliance for residential projects. This includes setting timelines for environmental review of residential projects generally, reassessing approaches for technical environmental topic reviews, and standardizing and pursuing the adoption of applying commonly used CEQA mitiga-tion measures to apply them as code requirements, instead of mitigation for projects. CEQA also affords a variety of opportunities to streamline environmental review for housing projects, particularly if the Department assessed housing growth under an adopted area plan or under a general plan element environmental review process.

On and Off-Site Improvements

Multi-jurisdictional permitting

While Planning permitting and entitlement processes have historically been one of the biggest time challenges to obtaining the right to build housing, more recently many projects have found the permitting past this stage to be more complex, burdensome, and potentially in conflict. This includes understanding the requirements for San Francisco agencies including Public Works (PW), Recreation and Parks Department (RPD), the San Francisco Public Utilities Commission (SFPUC), the San Francisco Municipal Transportation Agency (SFMTA), and the San Francisco Fire Department (SFFD).

Public-Right-of-Way

Projects that are on a lot that is greater than one-half acre, include more than 50,000 square feet of new construction, contain 150 feet of total lot frontage, or have their frontage encompass the entire block face trigger the Better Street requirements (Planning Code Section 138.1) which can include substantial sidewalk, street tree, lighting, drainage, and roadway improvements. While these design requirements are articulated in some specificity in the plan, there is discretion in the process of permitting given the unique nature of different sites, and the departments and agencies must come to agreement on what is to be expected in this process. While recent process improvements (see Streetscape Design Advisory Team) have prompted resolution earlier in design and entitlement review phases, a variety of practicalities and technical conflicts when developing a project into design development or construction documents can mean that revisions will be needed later in the process which can challenge and delay the realization of construction, especially if more than one jurisdiction is involved.

Comment from Developer interviewee

Mapping and subdivision process is a major hold up that takes years to complete and up to 14 months before getting an initial response.

Typical permits or approvals that are needed from Public Works are for: sidewalk improvements, (including street trees), major or minor encroachments for equipment, furnishings, transformer vaults or other elements in the public right of way. With the recent 100% Electric ordinance, the City anticipates an increase in transformer needs by housing projects as well.

SFMTA approval or permitting is required if the project abuts a transit stop, creates or extends a bike lane, creates or modifies the street, or overlaps with other forms of transit infrastructure. The Recreation and Parks Department needs to approve any private land that will be dedicated or built and deeded as a public park to the City as part of a development agreement.

Fire Department approval is required for any street or sidewalk proposals modifications that modify the width or ability for the Fire Department's access in case of emergency, as well as smaller items such as location or presence of street trees, lighting in the public right of way, or signage. The Fire Department review is part of the building and fire code review process as well, and subject to code interpretations and oversight by the State Fire Marshall.

Comment from Developer interviewee

Suggestion to have a designated leadership position for interdepartmental coordination among departments where housing development is not their main priority. For example, fire does their due diligence, but it is not a streamlined coordinated process because fire fighting is their first priority. Similar issues with PG&E, PUC, DPW. This will make sure housing is prioritized and will reduce interdepartmental/interagency conflict and incongruent decisions.

Large projects that include street and utility creation or modifications have a complex interagency process to get their horizontal plans approved after entitlement. While much of the conceptual design is established during the development agreement approval, many agencies and disciplines required to develop the design into buildable elements at refined scales often mean negotiating complex systems across the City.

Regional

Many San Francisco housing projects must negotiate a variety of approvals and permits including, for projects near the shoreline, the Bay Conservation and Development Commission and the Coastal

Commission, or for projects taller than 200 feet, the Federal Aviation Administration.

Utilities

In 2021, the Board of Supervisors modified the 2017 non-portable water requirement, adding a considerable constraint on the production of housing. Regulated by the SFPUC, the non-potable water reuse infrastructure requirement affects housing projects that are over 100,000 square feet and requires them to provide their own in-house water treatment and reuse of water from black and gray water sources. The original legislation requested this of projects that were 250,000 square feet or over and it has impacted many significantly sized projects in the City, including 1550 Mission Street and 1629 Market Street, which includes affordable and supportive housing. Subject to the requirement when it was triggered by 250,000 square foot size, the 1629 Market team reported that the infrastructure required to perform this utility function was not locally available, as this was new technology at these scales, had to be shipped from overseas, and required considerable space in their project. They found it reduced the use of new water by less than 15%. This type of water reuse programming works primarily in mixed-use projects with a balance of office and housing, given water demands, not available at this site.

With the reduction of the housing site size that will trigger this requirement, it will likely be a major challenge for such projects that have 100 units or more. They are unlikely to have enough scale to cover the infrastructure costs, there may not be equipment that fits this small scale, and many of these types of projects in denser parts of the city, where projects do not typically include parking, do not have basements or garages that can house the machinery. The permitting required is through the SFPUC with additional permitting with the San Francisco Department of Public Health. The ordinance also requires any project over 40,000 square feet to pro-vide a water budget.

Pacific Gas and Electric (PG&E) and Recology supply nearly exclusive utility services and inter-sect with building planning and design. PG&E has substantial requirements for transformers and electric meters often designed for more suburban environments. Ordinance 274-14 (2015) requires city buildings

and publicly-subsidized efforts, including affordable housing, to sub-scribe to SFPUC power. PG&E imposes significant additional requirements on buildings served by SFPUC, compared to directly adjoining buildings of the same size and use served by PG&E, which imposes significant unnecessary construction costs and delays. This has a direct effect on the cost of constructing new affordable housing. Recology provides collection and disposal of municipal solid waste, recycling, and organics/compost to residential customers in San Francisco. They have many requirements that must be met in larger housing projects so that waste, recycling, and compost bins can be accessed or picked up weekly and must intersect with public rights of way including sidewalks and curb cuts and the design of ground floors. While many of these agents have standards or rules, there is significant discretion in aligning their separate needs with governmental requirements which can create an unpredictable environment.

Alleviations

Housing Delivery Team
While past process required each developer to meet independently with all permitting agencies and departments, the City has developed two internal processes to coordinate and reduce potential conflicts and challenges. The first is a Housing Delivery team, under the Mayor's office and the Director of Housing Delivery, that organizes and shapes city decision-making across agencies and departments for very large projects such as development agreements. This team includes high level representatives from each jurisdiction or permitting function and the consistent collaboration allows alignments and reconciliation when requirements conflict.

Streetscape Design Advisory Team
The Streetscape Design Advisory Team (SDAT), administered by the Planning Department, includes SFMTA, Public Works, SFPUC, and the Fire Department. SDAT reviews projects outside of DAs, mostly on individual parcels, to facilitate approaches and direction prior to entitlement that significantly decreases later permitting stress. This team has had the further benefit of helping agencies work together to align on long-range changes.

Processing Procedures

Application Process

Typical timeline for a medium-density, multi-family residential project (50 to 100 units) is about one to two and a half years from the initial conceptual project review with the Planning Department to commencement of construction. This schedule assumes concurrent procedures for CEQA and entitlement review requiring Planning Commission review and approval. If an environmental impact report (EIR) is required, it can take 18 to 22 months for all necessary studies and environmental analyses to be conducted prior to approval at the Planning Commission.

The Department has three options for prospective applicants to receive preliminary feedback on whether their proposed projects meet applicable codes and requirements and a likely pathway towards approval. The Planning Counter (PIC) at the Permit Center is an accessible resource for development teams working on projects with few complications where there are limited Code questions. PIC enables developers to get answers to technical or procedural questions that can done in approximately 30 minutes. For smaller projects, prospective applicants can have a Project Review Meeting which includes environmental, planning review, and design review staff where they can present whatever level of information they wish to get a direct, in meeting, response. Moderate to larger projects must submit a Preliminary Project Assessment (PPA). This early review of the project provides sponsors with feedback and procedural instructions, and also allows staff to coordinate at the beginning in the development process. It is also fee-neutral for projects that advance to further applications. The PPA application is not a development application, and issuance of a PPA letter is not a development approval or denial. For any project that requires a PPA, no development application, including for Environmental Evaluation (EE) will be accepted until after the PPA letter has been issued. If requesting a density bonus under the State Density

Comment from Developer interviewee

Most significant barriers to permit issuance are the multiple disaggregated steps required of developers, as opposed to the timing of Planning staff's processing.

Bonus Law, applicants must provide both the Project Description and Project Summary Table for both the base (Planning Code-compliant) project and the bonus project.

A PPA is required for any housing project that includes the creation of 10 or more dwelling units and/or creation or expansion of any group housing use of 10,000 square feet or more. For ADU projects, only proposals of 25 or more new ADUs will require a PPA. The Department may also request a PPA review for other complex projects.

A Project Application is the primary means by which the Planning Department collects information necessary to conduct environmental evaluation and determine Planning Code compliance and conformity with the General Plan for a proposed development project. In order for the Department to consider a Project Application accepted, the application must be accompanied by all required supporting materials (e.g. plan sets, letters of authorization, etc.) and all relevant supplemental applications. For projects that are required to submit a Project Application, project review will not begin unless a complete Project Application has been submitted and accepted along with its related entitlement applications (building permit or hearing supplemental).

Project applications that are adding two of more housing units as per the Mayor's Executive Directive, proceeds with these steps:

- After receiving a Project Application along with its related entitlement applications (building permit or hearing supplemental) within 30 days, Planning will determine whether a Project Application submittal is complete or incomplete. Incomplete applications will be held until all required application materials are provided. Once an application is complete, the application will be deemed Accepted.
- Within 90 days of the accepted date, Planning will issue a first Plan Check Letter identifying the specific outstanding Planning Code and environmental review issues with the project, and any other required materials or applications.
- Once the applicant provides all requested materials, additional applications, and project modifications, Planning will determine whether this response to the first Plan Check Letter is complete or incomplete within 30 days.

- Once a complete response has been received, the project will have a Stable Project Description. For Housing Projects only (those adding two or more net new units) will be assigned a Target Hearing Date within 6 to 22 months, depending on the level of environmental review. Note that the 6 month time frame applies to a project for which no CEQA review is required; 9 months for a Categorical Exemption or other exemption; 12 months for a Negative Declaration (ND), Mitigated Negative Declaration (MND), or Community Plan Evaluation (CPE); 18 months for an Environmental Impact Report (EIR); or 22 months for a complex EIR.
- All other required hearings for the project (e.g. Historic Preservation Commission, Recreation and Parks Commission), environmental review, and any requested project modifications will be completed prior to the Target Hearing Date, at which time – or sooner if possible – the project may be approved or disapproved by the Planning Commission or Planning Department.

While there are intended timelines and targets for review process and procedures, it is iterative and requires intense navigation for applicants and planners. Providing a "complete" application is a challenging start for many applicants despite the many handouts and descriptions helpful to them. The list of requirements that a housing project must meet puts a significant challenge on applicants and requires extensive technical drawings, reports, data, and descriptions. An architect, engineer, land use attorney, or expediter is almost always necessary for moderate and larger housing projects. Given

the additional programs offered by the state, high level of up to date knowledge about procedures can substantially affect the ease of navigating the process.

After the issuance of a Plan Check Letter, the next step is for applicants to respond with questions for clarification and/or revised proposal and plans. This back and forth process can be short for projects that are close to compliance or difficult depending on the understanding of the project team, responsiveness to comments, speed and completeness of revisions, and the case load of the project planner. The more iterations and the logistics of each step can extend the timeframe.

Pressure on Planners

The high level of knowledge and lengthy code review process also challenges even the most experienced Department staff. While the Department has a very detailed and up to date internal Standard Operating Procedures manual, quickly changing rules with very detailed procedures means that staff are also having to continually study and adjust to changing process. Many of the new rules, especially coming from State legislation, start with the Department's specialized Housing Implementation team who must evaluate how they will be practically used and enforced in consultation with the Zoning Administrator and City Attorneys.

The pressure on Department staff to manage 60 to 100 cases, stay abreast of code changes and procedural updates, and field calls from frustrated

FIGURE 10   Typical Processing Times for Application Types

Type of Approval or Permit	*Typical Processing Time*	
Conditional Use Authorization / Planned Unit Developments	300	median days
Large Project Authorization	543	
Downtown Project Authorization	609	
Site Plan Review	365	
Discretionary Review	154	
Affordable Housing	286	
Environmental Impact Report	1,004	
Community Plan Evaluations	477	
Negative Declaration	788	
Categorical Exemption	122	

Planning Department Data from 2015 to 2021

applicants, inquisitive or even hostile neighbors, means planners are intensively on call with little room for error. It is a stressful job and the turnover can be difficult for managers and project applicants who feel like it sets the clock back. Hiring has a number of challenges, especially in a city with large swings in real estate cycles. When the cycle is high, the civil service system does not quickly enable hiring planners and demands permanent positions. And unlike other cities, San Francisco Planning's complex code and union rules makes it very difficult to outsource review to consultants which would allow it to be more nimble.

Processing Times

One of the current challenges to understanding permit processing is the inability of the City's various permitting databases, some of which are proprietary and decades-old technology, to track the different phases and durations that make up an application process. There is currently no way to establish how much time a permit sits in a queue, undergoes planner review, or is in the hands of the applicant undergoing revisions towards response.

The following describe the median processing times for various applications from time of application submittal to application action for the permits since 2014 Housing Element (FIGURE 10 on page 36).The Planning Department's typical timelines for processing 100% affordable projects demonstrate an average of 286 days for review and approval. 100% affordable housing projects were not always processed administratively or ministerially reviewed and approved. But local legislation created an administrative review process under Planning Code Section 315 that went into effect in 2016 and a ministerial review process under SB-35 that went into effect in 2018 both of which require completed review periods of 90 days and 180 days for 150 or fewer residential units and for more than 150 residential units, respectively. Conditional Use Authorizations and Planned Unit Developments averaged 300 median days from accepted project date to Planning Commission Action date. Large projects averaged between 543 days and 609 days, in the Eastern Neighborhoods and Downtown, respectively. Site permit plan review, for principally-permitted, Code compliant projects, averaged 365 median days from arrival date at Planning to completed Planning review

date. Discretionary review applications averaged 154 days from Planning accepted date to Planning Commission Action date.

Environmental Impact Review applications averaged 1,007 median days from accepted date to publication date. Community Plan Evaluations, which include determinations, exemptions/exclusion, and initial study, averaged 477 median days from accepted date to publication date. Negative Declaration, including initial study and declaration, applications averaged 788 median days from accepted date to publication date. Categorical Exemptions including certificates, Class 32, Determination of Historic Resource, Determination of Historic Resource Impact, Stamp, General Rule Exclusion, Public Project Exemption, Review of Exemption prepared by Another Agency, and Statutory Exemption, averaged 122 median days from accepted date to publication date.

Alleviations

Consolidated Project Application
In response to the Mayor's Executive Directive, the Planning Department consolidated the many often repetitive parts required for a project to have a complete pathway. This consolidated Project Application reduced paperwork, application pages, redundant information that multiplied the potential for errors, and centralized the data.

Permit Center at 49 South Van Ness (49SVN)
In addition to the online permit and project tracking systems, the City constructed a new permit center at 49 South Van Ness (49SVN) that opened Spring 2020 which provides a centralized place for business permitting. Previously, 13 different locations in San Francisco offered different permitting services. Now, almost all permitting can be completed at 49SVN, including business, special events, and construction permitting. The larger permit center can now offer Expanded Services, such as expansion of Over The Counter (OTC) Fire-Only Permits and expansion of Trade Permits, all of which can be completed online).

Electronic Plan Review
While previously in process, the COVID-19 pandemic sped up the Planning and Building Department's

efforts to transition to electronic plan review for all projects other than those approvable over-the-counter, in an effort to streamline the permitting process. It eliminates the need for applicants to come to the City's permit center, enables better tracking/records management, allows applicants to see the City's comments in real-time, and allows for concurrent review of permitting agencies once a project is cleared by Planning. The Department also began allowing online payments in 2019.

Detailed Action in Response to Mayoral Executive Directive 17-02

ED 17-02 charged all City Departments to work collaboratively toward faster approvals for housing development projects at both the entitlement and post-entitlement permitting stage. In a response to Executive Directive 17-02, the Department prepared a development plan to execute faster approvals for housing development projects. The process improvements plan included an implementation outline for the plan: such as an overview of the anticipated timeframe and phases for implementation, a description of the refinement process, public review, and adoption steps. The second section presented the process improvement measures grouped in various categories that included: application and intake procedures; routine projects and permits; Environmental Planning, Historic Preservation, and Design Review; Planning Code and Commission Policies; and Administration, Training, and Technology.

The Planning Department worked with Planning and Historic Preservation Commissioners, the planning and development community, the public, city agencies, the Mayor's Office, and Board of Supervisors to refine and implement the process improvement measures presented in the aforementioned plan. To ensure that decision-makers and the public remained engaged, staff delivered quarterly progress reports to the Mayor's Office and the Planning Commission beginning in 2018.The various improvement measures in the plan included: Operating Procedures; Administrative/Technology Procedures; Department Policies; Commission Policies; Code Amendments. Below are some of the implementation measures in their respective categories. Please note the list below does not reflect all but most of the efforts that have been taken to expedite residential projects review processes and approvals. The listed

measures as as follows:

Operating Procedures:
- Revised staffing practices among Divisions for PPA applications to maximize efficiency and value each Division's role in the review process.
- Established clear communication protocols for applicants to contact staff during the review process.
- Reassessed overall PIC staffing and resources to ensure over-the-counter (OTC) permit volume and general inquiries can be accommodated efficiently and with accuracy, leveraging technology to do so, including ZenDesk to filter email and QLess to manage queuing. The Department also collects data around peak times so that we can staff more nimbly to the customer's need.
- Established parallel processing procedures for Accessory Dwelling Units (ADUs) and Unit Legalizations that allowed for concurrent review (Planning, Department of Building Inspection, and the Fire Department.
- Collaborated with the Rent Board to develop enhanced procedures for property owners to obtain eviction history information prior to filing a building permit for ADUs to reduce staff time.
- Environmental Planning integrated technical studies analysis into environmental review documents instead of requiring separate technical studies and review process including: air quality, archeology, biology, noise, preservation, shadow, transportation, and wind.
- Environmental Planning reassessed the criteria for requiring a consultant-prepared technical study.
- Environmental Planning developed scope-of-work templates (e.g. checklists) for each technical study.
- Environmental Planning discontinued the development density conformance form ("CPE Referral") previously completed by Current and Citywide Planning divisions for Community Plan Evaluations (CPEs). The verification procedure was negated due to modifications to the Development Application and EEA procedures referenced elsewhere.
- Re-evaluated scheduling and staffing for internal design review meetings.
- Revised standards for packet materials provided to the Commissions in advance of hearings.
- Streamlined hearing materials for DRs.

- Revised design review office hours to provide expeditious and focused design reviews resulting in comments in matrices.
- Hired a Discretionary Review (DR) Manager to steward, shepherd, manage, and present design-related DRs to the Planning Commission to streamline DR processes.
- Established and continued ongoing efforts to increase regulatory training opportunities for staff.
- Reassessed meeting and communication protocols for staff to more effectively manage coordination with project sponsors, city agencies, community members, and other concerned parties.

Administrative/Technology Procedures:
- Developed in-house tool to produce neighborhood notification mailing lists to reduce the time delay and costs for applicants.
- Developed the capability to accept applications and plans online to enhance staff's capacity to efficiently review submittals for consistency and completeness.
- Established function-based email addresses that go to the appropriate intake staff or staff team.
- Department website strategy and design upgrade was completed to improve user interface and experience as well as increase transparency and availability of public documents.
- In collaboration with DBI and other sibling agencies, Department established and implemented Electronic Plan Review (EPR). The Department adeptly trained Planning Staff to utilize Blubeam for EPR early into the pandemic.
- Integrated the California Environmental Quality Act (CEQA) Exemption checklist into the Permit and Processing Tracking System (PPTS) to allow faster processing that are eligible for OTC approval. The exemption checklist is also used for projects that are not OTC and require public notice.
- Developed a solution to perform electronic plan review to expedite review and approvals.
- Introduced an impact fee calculator tool to reduce staff time quantifying and assessing impact fees.

Department Policies:
- Converted the Preliminary Project Assessment (PPA) letter to an abbreviated PPA response packet to be delivered no later than 60 days following the application submittal, rather than the previous 90-day response period.

- Revised intake requirements for PPA applications to ensure applications supplied all necessary information in a complete and acceptable manner prior to commencing review.
- Discontinued acceptance of an Environmental Evaluation Application (EEA) concurrently with the PPA.
- Reduced and consolidated the number of internal and external meetings associated with the PPA review.
- Provided one consolidated Development Application for all projects that required an entitlement action or environmental review, including supplemental forms to capture necessary details related to specific entitlements, Environmental Evaluations, Historic Resource Evaluations, and Streetscape Plans. The Development Application included a master project description that improved certainty and consistency.
- Developed a Notice of Incomplete Application (NIA) that is issued within 30 days from the filing date of an application.

After a complete response to a Plan Check Letter, the Department is notifying applicants of the project's entitlement schedule and is including target deadlines, deliverables, and Planning or Historic Preservation Commission target hearing dates. Thereafter, Planning Code compliance and environmental reviews commence and are completed before the targeted hearing dates.

The Department revised Director's Bulletin No. 2 to establish clear department-wide criteria for Priority Application Processing to support entitlement timeframes for residential projects per ED 17-02.
- Adopted a uniform set of application submittal guidelines.
- Established an ADU liaison at all responsible agencies (Planning, DBI, SFFD, Public Works, PUC) that are involved in review and approval of ADUs to streamline permit review, serve as technical resources and coordinators, and to expedite approval of ADUs.
- Environmental Planning revised standards for acceptable deliverables from consultants and updated the list of qualified consultants to ensure the current pool is responsive to all current standards.
- Environmental Planning expanded the exemption

checklist to cover more classes of exemption.

- Environmental Planning reassessed procedures and applicability of infill exemptions (e.g. Class 32 exemptions).
- Completed and published how-to guide(s) on residential design review to increase public understanding and decrease staff time.
- Created the residential design guidelines (RDGs) matrix template used by Current Planers and Design Review staff to ensure compliance with RDGs, increase public understanding, and decrease staff time.

Commission Policies:

- Completed the update to the Urban Design Guidelines (UDGs) to add greater and more objective specificity of acceptable design approaches to better guide Planning staff and applicants.
- Scheduled all residential projects for an entitlement hearing automatically within the requisite review timeframes established in the ED 17-02 (e.g. 6, 9, 12, 18, or 22 months) after first complete response to an PCL.
- Started to automatically schedule Discretionary Review (DR) hearings (including subsequent hearings).

Planning Code Amendments:

- Adopted consistent requirements for content, size, and format for all notice types, including mailed and posted notice, to streamline staff time spent preparing notices and reduce errors.
- Reviewed required notice periods for consistency.
- Adopted a consistent mailing radius for owners and/or occupants for all notice types to reduce staff time and potential errors.
- Revised land use types that required public notice (formerly Planning Code Section 312; but subsequently consolidated with Planning Code Section 311).
- Effort to align Code definitions and formats, Article 8 to start, to increase the ease and clarity of code implementation.

The Department will continue to work to streamline procedures with the Mayor's Office, the Planning and Historic Preservation Commissions, the Board of Supervisors, and the entire San Francisco community. As evidenced by the comprehensive list of measures that have been established, the Department has and will continue to respond to the housing crisis at hand. The Department continues to look forward to finding other mechanisms for removing constraints towards housing production.

Building Codes

Building and Fire Code

Housing projects in San Francisco are required to meet the California Building Standards Code which include the Building, Plumbing, Electrical, Mechanical, Energy and Green Building Codes as well as amendments made by the City of San Francisco. The current adopted code is from 2019. The California Building Standards Code (Cal. Code Regs., Title 24) reflects national model codes; are adapted from national model codes to address California's ever-changing conditions; and include outside of national model codes that address specific California concerns.

Building and Lot Types

State interpretations of building and fire code have unique impacts in San Francisco because of the city's geography, land use patterns, and intensity. For example, a State Fire Marshall interpretation in 2017 (later rescinded) determined that any place-- including roofs open to the air-- at or above 75 feet that people can access, other than for maintenance, is occupiable space. Creating occupiable space above 75' (at the floor) requires under the State Building Code using much more expensive Type 1, or high-rise, construction, typically steel and/or concrete partnered with additional fire code and exiting requirements. In many places with lower buildings or lots with less density of housing, this would have little impact since it would be easy to modify structures to either sit below that height or accommodate open space in places other than on the roof. In San Francisco, however, the 85' height (top of roof) districts in dense, form-based zoning areas of the city are specifically designed to avoid Type 1 construction and roof decks are commonplace to satisfy open space requirements. While there are ways to adjust housing massing-- often losing units-- early in process, this interpretation caught many projects after entitlement

Comment from Architect interviewee

Working in San Francisco is like a blackhole of timing-- when we work in San Jose, we know that we will receive comments at a precise time, like 60 days, and can plan accordingly. They use third-party reviewers when they get too busy so they are able to meet their deadlines.

during a high point in the real estate cycle. In response, some projects opted to reconfigure their open space (where possible), or switch and pay an off-site fee (or "fee out"). This unanticipated change is an example of a highly disruptive and costly delay in housing production.

Another example is a recent interpretation that R3 occupancy in the California Build Code requires that all bedroom windows be accessible to the fire Department via 50' ground ladders or have a 50' adjacent yard for refuge. While it is common in many cities that houses have side setbacks on wider lots and thus provide open air access to backyards, in San Francisco, most housing is built property line to property line. As well many backyards cannot meet the 50' depth threshold. While this is not a challenge for new construction, it has a bigger impact on existing housing where an applicant seeks to add units, where budgets are smaller, providing rear yard access in a 1-hour rated corridor is space and expense consuming and adding sprinklers is cost prohibitive. This constrains the opportunity of ADUs, especially in the rear yard.

Comment from Architect interviewee

The site permit process has changed in recent years-- used to be a high level check and now gets into detail like a full permit review. Sometimes we skip it and submit our full plans.

The lot line to lot line housing pattern also means that lot splits, available ministerially via the California HOMES Act, is much less likely to happen in San Francisco, as lots are long and narrow, with the short end at the street. Most lots can only be split front to back requiring an easement and 1 hour rated corridor through the front lot and house. This has also reduced the potential of autonomous rear yard ADUs in San Francisco including prefabricated models, one of the most inexpensive ways to add them.

Green Building Code

There are several local changes to the building code which impact the development of housing, as described below:

- The SF Better Roofs Ordinance requires limited installation of solar electric (photovoltaic), solar thermal, or living roofs on all new construction of 10 floors or less. These requirements are in both the Planning Code and in the Building Code.
- Electric-Vehicle Ready Ordinance requires new construction and certain major alterations to be "EV Ready", meaning the project must include electric infrastructure, such as wiring and switchgear, to include sufficient capacity to charge electric vehicles in 20% of off-street spaces constructed for light-duty vehicles.
- The City's All-Electric New Construction requirements prohibits gas piping in new construction that applies for building permit after June 1, 2021. This change will likely require additional transformer vaults and other utility infrastructure but also produces houses that do not need gas infrastructure. It is intended to be neutral in cost.
- Energy efficiency requires any mixed-fuel new construction that applies for building permit after February 17, 2020, to reduce energy use at least 10% compared to California Building Energy Standards (Title 24 Part 6, 2019). Similar requirements were in place from January 1, 2017, to December 31, 2019, for residential new construction. Each ordinance above was supported by a study by credible experts documenting no net cost impact, and/or utility cost savings greater than marginal cost. Each was accompanied by outreach to affordable housing developers. Prior to adoption the practice imposed by the ordinance was observed to be commonly implemented by several affordable housing developers in recent projects in San Francisco, except for the EV Ready Ordinance.

Alleviations

Loans for Rehabs
The Mayor's Office of Housing and Community Development provides both loans and grants to assist homeowners with remediating hazards and addressing rehabilitation needs. The Mayor's Office is in the process of implementing the CalHOME loan program, funded through HCD. CalHOME will provide eligible homeowners in one-to-four-unit properties with funding for accessibility modifications, lead-based paint hazard remediation, and modifications to make units code-compliant. To be eligible, homeowners must be at or below 109 percent AMI. The Lead Hazard Remediation Program, funded through a HUD grant, provides both single-family and multifamily property owners with funds for lead hazard remediation. Eligible properties must meet certain income requirements and must have a certain share of households with young children.

Modular
With new factories, clarity on building code regulation at the State level, and local arrangements with Northern California Carpenters Regional Council, factory-built housing has become a realistic endeavor in San Francisco. There are several applications for housing that propose modular construction, including 550 O'Farrell and a completed 100% affordable housing project at 833 Bryant. Other projects, like 333 12th Street, use prefabricated parts.[10] These technologies work very well for highly repetitive housing projects where there are a small set of unit types that stack and repeat exactly. This is more challenging in historic districts, areas with heights taller than 85 feet and are likely not efficient enough at lower heights like 40 feet. The City expects to see more projects that propose such construction since it helps to solve the challenge of hard costs. There is no difference in the Planning permitting or entitlement process and such projects are recognized and addressed in the building and fire code.

10 https://www.bizjournals.com/sanfrancisco/news/2018/06/05/panoramic-interests-student-housing-san-francisco.html

Fees and Exactions

From project conception through completion, housing development projects are likely to incur a variety of fees that have the effect of increasing overall project cost, beyond those immediate costs to the project team for project management, design and actual construction. In terms of city-associated costs and fees, these generally break down into two main categories: 1) development application or review fees; and 2) development impact fees.

Development Application Fees

All projects to construct housing in the City, whether through conversion of existing space, addition to an existing building or new construction, will require a building permit from the Department of Building Inspection (DBI). While it is generally true that as construction cost increases, so too will the building permit application fee, it is also true that the relative permit fee charged on each dollar of construction cost decreases as projects become more expensive (FIGURE 11 on page 43). A project with a $500,000 construction cost will have a building permit fee of $16,643, or about 3.3 cents for each dollar of construction. The building permit fee for a $50,000,000 project is $41,036, representing less than one-tenth of one cent for each dollar of construction. However, the building permit application fee is only one of several fees that might apply to a project, and large projects especially are likely to incur a variety of other fees.

In addition to the DBI fee on the building permit application, it is also common for projects to have specific Planning Department review and/or entitlement application fees. One common fee associated with Planning Department review is for a project's environmental review under the California Environmental Quality Act (CEQA). This can range from as low as $389 for the simplest categorical exemptions, to well over $100,000 for some project Environmental Impact Reports (EIR). Later, this section of the report will discuss higher impact fee costs associated with certain plan areas; however, one benefit for projects within area plans that have completed an EIR is that they can typically pursue the less costly ($9,412) Community Plan Evaluation as their environmental review document.

Closely related to, or as part of a project's environmental review, some projects may require a Historic Resource Determination, which can add roughly $3,000-$8,000 to the application costs. Still others may require submittal of a Certificate of Appropriateness or Permit to Alter, applications which also add several thousands of dollars to application costs in addition to a public hearing in front of the Historic Preservation Commission.

The most common and familiar of the Planning application fees are perhaps those that result in a hearing before the Planning Commission (e.g. Conditional Use Authorization, Downtown and Eastern Neighborhoods Large Project Authorizations, HOME-SF and other State Density Bonus authorizations, Office Allocation) or the Zoning Administrator in the case of variances. While not all projects will require some or all of these applications, it is fairly common for there to be at least one entitlement required for larger projects. Of note, large development projects within the downtown (C-3 Districts) and the Eastern Neighborhoods mixed-use districts

FIGURE 11   Fees for Various Development Permits by Construction Costs Effective August 30, 2021

Estimated New Construction Cost	Building Permit (DBI) Fee	If Required Conditional Use Fees	Variance Fees	Coastal Zone Fees	Environmental Evaluation Fee
$100,000	$3,032-$4,880	$2,592	$5,083.50	$522.50	$8,285
$500,000	$16,643-$18,488	$5,780	$5,083.50	$1,162.00	$17,413
$1,000,000	$22,074-$22,790	$9,905	$5,083.50	$1,990.50	$28,180
$10,000,000	$36,302-$38,786	$88,467	$5,083.50	$17,603.50	$188,931
$25,000,000	$37,102-$39,786	$131,443	$5,083.50	$30,281.50	$269,781
$50,000,000	$38,102-$41,036	$131,443	$5,083.50	$26,317.50	$340,323
$100,000,000	$41,835-$45,704	$131,443	$5,083.50	$26,317.50	$365,070

commonly require a separate, geographic-specific entitlement type, which may still be in addition to other entitlement applications a project may require. This illustrates one way that there is uneven geographic distribution in terms of overall costs to projects. A 100,000-square foot residential project constructed in downtown or in SoMa would have higher entitlement application fees than that same project were it proposed on Geary Boulevard in the Richmond.

In addition to some geographic differences in application fees, there is also a notable project size threshold difference starting at or above the creation of 10 residential units versus those projects that construct fewer than 10 units. Focusing still on development applications, projects above this threshold are required to submit a Preliminary Project Assessment (PPA), currently around $6,000, prior to the submittal of any other application with the City. While this is an additional cost to the project, it is also an opportunity for Planning staff to review and provide preliminary feedback and comments on a proposal, with the intention of helping the actual project submittal to be able to move more quickly through the review process by having the project address some possible concerns before the formal project submittal. Most Planning applications are set to be billable to the project if the time and materials spent by staff on review of the application exceeds the initial intake fee; the PPA is in part, aimed at reducing that amount of staff time overall. Another example is the Transportation Demand Management (TDM) application that is required for projects with 10 or more units. This is a newer Code requirement, added circa 2017, that includes an initial application fee of almost $7,000, as well as ongoing, periodic monitoring and compliance fees that must be paid after construction for the life of the project, approximately every one to three years, and which is currently set at just over $1,000 for each reporting period. This post-construction fee obligation is different than most other Planning fees discussed above, but it does provide the Planning Department with the necessary resource to ensure that project's TDM plans are not only implemented at time of construction, but well into the future.

Development Impact Fees

The other main type of fee a project is likely to incur

are development impact fees, which are imposed by the City on new development projects in order to help pay for some of the costs of providing public services and infrastructure to the new development. While many impact fees are established in the Planning Code (Article 4) and are assessed by the Planning Department, there are other City agencies that assess impact fees as well (e.g. SFPUC for water and wastewater surcharges, SFUSD school fee). Some impact fees apply to projects throughout the City in order to support specific public services or infrastructure – affordable housing, transportation, child care, public art; however, others may be geographically based and are often the result of recent planning efforts within that geography. Geographic areas and neighborhoods with specific impact fees include: Downtown (C-3) and the Transit Center District specifically, Eastern Neighborhoods and Central SoMa, Rincon Hill, Market & Octavia, Visitacion Valley and Balboa Park.

Comment from Architect interviewee

Suggestion to adjust impact fees to take real estate cycle into account. Because permitting takes long, by the time projects are approved, we might be in a different economic cycle, and the fees make the project nearly infeasible, but we already have so many sunk costs from the long permitting process.

Since the last update to the Housing Element in 2014, there have been several changes to the impact fees listed in the Planning Code, including some that are relevant for discussion here as it pertains to production of housing units. First, the primary transportation impact fee that applies to projects has been switched over from the Transit Impact Development Fee (TIDF) to the Transportation Sustainability Fee (TSF). Aside from the name change, one of the main differences is that the latter now also applies to residential uses where projects result in either new group housing facilities or the addition of more than twenty dwelling units. Next, in addition to the Planning Code requiring child care impact fees for larger office and hotel projects, the Code now also includes an impact fee directed to child care for any residential project that creates new group housing facilities, a new dwelling unit, or even addition of 800 square feet or more for an existing residential unit. Perhaps most notably, there have also been updates made to the City's inclusionary affordable housing program, including

FIGURE 12   Department Example Projects for Fee Analysis

#	Zoning District	Plan Area	Units	Permit Fees/Unit	Impact Fees/Unit	Total/Unit
1	**SALI**	**West SoMa (EN)**	**146**	**$ 2,505**	**$ 1,168**	**$ 3,673**
2	Ocean Avenue NCT	Balboa Park	1	5,690	-	5,690
3	**P**	**-**	**135**	**3,124**	**2,941**	**6,066**
4	**Mission NCT**	**Mission (EN)**	**157**	**3,553**	**3,050**	**6,603**
5	UMU	Central Waterfront (EN)	259	3,499	7,907	11,407
6	RH-3	Van Ness Corridor	3	11,390	3,386	14,777
7	Ocean Avenue NCT	Balboa Park	27	4,851	10,810	15,661
8	RC-4	-	176	3,439	14,547	17,986
9	MUR	CSoMa	17	6,249	12,423	18,673
10	NC-3	-	41	8,393	13,330	21,723
11	Taraval Street NCD	-	10	15,312	8,475	23,787
12	RH-2	West Shoreline	2	20,020	4,521	24,541
13	RM-1	-	3	21,035	7,539	28,575
14	UMU	Central Waterfront (EN)	24	6,105	24,348	30,454
15	Hayes NCT	Market Octavia	41	6,986	24,155	31,141
16	RTO & Hayes NCT	Market Octavia	182	1,935	63,395	65,331
17	RH-3	Showplace Sq / Potrero Hill (EN)	3	41,979	25,709	67,689
18	RTO-M	Mission (EN)	20	7,705	62,840	70,545
19	RH-DTR	Rincon Hill	320	1,654	70,631	72,286
20	RH-DTR	Rincon Hill	452	2,354	70,523	72,878
21	RC-3	Van Ness Corridor	27	13,475	80,467	93,942
22	Outer Clement Street NCD	-	12	97,231	88,171	185,403

Projects in bold are 100% Affordable Housing

Fees represented:
Market & Octavia Affordable Housing, Market & Octavia Community Infrastructure, Eastern Neighborhoods Alternative Affordable Housing, Eastern Neighborhoods Infrastructure, Rincon Infrastructure , Rincon Comm Stabilization Fee, Balboa Park Community Infrastructure, Transit Impact Development Fee/Transportation Sustainability Fee, Child Care, Water/Waste & School, Street Tree, Affordable Housing

an increase to the overall degree or intensity of the requirement (increasing both on-site and in-lieu fee percentage requirements), an expansion to the different levels of affordability (providing affordable units at several different AMI levels instead of a single AMI), and a change to how the affordable housing fee is calculated (altering from a fee based on unit types to one that is based solely on a project's square footage).

As of 2019, citywide impact fees were estimated to be between $21,000 per unit in low rises to $23,000 per unit in high-rises , before incorporating the City's Inclusionary Affordable Housing requirement. This reflects approximately three to four percent of total development costs.[11] The upper range can be

considerably higher—with a sponsor of a recent high-rise project in the Market-Octavia Plan noting that the total fee burden was $66,000 per unit, not including affordable housing. Depending on the size of the project, the Inclusionary in lieu requirement, which applies if developers chose not to provide on-site inclusionary units, ranges from approximately $46,000 per unit for small projects to $69,000 or $76,000 for large projects (depending on tenure).

The Planning Department conducted a fee analysis by selecting a set of permitted projects in different neighborhoods subject to citywide and a variety of plan area requirements (FIGURE 12 on page 45). The analysis showed that per unit total fees ranged from $3,700-6,600 per unit for 100% affordable housing projects while market rate per unit fees ranged from $11,400-30,500 for projects with on-site afford-able units and $24,500-94,000 with in inclusionary

11 City of San Francisco, "Housing Development Feasibility and Costs-Housing Affordability Strategies," 2019.

in lieu fees. Projects in plan areas had the highest per unit cost; Rincon Hill was the highest followed by Eastern Neighborhoods and Market Octavia. Fees for mid-scaled projects, above 10 and below 50 units, were slightly disproportionately higher than projects on either ends of the spectrum. Generally projects with smaller number of units had a higher percentage of permit fees while larger projects had mostly impact fees with smaller permitting costs.

Inclusionary Options

San Francisco's Inclusionary Housing Program has been in effect since 2002 and requires new residential projects of 10 or more units to pay an Affordable Housing Fee or meet the inclusionary requirement by providing a percentage of the units as "below market rate" (BMR) units at a price that is affordable to low-, moderate-, or middle-income households, either "on-site" within the project, or "off-site" at another location in the City. The Program is governed by Planning Code Section 415 and the Inclusionary Housing Program Procedures Manual and is administered by the Mayor's Office of Housing and Community Development (MOHCD) and the Planning Department. Since January 1, 2019, residential development projects that comply by paying the Affordable Housing Fee have been subject to the fee based on the Gross Floor Area of residential use, rather than the number of dwelling units. The fee is applied to the applicable percentage of the project.

Housing Technical Advisory Committee (TAC). In May 2018 the Controller and TAC determined that the Fee should be applied on a per gross square foot basis to ensure that MOHCD's cost to construct the required amount of off-site affordable housing is appropriately and equitably captured from all projects, regardless of the size and number of units distributed within the project. The Controller directed MOHCD, in consultation with the Planning Department, to convert MOHCD's per unit cost to a per-square-foot fee, based on the average residential Gross Floor Area of projects that have paid the Fee in the past three years. The fee amount indicated above has been calculated accordingly.

Pursuant to Section 415.5 and the specific direction of the Controller and TAC, MOHCD is required to shall update the amount of the Affordable Housing Fee each year on January 1, using the MOHCD average cost to construct an affordable unit in projects that were financed in the previous three years and the Planning Department's average residential Gross Floor Area of projects that have elected to pay the Fee and have been entitled in the same time period. Each year this analysis will be updated to include new projects from the most recent year and drop older projects that no longer fall into the three-year period of analysis. The updated Fee amount will be included in the Citywide Impact Fee Register that is posted December 1 and effective on January 1.

Alleviations

Eliminating Permitting Fees for ADUs

March 2, 2021, the Board of Supervisors voted to eliminate DBI permitting fees for ADUs. Permitting fees have been a significant part of ADU project costs.

Revising Inclusionary Fee Based Periodic Analysis

This change is pursuant to amendments to Section 415.5 that were adopted by the Board of Supervisors in July 2017. Specifically, the Code requires that the Fee reflect MOHCD's actual cost to subsidize the construction of affordable housing units over the past three years and directs the Controller to develop a new methodology for calculating, indexing, and applying the Fee, in consultation with the Inclusionary

Affordable, Transitional, and Supportive Housing, Emergency Shelters, SROs, and Cooperatives

Development

Agency

The Mayor's Office of Housing and Community Development (MOHCD) is the lead agency for all publicly funded affordable housing in San Francisco. They are responsibility for 290 affordable housing projects with a total unit count of 12,732 units, as of March 2022. MOHCD is a housing delivery agency, working with the Mayor's Director of Housing Delivery and the Housing Delivery Team and other housing delivery agencies which include the Office of Economic and Workforce Development (OEWD), the Office of Community Investment and Infrastructure (OCII), Treasure Island Development Authority (TIDA) and the Port of San Francisco to streamline the production of housing development in San Francisco. In San Francisco, MOHCD is also the lead agency responsible for the consolidated planning process and for submitting the Consolidated Plan, annual Action Plans and Consolidated Annual Performance Evaluation Reports to the U.S. Department of Housing and Urban Development (HUD). MOHCD administers all HOME Investment Partnerships Program (HOME) and Housing Opportunities for Persons with AIDS (HOPWA) activities as well as the Community Development Block Grant (CDBG) housing, public facility, non-workforce development public service and organizational planning/capacity building activities. OEWD is responsible for economic development and workforce development activities of the CDBG program. These City agencies also coordinate in decision-making at the project level on affordable housing developments in the City, including at the level of individual project funding decisions. The Citywide Affordable Housing Loan Committee makes funding recommendations to the Mayor for affordable housing development throughout the City or to the OCII Commission for affordable housing under their jurisdiction.

Public Financing

Affordable housing development and conservation depends largely on the availability of public funding sources. FIGURE 13 on page 48 shows the expenditures by source between 2006-2019 and projected forward through to 2030 for affordable housing production for 2021-22. The total allocation includes rollover from years prior to the fiscal year.

Public financing covers capital funding for the acquisition, rehabilitation, construction, and preservation of affordable housing. Other public financial programs also provide for supportive services, rental assistance, and assistance to first-time home buyers, and administrative costs to city agencies and non-profit corporations that provide the affordable housing, as well as other services.

Some of the funding programs – such as CDBG, HOME – are expected to be stable sources of affordable housing funds. However, these are also subject to budgetary constraints. Similarly state funding sources are vulnerable to the budgeting process. Most local sources such as the Hotel Tax Fund and the Jobs-Housing Linkage Fund are even more dependent on economic trends.

Some public funds are restricted to specific housing types and/or population groups; for example, the elderly housing program (Section 202, Hotel Tax Fund), the disabled housing program (Section 811,

FIGURE 13

Affordable Housing Expenditures by Source Past (2006–2019) and Projected (2020–2030)

$517 M

Fiscal Year

Fiscal Year	Amount
2005-06	$33 M
2006-07	$70 M
2007-08	$94 M
2008-09	$120 M
2009-10	$70 M
2010-11	$81 M
2011-12	$114 M
2012-13	$63 M
2013-14	$54 M
2014-15	$86 M
2015-16	$163 M
2016-17	$196 M
2017-18	$196 M
2018-19	$181 M
2019-20	$502 M
2020-21	$378 M
2021-22	$332 M
2022-23	$375 M
2023-24	$119 M
2024-25	$91 M
2025-26	$84 M
2026-27	$106 M
2027-28	$123 M
2028-29	$62M
2029-30	$71M

PAST FUNDING

PROJECTED FUNDING

Existing Funding Sources

- Federal and State Sources [1]
- Redevelopment / OCII
- General Fund [2]
- Impact Fees (In-Lieu, Jobs-Housing, Area Plans) [3]
- Affordable Housing Bond [4]
- Seismic Safety Bond

Projected Funding Sources

- Federal Sources [1]
- Housing Trust Fund
- General Fund [2]
- Impact Fees (In-Lieu, Jobs-Housing, Area Plans) [3]
- Affordable Housing Bond [4]
- ERAF [5]
- Other [6]

Note: OCII will fund about 2,500 new affordable units on specific sites to meet its enforceable obligations in coming years and these units are accounted for in the 50,000 unit, 30-year total. Redevelopment and OCII are included in past expenditures above because they were the main affordable housing funding source. Projected expenditures by funding source shown above and the $517 million estimate of annual funding need are for MOHCD-funded affordable units and do not include OCII.
(1) Includes HOME and CDBG
(2) Includes land sales and Certificates of Participation (COPs)
(3) Includes area-specific fees, inclusionary housing fees, and jobs-housing linkage fees
(4) Includes 2015 Proposition A and 2019 Proposition A housing bonds In 2019
(5) The Board of Supervisors passed an ordinance to establish the use of excess Education Revenue Augmentation Fund (ERAF) revenue for affordable housing production and preservation
(6) Includes Citywide Development Agreements, Condominium Conversions fees, Low and Moderate Income Housing Asset Fund (LMIHAF), and other project-specific revenue
Source: Mayor's Office of Housing and Community Development, San Francisco Planning Department, and Strategic Economics, 2020.

Hotel and Tax Fund), and HOPWA. Administrative costs are also not covered by most public funding sources. Federal grants often carry several restrictions and regulations that can make the funds difficult to use. For example, some federal programs require matching grants while others are impossible to combine with other funds. Most affordable housing programs require three or more sources of funding to become feasible. Different funding sources may have to be tapped for pre-development, construction, and permanent financing costs – leading to considerable transaction and legal costs and delays in the development process.

There are multiple new state funding sources that were adopted in since 2017 as a part of statewide legislation, including the Multifamily Housing Program (MHP), the Infill Infrastructure Grant (IIG), and the Permanent Local Housing Allocation (PLHA).

In September and October 2020, San Francisco was awarded a combined $78 million dollars from the State to purchase two hotel properties through Project Homekey. This funding allows the City to purchase the Granada Hotel and the Hotel Diva, adding approximately 362 units of Permanent Supportive Housing, part of the City's Homelessness Recovery Plan. The funding for Homekey is structured to cover capital and five years of operating costs.

San Francisco's primary funding is from property taxes which pay for bonds and which fund large components of both the general fund and the housing trust fund.[1] Property taxes are limited in growth by California's Proposition 13. Bonds as a source of financing are also limited because they are not permanent sources. Similarly, other available sources such as impact fees and hotel occupancy taxes are dependent on the economy and do not provide reliable streams of funding. San Francisco has attempted to create new funding sources by leveraging gross receipts taxes on businesses, which boost the available money in the general fund, but the revenue from an approved proposition to raise this tax further on businesses with the greatest gross receipts is being held as part of a pending lawsuit.[2]

1   City of San Francisco Affordable Housing Funding, Production, and Preservation White Paper, 2020.
2   City of San Francisco Affordable Housing Funding, Production, and Preservation White Paper, 2020.

 The City needs an average of $517 million (2020 dollars) per year to produce 1,000 city-funded affordable units and preserve 1,100 affordable units. As of 2020, the City was projected to meet that funding need in fiscal year 2019/2020 but has fallen short in the past and will need to expand funding to meet target."[3]

Alleviations

Inclusionary Program
The City's affordable housing stock is primarily built through the Inclusionary Housing Program, which provides BMR units, and through 100 percent affordable development projects, which rely on a combination of public funding sources. From 2006-2018, the creation of 100 percent affordable housing constituted two-thirds of all new affordable units.43 Historically, San Francisco's redevelopment agency was responsible for a large share of affordable housing funding. After redevelopment agencies were dissolved in 2012, new local funding sources have filled the gap. Since 2016, the role of affordable housing in-lieu fees and jobs-housing linkage fees has grown, and local bond measures have become more common (Proposition A in 2015, and Proposition A in 2019). In 2018, voters also passed Proposition C, which authorizes a tax on businesses to provide permanent funding for homelessness programs and housing. In 2019, the Board of Supervisors passed an ordinance establishing that excess revenue in the Education Revenue Augmentation Fund can be used for affordable housing production and preservation. The total amount of public funding leveraged for affordable housing since fiscal year 2015-16 has been larger year-over-year than years prior. (For example, the range of annual funding from fiscal year 2011-2012 through 2014-2015 was $54 million to $114 million. In contrast, the range of annual funding from fiscal year 2015-2016 to 2018-2019 was $163 million to $196 million.

Additional Funding Including Proposition C
Proposition C was a ballot measure passed by the San Francisco voters in November of 2018 to raise revenue by implementing a Gross Receipts Tax (GRT) on the City's highest earning businesses. While

3   City of San Francisco, Housing Affordability Strategies, 2020.

initially mired in litigation, the funds were released in 2020 and will generate a new source of permanent funding for homelessness programs and housing. In 2019, the Board of Supervisors also passed an ordinance to establish the use of excess Education Revenue Augmentation Fund (ERAF) revenue for affordable housing production and preservation. The Board of Supervisors has discretion over the use of these funds. Also in 2019, San Francisco voters passed Proposition A, which authorizes a $600 million affordable housing bond.

Site Acquisition

Land values in San Francisco are very high and competitive given the drive of the real estate market for office and housing. This challenge means that MOHCD is often competing in the private market for sites for affordable housing. Additionally, State requirements have narrowed tax credit opportunities towards supporting projects in high and higher opportunity neighborhoods as defined by TCAC; for San Francisco, these are in lower density neighborhoods that represent mid and high tier markets and are full of single-family houses, one of the most values housing products in the region. Affordable housing site criteria, which generally are 10,000 square foot minimums with capacity to seven stories, is similar to efficient private market projects putting both in competition for the few available sites. Lot sizes in this part of the city are also overwhelmingly smaller, typically 2,500 to 5,000 square feet. The lots that are bigger are often for very large houses, wooded and steeply sloped areas, or extensions of historic resources—schools, university land or other institutions—which are likely too expensive, impractical for construction, or not for sale. There are very few one-story commercial buildings that have not already been slated for market-rate development.

One of the best opportunities for sites in these areas are parking lots or other underutilized spaces for institutions that are motivated by their missions to sell or donate land, church congregations, for example. Public land is also more viable and has already provided sites for affordable housing including teachers' housing. This has been facilitated by AB857, a State bill that allowed the City to select ten parcels of Caltrans land for purchase. The SFMTA has also made land available for housing uses, including Potrero Yards and Presidio Yards, but

only packaged with transportation benefits and may need expected sales prices that return funding to transportation coffers. These have or will become development agreements that balance the many public needs. 30 Van Ness is another example of public land where the revenue was critical to fund a variety of city projects with a stipulation that the private development focus on providing a significant percentage—25%-- of affordable housing.

There are significant constraints on the use of public land for housing in that many of these parcels are used for infrastructure that will remain, for example highways, is controlled by a different jurisdiction (CalTrans, University of California or California State systems, etc.) or is a remnant or sliver parcel that is not viable in its dimension or location.

Inclusionary has been an effective way to acquire sites, as private developers have good resources for finding available land and covering some of the challenges through financing a larger project. The site at 1979 Mission Street, originally a large market rate project, faced serious opposition in the Mission neighborhood and was unable to gain approval. That site became a great opportunity for another large project at Market and Van Ness, 10 South Van Ness, to acquire as its offsite inclusionary which was a win for both the project team and the neighborhood who was asking for more affordable housing to stabilize its residents.

Alleviations

Community Opportunity to Purchase Act

The city passed Community Opportunity to Purchase Act (COPA) in 2019 gives qualified non-profit organizations the right of first offer, and/or the right of first refusal to purchase certain properties offered for sale in the City. COPA was created to prevent tenant displacement and promote the creation and preservation of affordable rental housing. Buildings with three or more residential units or vacant land that could be developed into three or more residential units are properties that are subject to COPA.

Development Goals

Affordable housing is designed to include features that achieve socially driven goals, primarily using public funding to provide housing for people unable

to obtain stable housing on the open market. Along with local expectations, federal and state funding as well as even philanthropic sources often come with specific stipulations, requirements, and reporting. The design and production of affordable housing is quite a different process because of this knowledge base and experience and locally projects tend to have the same architects which are very skilled at navigating the even more complex field of technical requirements. For example, the State sets minimum unit sizes and dimensional requirements for rooms while the US Department of Housing and Urban Development adds additional requirements.

Community Development

Affordable housing is an integral part of community development that aims to improve the health, wellbeing and economic opportunity of residents. Affordable housing is designed for residency and incorporates social services and community spaces like childcare facilities and health clinics.

Family Units

Affordable housing serves many populations that cannot find housing in the market, including families whose residency has been on the decline in San Francisco. To achieve the City's family retention and family friendly goals, affordable housing includes a greater percentage of higher bedroom count units than typically offered by the market which tends to focus on Studio, 1 and 2 Bedrooms. By contrast, affordable housing projects' three- and four-bedroom units are more expensive to build as they reflect fewer total units across which costs can be shared and are less able to incorporate efficiencies such as stacking of studios and one-bedroom units with consistent framing and mechanical systems.

Enhanced Accessibility

Affordable housing meets very higher accessibility standards than market rate (non-publicly funded) housing types. While the Code requires that 5% of newly constructed units provide Mobility features, affordable housing construction projects contain a minimum of 10% of units that are accessible with mobility features, and in San Francisco, this is further enhanced with the voluntary installation of all grab bars in mobility dwelling units. The Code also requires 2% of units provide communication features, whereas affordable housing provides for 4% of units

that have communication features. The remaining 90% of units are adaptable (can be modified to provide accommodation for people with mobility or communication needs). Plan review and field inspection must also be completed by an additional City agency.

Public Housing Transformation

In the case of HOPE SF, the City is not only funding the replacement of 1,900 dilapidated public housing units with 5,300 new units, but the complete transformation of long underserved communities into vibrant, mixed-income neighborhoods. In 2019-2020, the City will be investing $90 million in new infrastructure at the development sites to pave the way for new parks, streets, and utilities. Even though the projects are able to leverage non-City funds to keep the City's subsidy contribution lower than the average affordable unit, the total development costs of the projects are high because of the infrastructure component.

Prevailing Wage

The City of San Francisco affordable housing projects use only union or prevailing wage labor due to policy choices. This is unlike many other municipalities in California, such as Los Angeles.

Anticipating Property Management

Other practicalities change the design and development process. Since public resources are generally more available for constructing properties than managing them, yet these yield apartment buildings that are in the portfolio of a non-profit for decades, there is often a greater investment up front in energy saving appliances, durable interior finishes, and capital costs to delay replacements, wear and tear, and annual expenses including utilities. Affordable housing projects are commonly known to be "built better" than market rate units since the latter is often sold or transferred and any damage or resulting deterioration is mediated over future financial calculations.

Alleviations

Cost Reductions

MOHCD is committed to reducing costs in the development of affordable housing and received these suggestions from non-profit housing developers in 2018 that addressed some of the challenges they face in completing projects. A goal for MOHCD to:

- work with design professionals to produce replicable building details (such as bathroom layouts) that are code compliant and meet accessibility standards. This will reduce plan review time, field corrections, and cost, while maintaining high-quality standards.
- expanded use of third-party consulting peer review of construction documents.
- implement innovations in project financing, including options for payment and performance bonds, retention and other contract terms, expedited payments to contractors.

Waiving fees for Affordable Housing
In December 2021, San Francisco Mayor London Breed and Supervisor Ahsha Safaí announced they have introduced legislation to streamline the production of affordable housing in the city. The "Affordable Homes Now" ballot measure for the June 2022 ballot aims to streamline the production of affordable housing in an effort to address the city's growing housing crisis. The legislation would provide streamlined approval for any new housing project that is at least 25 units and either 100% permanently affordable housing or provides 15% more permanently affordable on-site affordable units than otherwise required by the city. This also applies to projects with less than 25 provided they add one additional inclusionary unit.

The Mayor recently introduced legislation to eliminate DBI permitting fees for 100% affordable housing projects. Permitting fees on 100% affordable housing can range upwards of $100,000-$150,000 per project.

SRO Protections

Historically, Single Room Occupancy (SRO) hotel rooms were populated by low-wage workers, transient laborers, and recent immigrants for long stays. SRO rooms are differentiated from tourist hotels in that they were meant to house a transient workforce, not tourists visiting the City for pleasure. A typical room in a residential hotel is a single eight (8) x ten (10) foot room with shared toilets and showers on each floor. Approximately 19,000 residential SRO rooms exist in San Francisco, and increasingly many rooms house several people for long periods of time. Approximately 12,500 of those rooms are in for-profit SRO hotels and approximately 6,540 residential rooms are in non-profit owned SRO hotels.

The Residential Hotel Unit Conversion Ordinance (HCO) was adopted on June 26, 1981 by the San Francisco Board of Supervisors. The purpose of this ordinance is to preserve affordable housing by preventing the loss of residential hotel units through conversion to tourist rooms or demolition, and to prevent the displacement of low-income, elderly and disabled persons. This is accomplished by maintaining units reported as residential units within SRO hotels as residential, regulating the demolition and conversion of residential hotel units to other uses, the requirement of a one-to-one replacement of units to be converted from residential use or payment of an in-lieu fee, and appropriate administrative and judicial remedies for illegal conversions.

Some SRO hotels enter master leases with the City, thus ensuring that residential rooms remain at a specific affordability level. However, given the rising housing market, hotel owners have less incentive to enter into master leases and might make a higher profit from listing units at market rate. Some SRO owners have renovated their buildings into higher end group housing by displacing lower-income tenants through eviction or attrition. Units in SRO hotels are generally subject to the rent ordinance (as most were constructed before 1979), but do not typically have permanent price controls like deed-restricted affordable housing. This means that whenever there is a vacant room, prices can increase to market-rate (vacancy decontrol). SRO buildings also have a certain number of certified residential rooms and certified tourist rooms. However, instead of following the legal process of converting these residential rooms to tourist rooms, some SRO operators do not do accurate reporting or utilize underhanded methods of preventing tenants from establishing tenancy and changing the residential rooms to the more lucrative tourist room use.

Stabilizing and Maintaining Cooperatives

San Francisco's history of redevelopment sparked a set of cooperative housing developments beginning with Diamond Heights, followed by ones in the Western Addition and Bayview/Hunter's Point. There are currently a total of nine such cooperatives

with mortgages that are scheduled to end, leaving 1,545 housing units at risk for losing their permanent affordability and residents with destabilized housing. Given the economic disruption, community trauma, and lack of governmental support stemming from redevelopment, many of these buildings suffer from substantial disrepair given decades of insufficient resources for maintenance. There are many challenges in stabilizing these facilities and communities that will require financing tools, legal structures, public resources, and capacity-building towards future generations.

Manufactured and Agricultural Housing

San Francisco is highly urbanized and generally a distance from agricultural employment. Some manufactured single-family housing have been erected in San Francisco temporarily but, given the high cost of land, is not desired by project applicants.

Due to new techniques and higher-level quality products, factory-built housing is becoming more commonplace in building applications, specifically for mid-rise market-rate and affordable housing. Recent improvements in productivity and acceptance by the Northern California Carpenters Regional Council have made this a viable construction type in the Bay Area. There are no planning regulations that differentiate this from other construction types although it may have challenges meeting design review or historic preservation standards in historic districts given its requirements for repetition of unit types, stacking, and façade treatments. Changes to building code at the state level also facilitated this industry expansion;

no local building codes have been made that regulate this product differently.

Shelters / Navigation Centers

San Francisco's first Navigation Center opened in March 2015 and was a successful pilot serving San Francisco's highly vulnerable and long-term unhoused neighbors who are often fearful of accessing traditional shelter and services (FIGURE 14 on page 53). San Francisco faces a significant challenge with people experiencing unsheltered homelessness. The 2019 Point-in-Time Count estimated that there are over 8,000 individuals experiencing homelessness, approximately 5,180 living unsheltered, on any given night.

Onsite case managers connected guests to public benefits, health services, and in partnership with Adult Coordinated Entry (ACE) and Problem Solving, housing. Navigation Centers are different from traditional shelters in that they have few barriers to entry and intensive case management. Unlike traditional shelters, people with partners, pets and possessions are welcome.

Navigation Centers (FIGURE 15 on page 53) provide four types of stays:

- Homeward Bound (HB) 1-2 nights
- Emergency Beds (EB) 7 day stays
- Time-limited beds (30 days) people exiting street

Current List of Navigation and SAFE Navigation Centers

Name	Year Opened	Capacity
Bayshore	October 2018	128
Bryant	December 2018	84
Division Circle	June 2018	186
Central Waterfront	June 2017	64
Civic Center	June 2016	112
Embarcadero SAFE	December 2019	200
Bayview SAFE	January 2021	116
Lower Polk TAY	February 2021	75

Hummingbird Navigation Center is funded and operated by the San Francisco Department of Public Health.

List of Types of Stays and Capacity

Site	Time	Path	HB	ER	Total
Bayshore		128			128
Bryant		79		5	
84					
Central Waterfront	25	39			64
Civic Center		93			93
Division Circle	111			15	126
Total	**215**	**260**	**5**	**15**	**495**

homelessness
- Pathway to Housing through Coordinated Entry and stay until housing placement

Navigation Centers are permitted in a variety of ways including as over the counter or Class 32 Exemptions under CEQA; they are often permitted as public uses facilitated on public parcels. They have faced neighborhood opposition when located in more affluent parts of the city, for example, when one was proposed along the Embarcadero in 2019, a group of neighbors opposed it at hearings until approvals and then sued the City, unsuccessfully, to have the construction halted.

Entitlement and Review

Land Use and Code Requirements
Residential uses in San Francisco include single and multi-unit housing, residential care facilities, and group housing. Group housing in San Francisco includes homeless shelters and transitional supportive housing. Group housing is not permitted in low density, single-family residential districts (RH-1), in the South of Market's residential enclave districts (RED), and in Central SoMa. It is accommodated in moderate density residential, downtown, commercial, and neighborhood commercial districts where other supportive amenities are more accessible. Group housing is also allowed on a conditional basis in low- to medium-density residential districts, including RH-2 and RH-3, and the industrial districts and most South of Market districts. Emergency shelters, considered hotel use in some cases because these offer only short-term residency, are not permitted in RH-1 districts but are allowed as conditional use in the moderate density residential districts, downtown commercial and neighborhood commercial districts. Some emergency shelters are considered group housing. Homeless shelters and Single-Room Occupancy units or SROs are allowed in all residential districts.

Proposition E (2019) allows affordable housing and educator housing on sites that are zoned for public use. The site must also be larger than 10,8,000 square feet and not controlled by the Recreation and Parks Department for use as a public park. Critically, this aspect of the measure would enable projects on public sites to take advantage of SB 35.

It would allow it to be form-based zoning, not density restricted.

Alleviations

Proposition E (2019) Affordable Housing and Educator Housing
Projects are not required to seek conditional use authorizations or Planning Commission approval. Reduces design review requirements for educator housing. Set review of these projects to completion in 90 days for projects that include up to 150 residential units or within 180 days for projects that have more than 150 residential units. Prop. E also set a 500-unit cap on the number of educator housing units that can access this streamlined review. Before the Board of Supervisors could increase the cap, the Planning Department would have to submit a report on educator housing, with an accounting of whom the housing serves and how it has been financed.

Alleviations

Department of Homelessness and Supportive Housing (HSH)
In response to the on-going crisis of those experiencing homelessness, the City launched the Department of Homelessness and Supportive Housing on July 1, 2016 (FIGURE 16 on page 55). The department combines key homeless-serving programs and contracts from the Department of Public Health (DPH), the Human Services Agency (HSA), MOHCD, and the Department of Children Youth and Their Families (DCYF). This consolidated department has a singular focus on preventing and ending homelessness for people in San Francisco with a mission that it strives to make homelessness in San Francisco rare, brief, and one-time, through the provision of coordinated, compassionate, and high-quality services. HSH administers ESG activities and oversees the Homeless Management Information System (HMIS) reporting.

HSH has six core components to its Homelessness Response System:
- Street Outreach connects those living outside with the Homelessness Response System.
- Problem Solving includes interventions to divert or rapidly exit people from homelessness.

FIGURE 16
HSH FY 2018–19 and FY 2019–20 Operating Budget

Funding by Source
- General Fund
- Federal Grants
- State Grants
- FY19-20 Local Subsidy (ERAF and Prop C)

FY 2018-19 $285 M: General Fund 73.6%, Federal Grants 16%, State Grants 10.4%

FY 2019-20 $368 M: General Fund 66%, Federal Grants 14.2%, State Grants 10.3%, Local Subsidy 9.5%
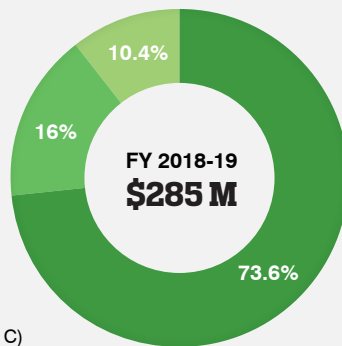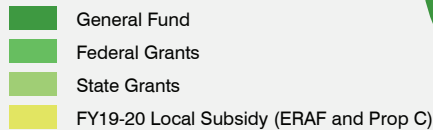
FUNDING

Expenditures by Type
- Temporary Shelter
- Housing
- Street Outreach
- Admin
- Health Services
- Coordinated Entry
- Problem Solving

FY 2018-19 $285 M: Temporary Shelter 28.7%, Housing 54.6%, Street Outreach 4.9%, Admin 7.4%, Health Services 1.3%, Coordinated Entry 2.2%, Problem Solving 1%

FY 2019-20 $368 M: Temporary Shelter 29.4%, Housing 52.7%, Street Outreach 4.6%, Admin 6.4%, Health Services 1.4%, Coordinated Entry 3.4%, Problem Solving 2.2%

EXPENDITURE

- Coordinated Entry is designed to assess, prioritize, and match people experiencing homelessness to housing opportunities.
- Shelter provides temporary places for people to stay while accessing other services and seeking housing solutions. Housing provides permanent solutions to homelessness through subsidies and supportive services.

Housing Program Types include:
- Permanent Supportive Housing (PSH) offers tenants long-term affordable housing with services
- Rapid Rehousing (RRH) is a set of interventions that provides people with grants to pay for living expenses like first and last month's rent
- Flexible Housing Subsidies (FHSP) places people in scattered-site units, either in units owned by non-profits partners or private landlords
- Emergency Housing Vouchers (EHVs) are designed to lease units on the private market, and the Housing Authority will cover a portion of a voucher holder's rent based on income

- The Housing Ladder offers opportunities for residents of Permanent Supportive Housing (PSH) to move from intensive supportive housing to more independent living

Since the creation of HSH, and as of 2019, the exit performance of navigation centers has resulted in 14% clients have found permanent housing, 4% have found temporary placements, and 28% have been reunified with friends of family for a total of 46% successful exits. The remaining outcomes totaling 56% in unstable exits include 30% exits by client choice, 14% end of time limited stays, and 10% denials of service.

The SAFE Navigation Center Model
SAFE Navigation Centers are low-threshold, high-service temporary shelter programs for adults experiencing homelessness in San Francisco. SAFE Navigation Centers are one part of the Homelessness Response System and are a supportive service for people living unsheltered or in encampments.

SAFE Navigation Centers are essential to reducing unsheltered homelessness and connecting guests to services and housing assistance. SAFE Navigation Centers build from the best aspects of Navigation Centers while making them more scalable, sustainable, and effective. The City is looking to expand SAFE Navigation Centers in neighborhoods across the city to respond to the homelessness crisis and has reviewed over 100 potential sites.

Navigation Centers are effective at placing people who are Housing Referral Status into Permanent Supportive Housing (PSH). Navigation Centers and SAFE Navigation Centers do not accept walk-ins. All individuals and couples who enter have been selected by the SF Homeless Outreach Team or a centralized referral system. Because Navigation Centers operate 24/7, there are no lines outside in the evening, and guests are not exited onto the street in the morning.

Permit Processing
100% Affordable housing is allowed more waivers and concessions under state legislation for affordable housing density bonuses to remove constraints such as fees and other financial impediments.

100% Affordable housing is designated for priority processing but is not subject to ministerial permitting under local rules, only under some parameters established by state legislation. The City's Economic Recovery Taskforce, a group of public and private leaders assembled by the Mayor and Board of Supervisors in response to the COVID-19 pandemic in 2020, recommended this be adopted at the local level.

Design review is often cited as a challenge for affordable housing approvals, although this has been reduced given the streamlining of SB 35. Affordable housing developers have recommended to MOHCD that cost-effectiveness is prioritized in design review, advanced with architects and contractors in material and design choices and supported in conversations with members of the public including at the Planning Commission and with neighborhood groups. Overall, there have been significant advancements in the approval processes of affordable housing projects in San Francisco since 2014. As part of its priority processing, the Planning Department has internal

staffing methods to review all affordable housing projects to support efficient and effective design accommodations.

The City has been enacting policies to make affordable housing greener and more sustainable as part of its climate action goals. These policies include storm water management, recycling non-potable water, conversion to public power and electrification, and zero waste. While these are rules that market-rate affordable housing projects are subject to, they add constraints to funding towards more units more quickly.

Alleviations

Priority Processing
All applications received by the Planning Department shall be assigned, reviewed, and completed in the order received, except for: Type 1: Applications for 100 Percent Affordable Housing Projects where all of the on-site dwelling units with the exception of any manager's unit are affordable units. For Type 1 projects, "affordable units" are those defined either in Planning Code Sections 315 or 406(b). Type 1A: Applications for HOME-SF Projects and Market-Rate Housing Projects that Exceed Affordability Requirements which are those for housing projects (1) which are seeking approval under the HOME-SF program, as provided for in Planning Code Section 206.3 or (2) where at least 30 percent but less than 100 percent of the total number of on-site dwelling units are affordable for a term of no less than 55-years to households with an income no higher than for middle-income households, as defined in Planning Code Section 401. Navigation Centers and Temporary Shelters are included in priority processing. Priority means that these projects are elevated for quick planner assignment and review, often with planners with specialties in the types of projects and procedures.

Local Affordable Housing Bonus Program – 30% and 100%
The Local AHBP includes special incentives for 100% affordable housing developments. These projects are generally built by non-profit developers, and usually require public subsidies. The AHBP is available to such projects which provide housing to households making 80% of AMI or less. Projects with

100 percent affordable units are able to build more residential units and up to three additional stories of residential development than currently allowed under existing zoning regulations. On July 29, 2016, Mayor Ed Lee Signed the 100% Affordable Housing Bonus Ordinance into law. Design Guidelines for AHBP 100% Affordable Projects were also adopted. This program has been superseded in use by the State Density Bonus for Affordable Housing legislation under AB 1763.

HOME-SF

HOME-SF also offers incentives to project sponsors that elect to provide 30 percent or more affordable housing units on-site. Of this 30 percent, 12 percent must be permanently affordable to low- and moderate-income households and 18 percent permanently affordable to middle-income households. If a project has nine or fewer housing units it is not subject to inclusionary housing requirements; therefore, it must include a minimum of 30 percent of units affordable to middle-income households. There are multiple tiers for HOME-SF including projects that include 30 percent or more affordable units for low and middle-income households are able to build more residential units and up to an additional two stories than currently allowed under existing zoning regulations. Two-bedroom units must make up a minimum of 40 percent of the total number of housing units in the building. The HOME-SF does not have a minimum housing unit threshold. HOME-SF has been used on a small number of projects; the majority of bonus projects are using the State programs.

Affordable Housing Streamlined Approval Act

California Senate Bill 35 (SB-35) was signed by Governor Jerry Brown on September 29, 2017 and became effective January 1, 2018. SB-35 applies in cities that are not meeting their Regional Housing Need Allocation (RHNA) goal for construction of above-moderate income housing and/or housing for households below 80% area median income (AMI). SB-35 amends Government Code Section 65913.4 to require local entities to streamline the approval of certain housing projects by providing a ministerial approval process. Currently, San Francisco meets its RHNA goal for construction of above-moderate income housing. As of 2020, San Francisco was falling short of meeting RHNA targets for units that are below 80 percent of AMI. Because of this,

multifamily projects with at least 50 percent of their units at 80 percent of AMI or below are required to receive ministerial approval, which entails a streamlined approval process and exemptions to CEQA requirements.[4]

Supportive Housing Streamlined Approval

California Assembly Bill No. 2162 (AB-2162) was signed by Governor Jerry Brown on September 26, 2018 and will be effective January 1, 2019. AB-2162 applies statewide and requires that supportive housing be a use that is permitted by right in zones where multifamily and mixed-use development is permitted. AB-2162 amends Government Code Section 65583 and adds Code Section 65650 to require local entities to streamline the approval of housing projects containing a minimum amount of Supportive Housing by providing a ministerial approval process, removing the requirement for CEQA analysis and removing the requirement for Conditional Use Authorization or other similar discretionary entitlements granted by the Planning Commission.

Multijurisdictional Review

Affordable housing is subject to more agency reviews and approvals than market-rate housing because of the regulatory requirements governments have imposed, and due to escalating construction costs, the longer it takes for a project to start construction, the higher its construction costs will be.

Typically, affordable housing projects take five years to develop, three of which to secure entitlements and financing and two to construct, but the process can be longer if a project needs to wait for availability of state or tax credit funding that is offered once or twice a year, relies on the impact fees generated by a specific market-rate project it is tied to by agreement, or is appealed or litigated.

Local requirements for affordable housing include:
- Mayor's Office on Disability review for accessibility
- Arts Commission and Historical Preservation Commission design review
- PUC right of first refusal for power and review of

4   City of San Francisco Affordable Housing Funding, Production, and Preservation White Paper, 2020.

recycling water and storm water management
- Contract Monitoring Division review of small and local business procurement
- Board of Supervisors review for site acquisition or jurisdictional transfer, ground lease, and financing

State requirements for affordable housing include:
- Environmental review
- Local legislative approval for applying for state funding

Mayor's Office of Disability (MOD) Review

In 2018, MOHCD conducted interviews with private practitioners in the affordable housing field, including developers and architects. Interviewees noted that MOD's individual review discretion often made the process unpredictable and made several suggestions to improve the process, such as that MOD could:
- Issue administrative bulletins on code and standards interpretations to create certainty of expectations
- Commit to full plan check within a specified time period and provide full response to revisions in one set of comments
- Conduct field inspections consistent with plan check comments
- Maintain consistency between plan check comments, field inspections, correction notices, and acceptance of work which are often conducted by different staff
- Escalate conflicts immediately to the MOD Director for resolution
- Deferring plan review and inspections for Small Sites projects to DBI
- Adopt DBI and Federal Access Board standards and guidance for construction measurement and tolerances

SFPUC Review processes

MOHCD's interview process articulated a few utility challenges that could be resolved with SFPUC, specifically that they could provide technical assistance to 100% affordable housing projects, support the goal of achieving cost-effective stormwater management strategies, and they could implement a design best practices checklist working with MOHCD and design practitioners.

Constraints on Housing for People with Disabilities

Governmental Constraints

This section of the constraints report identifies the constraints on housing that meets the needs of people with disabilities, recognizing seniors with disabilities within this population. There are three areas of attention addressed here: affordability, accessibility, and housing types as listed in sections below.

Land use controls

There are no zoning or other land-use regulatory practices in San Francisco that seek to discriminate against persons with disabilities and impede the availability of housing designed for these individuals.

Code Requirements

Housing affordability is a significant challenge for seniors and who identify as disabled and housing production that serves the needs of these communities is a significant priority for the city. A variety of housing types support the needs of seniors and people with disabilities with most privately financed with or without organized services. There are specific types and regulatory processes that affect market-rate housing which is most likely to serve these populations as described below. Such housing types include co-living or co-housing, residential care facilities, group homes, housing which provides space for caregiving and/or family members, and housing that is located near grade, well connected to the public-right-of-way.

Accessory dwelling units (ADUs) can add space for family members or affordable by scale units. The majority of ADUs are at the ground floor and on a single level increasing the availability of units accessible to those with mobility impairments in small-scale housing buildings that would normally not be required to meet accessibility standards of multifamily buildings. The Planning Department and Building Department have several mechanisms to streamline ADU housing applications (reference ADU section).

Alleviations

ADU Streamlined processing
reference ADU section from Planning processing section of document

Housing with sufficient bedrooms supports multi-generational living and family caregiving for those with disabilities and seniors, noting that this often relies on the unpaid labor of women, especially women of color. The planning code contains bedroom mix requirements under Section X.

Alleviations

Increased Density in Low Density Neighborhoods
Recent proposed local legislation (to be determined in 2022) that will expand single-family zoned neighborhoods with options for two, three and fourplex models, includes provisions that require unit parity for the second added unit to be eligible for permit streamlining to incentivize more units that include multiple bedrooms.

Double Density for Senior Housing
The Planning code recognizes a definition of "senior housing" as a residential use. The senior housing definition includes design provisions, requires on site inclusionary units, and a notice of special restriction. It can double the typical allowable density of residential uses in all areas where residential uses are allowed. The state also allows for a double bonus for senior housing– which cannot be combined with local doubling.

Co-housing and co-living, called "group housing" under the Planning code, is a growing solution for people to share equity, space, or responsibilities in

a supportive living situation either with others with similar needs or across ages and abilities. Group housing is allowed by right in mixed use, downtown, neighborhood commercial zoning, although legislation passed in 2022 (TBD) has removed it from a new Special Use District for the Tenderloin and Chinatown neighborhoods, and it was eliminated in the mixed-use districts located in the Central SoMa plan area in 2018. Group housing is not allowed in RH-1 districts and is only allowable with a conditional use authorization in RH-2 and RH-3 zoned areas. In RM districts, it is allowable but density-restricted by lot size.

Alleviations

Group Housing Definition Revision

Recent changes to group housing definitions have reduced the procedural challenges in approving such projects and clarified the definitions of group housing, specifically illuminating that it is a "Residential Use that provides lodging or both meals and lodging, without individual or limited cooking facilities or kitchens" and intended as long-term housing in a space not defined in the planning code as a dwelling unit. Except for student housing or 100% affordable housing, the residential square footage devoted to group housing must include both common and private space (at a ratio of 1:4) with a prescribed amount of the common space devoted to communal kitchens.

The Planning Code defines residential care facilities as an institutional use. This use includes independent living, assisted living, residential care, and skilled nursing facilities all of which are licensed and represent a mix of types and levels of care. They are permitted in all zoning districts where residential uses are allowed.

Accessibility

While accessibility, defined here as the ability for people to access and maintain agency inhabiting housing, is regulated at the federal and state level through building codes, the topographic configurations and age of San Francisco's housing stock are uniquely challenging for many with disabilities (FIGURE 17 on page 61). Increasing the number of units that are accessible will take incentives not currently in place in regulatory structures.

Definition of Family

The Planning Code includes a definition of "family" as a group of not more than five persons unrelated by blood, marriage or adoption, or such legal guardianship unless the group has the attributes of a family in that it: has control over its membership and composition; purchases its food and prepares and consumes its meals collectively; and determines its own rules or organization and utilization of the residential space it occupies. This is intended to expand the innovations around housing types that may serve these populations.

Building Codes / Accessibility

San Francisco building code ensures that new housing developments comply with California building standards (Title 24 of the California Code of Regulations) and federal requirements for accessibility. While single-family and duplex or 2-family dwellings are generally not required to be accessible except when they are part of a condominium or planned-use development, multi-family building accessibility requirements are contained in the California Building Code Chapter 11A and 11B, Chapter 10, Chapter 30, and section 101.17.9.1. The Building Code additionally requires parking spaces be specifically designated for persons with disabilities. The San Francisco building code incorporates the 2019 International Building Code.

Permit Processing

All of the City's commercial zones also allow group homes: they are permitted as of right in the moderate density residential, downtown, commercial, and neighborhood commercial districts where other supportive amenities are more accessible. In addition, San Francisco does not restrict occupancy of unrelated individuals in group homes and does not define family or enforce a definition in its zoning ordinance. The City does not impose special permit procedures or requirements that could impede the retrofitting of homes for accessibility. The City's requirements for building permits and inspections are the same as for other residential projects and are straightforward and not burdensome. City officials are not aware of any instances in which an applicant experienced delays or rejection of a retrofitting proposal for accessibility to persons with disabilities.

FIGURE 17
All Housing by Year Built

Year Built

- Up to 1906
- 1907 - 1919
- 1920 - 1941
- 1942 - 1960
- 1961 - 1978
- 1979 - 1999
- 2000 - Present

0   0.5   1 Mile
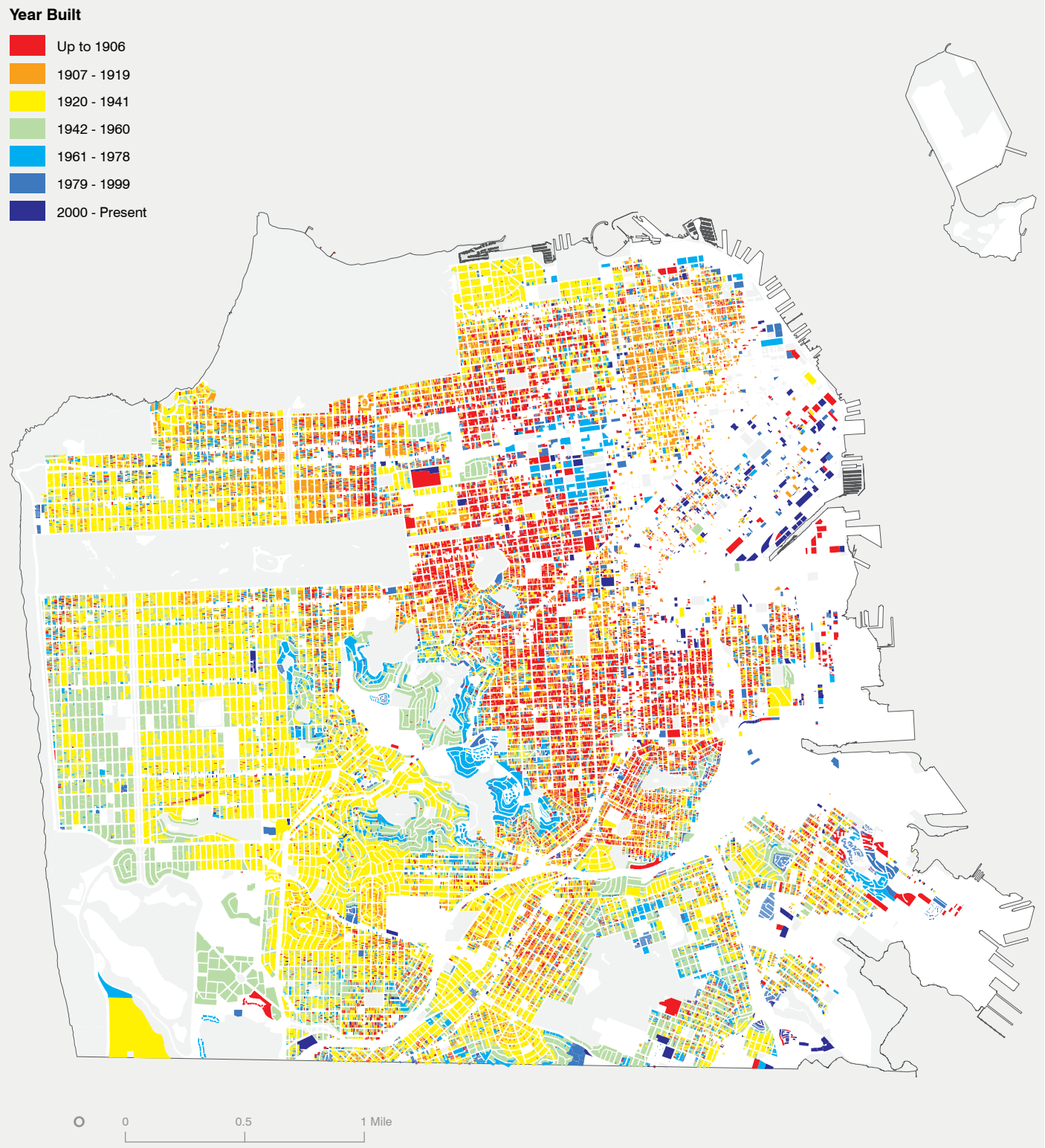
Reasonable Accommodation

The Planning Department has developed a legislative ordinance that will enable persons with disabilities who require an expedited process to achieve reasonable accommodation as exceptions to the City's Planning Code to bypass the currently required variance process, and to access a streamlined procedure permitting special structures or appurtenances such as access ramps of lifts and other non-physical accommodations. Planning Code Section 305.1 provides a process for individuals with a disability to request such a modification to their residential properties to eliminate any barriers to accessing their home. A request for "reasonable modification" may include changes that are not allowed under current Planning Code regulations or require a variance from the Planning Code. There are two processes available for requesting a reasonable modification: an administrative reasonable modification process and the standard variance process.

Affordable Housing

While housing affordability is a challenge across populations in the city, one constraint is that many people with disabilities live on public benefits, which limit the amount of income and assets the person can have to maintain eligibility. This extremely low level of income makes them ineligible for many forms of affordable housing. Another constraint tied to eligibility for housing assistance is what some refer to as the "disability tax". Many disability-related costs are not covered by public assistance programs, and people with disabilities pay for them out of pocket. To be able to cover these costs, people with disabilities appear to have more disposable income than they actually do, and unless these costs are deducted from the income attributed to the individual, the person with a disability might be considered to have too much income to qualify for some programs that are for the very low-income population.

Building Maintenance and Improvements

Modifying existing structures often will trigger renovations that must meet accessibility standards beyond the project scope. This is a constraint on housing repair in some cases, however this tends to affect commerical or institutional buildings more than private residents or apartment buildings.

Mayor's Office of Disability Guidance

Established in 1998, Mayor's Office on Disability (MOD) is the City's overall ADA Coordinator. Its mission is to ensure that every program, service, benefit, activity and facility operated or funded by the City and County of San Francisco is fully accessible to, and usable by, people with disabilities.   MOD is responsible for overseeing the implementation and local enforcement of the City and County of San Francisco's obligations under the Americans with Disabilities Act (ADA) as well as other federal, state and local access codes and disability rights laws such as the Fair Housing Act, Sections 504 and 508 of the Rehabilitation Act, the Unruh Civil Rights Act, the Uniform Federal Access Standards (UFAS), and the California Building Code. MOD reviews all housing projects in San Francisco that involve public funding including subsidy. All city affordable housing projects are subject to this additional review and process.

Two recommendations have been made by MOD to address process improvements which are on-going. The first is that projects from the Department of Building Inspection (DBI) to MOD are often routed to MOD very late in the process, after most or all the other required approvals have been obtained. If MOD's review results in recommended changes, it can be perceived as burdensome on the project sponsor to implement them and/or the accessibility requirements become regarded as unnecessarily holding up projects. The improvement goal is to identify those projects that require accessibility reviews earlier in the process so that accessibility issues can be resolved appropriately early on. The second is that, currently, payments and fees for accessibility reviews are handled by MOD. This is the only billing function that MOD manages, while DBI carries out this function for all other reviews. The process improvement would be to have this function streamlined by running all payments and fees through DBI from housing development agencies, architects, and other project sponsors.

Non-Governmental Constraints

The overwhelming challenges to providing housing for those with disabilities and seniors are high development and business costs for private market housing and housing with services. The overwhelming majority of housing affordability issues can be addressed in market-rate housing and affordable housing, covered in other chapters of this report. The focus of this section is on housing with services given that specificity of needs.

Residential care is in competition for land and construction contracting along with other housing and commercial interests yet with industry margin which do not attract investors as easily. This has pushed those in need of housing and support to rely on the two systems which have resulted from these challenging conditions: the private market which mostly provides amenity-rich and high-density forms of care only accessible to those with high incomes and the non-profit system, typically publicly subsidized, that struggle to cover and provide services for San Francisco's very low or extremely low-income senior and disabled residents. This leaves many people at these lowest income levels without support and people at low, moderate, or middle incomes with few options. Recent trends show these income level residents often leaving the city for facilities affordable elsewhere or relying on family care to stay.

Seniors make up almost 16% of the population and this is expected to increase to nearly 19% by 2030. Almost half of seniors are very low income compared to about a quarter of San Francisco's overall population. And over half of seniors are homeowners, compared to about a third of San Franciscans. Senior renters, however, are very cost burdened, including 70% in lowest income groups. While about 10% of San Franciscans have a disability, this is disproportionately higher in Black and American Indian communities. About half of those with disabilities are seniors. Over 70,000 households are headed by or include someone with a disability, with a disproportionate number being low income and with higher rent burdens.

The Department further monitors conditions for housing for people with disabilities and seniors

through the Healthcare Services Master Plan, as adopted in Planning Code Section 342. The most recent draft– scheduled for adoption in 2020 and subsequently delayed by the COVID-19 pandemic— documented the loss of long-term care, small, assisted living facilities, and adult residential facilities. The loss was determined to be a result of high operating costs and pressures given high land values.

Alleviations

Reduce Development Pressure on Existing Facilities
In October 2021, the City adopted local legislation that mandates a conditional use authorization for any project which seeks to demolish or requests a change of use for a site with an existing residential care facility.

Senior Housing & Housing for those with Disabilities Study
Supervisor Mar has introduced a study of housing specifically for seniors and those with disabilities after a hearing at the Board's Public Safety and Neighborhood Services Committee hearing focused discussion on January 27, 2022. The goal is to identify the needs of these populations, the number of people needing to be served, and the resources and housing types needed to address them.

CalHOME
The Mayor's Office of Housing and Community Development (MOHCD) helps homeowners of one-to-four-unit properties to address code deficiencies, health and safety hazards, deferred maintenance, meet housing standards, remediate lead-based paint hazards, and to provide accessibility modifications. Loans are for low-income homeowners who are unable to secure conventional financing. The CalHOME program is funded by a periodic award from the California Department of Housing and Community Development. To be eligible for a CalHOME loan, a household must meet specific income, asset and property eligibility.

San Francisco Housing Production, 1990 – 2019

New Units Affordable to Low or Moderate Income

- - - Net New Market Rate Units

Median Rent, 2010 – 2019

San Francisco

San Francisco Metro

California
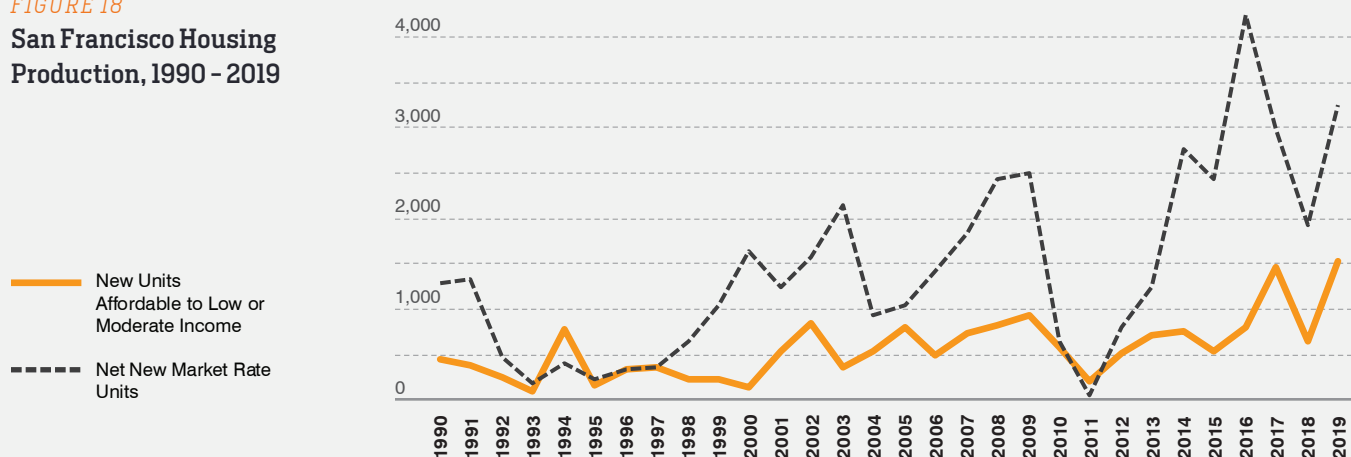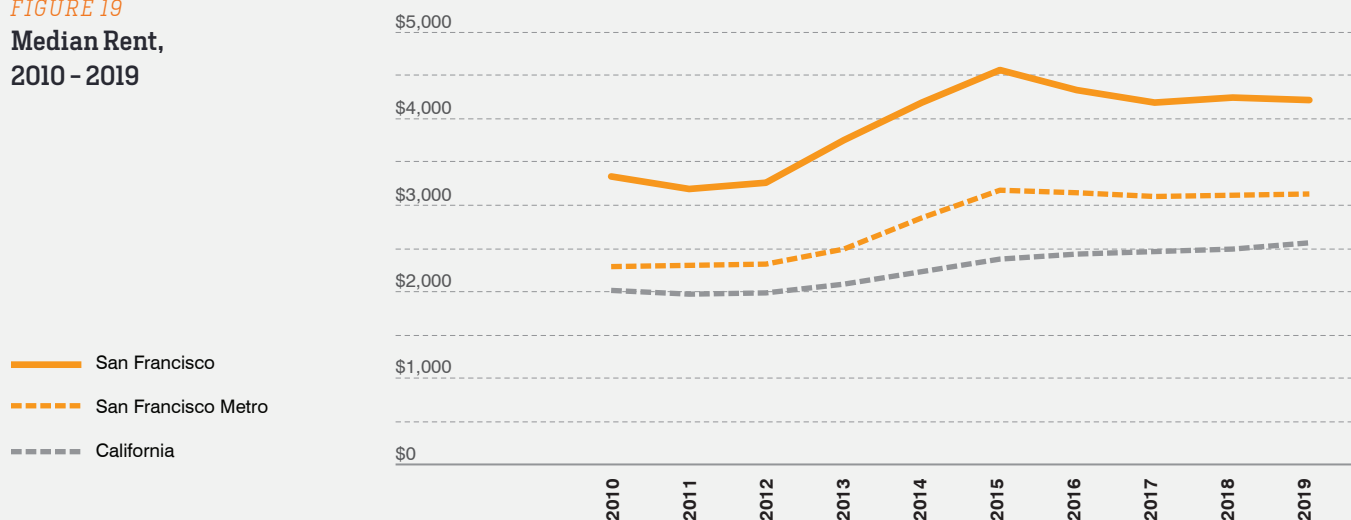
Source: Zillow

Home Value Index, 1996 – 2019

San Francisco

San Francisco Metro

California
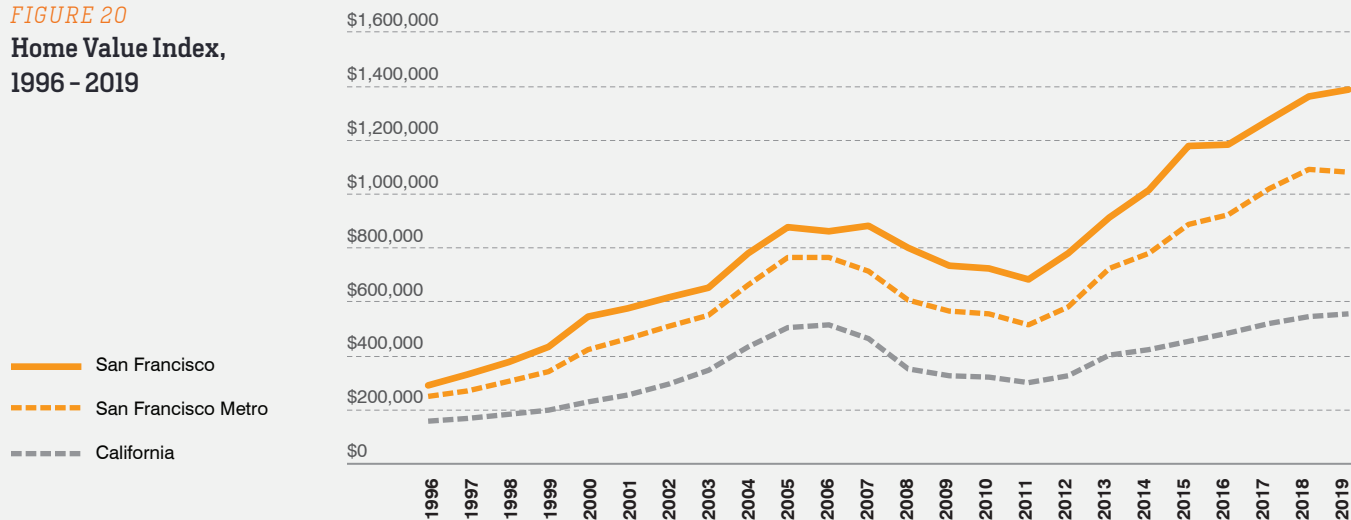
Source: Zillow

Non-Governmental Constraints

Due to the high land costs and expensive and rising development costs, it is increasingly challenging for affordable and market-rate multifamily developers to deliver projects successfully. This chapter provides more information on constraints related to market, construction, and real estate processes.

Land Value

With a constrained geography and intense demand for housing, land values in San Francisco have increased substantially over the past two decades. Specific land costs vary greatly depending on an area's location and underlying zoning. As of 2019, land value was estimated to range from $200 to $1,000 per land square foot for residential development projects.[1] The change in land value between 2012 and 2020 ranged from 105% to 147%, with the highest change in the middle and western portions of the city, predominantly single- and two-family neighborhoods.[2]

The price of land is a major component of a developer's overall cost of producing housing. Both market-rate and affordable housing developers report that acquiring land for housing in the city is a challenge. While many area plans over the past two decades have increased potential density on many parcels available for housing, developers report that a substantial number of affected sites that were feasible for new housing were acquired and/or developed in the last real estate cycle between 2012 and 2018 (FIGURE 18 on page 64).

Single-Family House Value
The high value of single-family housing in San Francisco is a significant constraint in the production of multi-family housing, especially in the lower density neighborhoods in the middle and western part of the city.[3] Down-zoning these neighborhoods-- a response in some part to redevelopment that displaced thousands of residents and communities of color-- reduced their historic patterns multi-family housing and anchored San Francisco's version of the American Dream of suburban living promoted after World War II. This is still a very strong pull for many people in or moving to San Francisco and the cost per square foot for a single-family home continues to disproportionately outpace all other forms of housing. While the average condo price went from $865,000 to $1.35 M or about 150% between January of 2013 to 2022, the single-family home price went from $920,000 to $1.8 M or nearly doubled (FIGURE 20 on page 64).

Development Costs

Construction Costs
Construction costs, sometimes referred to as "hard costs," are typically the largest cost item in housing development, representing between 50 and 75 percent of total development cost. According to an evaluation of multifamily projects built between 2017 and 2019 in the city, construction costs alone ranged from $360,000 per unit for low-rise, typically Type 3 or 5 construction, projects to $450,000 per unit for high-rise projects, Type 1, that have higher fire protection and structural requirements given the occupancy and height.[4] As of 2020, San Francisco had the highest construction costs in the world with costs escalating five to six percent per year.[5] Typical per square foot costs for construction are $350 for the renovation

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1   City of San Francisco Housing Feasibility and Development Costs, 2020.

2   https://www.aei.org/housing/land-price-indicators/

3   https://www.bayareamarketreports.com/trend/san-francisco-home-prices-market-trends-news

4   City of San Francisco Housing Feasibility and Development Costs, 2020.

5   International Construction Market Survey, Turner and Townsend, 2019; City of San Francisco Housing Feasibility and Development Costs, 2020.

Construction Cost Index

Source: TBD Consultants, Construction Bid Index
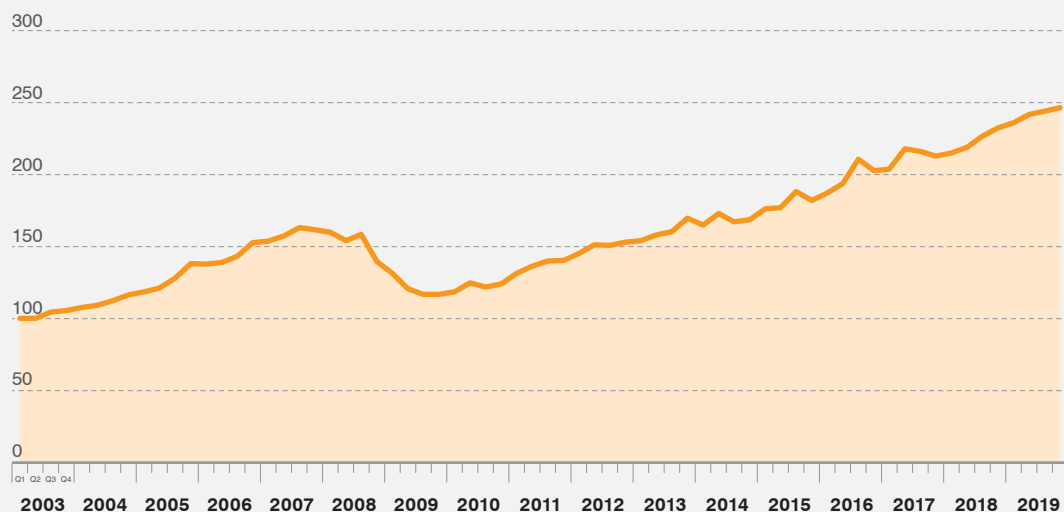
of an existing garage into a basic ADU, $500-700 for new construction of single or small, multi-family being budget-conscious, with residential projects with higher end finishes and amenities starting closer to $800 and up.[6]

Given the uncertainty in entitlement timelines, construction cost escalation presents a unique challenge as its unpredictability can destabilize financing. The California Construction Cost Index, based on San Francisco and Los Angeles only, went up an average of 1.7% annually be-tween 2011 and 2016 and higher to 3.1% on average between 2016 and 2020 (FIGURE 21 on page 66). It went up 13% in 2021 alone. Costs have escalated at a quicker rate since the COVID-19 pandemic began be-cause of supply chain challenges and decreased retention of labor.[7]

Workforce

High construction costs are partially attributable to unavailability or uncertainty of construction labor. Skilled construction labor has become scarcer and more expensive since the Great Re-cession, and the lack of competition on the industry continues to

drive this cost up.[8] "Rebuilding California," a report published by Smart Cities Prevail in January 2019, describes a complex set of dynamics in the labor market that have resulted in a broad expression by many across the real estate industry that there is a "labor shortage." The report expresses that indeed the construction labor market is tight and job vacan-cies are rising but more specifically that California non-supervisory construction workers' unemployment rate was lower in 2017 than it was in 2006 and that vacancies have jumped approximately 75% since 2011. While the common industry response is to hire more workers, data also points to significant decrease in productivity, due to challenges with labor retention and conditions. Wages and compensation in the housing construction industry are not as competitive as in other sectors and the housing industry is older and its traditional labor pools are shrinking. Housing industry productivity now lags public works construction and non-construction sectors causing increased impacts to housing production. Construction has long been a challenging career path, as it requires physical labor and health risk, is subject to extreme business cycles and vola-tile earnings, and can mean frequent displacement to catch boom and bust cycles. Given alternative options, jobs have been increasingly less attractive to young people. The report recommends increased job

6   https://www.homebuilderdigest.com/cost-guide/california-cost-guides/how-much-does-it-cost-to-build-a-house-in-the-san-francisco-bay-area/

7   https://www.dgs.ca.gov/RESD/Resources/Page-Content/Real-Estate-Services-Division-Resources-List-Folder/DGS-California-Construction-Cost-Index-CCCI

8   City of San Francisco Housing Feasibility and Development Costs, 2020

skills training, as construction ranks with agriculture and retail sectors are having the worst rates of skills training of all US industry sectors.

Along with the challenges described above, San Francisco struggles to compete with housing production options across the region. People in the construction industry describe an expensive "premium" to working in San Francisco compared to the north, east, and south bay given the logistics, expenses, and constraints on working in a denser urban space such as little room for staging, more temporary permitting required, more expensive parking, and time expansions and disruptions due to commuting. Workers often live in places with more space and less expensive housing that are farther from the city. The south bay is an attractive work location due to the large increase of office projects that pay better and the north bay, due to the devastating fires in suburban neighborhoods, have many new single-family projects closer to where many construction workers live.

The challenges of the complex environment, the increasing seeking of workers in a highly pressurized real estate market, and the expense of living and working in San Francisco has also resulted in two classes of workers regionally: ones who are embedded in a supportive system of training and healthcare, paid prevailing wage, can stay

consistently employed and provide for their families and those who subsist "under the table" and in many cases exploited, poorly paid, and are on job sites without protection and at greater risk of injury or death. As reported by the Centers for Disease Control and Prevention in 2021, with 53.2 suicides per 100,000 workers, construction has among the greatest suicide rate of any industry.[9] If San Francisco grows a safe and stable workforce that builds housing, it could reverse the increasing trends of unaffordability and loss of skilled labor that constrain housing production.

Materials

The rising cost of materials also contributes to the overall high construction costs in San Fran-cisco, and material costs nation-wide are rising dramatically since the COVID-19 pandemic began. Supply chain issues have caused dramatic cost increases in steel, lumber, as well as interior materials and appliances. Lumber futures averaged ranged between $260 to $400 between 2014 and 2017 with a peak in early 2018 of $569. This transitioned quickly into volatility at the start of the pandemic that saw it swing from $278 in March of 2020 to $1452 in early 2022. Flat glass prices have been steadily increasing from a price index of 92 in 2014 to a high of 131 in January 2022

9   https://www.dol.gov/newsroom/releases/osha/osha20210824

FIGURE 22   Typical New Build Apartment Rents per Month by Submarket and Type

Monthly Rent (Market Rate)	Submarket Tier			
	Tier 4	Tier 3	Tier 2	Tier 1
5-story Low-rise and 8-story Mid-rise				
Per net sf	$3.75	$4.75	$5.50	$6.25
Per unit	$2,719	$3,444	$3,988	$4,531
High-rise, 14 stories				
Rent premium for height	5.0%	5.0%	5.0%	5.0%
Per net sf	$3.94	$4.99	$5.78	$6.56
Per unit	$2,855	$3,616	$4,187	$4,758
High-rise, 24 stories				
Rent premium for height	20.0%	20.0%	20.0%	20.0%
Per net sf	$4.50	$5.70	$6.60	$7.50
Per unit	$3,263	$4,133	$4,785	$5,438

San Francisco Rental Market Strength by Neighborhood
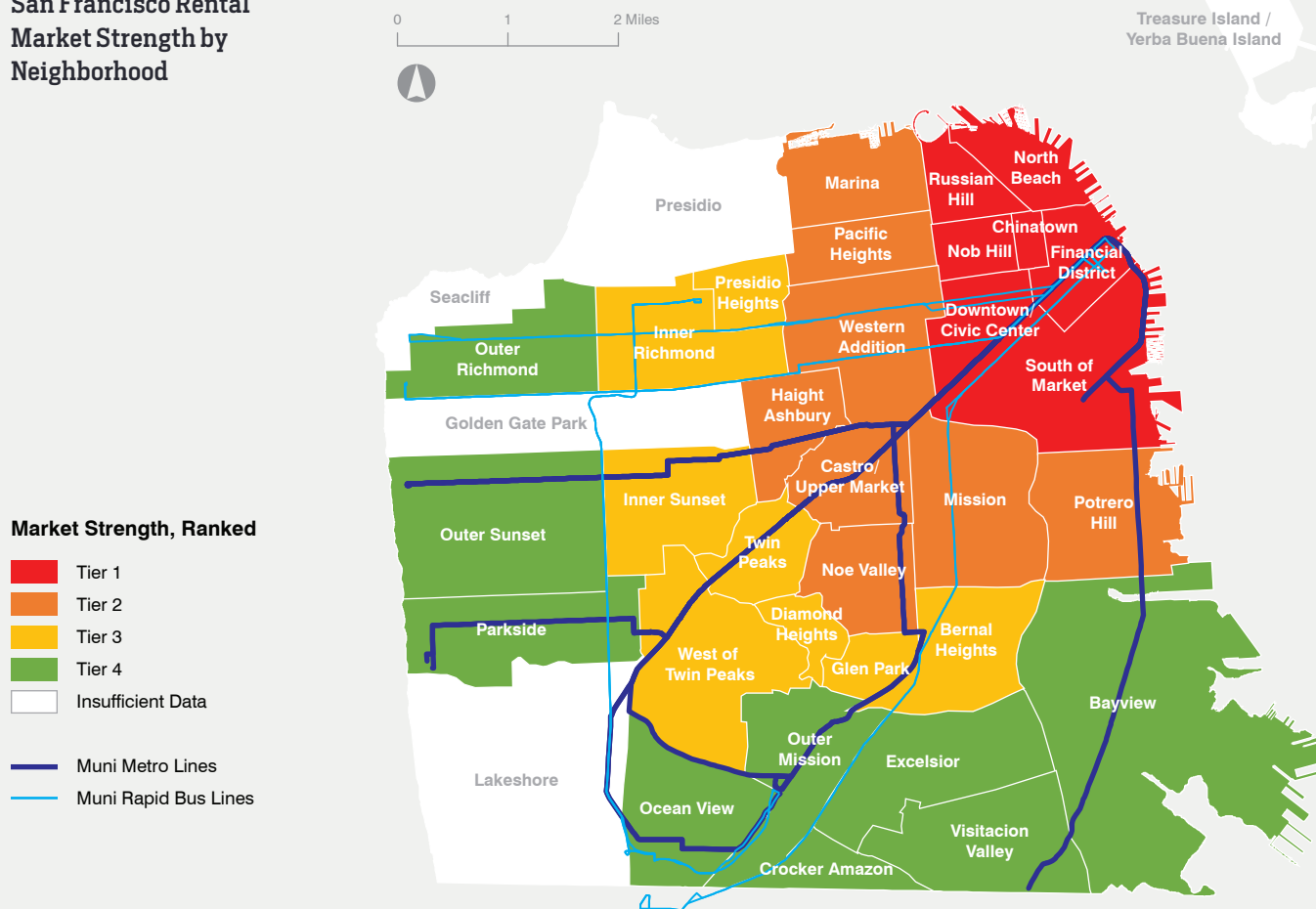
Source: City of San Francisco, 2019; Strategic Economics, 2020.

Typical Pro Forma Developer Return by Building Type and Submarket under Current Development Cost and Market Conditions
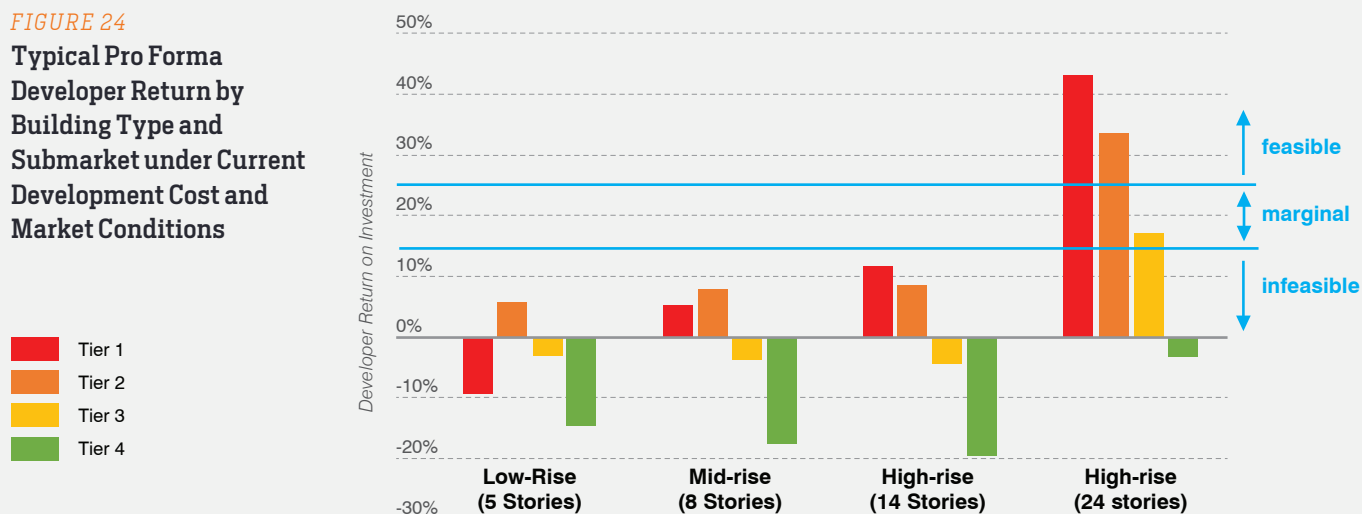
*Note: Tier 1 Downtown Core, Tier 2 Inner-Ring Neighborhoods, Tier 3 Outer-Ring Neighborhoods, and Tier 4 Western and Southern Neighborhoods

Source: Strategic Economics, 2019

significantly above inflation during this time.[10]

Soft costs

Soft costs, sometimes referred to as "indirect costs" refer to various administrative cost items necessary for the development project to proceed, such as professional services, such as engineers, architects, and land use counsel, taxes, legal costs, insurance, and permitting. As of 2020, soft costs were estimated to range from $94,000 per unit for low-rise construction, to $109,000 per unit for high-rise construction, totaling between 15 and 18 percent of total development costs.[11] There are no indications through interviews or research that these have changed significantly in the past eight years or provide specific constraints to housing development (permitting fees are discussed in the Governmental Constraints section).

Revenues

The Housing Affordability Strategies study in 2020 modeled the feasibility outlook for four rental development prototypes across four market tiers within the city (FIGURE 23 on page 68). The prototypes included a 5-story low rise, an 8-story mid-rise, a 14-story high-rise, and a 24-story high-rise (FIGURE 22 on page 67).

Tier 1 which has the strongest market for residential development, includes the Financial District, as well as neighborhoods adjacent to the Financial District, including SoMa, Chinatown, North Beach, and SoMa. High-rise development is concentrated in this area. Tier 2 which is al-so commands very strong rents second to "Tier 1", includes neighborhoods slightly further from the Downtown Core, including the Mission, Pacific Heights, Castro, Noe Valley, and Potrero Hill. Tier 2 tends to attract low- and mid-rise development. "Tier 3" and "Tier 4" are further from Downtown and include the Richmond, and the Sunset to the west, and Bayview and Twin Peaks to the south, among others. These areas, which are primarily zoned lower-density residential, do not see significant residential development.

The revenue assumptions for the various prototypes

across the four tiers is shown below, which indicate relative market strength of the tiers.

Tier 1 projects generate the strongest rent revenues, and Tier 2 projects also generate relatively strong rent revenues, while Tiers 3 and 4 achieve lower rents. High-rise projects can achieve higher rents than low- or mid-rise projects because of rent premiums associated with views. The pro forma feasibility analysis found that only the 24-story high rise was feasible under 2020 market conditions, and only in Tiers 1 and 2. While this prototype requires Type I (steel-frame) construction, which is very expensive to build, the high revenues more than offset these costs. Low- and mid-rise development projects, in contrast, are challenging to make pencil (FIGURE 24 on page 68).

Most housing development in the last market cycle has occurred in the northeast portion of the City in Tiers 1 and 2, which reflects the locations that allow for the highest densities. In Tier 1, which also has very high land costs, high-density development is typically required for the project to be viable. While there have been some low- and mid-rises developed in San Francisco, primarily in Tier 2 areas, these projects have been difficult to finance because of high development costs relative to expected revenues.[12] In certain instances, especially for Tiers 3 and 4, is likely a mismatch between what a parcel is zoned for, and what is feasible. For example, while there are areas zoned to accommodate low- and mid-rise housing projects on Tier 3 and 4's commercial corridors, it is likely these projects are some of the most challenging to make pencil because of the lower rents that are achievable in those locations.

The pandemic had a significant chilling effect on rental prices across San Francisco while the single-family housing prices continued to climb. While rental prices for a two-bedroom apartment in 2019 averaged close to $4,600 a month, and dropped to $3,500 in mid 2020, it has climbed back about halfway to nearly $4,000 in early 2022 (FIGURE 19 on page 64).[13] This has been a slower rebound for three- and four-bedroom apartments but similar for studio and one-bedroom ones.

10 https://www.wsj.com/market-data/quotes/futures/LB00/advanced-chart

11 City of San Francisco Housing Feasibility and Development Costs, 2020.

12 Housing Affordability Strategies, 2020.

13 Zumper Data

Cultural and Political Context

Community Redress and Acceptance

San Francisco has a strong tradition of public involvement in policy discussions and possesses a very engaged citizenry on development issues. These voices have long included organized opposition to housing projects but increasingly includes proponents for more housing. Project opposition creates impediments to project application approvals and can lead to significant time delays, additional costs, a reduction in the number of residential units produced, or entire project feasibility. One measure that is difficult to calculate is how many projects are never initiated given the chilling effect neighborhood opposition creates across San Francisco's real estate environment.

Comment from Developer interviewee

Add 10% to profit margin to account for risk. Triple design cost compared to other California communities due to holding costs.

Even with projects that are subject to State rules clearly designed to reduce such intervention, desire by both residents and their representative public officials to either prevent or shape development remains strong enough to test case law and enforcement. An example of a project in local contention that uses state programs is a 100% affordable housing project proposed in the Sunset District by a very experienced, local, non-profit affordable housing developer. Despite being able to use SB 35's ministerial process and having funding through MOHCD, the project has been delayed by a year negotiating with many neighbors in opposition.[14] In parallel and seemingly in contradiction, the Planning Department has been engaged with local Sunset residents, led by the district supervisor, where many participants have been asking for more affordable housing to help stabilize residents including seniors.[15] A developer interviewee described another proposed project that includes market-rate and affordable units and uses the HOME-SF program, the City's adopted

local version of the State Density Bonus. This Noe Valley project is on its fifth round of appeals, delayed according to the sponsor by "seven years," as the neighborhood association has opposed each permitting stage or component.

Developers of smaller multifamily projects report that neighborhood opposition is a significant and unpredictable challenge, that greatly depends by neighborhood and even specific neighbors anywhere in the city. One applicant interviewee expressed that "Planning wasn't the problem" in trying to permit a multifamily project on Telegraph Hill, it was the neighborhood association who told him publicly that they supported him but then tried to "sabotage" the project until he gave up. Another interviewee proposing multifamily on a lot split in Glen Park found that the Planning process was supportive but then the "neighbors tore it apart." The contention even brought the process, which was planned to add only three units, to the Board of Supervisors. Another housing developer interviewee, who does small and mid-sized multifamily housing, reported that Planning has "actually gotten a lot better" at processing on their end and that the uncertainty for investors is being able to wait to get through the long appeals process.

While a quick assessment of comments on projects at the Planning Commission would split these voices into "pro-"and "anti-housing" or even "only-affordable" and "pro-market-rate housing," there is a more complex set of histories at work. Some voices that oppose projects planned for their neighborhoods are from communities that have been historically dispossessed or marginalized where activists seek repair and agency in response to large market and political forces they have been excluded from. While other voices that oppose projects arriving in their neighborhoods represent people well-connected to capital and power systems who fear the "intrusion" of new residents who may express different habits, activities, and even architecture in the neighborhood. The current process has little ability to differentiate between neighborhoods where residents, often in communities of color, have been substantially and systematically damaged by past discriminatory governmental practices and speak to community interests, and places of wealth and privilege where homeowners seek to maintain exclusion or protect

14   https://www.sfchronicle.com/sf/article/Supervisor-Mar-pushes-compromise-for-contested-16647322.php

15   https://sunsetforward.com/#:~:text=Sunset%20Forward%3A%20The%20community%20plan,%2C%20transportation%2C%20and%20neighborhood%20services.

Photo credit Jeff Joslin

their individual interests.

Despite different ambitions, many groups use existing mechanisms towards their objectives that may or may not be related to their underlaying interests. Since issues of racial discrimination, repair of past government action, and socio-economic inequity have not been addressed at a systemic level and introduced more formally in decision-making processes, leaders in these communities have little choice but to use the existing mechanisms designed for other purposes to advance their missions. Local discretionary practices, such as Conditional Use Authorizations and design review, are often used by advocates to bring racial and social equity issues around gentrification and displacement into public forums. CEQA, focused on 18 environmental conditions, is another tool used to bring broader concerns to the attention of city leaders.

The current system is mostly designed to air conflicts in public hearings and for decision-makers to work through their complexities on a case-by-case basis. It is not uncommon for projects to bounce around through multiple layers of approvals and appeals which demand skill resources, and resilience from community leaders and city staff. Solving structural problems that continue to reinforce inequities would lessen these conflicts, bring forward clearer motivations, reduce the energies required by communities with many injustices to right, and advance housing production that meets the needs of San Francisco residents.

Climate Crisis and Pandemic Recovery

The threats of water shortages, wildfires, and poor air quality are becoming increasingly present in the lives of San Franciscans and may decrease investor confidence in San Francisco real estate. While the climate crisis has historically been an abstract threat, wildfires have increasingly devastated parts of California after severe and on-going droughts, resulting the six worst years of Bay Area air quality of the past three decades being within the last ten years. September 9, 2020 epitomized the experience as the combination of smoke and fog

Comment from Developer interviewee

We would love to keep developing here, San Francisco is our home, but the environment would have to be substantially changed

lit the sky in an eerie and apocalyptic orange that made international news. While the development community has not directly stated this as part of their constraints or considerations, it may be grow in concern.

The COVID-19 pandemic has had an immediate and significant effect on rents, dropping them to their lowest rates in over a decade. While prices began to steadily increase in 2022, home and work hybrid patterns are anticipated to be permanent for many workers tied to cloud computing, with office workers telecommuting about 15% of the time. While the Bay Area has been centered for many decades as a place to engage a globalized job market, where companies have sought talent from its many universities and innovative companies including finance, healthcare, biotech, and technology, the construction of teamship and professional endeavors may alter this need for physical proximity.

Comment from Architect interviewee

We have clients who start out with modular but find that it is not cost effective because low bidders for construction are not familiar enough with it and many trades resist it. It will take more common acceptance and industry adaptation to make this a competitive system with traditional construction.

Political Instability for Capital Investment

One large-scale developer interviewee, who is well-connected to capital markets including venture capital, noted that the pandemic has destabilized expectations on the San Francisco housing market given the anticipation of remote work. He also indicated that, for many in development community, this was a tipping point in growing frustrations with San Francisco's unpredictable and regulation unfriendly environment with investors shifting their resources to socially liberal cities in less regulatory states, like Denver, Colorado; Salt Lake City, Utah; and Austin, Texas. Since the need for additional housing is very high, this may not take the pressure from rental and for sale real estate markets as much as it may reduce the capital necessary to building housing when the cost of construction is already high.

Even at the smaller project level, one interviewee expressed that he was not considering developing property again in the city because he has no idea

how long entitlements will take even on the same block where he has done work before because "policies change too much." Many interviewees expressed that smaller projects were at a significant disadvantage within the political environment as the rules seem to change unpredictably though new regulations from city leaders who were trying to limit development while larger projects mostly gained rule flexibility because they had access to city leaders directly.

Alleviations

Innovative Building Technologies

Modular construction and cross-laminated timber could potentially reduce hard costs and improve the feasibility outlook for residential development projects. Modular construction refers to a process of manufacturing housing units in a factory and assembling them on-site to form a complete building. It is estimated that the assembly process takes up to eight weeks, which is significantly shorter than typical construction timeframes. A modular firm in the Bay Area cited that this method could reduce construction costs by 30 percent.[16] There have been a few projects, including 100% affordable housing, in San Francisco that have been completed with a few more in development. They tend to be mid-rise buildings between four to eight stories very repetitive interior apartment types. There may be challenges to incorporating modular construction in San Francisco because trade unions active in the City are generally against it.

Cross-laminated timber (CLT) is an engineered wood product recently introduced in the United States. CLT is similar to steel and concrete in its performance, meaning that it could be used for buildings taller than buildings that typically incorporate Type V or Type III (wood-frame) construction. Due to building code standards related to fire safety, these buildings at most can be six stories total, including one level of concrete podium ("Type V/III over Type I"). While CLT could potentially provide a unique opportunity to provide denser wood-based housing development with less onsite labor, the industry is nascent and such projects are currently too expensive to build

at smaller scales. Given the cost of lumber, CLT does not provide a viable alternative to traditional construction and the City has not seen completed applications or built projects.

Community Equity Division and Engagement

In 2020, the Planning Department created a new division, the Community Equity Division, to help all aspects of the Department focus and center its work on racial and socially equity. One of the new teams under this division is the Community Engagement Team who are currently creating community outreach and engagement strategies for the entire Department. Another team is developing and implementing the Racial and Social Equity Plan, currently in Phase 2, and the Division is supporting the Equity Council, a group of community leaders dedicated to addressing racial and social equity. Through collaborative deliberations, they are advising City staff and leadership on strategic policies, strategies and investments, and ways to elevate the voices of our diverse communities in City decisions. The Department is restructuring its work to engage communities in a deeper and more integrated way looking towards solutions, including the revision to the Housing Element Update. The goal is to be working more in alignment and with more effective two-way communication so that communities are served by new development and new development is more secure in being welcomed into them.

Workforce Development

The Office of Workforce and Economic Development has several jobs initiatives for construction labor under the CityBuild Program. CityBuild began in 2006 as an effort to coordinate City-wide construction training and employment programs and is administered by OEWD in partnership with City College of San Francisco, various community non-profit organizations, labor unions, and industry employers. CityBuild Academy aims to meet the demands of the construction industry by providing comprehensive pre-apprenticeship and construction administration training to San Francisco residents. The Construction Administration and Professional Service Academy (CAPSA) is a semester-long program offered at the City College of San Francisco, Mission Campus. The program prepares San Francisco residents for entry-level careers as professional construction office administrators. The CityBuild Women's Mentorship

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16 City of San Francisco Housing Feasibility and Development Costs, 2020.

Program is a volunteer program that connects women construction leaders with experienced professionals and student-mentors who offer a myriad of valuable resources: professional guidance; peer support; life-skills coaching; networking opportunities; and access to community resources.

SF Climate Action Plan
While actions in San Francisco alone will not stem the climate crisis, the City's actions and funding can reduce harm to its residents, especially those most at risk including low income and communities of color who face greater and disproportionate exposure to environmental hazards given the city's history.

In the more than two decades since its first environmental plan, the City has adopted progressively more ambitious policies to reduce emissions while simultaneously decoupling emissions from economic growth. Since 1990, San Francisco has reduced 1990-2019 San Francisco trends emissions by 41%, while its population has grown by 22%. The update to the Climate Action Plan, completed in 2021, targets goals for key areas of the city and seeks to mitigate the climate crisis challenges equitably with environmental justice. These actions will not only help to reduce San Francisco's impacts on the environment, but to reduce harm to people and address its consequences:

- Use 100% renewable electricity and phase out all fossil fuels
- Electrify existing buildings
- Invest in public and active transportation projects
- Increase density and mixed land use near transit
- Accelerate adoption of zero emission vehicles and expansion of public charging infrastructure
- Utilize pricing levers to reduce private vehicle use and minimize congestion
- Implement and reform parking management programs
- Increase compact infill housing production near transit
- Reduce food waste and embrace plant-rich diets
- Enhance and maintain San Francisco's urban forest and open space

Evaluation of the 2014 Housing Element

Prepared as Part of the
San Francisco Planning Department's

Housing Element Update 2022

Contents

Introduction

As part of the Housing Element update process, California Government Code Sections 65588(a) and (b) require an evaluation of San Francisco's existing Housing Element that was adopted in 2014. The evaluation consists of three sections: 1) an overview of the 2014 Housing Element's goals, objectives, and policies; 2) a summary of San Francisco's housing production during the 2014-2022 reporting period, as well as the City's affordable housing preservation efforts and tenant stabilization programs; and 3) an evaluation of the overall progress and implementation of the Housing Element.

The evaluation includes an assessment of the appropriateness and effectiveness of the objectives, policies, implementation the programs listed in the 2014 Housing Element. By examining past policies and objectives, as well as evaluating the implementation of programs initiated during the reporting period, the Housing Element can illustrate the success and redress challenges posed by policies and objectives that may no longer apply to the current context. An evaluation of the implementation of programs is presented at the end of each Objective.

Progress in Meeting the Regional Housing Needs Allocation (RHNA)

The State Department of Housing and Community Development (HCD) and the Association of Bay Area Governments (ABAG) set San Francisco's fair share of the regional housing need for the 2015 to 2022 reporting period at 28,870 units. The 2014 *Housing Element* suggested that in order for the City to be truly successful in achieving the type and amount of housing targeted by the Regional Housing Needs Allocation (RHNA), a full partnership with the state and region is required. The 2014 Housing Element emphasized the need for state and regional funding to prioritize San Francisco's share of statewide housing and affordability challenges, when allocating funds for affordable housing and public infrastructure to meet RHNA targets.

Table 1 breaks down the final RHNA allocations for San Francisco by the Area Median Income (AMI) of units. According to the allocated targets, Very Low to Moderate-Income housing production altogether (16,333 units) should exceed Above Moderate Housing Production (12,536 units).

Table 1. San Francisco Regional Housing Needs Allocation, 2015 – 2023

	Very Low	Low	Moderate	Above Moderate	Total
Units	6,234	4,639	5,460	12,536	**28,869**

San Francisco produced 26,845 units from 2015 to 2021. This total is the net balance of new construction, demolished units, and alterations. Table 2 summarizes San Francisco's progress toward RHNA goals for 2015 to 2021 by AMI of units. The table shows the total units that have produced each year and excludes most permits that have resulted in net loss of units. The unit gain reflects the cumulative efforts of a range of public agency programs and private investment throughout the city. The City is producing an average of 3,837 units per year. If this continues for 2022 and 2023, San Francisco will have met the overall RHNA target number set for the City. However, the City has fallen significantly short of producing the Very Low to Moderate-Income housing (30 percent to 120 percent AMI) RHNA targets. In contrast, production of Above Moderate-Income housing surpasses its RHNA target. Currently, housing production for 30 percent to 120 percent AMI stands at 7,893 units, compared to 18,968 for Above Moderate AMI, which is 151 percent of the RHNA target for Above Moderate-Income housing.

Table 2. San Francisco Regional Housing Needs Allocation Progress Summary, 2015 – 2021 (Total Units Produced)

Year	Very Low Income	Low Income	Moderate Income – Deed Restricted	Moderate Income – Non Deed Restricted*	Above Moderate	Total Units
2015	370	336	83	57	3,328	**4,174**
2016	427	81	103	143	1,976	**2,730**
2017	259	447	163	225	3,623	**4,717**
2018	411	452	72	352	3,631	**4,909**
2019	309	352	120	565	3,560	**4,903**
2020	577	439	126	291	1,762	**3,191**
2021	248	338	220	327	1,088	**2,221**
Total	**2,601**	**2,445**	**887**	**1,960**	**18,968**	**26,845**
2015 - 2023 RHNA Targets	6,234	4,639	5,460		**12,536**	28,869
% of Target Produced	42%	53%	52%		**151%**	93%

*Includes units legalized under Ord. 43-14, and all ADUs.

Source: SF Planning, Authorized Permits

If accounting for the loss of existing units through demolitions, mergers, and conversions, San Francisco produced 25,748 net new units from 2015 to 2021. Table 3 summarizes the number of total net units produced, an average of 3,678 units per year. Only units that fall in the Above Moderate-Income level have seen a net loss.

Table 3. San Francisco Net New Units Produced, 2015 – 2021

Year	Very Low Income	Low Income	Moderate Income – Deed Restricted	Moderate Income – Non Deed Restricted*	Above Moderate	Total Net Units
2015	370	336	83	57	3,237	**4,083**
2016	427	81	103	143	1,888	**2,644**
2017	259	447	163	225	3,535	**4,629**
2018	411	452	72	352	3,300	**4,578**
2019	309	352	120	565	3,203	**4,546**
2020	577	439	126	291	1,732	**3,161**
2021	248	338	220	327	960	**2,093**
Total	**2,601**	**2,445**	**887**	**1,960**	**17,855**	**25,734**

Source: SF Planning, Authorized Permits

Production grew from an annual average of 2,300 units from 2007 to 2014, to 4,075 units from 2015 to 2021. Housing production from 2015 to 2021 accounted for 45 percent of housing production from the

last 20 years (2001 to 2021). Affordable units produced from 2015 to 2021 (5,716 units) accounted for 23 percent of total

Figure 1. Housing Production and Affordability, 1990 – 2020
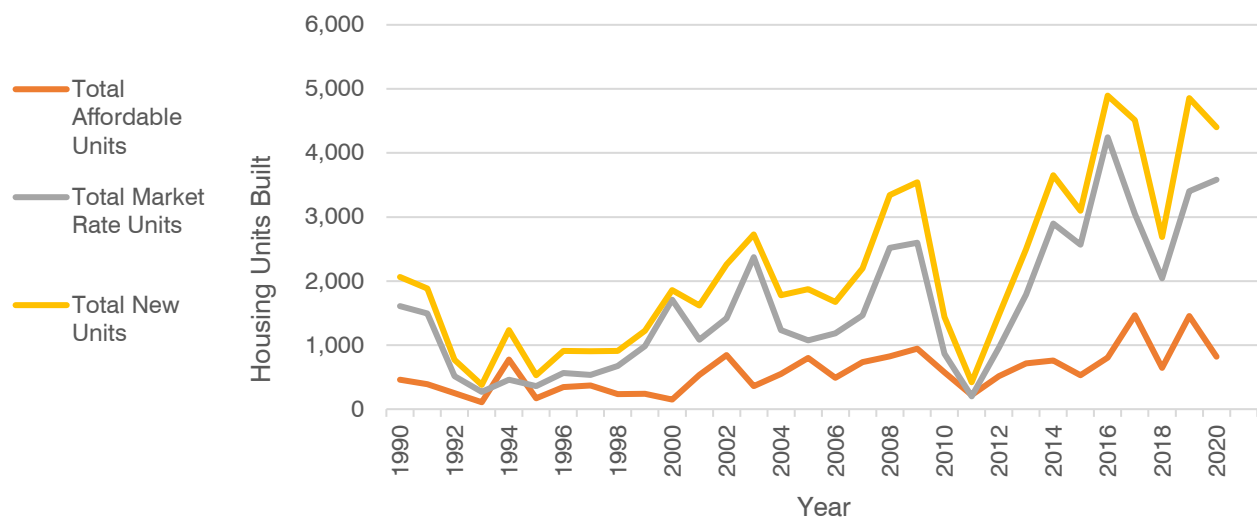
Source: SF Planning Analysis of Department of Building Inspection Data

Units authorized for new construction have also been increasing in recent years after a severe drop during the recession of 2008 to 2009 that also affected production. Alterations to existing buildings have generally yielded about 270 units per year while demolitions have averaged about 100 units per year.

Table 4. Net Housing Units Added and Units Authorized for Construction, 2015 – 2021

Year	Units Authorized for Construction	Units Complete from New Construction	Units Demolished	Units Gained or Lost from Alterations	Net Change in Number of Units
2015	4,083	2,472	25	507	**2,954**
2016	2,644	4,895	30	181	**5,046**
2017	4,629	4,270	18	189	**4,441**
2018	4,578	2,309	53	323	**2,579**
2019	4,546	4,461	139*	376	**4,698**
2020	3,161	3,957	352**	439	**4,044**
2021	2,093	3,037	12	1585	**4,610**
Totals	**25,734**	**25,401**	**629**	**3,600**	**28,372**

*Sunnydale HOPE-SF project demolished 112 units for replacement

**Alice Griffith HOPE-SF project demolished 250 units for replacement

Source: SF Planning Department Analysis of Department of Building Inspection Data.

Note: Net Change equals Units Completed less Units Demolished plus Units Gained or Lost from Alterations.

The greatest deficiency for the reporting period continues to be in the production of moderate-income housing, where the City produced just 17 percent of its target. So far, this is just a one percent increase in Moderate Income housing from the 2009-2014 reporting period. San Francisco Planning's *Affordable Housing Funding, Production, and Preservation* white paper shares that the primary obstacle to the production of moderate-income housing in high land cost markets such as San Francisco is that local, state, and federal funding targets lower income households, who are at greater financial need. Though moderate-income households can afford higher rents than lower income households, they often cannot afford rents that can pay for the high cost of new development in San Francisco. The Low-Income Housing Tax Credit (LIHTC) program and other state and federal funding sources do not serve moderate-income households. As a result of high costs and lack of state and federal subsidy, production of units affordable at moderate incomes can require more local subsidy to produce than a low-income unit.

San Francisco's affordable housing expenditures are heavily focused on the production and preservation of 100 percent affordable housing projects that serve households earning 80 percent or less of AMI. 100 percent affordable housing represents two thirds of new affordable units built in San Francisco from 2006 to 2018. The City's Inclusionary Housing Program generated one third of new affordable units built in San Francisco since 2006.

On average, the City's Inclusionary Housing Program generated one third of new affordable units built in San Francisco since 2006. The production of inclusionary units picked up in 2011, as the economy recovered from the Great Recession and market rate residential development increased. The city produced an average of 985 inclusionary affordable units per year from 2015 to 2021, compared to an average 334 units in the 1990s. The other major affordable housing program, 100 percent affordable housing, represented two thirds of affordable units built in San Francisco from 2006 to 2018.

Table 5. New Affordable Housing by Inclusionary Units (including 100% BMR), 2015 – 2021

Year	Extremely Low Income	Very Low Income	Lower Income	Low Income	Moderate Income	Total Affordable Production	% of Total Production
2015	0	213	0	66	250	529	17%
2016	120	128	0	364	190	802	16%
2017	0	686	0	558	222	1,466	32%
2018	0	40	0	401	204	645	24%
2019	0	880	0	335	241	1,456	30%
2020	0	0	0	458	360	818	19%
2021	13	341	292	141	393	1,180	26%
Total	133	2,288	292	2,323	1,860	**6,896**	24%

Source: SF Planning Department, Mayor's Office of Housing and Community Development

Total affordable production through inclusionary programs since 2015 was 6,896 units, roughly 24 percent of all new housing. Census data shows 15,000 more units added than City data, which may be due to estimate error, may in part be due housing transferred to civilian use in the Presidio and Treasure Island, or may be due to unpermitted units not seen in City data.

Increases in the amount of affordable housing produced and preserved aligns with periods of economic growth and greater funding. Inclusionary housing, funded by market rate developments and included in a mixed income building, has typically provided hundreds of units per year. In addition, the City's inclusionary housing policy generates millions of dollars in funding for 100 percent affordable housing developments through the in-lieu fee payment option. Generally, 100 percent affordable production built with public subsidy tends to contribute more affordable housing annually than inclusionary production, with inclusionary affordable production surpassing 100 percent affordable production in 2015, 2016, and 2020.

Table 6. Affordable Production by Inclusionary and 100% Affordable Status, 2015 – 2021

Year	Inclusionary Units	100% Affordable	Total
2015	286		
2016	449	288	**802**
2017	421	946	**1,466**
2018	163	341	**645**
2019	405	874	**1,456**
2020	480	208	**818**
2021			**287**
TOTAL	1,469	2,369	4,672

Source: SF Planning Department, Mayor's Office of Housing and Community Development

The significant majority of units build from 2015 to 2021 was in buildings of 20 units or more.

Figure 2. Gross Housing Production by Building Size, 2015 – 2021

- Single Family
- 2 Units
- 3 to 9 Units
- 10 to 19 Units
- 20 + Units

352 1%
911 3%
1,060 4%
648 2%
26,106 90%
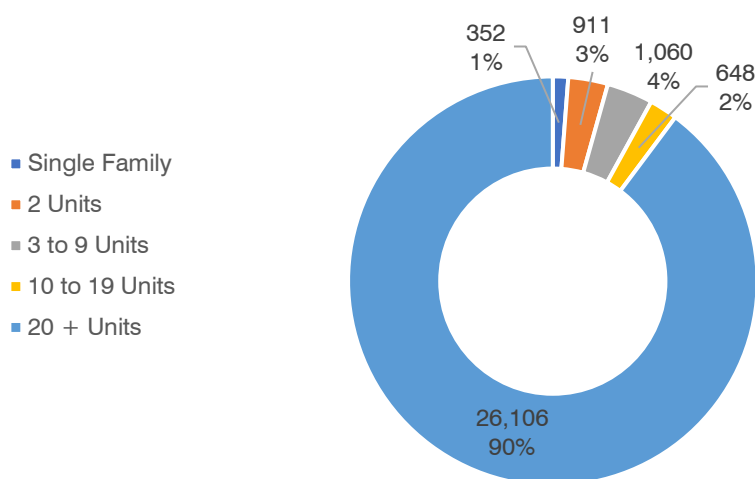
Source: SF Planning Analysis of Department of Building Inspection Data

Production by Neighborhood and Zoning Type

Housing production, both market rate and affordable, has been extraordinarily concentrated in just a few neighborhoods that allow multifamily housing with 85 percent of new housing built in just eight neighborhoods: Downtown/ South beach, SoMa, Mission Bay, Potrero Hill/ Dogpatch, Bayview Hunters Point, the Mission, Tenderloin, and Hayes Valley. These neighborhoods are also where 82 percent of the city's affordable housing has been built. Many of these neighborhoods are also where former rail yards, shipyards, warehouses, industrial sites, or freeway rights of way have fallen into disuse and the city had changed zoning to allow multifamily housing and other uses. Development is more common in these areas in part because multifamily housing is often restricted in many of the city's other residential neighborhoods.

Table 7. New Housing Added by Neighborhood, 2005–2019

Analysis Neighborhood	Net Units	Affordable Units	% Total Net Units	% Affordable Units
Financial District/South Beach	8,735	1,098	21%	10%
South of Market	7,008	1,967	17%	18%
Mission Bay	6,526	1,498	16%	14%
Potrero Hill	3,062	288	7%	3%
Bayview Hunters Point	2,654	1,479	6%	14%
Mission	2,463	829	6%	8%
Tenderloin	2,451	1,134	6%	10%
Hayes Valley	2,032	554	5%	5%
Western Addition	986	489	2%	5%
Nob Hill	669	50	2%	0%
All other neighborhoods	4,478	1,430	11%	13%
	41,064	**10,816**		

Source: 2020 Q4 Housing Completes data

Figure 3. Map of Housing Production by Neighborhood, 2005 – 2019
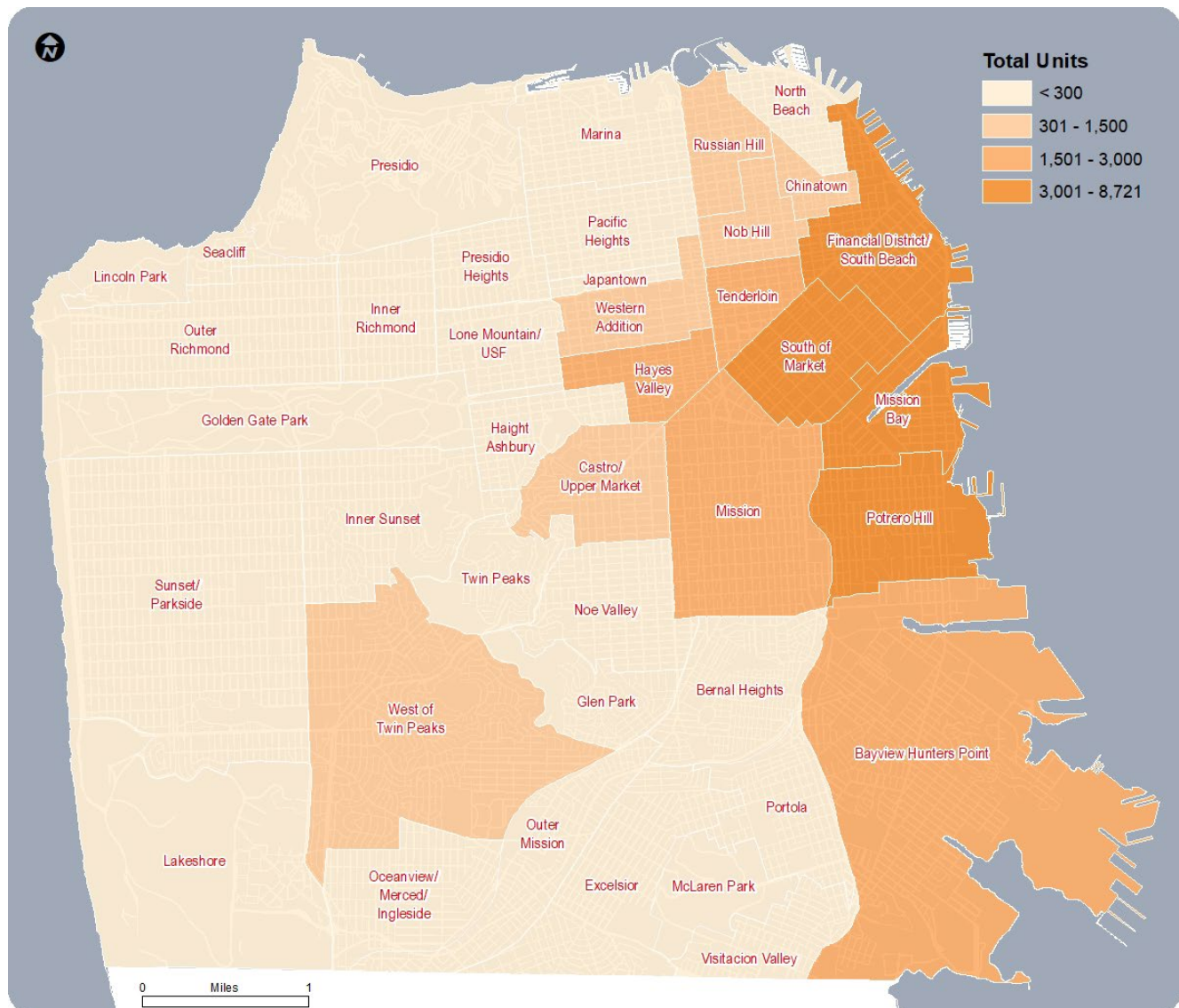
Source: SF Planning Analysis of Department of Building Inspection Data

The majority of housing production occurs in areas with "form-based" density controls, where rules regarding height and bulk, open space, percentage of multi-bedroom units, and other regulations determine the number of units allowed in a building rather than an absolute limit per lot. San Francisco has created various "form-based" zoning districts, such as Urban Mixed Use (UMU) and Neighborhood Commercial Transit (NCT), in recent decades through area plans. In addition, most of the City's Downtown commercial, former redevelopment areas, and large site master plan development agreements use form-based zoning rather than restrictions on the number of units per lot or by square footage to determine how many homes can be built. From 2005 to 2019, 79 percent of all housing and 62 percent of affordable housing is has been built in form-based districts, including Commercial and Redevelopment areas though these zoning types cover just 17 percent of the City's total residentially zoned land. In contrast, single family (RH-1) and two family (RH-2) zoning cover nearly 60 percent of the

City's residential land and yet just 3 percent of all new housing and 6 percent of affordable housing is built in these areas.

Table 8. Housing Production by Zoning Categories, 2005 – 2019

Zoning Category	Net Units	Affordable Units	% Total Units	% Affordable Units	% Residential Land
Form-based Density Multifamily	18,218	3,649	44%	34%	7%
Commercial	8,842	1,851	22%	17%	5%
Redevelopment - Form-based Density Multifamily	5,244	1,140	13%	11%	5%
Density Restricted Multifamily	4,532	1,862	11%	17%	12%
RH-3/RM-1	1,769	940	4%	9%	11%
RH-2	932	540	2%	5%	18%
RH-1	244	62	1%	1%	41%
PDR/Industrial	750	413	2%	4%	0%
Public	533	359	1%	3%	0%
Total	**41,064**	**10,816**			

Source: DataSF "Housing Inventory Data" dataset

Figure 4. Map of San Francisco Zoning
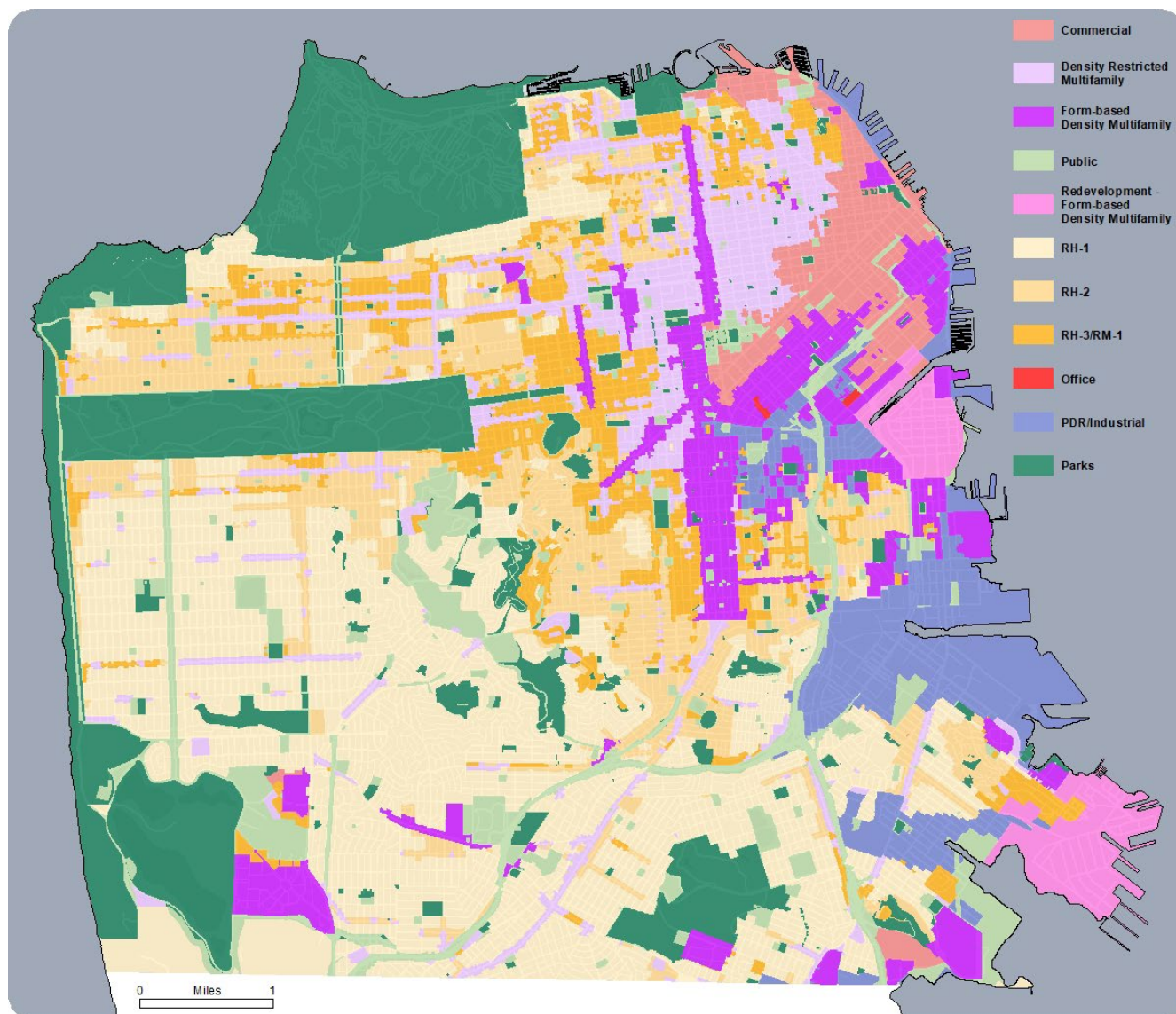
Source: SF Planning

Review of the 2014 Housing Element Objectives, Policies and Programs

The 2014 *Housing Element* placed greater emphasis on meeting housing demand as employment opportunities increased and affordable housing for extremely low, very low-, low-, and moderate-income households. The City's housing values shared in the 2014 Housing Element were to 1) Prioritize permanently affordable housing; 2) Recognize and preserve neighborhood character; 3) Integrate planning of housing, jobs, transportation, and infrastructure, and 4) Cultivate the city as a sustainable model of development.

The following summary of past objectives and policies is organized by the eight issues identified in the 2014 Housing Element:

Issue 1. Adequate Sites

Issue 2. Conserve and Improve Existing Stock

Issue 3. Equal Housing Opportunities

Issue 4. Facilitate Permanently Affordable Housing

Issue 5. Remove Constraints to the Construction and Rehabilitation of Housing

Issue 6: Maintain the Unique and Diverse Character of San Francisco's Neighborhoods

Issue 7: Balance Housing Construction and Community Infrastructure

Issue 8: Prioritizing Sustainable Development.

Issue 1.
Adequate Sites

The Adequate Site issue area details San Francisco's strategy for increasing the overall net supply of housing. Production of new housing and increasing density of development was the primary strategy.

OBJECTIVE 1: IDENTIFY AND MAKE AVAILABLE FOR DEVELOPMENT ADEQUATE SITES TO MEET THE CITY'S HOUSING NEEDS, ESPECIALLY PERMANENTLY AFFORDABLE HOUSING.

Policy 1.1 Plan for the full range of housing needs in the City and County of San Francisco, especially affordable housing.

Policy 1.2 Focus housing growth and the infrastructure necessary to support growth according to community plans. Complete planning underway in key opportunity areas such as Treasure Island, Candlestick Park and Hunter's Point Shipyard.

Policy 1.3 Work proactively to identify and secure opportunity sites for permanently affordable housing.

Policy 1.4 Ensure community-based planning processes are used to generate changes to land use controls.

Policy 1.5 Consider secondary units in community planning processes where there is neighborhood support and when other neighborhood goals can be achieved, especially if that housing is made permanently affordable to lower-income households.

Policy 1.6 Consider greater flexibility in number and size of units within established building envelopes in community-based planning processes, especially if it can increase the number of affordable units in multi-family structures.

Policy 1.7 Consider public health objectives when designating and promoting housing development sites.

Policy 1.8 Promote mixed use development, and include housing, particularly permanently affordable housing, in new commercial, institutional, or other single use development projects.

Policy 1.9 Require new commercial developments and higher educational institutions to meet the housing demand they generate, particularly the need for affordable housing for lower income workers and students.

Policy 1.10 Support new housing projects, especially affordable housing, where households can easily rely on public transportation, walking and bicycling for the majority of daily trips.

Effectiveness of Objective 1: Overview

During the 2014-22 cycle, San Francisco pursued rezoning through community plans such as Central SoMA and Market Octavia Amendments (see below for further detail). Housing growth continued to focus within Area Plans, and development agreements primarily on the east side of the city. The City also overhauled policies such as allowing Accessory Dwelling Units and making those controls flexible both for multi-family buildings and in low-density and single-family zoning districts. A local program for implementing State density bonus program, called HOME SF was also passed. San Francisco's ADU

program as well as HOME SF program were used to model expanded state legislation on ADUs and density bonuses adopted throughout California. The City also pursued 100 percent affordable housing projects on Public Land as well as purchasing privately owned sites. As described in the RHNA progress above, these efforts still did not help with fully achieving the city's affordable housing targets, mostly due to lack of funding compared to increasing costs of construction, rather than adequacy of site capacity. Below key programs and initiatives are evaluated in terms of their effectiveness in achieving this objective.

Effectiveness of Key Related Programs

Major Area Plans and Projects, and Development Agreements

There were numerous area plans, community plans, and development agreements that were adopted prior to and during the 2014 – 2022 reporting period. The resulting plans and rezoning in these areas increase housing capacity for the neighborhoods and the City. As shown in Table 9 below, 38,624 new units are in the pipeline for projects that are under a Development Agreement, nine of which were approved during the 2014-2022 period, and 8,608 of the total units designated as affordable. Table 10 shows that 19,027 units were completed under specific area plans between 2014 and 2020.

Table 9. Pipeline of Entitled Projects, 2020–Q3

Development Agreement/Project Name	Net Units	Affordable Units
Candlestick Park Hunters Point Shipyard Phase II (amended in 2018)	10,007	2,833
Treasure Island	7,676	1,800
Parkmerced	5,679	1,538
Potrero Power Station (approved in 2020)	2,601	780
Pier 70 (approved in 2018)	1,875	600
India Basin (approved in 2019)	1,575	394
Schlage Lock	1,450	123
Hunters Point Shipyard Phase I	1,328	0
Mission Rock (approved in 2018)	1,327	526
Balboa Reservoir (approved in 2020)	1,100	650
Potrero HOPE SF (approved in 2017)	837	313
Sunnydale HOPE SF (approved in 2017)	775	307
3333 California Street (approved in 2019)	744	185
5M (approved in 2015)	688	91
Plumbers Union	579	254
Trinity Plaza	501	74
Mission Bay	293	292
Grand Total	**38,624**	**8,608**

Source: Department of Building Inspection (DBI)

Since 2014, the City has adopted the Central SoMa Plan and the Market & Octavia Area Plan Amendments. These plans seek to capitalize on each area's unique assets for current and future residents and strengthen neighborhoods by encouraging new housing in transit-rich areas where neighborhood shops and services are concentrated.

The Central SoMa Plan's goals include space for 32,000 new jobs, 8,800 new housing units (33 percent affordable), transit and public infrastructure improvements, environmental sustainability, and funding for cultural preservation and community services.

The Market & Octavia Area Plan Amendment (also known as "The Hub"), amended the existing Market and Octavia Area Plan to generate more housing and affordable housing units, develop and coordinate designs for streets and alleys, and update the Market and Octavia Community Improvements Neighborhood program with specific infrastructure projects in the Hub area. Housing allowed in the area increased from 8,070 new housing units to 9,710 new housing units following the amendment, a total of 1,640 additional units with 434 affordable units.

The vast majority of new housing development, including affordable housing, is built within areas where an area plan has been adopted as called for in the policies under Objective 1 of the 2014 Housing Element (Policy 1.2). These plans often included changes to zoning to allow more housing. Area plans cover about 24 percent of the city's residential land but nearly 73 percent of all housing and 74 percent of affordable housing in recent years has been built within these plan areas. Area plans allow the Planning Department to work with communities, elected officials, and other city agencies to develop a vision for the long-term growth and evolution of an area including infrastructure, housing, and other key considerations. Area plans have typically involved both zoning changes and General Plan amendments, and master development plans involve both legislative amendments as well as contracts. All of these steps require approval of both the Planning Commission and the Board of Supervisors.

Table 10. Housing Production by Area Plans, 2014 – 2020

Area Plan	Units Produced 2014 – 2020	Est. Net Total Units	Affordable Units	% Total Units	% Affordable Units
Balboa Park (BN)	123	305	99	1%	1%
Bayview Hunters Point	1,152	2,069	1,356	5%	13%
Central SoMa	977	1,857	283	5%	3%
Central Waterfront (EN)	2,063	2,172	283	5%	3%
Chinatown	114	257	213	1%	2%
Downtown	4,022	5,684	1,432	14%	13%
East SoMa (EN)	178	1,347	334	3%	3%
Glen Park	(1)	12	2	0%	0%
Market and Octavia	2,425	3,959	1,023	10%	9%
Mission (EN)	1,127	1,975	692	5%	6%
Mission Bay	2,912	5,684	1,185	13%	11%
Northeast Waterfront	112	304	97	1%	1%
Showplace Square/Potrero Hill (EN)	2,509	2,539	546	6%	5%
Treasure Island	9	9	-	0%	0%
Van Ness Corridor	448	755	66	2%	1%
Western SoMa (EN)	857	1,196	460	3%	4%
Area Plan Total	**19,027**	**30,124**	**8,071**	**73%**	**74%**
Rest of the San Francisco	-	11,248	2,858	27%	26%

Source: DataSF "Housing Inventory Data" dataset

Note: Figures for "Market Octavia/Downtown" were folded into Market Octavia. Figures for Central SoMa/Downtown were folded into Central SoMa.

Figure 5. Housing Production by Area Plans

NET UNITS
- < 300
- 301 - 1500
- 1501 - 3000
- > 3000

Northeast Waterfront 357

Chinatown 258

Van Ness Corridor 798

Japantown 67

Downtown 8,064

Transit Center District 3,562

Transbay 3,221

Rincon Hill 4,389

East SoMa 1,387

Central SoMa 2,072

Western SoMa 1,323

Hub 2,107

Market Octavia 4,590

Mission Bay 5,167

Mission Rock 0

Mission 2,391

Showplace Square/ Potrero Hill 3,084

Pier 70 0

Potrero Power Station 0

Central Waterfront 2,506

Glen Park 12

Hunters View 176

India Basin 0

Bayview Hunters Point 1,834

Hunters Point Shipyard 466

Balboa Park 309

Parkmerced 175

Schlage Lock 34

Executive Park 360

Candlestick Point 209

Treasure Island 9

0 Miles 1

Source: SF Planning Department

Public Land for Housing

During the 2014-2022 reporting period, San Francisco prioritized public land for housing development. Driven by Policy 1.3, the City established an inter-agency working group in 2014, comprised of the Office of Economic and Workforce Development (OEWD), Planning Department, Municipal Transportation Agency (SFMTA), Public Utilities Commission (SFPUC), Mayor's Office, Mayor's Office of Housing (MOH) and the Real Estate Division, to help San Francisco address some of its most pressing issues such as housing, transportation, and neighborhood sustainability and resiliency through the re-utilization of selected City-owned properties that have useful characteristics to maximize their use and opportunities for public benefit. The goal is to maintain coordinated development through community

and stakeholder engagement, provide a range of public benefits and innovative strategies that extend beyond the sites themselves, all while still ensuring that owner agencies can further their core missions. San Francisco will continue to identify its public lands that are suitable for housing development as a strategy to help meet its housing needs. Table 11 listed preliminary projects that have been listed under the Public Land for Housing program.

Table 11. Development Projects Under the Public Land for Housing Program

Site/Project Name	Total Estimated New Units	Estimated New Affordable Units	Public Agency
UCSF Parnassus Heights	1,263	1,008	University of California, San Francisco
Mission Rock	1,200	480	Port of San Francisco
Balboa Reservoir	1,100	550	San Francisco Public Utilities Commission
Pier 70	1,100 – 2,150	320	Port of San Francisco
88 Broadway	178	178	Port of San Francisco
La Fénix at 1950 Mission Street	157	157	San Francisco Unified School District
Francis Scott Key Annex Educator Housing	136	136	San Francisco Unified School District
Balboa Upper Yard	131	131	San Francisco Municipal Transit Agency and Bay Area Rapid Transit
4ᵗʰ and Folsom	71	71	San Francisco Municipal Transit Agency
Potrero Yard*	560	280	San Francisco Municipal Transit Agency
Seawall Lot 330*	850	212	Port of San Francisco

*Proposed and not yet approved

Surplus Public Land

In 2004, San Francisco adopted the Surplus City Property Ordinance to require that surplus public land be identified and evaluated to develop housing for people that are homeless and persons earning 20 percent AMI. The ordinance also established a 13-member Citizens Advisory Committee to recommend property that should be determined to be surplus, property that is suitable for disposition for the purpose of directly assisting people who are homeless, and if surplus land should be sold to raise money for affordable housing development. These actions are supported by Policy 1.3.

In 2015, San Francisco Voters passed Proposition K to streamline the process of identifying surplus public land that could be used for affordable housing and expand the target income levels of housing developments allowed on surplus public lands. Proposition K would allow units built on surplus public land to those with incomes one and a half times the median income or larger. Proposition K also enables the City to require that 15 percent of units be made affordable to those earning 55 percent AMI and 18 percent of units be affordable to those with incomes equal to or less than 120 percent AMI for any developments that were built on sold surplus public land. Several other provisions are included to facilitate the city's prioritization of affordable housing on surplus public land.

The Surplus Land Program has received some criticism by housing advocates stating that the list of properties provided to the public has been very limited and that City is not utilizing the program to its full capacity. Under the program, certain local government agencies are exempt from reporting on its portfolio of surplus land. High development costs and lack of available funding for City agencies like the Mayor's Office of Housing and Community Development present challenges for the City to build affordable housing on surplus public land. In the 2018 list of San Francisco's Surplus Property released by the Real Estate Division, all three properties were reviewed by MOHCD deemed unsuitable for housing.

Table 12 lists the properties within MOHCD's portfolio that occupy surplus public and new affordable units that have been planned, currently in the pipeline, under construction or that have been completed.

Table 12. **Properties within SF MOHCD's Portfolio on Surplus Public Land since 2014**

Project/Site Location	Total New Affordable Units	New MOHCD-Funded Affordable Units	Public Agency
Planned			
Laguna Hospital	140	140	San Francisco Public Health Department
Moscone Garage	100	100	San Francisco Office of Community Investment and Infrastructure
Potrero Yard	100	100	San Francisco Municipal Transit Agency
Pipeline			
Parcels R, S & U (Central Freeway)	64	64	San Francisco Department of Public Works
1530 43rd Ave (Francis Scott Key Annex)	136	136	San Francisco Unified School District
482 Geneva Ave (Balboa Park Upper Yard)	131	131	San Francisco Municipal Transit Agency and Bay Area Rapid Transit
266 4th St	71	70	San Francisco Municipal Transit Agency
Balboa Reservoir	550	100	San Francisco Public Utilities Commission
Under Construction			
1190 4th St	150	150	Insufficient Data
280 Beale St	69	69	CalTrans
255 Fremont	119	119	CalTrans
88 Broadway	125	125	Port of San Francisco
735 Davis St	53	53	Port of San Francisco
1068 Mission St	256	256	Insufficient Data
Treasure Island	1,474	1,474	San Francisco Office of Community Investment and Infrastructure
HOPE SF			
Alice Griffith	248	0	San Francisco Housing Authority
Hunters View	119	72	San Francisco Housing Authority

Project/Site Location	Total New Affordable Units	New MOHCD–Funded Affordable Units	Public Agency
Potrero Annex and Terrance	385	155	San Francisco Housing Authority
Sunnydale-Velasco	269	229	San Francisco Housing Authority
Completed			
255 Broadway	74	74	San Francisco Office of Community Investment and Infrastructure
1100 Ocean Ave	70	70	San Francisco Department of Public Works
588 Mission Bay Blvd North	198	198	Insufficient Data
La Fénix at 1950 Mission St	157	157	San Francisco Unified School District
2060 Folsom St	127	127	Insufficient Data

State Density Bonus Program

The State's Density Bonus (SDB) Law grants increases in density, incentives/concessions, and waivers from development standards in exchange for providing affordable housing on site (Policy 1.6). Because housing development projects of 10 units or more are required to provide affordable housing through the inclusionary housing program, more developments have taken advantage of SDB to add more units or expand the height or bulk of a development in exchange for the affordable housing they provide. Over 55 projects with over 6,000 total units and 1,851 affordable units have proposed to use SDB and 10 projects have received building permits. 100 percent affordable housing developments have also used SDB to add units and increase the size of the affordable development. The SDB Law provides a density bonus specifically for 100 percent affordable housing projects, which allows for three stories of height above the height limit, decontrolled density, four incentives/concessions and unlimited waivers from development standards.

Accessory Dwelling Units

In 2014 San Francisco kicked off a series of changes in local control that fully reversed the City's position in adding ADUs as well as unauthorized units. As called for in Policy 1.5, the City moved from not allowing ADUs and calling for removal unauthorized units to encouraging ADUs in many different ways and prohibiting removal of unauthorized units except in specific health and safety circumstances. San Francisco has passed and adopted numerous ordinances to increase housing capacity by allowing additional on-site units in existing residential structures. In 2014 the Board of Supervisors passed several pieces of legislation around Accessory Dwelling Units (ADUs). One ordinance, approved in April 2014, waives some restrictions for homeowners in and around the Castro Neighborhood Commercial District who wish to add a dwelling unit within the existing building envelope. Another, passed soon after, created an amnesty program for illegal dwelling units that were created before January 1, 2013.

In 2016, the Planning Code was amended to allow San Francisco's Accessory Dwelling Unit Program to be applied citywide in areas that allow residential use. The program also reduces some Planning Code requirements to make it possible for property owners to add ADUs. On August 31, 2018, Mayor London Breed issued Executive Directive 18-01 to accelerate the approval of ADUs.

This has expanded the ability of property owners to add accessory dwelling units (ADUs) to existing residential properties, resulting in hundreds of additional homes and a few thousand in the pipeline. Although the Accessory Dwelling Unit Program has added to the City's housing stock, there remains challenges to its full potential. Homeowners of single-family homes are offered financial incentives to construct ADUs, especially if the unit is kept equal to or less than 120 percent AMI. However, recent data suggests that owners of single-family homes are not accessing these incentives. The City can study why these owners are not accessing the financial incentives to build ADUs. For example, the City can examine if qualification requirements pose a barrier for owners of single-family homes. Table 13 illustrates the number of ADUs that were filed, approved, and completed from 2015-2020.

District 4 Supervisor Gordon Mar, SF Planning, and ASIAN, Inc. are partnering on a pilot ADU program, intended to provide incentives and encourage the adding of ADUs in the Sunset District as an affordable source of housing. Residents of District 4 are eligible to apply for technical assistance to assess the potential of adding an ADU to their property.

Table 13: **Accessory Dwelling Units (ADUs), 2015 – 2021**

	2015	*2016*	*2017*	*2018*	*2019*	*2020*	*2021*	*Grand Total*
Filed	1	39	133	141	273	630	166	**1,383**
Approved	10	9	67	223	457	205	164	**1,135**
Completed	1	4	20	82	166	126	204	**603**

Source: SF Planning Department Analysis of Department of Building Inspection Data.

Inclusionary Housing Program

In 1992, the Planning Commission adopted guidelines for applying the City's Inclusionary Affordable Housing Policy, planning for a full range of housing needs as called for in Policy 1.1. This policy required housing projects with 10 or more units to set aside a minimum of 10 percent of their units as affordable units. In 2002, the Board of Supervisors legislated these guidelines into law and expanded the requirement to all projects with 10 or more units. In condominium developments, the inclusionary affordable ownership units would be available to households earning up to 100 percent of the Area Median Income (AMI); below market inclusionary rental units are affordable to households earning 60 percent or less of AMI. If a housing project required a conditional use permit, then 12 percent of the units would need to be made available at the same levels of affordability.

In 2006, the inclusionary requirements were increased to 15 percent if units were constructed on-site, and to 20 percent if constructed off-site and is applicable to projects of five units or more. In 2013, the inclusionary requirements were changed back to projects with 10 or more units and the on-site requirement went back down to 12 percent. In August 2017, the inclusionary requirements were changed to 12 percent of on-site units for projects with 10 to 24 units, and 18 percent on-site for rental projects with 25 units or more and 20 percent on-site for ownership projects with 25 units or more.

The 405 inclusionary units built in 2019 represented a 149 percent increase from the 163 inclusionary units that were built in 2018. The number of inclusionary housing units built in 2019 is also 17 percent

above than the five-year annual average of 345 units. The total number of inclusionary units that constructed from 2015-2019 was 1,724.

Local 100% Affordable Housing Bonus Program (AHBP)
In 2016, San Francisco established the 100% Affordable Housing Bonus Program (AHBP). In addition to other local density bonus program and bonus programs offered by the state of California, the AHBP includes special incentives for 100 percent affordable housing developments. These incentives include allowing up to 3 stories above the existing height limits and extended entitlements of up to 10 years. This opportunity to increase flexibility in number of units for the project meets Policy 1.6. The AHBP applies to multiple zoning areas except for RH-1 (parcels with one housing unit per lot in Residential, House Character Districts) and RH-2 (parcels with two housing units per lot in Residential, House Character Districts). Certain area plans are also excluded from the local AHBP as they have recently adopted comprehensive plans.

Housing Opportunities Mean Equity-San Francisco (HOME-SF)
In 2017, San Francisco passed legislation establishing HOME-SF, one of the City's local density bonus programs and meets the intent of Policy 1.6. HOME-SF applies only in areas where multifamily housing is allowed but the number of units is restricted by density limits including RH-3, RM, and NCD zoning districts. In exchange for lifting density restrictions, projects are required to provide more affordable housing than they otherwise would under local inclusionary housing requirements. Projects can also add more stories to the project in exchange for additional affordable units. So far 21 HOME-SF projects have been proposed with 686 total units and 177 affordable units.

In 2018, HOME-SF was modified to include a provision that requires HOME-SF projects to receive a site or building permit within 36 months of receiving entitlements. HOME-SF is an optional program for developers constructing mixed-income in certain areas of San Francisco.

Rezoning Neighborhood Commercial (NC) Districts
Since 2014, the City has adopted new programs and zoning districts to increase the density allowed on a lot. HOME-SF and the rezoning of Neighborhood Commercial (NC) districts to Neighborhood Commercial Transit (NCT) districts support Policy 1.10. HOME-SF and NCT districts regular the number of units by height/bulk, open space, setback, and exposure requirements as opposed to regulating by the area of the lot. This program meets the intent of Policies 1.6, 1.8, and 1.10.

In 2015, the Divisadero Street Neighborhood Commercial (NC) District and Fillmore Street Neighborhood Commercial District were both rezoned the Neighborhood Commercial Transit Districts. This rezoning removed density limits for the zoning districts. The Planning Commission had found that rezoning would allow for greater density along major transit corridors in the city and help the City meet its current and future housing demands.

Institutional Master Plans
The City requires that large institutions create Institutional Master Plans (IMPs) whose purpose are to provide the public with information regarding institutional operations including future expansion, construction, and property acquisition. This supports Policy 1.9. Although IMPs are informational only and do not explicitly require that institutions provide housing for its students or workers, the process has

directly contributed to increasing the amount of housing large institutions must plan to accommodate demand.

During the 2014-2022 reporting period, there were 14 IMPs completed and 6 updates to existing IMPs. The following institutions included student housing components in their planned, under construction, or completed IMPs:

- Academy of Art University – 1,807 beds
- California College of the Arts – 990 beds
- Golden Gate University – 0 Beds (Mentions a need for student housing but currently does not have housing available for students)
- San Francisco Art Institute – 560 beds
- San Francisco Conservatory of Music – 420 beds
- San Francisco State University – Net increase of 500 Beds
- University of California, Hastings College of the Law – net increase of 252-770 units
- University of California, San Francisco – Net Increase of 1,263 units
- University of San Francisco – Net Increase of 606 beds
- University of the Pacific, Arthur A. Dugoni School of Dentistry – 0 beds (Mentions a need for student housing but currently does not have housing available for students)

Inclusionary Housing Program
The City's Inclusionary Affordable Housing Policy helps facilitate permanently affordable housing in new developments, increasing housing opportunities for a range of needs (Policy 1.1). The inclusionary requirements increase every few years. Currently, the requirements are set at 12 percent of on-site units for projects with 10 to 24 units, 18 percent on-site for rental projects with 25 units or more, and 20 percent on-site for ownership projects with 25 units or more.

Read more about the Inclusionary Housing Program and its progress as a key related program listed for Objective 4.

Appropriateness of Objective 1

Objective 1 and its underlying policies reinforced concentration of housing growth on the east side of the city, which are also areas with the highest concentration of low-income and communities of color. This Objective directed an inequitable distribution of growth in the city, away from areas with high quality parks, neighborhood resources, neighborhoods with higher-income residents. This growth pattern left the burdens and pressured of change only in certain neighborhoods, and on low-income households of color. Modifications to these policies are needed to identify adequate sites in historically exclusionary areas of San Francisco should be equal to that of areas historically carrying the weight of housing production in the city. In addition, policies should be modified to direct the City, and the State, to pursue significant funding increases to support building permanently affordable housing either on publicly owned land or non-profit ownership of land.

Review of Implementation Programs for Objective 1 from 2014 Housing Element

Name of Program **1**	Planning staff shall provide data to the Planning Commission through the Quarterly Residential Pipeline Dashboard on the expected unit type and income level of any proposed projects or area plans under review, the cumulative ratio of affordable and inclusionary housing to market rate housing, including how such units would address the City's fair share of the Regional Housing Needs. The Department will work to include information about new jobs created in the city by wage. The Department will also summarize available sales price data for new housing as a part of the Quarterly Residential Pipeline Dashboard to help the Planning Commission, planning staff and the public understand trends in housing prices of new construction.
Effectiveness	Staff includes a table in each commission approved case report indicating projects approved relative to RHNA targets. The Department updates this data on a quarterly basis in coordination with the quarterly pipeline report.
Appropriateness	Continue
Lead Agency	Planning Department
Funding Source	Annual work program
Schedule	Ongoing

Name of Program **2**	Planning shall continue to make data on housing production available to the public through the annual Housing Inventory, including breaking out housing production trends by income level for all Planning Districts and adopted Area Plans, and increase its notification and distribution to neighborhood organizations.
Effectiveness	The Planning Department releases the Housing Inventory on an annual basis. The report is posted to the department's website [https://sfplanning.org/project/housing-inventory] and hard copies are distributed to public libraries and other interested parties.
Appropriateness	Continue
Lead Agency	Planning Department
Funding Source	Maintain in annual work program
Schedule	Continue existing efforts

Name of Program **3**	All agencies subject to the Surplus Property shall annually report surplus property to the DRE/Assessor's Office, for use by MOH in land evaluation. MOH shall continue evaluating surplus publicly-owned land for affordable housing development potential. To the extent that land is not suitable for development, MOH shall sell surplus property and use the proceeds for affordable housing development for homeless people consistent with the Surplus Property Ordinance (this should all be together and mirror the ordinance).
Effectiveness	A Budget and Legislative Analyst's Office report completed in Spring 2012 at the request of Supervisor Mark Farrell, found that required annual surplus property reports have not been prepared since 2007. The same report inventoried city-owned properties from ten City departments, finding just two of the 15 properties transferred to MOH for affordable housing were being used for that purpose. A subsequent Civil Grand Jury report similarly concluded that publicly-owned surplus properties were not being optimized and issued a set of recommendations for putting them towards greater use. In the 2018 list of San Francisco's Surplus Property, all three properties were reviewed by MOHCD deemed unsuitable for housing. The Real Estate Division monitors Surplus City-Owned property: http://civilgrandjury.sfgov.org/2012_2013/Optimizing_Use_of_Publicly-Owned_Real_Estate_5-29-13-3.pdf and https://sfgov.org/ccsfgsa/realestate/documents.
Appropriateness	Continue
Lead Agency	Mayor's Office of Housing
Funding Source	Maintain in annual work program
Schedule	Continue existing efforts

Name of Program 4	MOH shall continue to actively pursue surplus or underused publicly-owned land for housing potential, working with agencies not subject to the Surplus Property Ordinance such as the SFPUC, SFUSD and MTA to identify site opportunities early and quickly. City agencies shall continue to survey their properties for affordable housing opportunities or joint use potential, and OEWD and MOH will establish a Public Sites Program that will assist in identifying opportunity sites and priorities for affordable housing development.
Effectiveness	The Planning Department, in coordination with OEWD, SFMTA and a number of other City agencies, is currently developing an inter-agency working group to holistically address public site development throughout the city. For more information: http://commissions.sfplanning.org/cpcpackets/Public_Sites_Framework.pdf.
	A number of affordable housing projects have resulted from the Public Lands for Housing Program: Balboa Reservoir, 4th and Folsom (266 4th Street), 1950 Mission Street, and Balboa Park Station Upper Yard.
Appropriateness	Continue
Lead Agency	Mayor's Office of Housing
Funding Source	Maintain in annual work program
Schedule	Continue existing efforts

Name of Program 5	Consistent with the SFMTA's Climate Action Plan, MTA shall continue Transit-Oriented Development efforts, including identifying large MTA sites (rail, storage and maintenance yards) that can serve as potential housing sites and working with MOH and the private sector towards their development.
Effectiveness	Construction on the Phelan Loop & Public Plaza, a large SFMTA site that will soon feature a 72-unit affordable housing development, was completed in Fall 2012 SFMTA's 'Real Estate and Facilities Vision for the 21st Century' report, published January 15, 2013, identifies three priority sites for TOD potential: Presidio South, Upper Yard and Potrero. The Upper Yard broke ground in October 2020 for a 100 percent affordable housing development. SFMTA launched planning for modernization and development of Potrero Yard in 2018.
	https://www.sfmta.com/sites/default/files/The%20SFMTA%E2%80%99s%20Real%20Estate%20and%20Facilities%20Vision%20for%20the%2021st%20Century_0.pdf
Appropriateness	Continue.
Lead Agency	Municipal Transportation Authority
Funding Source	Annual work program
Schedule	Ongoing

Name of Program 6	To further smaller scale TOD opportunities, Planning and MTA shall evaluate smaller surplus MTA-owned sites (typically surface parking lots) and identify barriers towards their redevelopment, such as Planning Code issues, neighborhood parking needs and community sentiment.
Effectiveness	SFMTA's 'Real Estate and Facilities Vision for the 21st Century' report, published January 15, 2013, identifies and analyzes the agency's smaller surplus properties for potential development.
Appropriateness	Modify. Continue the program to support housing opportunities on surplus publicly-owned sites, and expand to allocate resources that will achieve housing development on sites.
Lead Agency	Municipal Transportation Authority, Planning Department
Funding Source	Annual work program
Schedule	Ongoing

Name of Program	The Office of Community Investment and Infrastructure (OCII) continues its efforts in former redevelopment areas as planned.
7	
Effectiveness	SFRA has been disbanded as of March 1, 2012. The Office of Community Investment and Infrastructure, the successor agency, continues to work with MOH to provide affordable housing in former redevelopment areas and produces an Annual Housing Production Report. https://sfocii.org/annual-housing-production-report
Appropriateness	Continue. The HE update may consider including specific policies and actions that support the implementation of OCII's efforts.
Lead Agency	Office of Community Investment and Infrastructure
Funding Source	Maintain in annual work program
Schedule	Continue existing efforts

Name of Program	Planning, OCII and MOEWD shall implement long range processes.
8	
Effectiveness	The Central SoMa Plan, which was completed in 2018, is expected to deliver nearly 16 million square feet for new housing and jobs, over $2B in public benefits, including: 33 percent affordable housing, $500M for transit, substantial improvements to open space, streets, and environmental sustainability, and funding for cultural preservation and community services. Over the past reporting period, these other following projects have been completed: Candlestick/Hunters Point Shipyard, Japantown, Glen Park, Parkmerced Transbay
Appropriateness	Modify. City agencies should implement long range plans, as opposed to processes. The HE update may also consider including specific policies and actions that support the implementation of Planning, OCII, and OEWD's long range processes.
Lead Agency	Planning Department
Funding Source	Maintain in annual work program
Schedule	Ongoing

Name of Program	Planning shall publish its work program annually, citing all community planning processes that are to be initiated or are underway. This annual work program shall be located on the Department's website after it is adopted by the Board of Supervisors.
9	
Effectiveness	In addition to publishing the annual work program, the Department has posted a complete list of all of its active plans and projects, which can be found here: https://sfplanning.org/community-planning For the latest report, please see: https://commissions.sfplanning.org/cpcpackets/FY2022%20PC%20Budget%20Presentation%2006.11.20.pdf
Appropriateness	Modify. This continues to be an ongoing program for the Planning Department. To deepen this work, consider language that centers work program and housing around racial and social equity.
Lead Agency	Planning Department
Funding Source	Stonestown, Freedom West, Treasure Island Job Corps, Railyards, Plaza East
Schedule	Ongoing

Name of Program 10	At the initiation of any community planning process, the Planning Department shall notify all neighborhood organizations who have registered with the Planning Department on its Neighborhood Organization List and make continued outreach efforts with all established neighborhood and interest groups in that area of the city.
Effectiveness	The Department's Communications staff maintains a complete and up-to-date list of neighborhood organizations throughout the city. For more information: https://sfplanning.org/resource/neighborhood-group-organizations
Appropriateness	Modify. Continue this process and consider strengthening the outreach by including language to suggest additional outreach opportunities beyond the Neighborhood Organization List and emphasizing a process of racial and social equity.
Lead Agency	Planning Department
Funding Source	Annual work program
Schedule	Ongoing

Name of Program 11	At the conclusion of any community planning process, the Planning Commission shall ensure that the community project's planning process has entailed substantial public involvement before approving any changes to land use policies and controls.
Effectiveness	The Planning Commission continues to hear public comment on projects and make decisions based on a project's level of public involvement. For a recent example, see the Mission Action Plan 2020 (MAP2020), which includes specific reference to the project's extensive public process, as well as the written support the document received from local stakeholders. https://sfplanning.org/project/mission-action-plan-2020
Appropriateness	Modify. Consider including metrics or specific language for to determine the threshold level of "substantial public involvement" and adding an emphasis on racial and social equity in public involvement.
Lead Agency	Planning Commission
Funding Source	Annual work program (part of outreach for community planning process budget)
Schedule	Implement at the beginning of every community planning process.

Name of Program 12	A Planning shall continue to require integration of new technologies that reduce space required for non-housing functions, such as parking lifts, tandem or valet parking, into new zoning districts, and shall also incorporate these standards as appropriate when revising existing zoning districts.
Effectiveness	Per Planning Code Sec. 151.1(g)(1)(B)(i): For projects with 50 dwelling units or more, all residential accessory parking in excess of 0.5 spaces per unit shall be stored and accessed by mechanical stackers or lifts, valet, or other space-efficient means that reduces space used for parking and maneuvering and maximizes other uses. Beyond new technologies, the City has eliminated a minimum parking requirement for all new developments, reducing the space required for non-housing functions.
Appropriateness	Modify. As the City progresses toward its Transit-First policy, emphasis on parking technologies should shift to spaces within housing for sustainable trip choices, such as bicycle parking.
Lead Agency	Planning Department
Funding Source	Annual work program (part of outreach for community planning process budget)
Schedule	Implement at the beginning of every community planning process.

Name of Program 13	When considering legalization of secondary units within a community planning processes, Planning should develop design controls that illustrates how secondary units can be developed to be sensitive to the surrounding neighborhood, to ensure neighborhood character is maintained.
Effectiveness	The Department now has a program to allow secondary units to be developed citywide. The following page includes design standards and eligibility requirements, as well as guidance on the process for approval: https://sfplanning.org/project/accessory-dwelling-units
Appropriateness	Delete. The Accessory Dwelling Unit (ADU) program includes design standards and guidelines for adding and legalization of ADU's. Additionally, the City is shifting urban design policies toward enabling cultural and identity expression, architectural creativity and durability, and fostering neighborhood belonging. This program is not applicable.
Lead Agency	Planning Department
Funding Source	Annual work program
Schedule	Ongoing

Name of Program 14	Planning shall continue to impose requirements under the Jobs Housing Linkage Program, and shall work with new or expanding commercial and institutional uses to plan for the related housing need they generate. The fee structure should also be reviewed regularly to ensure that developers continue to contribute adequately to the costs created by the demand for housing caused by their projects, while not damaging project feasibility.
Effectiveness	The Jobs-Housing Linkage Program Fee Schedule, last updated December 1, 2019, is available here: https://sfplanning.org/sites/default/files/resources/2020-12/Impact_Fee_Schedule_2020.pdf
Appropriateness	Modify. In addition to continuing the Jobs Housing Linkage Program, encourage developers to build housing or dedicate land in lieu of paying fees.
Lead Agency	Planning Department
Funding Source	Annual work program
Schedule	Ongoing

Name of Program 15	Planning continues to consult SFDPH on the Sustainable Communities Index for large planning processes that include large changes in infrastructure. Recent examples include the Western SoMa Community Plan and Health Services Master Plan.
Effectiveness	SF Planning continues to consult SFDPH on the Sustainable Communities Index for large planning processes that include large changes in infrastructure. Recent examples include the Western SOMA Community Plan and the ongoing update to the Healthcare Services Master Plan.
Appropriateness	Modify. Continue this program and include a process of community engagement in planning for the public health needs related to large changes in infrastructure.
Lead Agency	Planning Department
Funding Source	Annual work program
Schedule	Ongoing

Name of Program 16	Planning shall continue to implement City requirements for Institutional Master plans (Section 304.5 of the Planning Code) to ensure that institutions address housing and other needs, with full participation by the Planning Commission, community and neighborhood organizations, other public and private agencies, and the general public.
Effectiveness	See Institutional Master Plans as a Key Related Program listed in Objective 1 for a complete list of completed Institutional Master Plans.
Appropriateness	Continue. Consider specifying that housing demands and needs referenced here are for the institutions' employees.
Lead Agency	Planning Department
Funding Source	Annual work program
Schedule	Ongoing

Name of Program 17	The Planning Department shall require the preparation of an analysis that includes a site survey to identify potential noise-generating uses within two blocks of the project site prior to completion of the environmental review for all residential projects located in areas exceeding 75 Ldn. The analysis shall include at least one 24-hour noise measurement (with maximum noise level readings taken at least every 15 minutes). The analysis shall demonstrate with reasonable certainty that Title 24 standards, where applicable, can be met. If there are particular circum- stances about the proposed project site that appear to warrant heightened concern about noise levels in the vicinity, the Department may require the completion of a detailed noise assessment prior to the first project approval action, in order to demonstrate that acceptable interior noise levels consistent with those in the Title 24 standards can be attained.
Effectiveness	Building Inspection implements Title 24 standards as part of the building permit review process.
Appropriateness	Delete. The code already addresses policy intent.
Lead Agency	Planning Department
Funding Source	Not required
Schedule	Ongoing

Name of Program 18	To minimize effects on development in noisy areas, for new residential uses located in areas exceeding 75 Ldn, the Planning Department shall, through its building permit review process, in conjunction with noise analysis, require that open space required under the Planning Code for such uses be protected, to the maximum feasible extent, from existing ambient noise levels that could prove annoying or disruptive to users of the open space. Implementation of this measure could involve, among other things, site design that uses the building itself to shield on-site open space from the greatest noise sources, construction of noise barriers between noise sources and open space, and appropriate use of both common and private open space in multi-family dwellings, and implementation would also be undertaken consistent with other principles of urban design.
Effectiveness	CEQA review can no longer assess such impacts per CEQA court decisions.
Appropriateness	Delete. The Planning Department can no longer assess such impacts per CEQA court decisions.
Lead Agency	Planning Department
Funding Source	Not required
Schedule	Ongoing, subject to change in EIR

Issue 2.
Conserve and Improve Existing Stock

Objectives 2 and 3 focus on retaining the existing supply of housing, particularly rental housing, affordable units, and residential units located in commercial and industrial areas and maintaining existing housing in decent condition.

OBJECTIVE 2: RETAIN EXISTING HOUSING UNITS, AND PROMOTE SAFETY AND MAINTENANCE STANDARDS, WITHOUT JEOPARDIZING AFFORDABILITY.

Policy 2.1 Discourage the demolition of sound existing housing, unless the demolition results in a net increase in affordable housing.

Policy 2.2 Retain existing housing by controlling the merger of residential units, except where a merger clearly creates new family housing.

Policy 2.3 Prevent the removal or reduction of housing for parking.

Policy 2.4 Promote improvements and continued maintenance to existing units to ensure long term habitation and safety.

Policy 2.5 Encourage and support the seismic retrofitting of the existing housing stock.

Policy 2.6 Ensure housing supply is not converted to de facto commercial use through short term rentals.

Effectiveness of Objective 2: Overview

Objective 2 policies discourage demolition of sound housing and rental housing stock, under the presumption that existing sound housing is more affordable than new construction. The policies focus on preserving the physical structure rather than preventing tenant displacement. These policies reenforce the Planning Code's emphasis on discretionary decision making for the loss of housing. These requirements control applications that propose the loss of dwelling units by merger, conversion, or demolition by mandating a conditional use authorization in most instances. Except in the case of unsound or unsafe housing, the removal of a dwelling unit requires a hearing before the Planning Commission, and the Commission must consider numerous criteria outlined in Planning Code Section 317 in their decision of whether to grant the demolition, merger, or conversion of a dwelling unit. Section 317 of the Planning Code defines the term *demolition*, which is often in conflict with the Department of Building Inspection's definition of a demolition and captures large remodels that are known as "tantamount to demolition". Since a project that is *tantamount* to a demolition requires a Conditional Use authorization, which results in additional time, costs, and risk, property owners often are intentional in designing their renovation permits in a way that is just under that numeric threshold to avoid the demolition classification. Despite these processes and Planning Code requirements, housing continued to be demolished. The Department does not believe that this policy has preserved the relative affordability of housing in any way; in fact, the construction "gymnastics" that is often required in order to ensure that a project does not trigger a demolition often adds extensive costs to the construction process and also adds additional time and costs through the permitting process as the regulations are complex and often result in multiple rounds of revisions.

For unauthorized units the City reversed course and made demolition of these units more prohibitive and therefore less unauthorized units were removed. This type of housing is generally known to house some

of the most vulnerable and low-income tenants. Prohibiting most unauthorized units from demolition advanced tenant protection and prevented displacement of vulnerable households, although this law continues to be one of the most challenging housing protection laws to implement, as may unauthorized dwelling units require significant upgrade costs, which are often costs that property owners state they cannot afford. San Francisco also passed some of the strictest controls on short term rentals in the country to prevent substantial loss of rental housing to short-term rentals and commercializing of housing. Below key programs and initiatives are evaluated in terms of their effectiveness in achieving this objective.

Effectiveness of Key Related Programs

Demolitions: 360 units were demolished between 2014 and 2019, compared to 950 demolished units from the 2007-2013 reporting period and just over 1,000 demolished units during the 1999-2006 reporting period. Demolitions between 2014-2019 most commonly occurred for buildings with 5+ unit, with 200 units being demolished within this time period and mostly occurring in 2019. Single family buildings were the second most common building type to be demolished, with 89 units being demolished.

Mergers: Planning Code Section 317 requires the Planning Commission to review any proposal to merge dwelling unit, address Policy 2.2. In addition, it establishes criteria to evaluate such proposals and emphasizes the importance of existing units to the City's housing stock. During the 2015-2021 reporting period, 48 dwelling units were lost due to a merger with another unit. This is compared to 315 dwelling units lost due to mergers from 1999-2006 and 191 units lost during the previous reporting period from 2007-2013. Similar to units lost by demolition, the units lost via merger has continued to decrease because of policy shifts in San Francisco that prioritize maintaining the existing housing stock.

Legalizations: In 2014, a Unit Legalization legislation was enacted amending the Planning and Building Codes to establish a program for granting legal status to existing dwellings units constructed without the required permits and temporarily suspended the code enforcement process for units in the process for receiving legal status. The program outlines specific requirements property owners must meet in order to have their secondary units legalized. This is a voluntary program that allows property owners to formally register and rent their secondary units in San Francisco assuming all life-safety conditions are met. In mid-2018, the Planning Department introduced a new resource to use at the Planning Information Counter to help planners implement a process to screen for the removal of UDUs. The resource includes common red flags to help planners identify projects that may be potentially removing a UDU. From 2015-2020, there were 370 unit legalizations completed. The drop-in legalized dwelling units in 2020 may have been impacted by the COVID-19 pandemic, which halted and slowed legalization processes.

In 2016, additional legislation (Ordinance No. 33-16) was passed, updating Planning Code Section 317 to cover the loss of unauthorized units and requiring Conditional Use Authorization (CUA) by the Planning Commission for the removal of most housing units, whether authorized or unauthorized. Unauthorized units that are found to have no legal path for legalization are exempt from the Conditional Use authorization requirement. Prior to this legislation, CUAs were only required for the removal of legal

units or other specific circumstances. From 2015 to 2021, 157 residential CUA Demolition applications were filed with the Planning Department. Demolition of single-family homes accounted for 28 of these applications, and 87 of the applications were for demolition of single-family homes to create multi-family homes.

Table 14. Units Lost Through Alterations, Demolitions and Other Types of Loss, 2015 – 2021

Year	Illegal Units Removed	Units Merged into Larger Units	Correction to Official Records	Units Converted	Total Alterations	Units Demolished	Total Units Lost
2015	100	12	1	3	116	25	**141**
2016	72	16	12	78	178	30	**208**
2017	44	4	2	2	52	18	**70**
2018	31	5	21	1	58	53	**111**
2019	18	3	0	0	21	139*	**160**
2020	0	5	0	1	6	352**	**358**
2021	0	3	0	1	4	12	**16**
TOTAL	**265**	**48**	**36**	**86**	**435**	**629**	**1,064**

*Sunnydale HOPE-SF project demolished 112 units for replacement

**Alice Griffith HOPE-SF project demolished 250 units for replacement

Source: SF Planning Analysis of Department of Building Inspection Data, 2021 Housing Inventory

Units demolished have remained below 60 units per year for from 2015 to 2021, except for 2019 and 2020. This increase in demolished units was due to the demolition of existing properties involved in HOPE-SF, Alice Griffith in 2019 and Sunnydale in 2020. Both projects will add more than 1,000 units each, including replacement of the units demolished.

Table 15. Units Demolished by Building Type, 2015 – 2021

Year	Buildings	Units by Building Type				TOTAL
		Single Family	2 Units	3 to 4 Units	5 + Units	
2015	17	15	2	0	8	**25**
2016	17	14	0	8	8	**30**
2017	14	11	4	3	0	**18**
2018	25	22	4	0	27	**53**
2019	27	9	0	12	118*	**139**
2020	50	8	2	0	342**	**352**
2021	9	6	6	0	0	**12**
TOTAL	**159**	**85**	**18**	**23**	**503**	**629**

*Sunnydale HOPE-SF project demolished 112 units for replacement

**Alice Griffith HOPE-SF project demolished 250 units for replacement

Source: SF Planning Analysis of Department of Building Inspection Data, 2021 Housing Inventory

Table 16. Competed Legalizations of Secondary Units, 2015 – 2021

	2014	2015	2016	2017	2018	2019	2020	2021
Filed	12	29	24	53	77	119	39	75
Approved/Issued	1	17	20	43	59	77	56	257
Complete	0	18	62	70	67	91	62	117

Source: SF Planning Department Analysis of Department of Building Inspection Data.

Office of Short-Term Rentals (OSTR)

San Francisco continues to be a highly desire place for tourism and short-term rentals provide an option for homeowners to generate income from people seeking temporary shelter during their visit. The SF Planning Department defines a short-term residential rental as a rental of all or a portion of a person's home for periods of less than 30 nights.

Prior to 2014, all short-term rentals were prohibited by the City's Planning Code, but enforcement efforts did not focus heavily on short-term rentals at the time. In October 2014, Mayor Ed Lee signed Ordinance 218-14 to allow some residential properties to conduct short-term residential rentals without violating the requirements of the City's Residential Unit Conversion and Demolition Ordinance or the Planning Code. The City experienced a sharp growth in illegal short-term rental activity and began registration of short-term residential rentals in February 2015, allowing for limited short-term rental activity, for hosts who were permanent residents of the eligible residential unit. However, compliance was very limited, and the City continued to conduct enforcement primarily on an individual property basis, with limited impact on reducing the overall number of illegal short-term rentals.

The City later amended the short-term rental rules in 2016, to require hosting platforms to remove illegal listings that were involved in the operation of unpermitted short-term rentals, addressing Policy 2.6. Those rules were challenged in Federal court, and a settlement agreement took effect in 2017 that resulted in the removal of many illegal listings. This included the removal of a significant number of listings that represented full-time and part-time tourist use of rent-stabilized apartments, affordable housing locations, commercial/industrial properties, and high-volume operators in single-family homes. The implementation of the settlement agreement also resulted in a surge of applications to legally host short-term rentals, as hosts found most of their short-term rental revenue curtailed due to de-listing of online offerings for short-term rental activity.

Prior to the settlement agreement that went into effect in 2017, short-term rental platforms were not obligated to ensure that listings were legal and properly vetted. After the settlement agreement went into effect, the City implemented an online registration system to require hosts to register their short-term rentals. The implementation of the agreement gives the City the ability to require hosting platforms to remove listings and cancel pending reservations for individual applications that have been denied. The settlement agreement allows the City to subpoena a short-term rental platform for more information about a host and the use of the host's rental if necessary.

There are currently 1,664 valid Short-Term Rental (STR) certificates within the city, meaning that owners are legally certified short-term rental hosts. Prior to 2017, there were over 8,000 listings before regulation took effect. Note that hosts can have multiple listings for the same unit, and sometimes hosts have listings for both rooms and full units rentals within the same unit. Hosts may also have the same listing on multiple platforms. Hosts can also have listings while their short-term rental application is pending with the Office of Short-Term Rentals (OSTR).

Data for the 3 major platforms monitored by OSTR include Airbnb, BRBO/Homeaway, and Booking.com. The number of listings below includes a breakdown of short-term rental listings with either a pending application or a valid STR certificate by platform.

Table 17. STR Certificate Status by Platform 2020

	Pending	Approved	Total
Airbnb	646	1,564	**2,210**
VRBO	69	126	**195**
Booking	4	11	**15**

Source: SF Planning Office of Short-Term Rentals

OSTR tracks data on Airbnb rental type. There are currently 1,389 full units with either pending or approved STR Certificate and 821 rooms (private or shared) with a pending or approved STR Certificate.

Table 18. Airbnb STR Certificate Status Full Unit vs Room Rental 2020

	Pending	Approved	Total
Full Units	413	976	**1,389**
Rooms	233	588	**821**

Source: SF Planning Office of Short-Term Rentals

Between 2018-2020 there were a total of 676 STR Enforcement Cases opened. Properties reportedly operating illegally or violating STR rules and regulations are filed and open as STR Enforcement Cases. 2020 had the lowest number of opened Enforcement Cases, possibly related to the pandemic shelter-in-place order.

Table 19. STR Enforcement Cases 2018 – 2020

Year	STR Enforcement Cases Opened
2018	259
2019	330
2020	87

Source: SF Planning Office of Short-Term Rentals

Publicly Funded Rehabilitation
As of June 2020, the City sponsored the rehabilitation of 29,686 units since 2014, supporting Policy 2.4. Funding from these programs, administered by the Mayor's Office of Housing and the San Francisco Redevelopment Agency, enabled the units to be revitalized while retaining affordability.

The HOPE VI program provided federal grants to San Francisco to demolish and rebuild severely deteriorated public housing. This included housing in Mission, North Beach, Bernal Heights, Western Addition, and Hayes Valley. Rehabilitation of these public housing sites have since completed. In 2006, Mayor Gavin Newsom proposed a local version of this program, called HOPE SF, to complete the rehabilitation of San Francisco's remaining public housing located in Bayview-Hunters Point, Potrero Hill, the Western Addition, and Visitacion Valley.

HOPE VI and HOPE SF programs both offered replacement and relocation processes for existing residents. HOPE VI relocated households to make way for mixed-income developments, but not all units were replaced on a one-for-one basis, causing residents to be displaced. With the new HOPE SF program (started in 2010 and estimated to completed in 2034), the City relocated communities to other housing within the same neighborhood and then replaced the units on a one for one basis for households to return to as soon as rehabilitation was complete. For example, residents of the Alice Griffith Public Housing Development were relocated directly from their old units into the newly constructed Alice Griffith Apartments using a special housing lottery preference.

HOPE VI resulted in 1,147 units, decreasing from the original 1,253 units. HOPE SF is expected to replace 1,917 units and add a net new of more than 3,000 units.

Read more about the HOPE SF program and its progress as a key related program listed for Objective 9.

Soft Story and Unreinforced Masonry Buildings
A soft or weak story floor, wood-frame building is a structure where the first story is substantially weaker and more flexible than the stories above due to lack of walls or frames at the first floor. Typically, these buildings contain large open areas for parking or commercial space such as restaurants or convenience stores on the first floor leaving the building highly vulnerable to damage in an earthquake. The City's Mandatory Soft Story Program was created in 2013 to ensure the safety and resilience of San Francisco's housing stock through the retrofit of older, wood-framed, multi-family buildings with soft-story condition, supporting Policy 2.5. As of March 2022, 744 of the 4,941 buildings subject to the Mandatory Seismic Retrofit Program are non-compliant. This is an increase from the 2014 Housing Element because all buildings were required to complete permit work by September 15, 2021.

Property Maintenance Assistance
The Code Enforcement Rehabilitation Fund (CERF) and California Housing Rehabilitation Program (CHRP) continue to assist low-income property owners in repairing code violations that might otherwise lead to abatement of housing units, addressing Policy 2.4. New CERF loans average four to five per year, and new CHRP loans average 10-15 per year: https://data.sfgov.org/w/udmf-verx/ikek-yizv?cur=foKcohOD0jx

Appropriateness of Objective 2

Data on demolition in Table 15 indicates that of 159 buildings demolished since 2014, the majority, 89, were single-family homes. The demolition controls under Objective 2 to a great extent regulate single-family homes, which have been the most expensive and unaffordable type of housing in the city. Demolition policies and controls should distinguish between tenant occupied unit or rental units from those that have never been used as rentals. Policies should more clearly emphasize retaining affordability of rental housing, preventing displacement of tenants, or preserving historic and cultural resources. Restricting demolition of single-family homes is prohibitive to building small multi-unit buildings that could house more of San Francisco's workforce including middle-income households. Policy modifications should emphasize tenant protection, anti-displacement and preserving cultural heritage in balance with allowing for creating more housing within all neighborhoods in the city. The City should continue policies and programs to regulate short-term rentals. In promoting the safety and maintenance standards of homes, policies should be modified to consider inequities in accessing such programs for low-income homeowners. Inequities also are evident in experiencing environmental burden such as air quality or pollution. Policies should be modified to encourage programs that would improve health outcomes especially for most vulnerable households.

Review of Implementation Programs for Objective 2 from 2014 Housing Element

Name of Program 19	The City should develop an effective enforcement program for short term rentals. The enforcement program should serve the existing law's goal in protecting the housing supply from conversion to commercial hotels. The Planning Department should conduct a study on the impact of short-term rentals on the broader housing supply in the city, focusing especially on neighborhoods with greater levels of short-term rentals. Based on this study and evaluation of the enforcement program, the City shall revisit the law as understanding of these impacts expand.
Effectiveness	The City created a new department to regulate short-term rentals: the San Francisco Office of Short-Term Rentals (https://shorttermrentals.sfgov.org/).
	In November 2016, the SF Board of Supervisors passed a law placing a number of limitations on short-term rentals. City regulations are likely to continue to change over the coming several years. https://sfplanning.org/office-short-term-rentals
Appropriateness	Modify. With a team of staff now dedicated entirely to short term rentals regulation and enforcement, the program could go a step further by identifying steps to improve enforcement and discouragement of short-term rentals.
Lead Agency	Planning Department
Funding Source	Not required
Schedule	Completed

Name of Program 20	Planning shall continue to implement the recently adopted Planning Code Section 317, which codifies review criteria for allowing housing demolition, conversion, and mergers, amend it when necessary, and shall continue to apply Section 311 of the Planning Code to deny residential demolition permits until approval of a new construction permit is obtained. Planning shall also continue to require that all publicly subsidized housing units be replaced one for one.
Effectiveness	The Department is currently undertaking updates to Planning Code Section 317: http://sf-planning.org/residential-expansion-threshold
	Data on demolitions, conversions and mergers are included in the annual Housing Inventory report: https://sfplanning.org/sites/default/files/documents/reports/2020_Housing_Inventory.pdf
Appropriateness	Continue. This program is helpful in identifying Sections 311 and 317 as guides for review of housing demolition, conversion, and merger. The update should also consider modifying the residential conversion and demolition criteria listed in the Commerce and Industry Element for consistency.
Lead Agency	Planning Department
Funding Source	Not required
Schedule	Ongoing – existing process

Name of Program 21	**Planning shall continue to require Discretionary Review (DR) for all dwelling unit merger applications.**
Effectiveness	Statistics on discretionary review filings for dwelling unit merger applications since 2007 has been compiled and will be discussed in the Housing Element update.
Appropriateness	Continue. Consider modifying language for prioritization or streamlining of certain types of projects that currently require discretionary review.
Lead Agency	Planning Department
Funding Source	Not required
Schedule	Ongoing – existing process

Name of Program 22	The Department of Building Inspection (DBI) shall continue its earthquake preparedness programs, such as the UMB Loan Program, the Building Occupancy Resumption Program, which allows San Francisco building owners to pre-certify private post-earthquake inspection of their buildings, and the Community Action Plan for Seismic Safety, under which DBI is developing a program which mandates seismic upgrades for "soft-story" buildings.
Effectiveness	An unreinforced masonry building (UMB) is a masonry building, generally made of brick, constructed without the benefit of reinforcement. UMBs have been identified as being hazardous in the event of an earthquake and have a strong likelihood of failing, either by the collapse of walls or the entire building. DBI's program to rehabilitate these structures is ongoing.

See SFDBI's Earthquake Preparedness page: https://sfdbi.org/earthquake-preparedness, and Soft Story Retrofit program page: https://sfdbi.org/softstory. |
Appropriateness	Continue.
Lead Agency	Department of Building Inspection
Funding Source	Bond Reallocation
Schedule	Ongoing

Name of Program 23	The Mayor's Office, in cooperation with the Department of Building Inspection (DBI), shall pursue programs, both voluntary and mandatory, to promote seismic upgrades for "soft-story" buildings.
Effectiveness	San Francisco's Mandatory Soft Story Program was signed into law on April 18, 2013. To date, DBI has submitted over 4,800 permits and work has been completed for over 2,700 permits. Details of the ordinance are available at http://sfdbi.org/Softstory.
Appropriateness	Modify. The program to promote seismic upgrades through the Soft Story Retrofit program has already been created. This program should now be enhanced to ensure that residents and housing developments participate and receive the support needed for seismic upgrades.
Lead Agency	Mayor's Office of Housing
Funding Source	Not required
Schedule	Ongoing

Name of Program 24	The Department of Building Inspection (DBI) shall continue to provide educational programs to assist property owners with non-structural improvements that assist in long-term safety, such as securing water heaters and developing household emergency plans.
Effectiveness	SFDBI's educational information is available at http://sfdbi.org/brochures.
Appropriateness	Modify. Expand beyond educational programs to programs that help fund and implement improvements, especially in areas at high risk of impacts from emergencies.
Lead Agency	Department of Building Inspection, Mayor's Office of Housing
Funding Source	Annual work program
Schedule	Ongoing (existing program)

Name of Program 25	DBI shall continue to provide and improve public information materials for residents and property owners about best practices and programs to maintain and enhance their home(s), including advertising of funding sources. DBI shall provide language translation of all materials, and shall explore methods of working through neighborhood organizations to expand knowledge about programs.
Effectiveness	SFDBI's educational information is available at http://sfdbi.org/brochures.
Appropriateness	Modify. Expand beyond educational programs to programs that help fund and implement improvements, especially in areas at high risk of impacts from emergencies.
Lead Agency	Department of Building Inspection
Funding Source	Annual work program
Schedule	Ongoing (existing program)

Name of Program 26	The Mayor's Office of Neighborhood Services shall expand the capacity of the Neighborhood Empowerment Network (NEN), a partnership of City Agencies, local nonprofits and committed community leaders, to share information to prepare homeowners and residents for natural disasters.
Effectiveness	NEN's Empowered Communities Program (ECP) has engaged neighborhoods and communities throughout San Francisco in developing resiliency and recovery plans. http://www.empowersf.org/
Appropriateness	Modify. Expand beyond informational sharing programs to funding and implementing homeowner and resident preparations for natural disasters, especially in areas at high risk of impacts from natural disasters.
Lead Agency	Mayor's Office of Neighborhood Services
Funding Source	Annual work program
Schedule	Ongoing

Name of Program 27	DBI shall continue to ensure that residential units meet building code standards by responding to complaints and through periodic inspection.
Effectiveness	http://www.sfdbi.org/inspection-services
Appropriateness	Modify. To ensure program reflects recent commitment to center planning around racial and social equity, emphasize homes and buildings that specifically service vulnerable populations, such as SROs.
Lead Agency	Department of Building Inspection, Building Inspection Division
Funding Source	Annual work program
Schedule	Ongoing

Name of Program **28**	The City shall continue to seek outside funding to help low- and moderate-income homeowners to address building code issues related to accessibility, health and safety as well as funding for energy efficiency and green energy.
Effectiveness	The City continues to provide funding for low and moderate income homeowners through the following programs: CalHome Loan Program (major rehabilitation); Code Enforcement Rehabilitation (CERF) Loan Program (minor rehabilitation); LEAD-Based Paint Hazards Control Grant Program; Underground Utility Grant Program – UUP; CalHome Grant Program; Code Enforcement Rehabilitation Fund (CERF) Grant Program; Federal grants, including HUD's Healthy Homes and Lead Hazard Control; and local sources such as CERF and CHIRP and GreenFinanceSF Property Assessed Clean Energy (PACE) Financing Program
Appropriateness	Modify. This program could be more specific in naming funding sources, home repair and rehabilitation programs, and desired outcomes of these programs.
Lead Agency	Mayor's Office of Housing
Funding Source	Federal grants, including HUD's Healthy Homes and Lead Hazard Control; and local sources such as CERF and CHIRP
Schedule	Ongoing

OBJECTIVE 3: **PROTECT THE AFFORDABILITY OF THE EXISTING HOUSING STOCK, ESPECIALLY RENTAL UNITS.**

Policy 3.1 Preserve rental units, especially rent controlled units, to meet the City's affordable housing needs.

Policy 3.2 Promote voluntary housing acquisition and rehabilitation to protect affordability or existing occupants.

Policy 3.3 Maintain balance in affordability of existing housing stock by supporting affordable moderate ownership opportunities.

Policy 3.4 Preserve "naturally affordable" housing types, such as smaller and older ownership units.

Policy 3.5 Retain permanently affordable residential hotels and single room occupancy (SRO) units.

Effectiveness of Objective 3: Overview

Objective 3 focuses on retaining affordability of rent control units, moderate income homeownership opportunities, and well as SROs. In that way Objective 3 has a more focused approach compared to Objective 2 by targeting tenants and moderate-income homeowners. The City has strengthened the Rent Ordinance since 2014 with a suite of legislative changes to tighten up eviction projections as described further in detail below. More recently legislation was passed to establish a rental registry in San Francisco. It is important to note that without vacancy control, which means restrictions on rental price change once tenants vacate their unit, rental prices of rent controlled units can and do increase to market rate as tenants leave. These rates are usually equivalent to rental prices of new units built. The City's acquisition and rehabilitation program, however, has been successful in converting some of these units into permanent affordable housing.

In addition, under this objective Policy 3.4 reinforces Objective 2 as it assumes that existing single-family homes or older ownership units offer a more affordable option. Data on sales prices prove the contrary. According to Redfin reports the median sales price of single-family homes in San Francisco rose to $1.88 million in early 2022, the highest over a five-year period, and a 21 percent increase on year over year.[1] Single-family homes have been consistently the most expensive type of homeownership options in San Francisco, consistently higher than condominiums in multi-unit buildings, currently by about 50 percent. Below key programs and initiatives are evaluated in terms of their effectiveness in achieving this objective.

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[1] San Francisco Market Overview, Redfin

Effectiveness of Key Related Programs

Rent Controlled Units

The San Francisco Rent Ordinance was enacted effective June 13, 1979, by the Board of Supervisors and signed by the Mayor to alleviate the City's affordable housing crisis, continuing to address Policy 3.1. The Ordinance applies to most rental units built before June 1979, and places limits on the amount of rent increases which can be charged and on the reasons for evicting a tenant.

ACS data from 2015 shows that over 150,000 units in San Francisco are rent controlled. As of 2018, the number of rent controlled units is more than double the number of rental units not under rent control. This high proportion of units of rent control is because 80 percent of San Francisco's total housing stock and 77 percent of San Francisco's multifamily housing stock was constructed prior to 1980.

According to a SF Planning Housing Survey, San Francisco's rent controlled housing stock serves households of all incomes, including more than 70 percent of low- and moderate-income residents. More than 70 percent of above moderate- and high-income survey respondents reported living in rent-controlled housing.

Smaller two-unit buildings that are not subject to condominium conversion controls and those buildings are the majority of units that are taken out of the housing stock that is covered by rent control. The Mission neighborhood has the most rent controlled units with 15,684 units, or 9 percent of the total share; and the top five neighborhoods - Mission, Nob Hill, Tenderloin, Outer Richmond and Marina – make up 36 percent of the total share of rent controlled units. As Figure 6 shows, the Mission is also where the highest number of units were removed from protected status over the past ten years.

Figure 6. Units Removed from Protected Status, 2011 Q1 – 2020 Q4
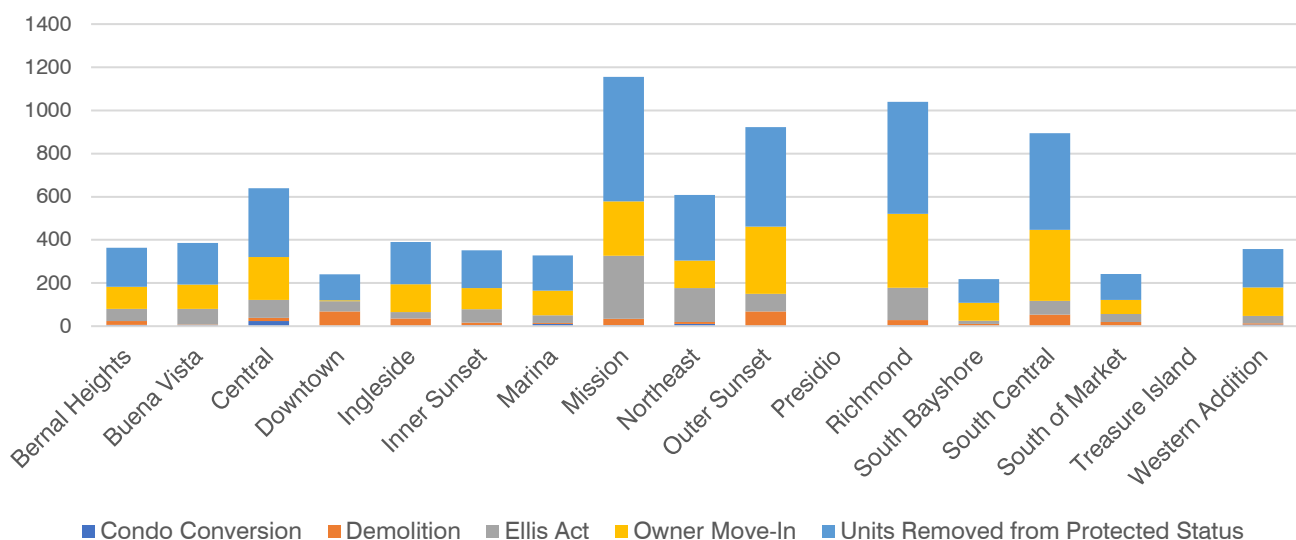
Source: San Francisco Housing Balance Report No. 12

State law does not allow cities to regulate rents once a rent-controlled unit is vacated. As a result, landlords are able to raise rents to market rates. One of the strategies that low- and moderate-income households use to afford to live in San Francisco is to remain in their units, while higher income households can afford to move more regularly to find units that meet their changing needs.

In 2015, the City passed an ordinance introduced by Supervisor Jane Kim to strengthen rent control laws and protect tenants from eviction. Among a number of other amendments to the Administrative Code, Tenant Eviction Protections 2.0 closed loopholes that allowed for evictions based on minor infractions, such as hanging laundry outside windows or improperly painting walls. The ordinance also prohibits property owners of rent controlled units conducting a just cause eviction to raise the rent on the next tenant. In 2018, the City passed another ordinance that prohibits landlords from seeking rent increases on existing tenants due to increases in debt service and property tax that have resulted from a change in ownership or from seeking rent increases due to increased management expenses unless they are reasonable and necessary. Figure 7 shows that evictions due to Breach of Contract have been declining since 2015.

Figure 7. Nuisance and Breach of Contract Evictions, 2010 – 2021
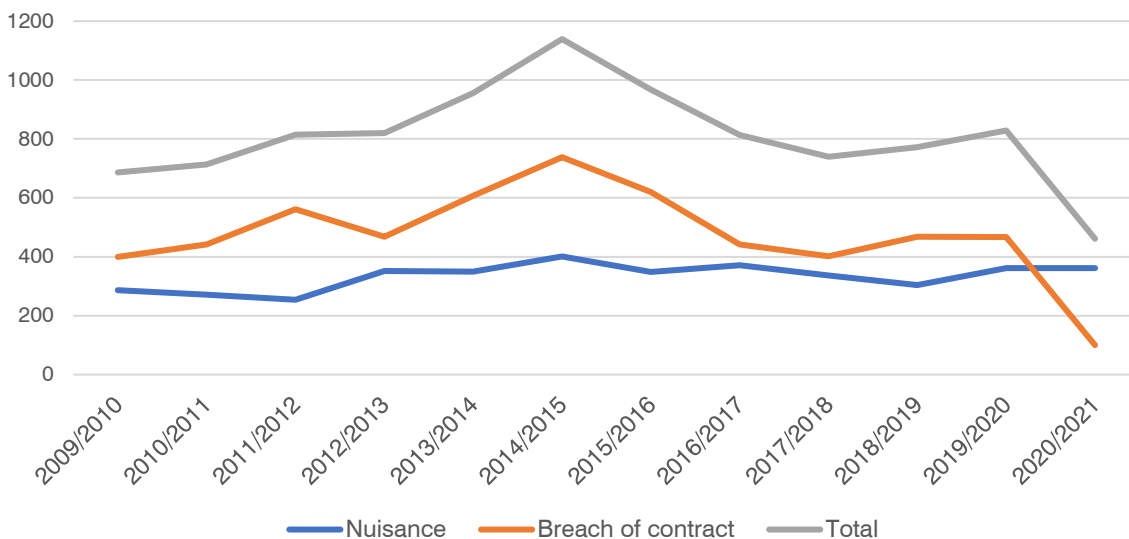
Source: San Francisco Rent Board Annual Report

In 2019, Supervisor Fewer requested a report to study the cost to creating, operating, and maintaining a rental registry in San Francisco. The Housing Inventory legislation was unanimously approved in December 2020 and would require landlords to report rental unit information annually, including vacancy and rental prices. The ordinance became effective on January 18, 2021, and owners are required to begin reporting by July 1, 2022.

Stabilization Programs

Rent Ordinance

Established in 1979 and administered by the Rent Board, the Rent Ordinance restricts annual rent increases, ensures tenants can only be evicted for "just causes," and restricts evictions of tenants occupying a qualifying unit built prior to June 13, 1979. The San Francisco Rent Ordinance also applies just cause provisions to all rental units. Once tenants vacate the rent-stabilized unit, landlords can raise its rent to market rate (otherwise known as vacancy decontrol). Single-family homes and condominiums are not subject to rent stabilization due to Costa-Hawkins. Unless the single-family home or condominium meets Rent Ordinance requirements, it is not rent-stabilized. While residential hotels built before 1979 are rent-stabilized, residents who have not established tenancy (continuous 32 days of rent) are not protected by rent stabilization protections. Other building types such as dormitories, hospitals, monasteries, and nunneries are also not subject to rent stabilization.

The Rent Ordinance allows landlords to increase rent annually with a percent of inflation (which varies but is usually around 1.6 percent) but allows landlords to petition the Rent Board to increase rent above the rental cap if the cost of operations exceeds the amount. These petitions allow landlords to "pass-through" the increased cost onto tenants, legally increasing rent by more than the annual cap. In one case, Veritas Investments had purchased a building and passed on the cost of the payments they had to take on for the loan to buy the building and the increased property taxes based on the new purchase price. The loophole in pass-through legislation for tax charges and purchase debt will be closed by legislation introduced by Supervisor Sandra Lee Fewer and passed by the Board in June 2018.

Costa-Hawkins Rental Housing Act

The Costa-Hawkins Rental Housing Act ("Costa-Hawkins") is a 1995 California state law that prohibits municipal rent increase limitations on certain units, allows rent increases on subtenants following departure by tenants of rent-stabilized tenancies, and prohibits "vacancy control" — the regulation of rental rates on units that have been voluntarily vacated by the previous renters at an amount other (presumably lower) than what the open market would bear. The Act was amended in 2001 to close a loophole related to condominium conversion, where owners of apartment buildings obtained certificates for conversion, to avail themselves of the state law exemption for rent stabilization, without selling any of the erstwhile apartments as condominiums.

Eviction Protections

The San Francisco Human Rights Commission administers numerous programs to investigate and mediate conflicts around alleged housing discrimination. The City's Rent Stabilization Board Commission - comprised of tenant, landlord, and neutral representatives - oversees the Rent Stabilization Board, the City agency charged with monitoring and enforcing the city's rent control ordinance. The Rent Board offers counseling and referral services to tenants faced with property management problems or the threat of eviction. The City's Rent Control ordinance requires property owners to compensate tenants that are evicted due to a major capital improvement project or an owner move-in. The number of total evictions represented by Ellis Act and owner move-in evictions rose to 1,728 from 2007 to 2013. From 2015 to 2021, this number rose again to 2,363 cases.

Condominium Conversion Ordinance

Loans for Tenancy-in-Common (TIC) or joint ownership buildings are conservatively underwritten with higher interest rates and down payments than a comparable condominium unit would be subject to. As a result, many TIC properties convert to condominiums, thus increasing the value of the property and establishing a clear definition of ownership in a unit of the building. The Condominium Conversion program is available for buildings of six residential units or less. For all buildings, owners must have occupied 50 percent or more of the units for three years continuously prior to entering the annual lottery for condo conversion. Since 1983, the Condominium Conversion Ordinance has limited the conversion of rental to condominium units to 200 units per year. These controls remain an important feature of the City's ability to retain its rental housing stock. The Rent Board also continues to implement rent control as a measure to retain affordability in rental housing.

More than 200 units may be recorded in a given year because units approved in a previous year may be recorded in a subsequent year. The 200-unit cap on conversions can also be bypassed for two-unit buildings with owners occupying both units. Between 2014 and 2019, 2,682 units were converted to condominiums. The highest number of conversions occurred in 2014 (730 units) followed by 2019 (387). As of 2016 there was a backlog of 2,000 units with owners waiting to convert through the lottery.

Table 20. Condominium Conversions Recorded by DPW, 2015 – 2021

Year	Units	Percent Change from Previous Year
2015	661	-9%
2016	417	-37%
2017	296	-29%
2018	191	-35%
2019	387	103%
2020	201	-48%
2021	46	-77%
Total	**2,199**	

Source: Department of Public Works, Bureau of Street-Use and Mapping, 2020 Housing Inventory

The Residential Hotel Conversion Ordinance

This ordinance preserves the city's valuable supply of single room occupancy (SRO) residential units and restricts their conversion to commercial uses, as called for in Policy 3.5. The purpose of this ordinance is to preserve affordable housing by preventing the loss of residential hotel units through conversion to tourist rooms or demolition, and to prevent the displacement of low-income, elderly and disabled persons. This is accomplished by maintaining units reported as residential units within SRO hotels as residential, regulating the demolition and conversion of residential hotel units to other uses, the requirement of a one-to-one replacement of units (Admin Code Sec. 41.13) to be converted from residential use or payment of an in-lieu fee, and appropriate administrative and judicial remedies for illegal conversions. Originally adopted in 1980 and strengthened in 1990 and 2017, this program is still in effect and the loss of SRO units has been minimized. The total number of residential rooms held steady

during the 2015-2021 reporting period at around 19,000. The share of rooms owned and operated by non-profit organizations (which ensure permanent affordability) increased from 28 percent in 2013 to 35 percent in 2021. The City's four SRO Collaboratives continue to monitor SRO units in the city.

Several measures have been implemented to slow the loss of single-room occupancy (SRO) residential hotel units in San Francisco, such as increased safety regulations, transfer of residential hotel buildings to non-profit organizations and ensuring the long-term affordability of these units. Many SROs in the city have now been transferred to non-profit ownership or management, helping ensure the continued viability that these important affordable housing resources provide. Operating and rehabilitation subsidies continue to be needed for many of the older properties and ones acquired years ago.

Community Land Trust
The City established a Community Land Trust Task Force in 2001 to explore the feasibility of using land trust structures to enhance affordable housing opportunities in San Francisco. Land trusts and other limited equity ownership models may be an effective way of retaining affordability in tight housing markets. The structure of the model is that the Community Land Trust will retain ownership of the land and sells the residential units that occupy that land to existing or new tenants at affordable levels, supporting Policy 3.2. Resident-owners will own a limited equity stake allowing them to sell their units in the future, but the resale price will be controlled to ensure permanent affordability.

During the previous reporting period (2009-2014), the San Francisco Community Land Trust (SFCLT) acquired five properties totaling 54 units of affordable housing. Since 2015, SFCLT has acquired eight properties totaling 48 units. Multiple acquisitions were closed with financing from MOHCD's Small Sites Acquisition Program.

Small Sites Acquisition Program
The Small Sites Acquisition Program (SSP) was launched by the Mayor's Office of Housing and Community Development (MOHCD) in 2014. Small rent-controlled properties are vulnerable to market pressures and that can lead to the displacement of lower-income families and decrease the affordable housing stock in San Francisco. SSP removes these buildings from the speculative market and converts these rent-controlled units into permanently affordable housing by providing financial support to non-profit and for-profit entities, supporting Policy 3.2. SSP is funded through voter-approved bonds, inclusionary housing fees, and the San Francisco Housing Trust Fund.

In order for a building to qualify under SSP, the building must have two-thirds of the existing tenants must have maximum incomes at 80 percent Area Median Income (AMI), the building is between 5-25 units, does not require major renovations, and the per-unit subsidy does not exceed the limits in the program's guidelines. The maximum subsidy amount buildings with 10-25 units is $300,000; the maximum subsidy is $375,000 for buildings with 3-9 units; and the maximum subsidy limit for single room occupancy housing is $175,000 per bedroom.

As of May 2018, SSP has assisted with the acquisition of 38 buildings and 308 units in the following neighborhoods: Mission, Downtown/Civic Center, SoMa, Castro/Upper Market, Haight Ashbury, Bernal Heights, and the Richmond. In addition, SSP has preserved 20 commercial spaces in participating small sites buildings. SSP has served 327 people with an averaging 65 percent AMI.

Table 21. Number of Housing Units Acquired under the Small Sites Acquisition Program, 2017 – 2020

Year	Total Number of Units	Estimated Total Cost
2017	31	$6,913,000
2018	45	$11,925,000
2019	104	$36,661,856
2020	75	$26,088,250
Total	**255**	**$81,588,106**

Source: Mayor's Office of Housing and Community Development, 2019 GO Bond Allocation

San Francisco Housing Accelerator Fund

The San Francisco Housing Accelerator Fund (SFHAF) launched in 2017 and provides affordable housing developers with acquisition, predevelopment, and rehabilitation financing. SFHAF solutions include Anti-Displacement Acquisition and Rehabilitation of Small Sites; Acquisition and Rehabilitation of SROs and Hotels; Housing to End Homelessness; Underutilized Land Acquisitions; and Mixed-Income Housing. SFHAF's goal is to finance the preservation or development of 1,500 units of affordable housing by 2022. SFHAF finances strategic acquisitions of vacant and underutilized sites and flexible acquisition and pre-development funds enable developers to purchase and hold land until other funding sources are secure to construct affordable housing units. Since SFHAF 's inception, it had closed two loans to acquire vacant land totaling $18 million in financing for the construction of 338 affordable units.

SFHAF works in partnership with the Small Sites Program to acquire and preserve the affordability of small buildings, addressing Policy 3.2. SFHAF contributes flexible and patient capital for acquisition, rehabilitation, rent reorganizations and transitioning to long-term regulatory agreements. SFHAF has executed 21 preservation loans in neighborhoods across San Francisco. SFHAF's financing process allows for the cost per unit to be much lower than a typical preservation and rehabilitation project. Table 22 shows the number of units that were preserved using SFHAF financing and the as well as the financing amount.

Table 22. Number of Units Acquired with San Francisco Housing Accelerator Fund Financing, 2017 – 2020

Year	Number of Units Preserve	Total Annual Loan Amount
2017	23	$12,178,412
2018	123	$40,255,308
2019	144	$60,643,198
2020	33	22,328,193
Total	**323**	**$135,405,111**

Community Opportunity to Purchase Act

In 2019, San Francisco passed the Community Opportunity to Purchase Act (COPA), an ordinance amending the Administrative Code to give qualified non-profit organizations a first-right-to-purchase, consisting of both a right of first offer and a right of first refusal, over all multi-family residential buildings

with three units or more or vacant land that could be developed into three or more residential units. Supporting Policy 3.2, the goal of COPA is to create and preserve rent restricted affordable rental housing, and to establish related procedures for the selection of such non-profits, the preservation of rent-restricted affordable housing and other implementation and enforcement measures. COPA also exempts rent-restricted affordable housing created under COPA from increased rates of the transfer tax.

COPA was a complementary piece of legislation to the Small Sites Program. Although the Small Sites Program has had success acquiring housing off the private market, non-profit developers and tenant rights advocates still encountered challenges. Many buildings were being sold off-market and sellers were not willing to consider offers from non-profit organizations. COPA was intended to meet these challenges in order to create more affordable housing opportunities in San Francisco. Since the program's implementation, non-profit developers are now notified when a building is being sold and have opportunities to acquire buildings that would have never gone to public Multiple Listing Service.

Early data from the COPA program indicates that in late 2019 and early 2020, San Francisco Supervisorial Districts 2, 3, 5 and 8 saw the highest number of buildings being marketed, with over 40 building sales per district. Districts 1 and 6 occupied a middle tier, with slightly over 20 building sales per district over the same period.

The City has also committed $3 million in funded to build the capacity of non-profit developers to acquire properties under COPA. In 2019, the City also providing up to $375,000 per unit to ensure that the buildings being through COPA can be purchased at fair market value. The total committed investment for acquisition is $37 million. San Francisco may need additional legislation or policy changes to include existing subsidies for a rental unit to support a portion of the purchase when using COPA, prioritizes the preservation of funding, and continue to build the capacity of non-profit developers.

Single Room Occupancy Hotels
As of December 2020, there were a total 13,558 residential units within SROs, compared to 19,382 total units during the previous reporting period from 2007 to 2014: a decrease of 5,824 residential units. However, 41 percent, or 5,587 of residential SRO units, are owned and operated by non-profit organizations which ensures permanent affordability for those units. This is an increase from the 29 percent of SRO hotels that were owned and operated by non-profit organizations from 2007 to 2014 and represents a 41 percent increase in the share of SRO units owned by non-profit organizations. The SRO Hotel Safety and Stabilization Task Force continues to monitor SRO units in the city.

Since the 2007 to 2013 reporting period, additional measures have been implemented to slow the loss of SRO residential hotel units in San Francisco, such as more comprehensive reporting requirements for the owners of SROs, and increased safety regulations, advancing Policy 3.5. The City has also facilitated the transfer of residential hotel buildings to non-profit organizations and established the Master Lease program to ensure the long-term affordability of SRO units. There are currently 61 SRO buildings that operate 4,507 units.

Appropriateness of Objective 3

Objective 3 calls for protecting affordability of existing units, especially rental units. The City's tenant and eviction protections regulations have been strengthened since 2014, which has contributed to protecting affordability of existing rental controlled units. However, the policies under this objective focus more on preserving the units, rather than strengthening anti-displacement protections. The acquisition and rehabilitation programs are very effective in maintaining affordability of units. But preserving rental units does not always result in protection affordability of the existing housing stock, due to lack of vacancy control. Policies should be modified to direct further strengthening of tenant and eviction protections, and protecting tenants, rather than focusing on units only. Policies should also be modified to call for further expanding acquisition and rehabilitation programs to preserve the affordability of rent control units in perpetuity. Cooperative models and tenant rent to buy models can also be further pursued to protect affordability and promote homeownership with moderate income households. The City should continue its policies and practices to protect SRO tenants and preserve these units. Policy modifications may be necessary to address situations where Policy 3.5 and Policy 2.4 maybe in conflict: where upgrading an SRO building could require demolition and new construction. Policy modifications should call for one to one replacement of units to match affordability as tenant relocation accommodations.

Review of Implementation Programs for Objective 3 from 2014 Housing Element

Name of Program 29	DBI and DPW shall continue to monitor the conversion of tenancies in common to condominiums.
Effectiveness	The condo conversion program is managed by SFDPW. Condo conversions are tracked annually by the Planning Department in the Housing Inventory. Tenancies-in-common are not tracked separately but comprise most residential condominium conversions. https://sfpublicworks.org/services/subdivisions-and-mapping
Appropriateness	Ongoing - Delete. This is already a program in progress and a regular item in the department's annual work plan.
Lead Agency	Department of Building Inspection
Funding Source	Annual work program
Schedule	Ongoing

Name of Program 30	Planning shall continue to enforce the Residential Hotel Unit Conversion and Demolition Ordinance.
Effectiveness	Residential Hotel Unit conversions and demolitions are tracked by SFDBI and reported annually in the Planning Department's Housing Inventory.
Appropriateness	Continue
Lead Agency	Planning Department
Funding Source	Not required
Schedule	Ongoing – existing process

Name of Program 31	Statistics regarding the City's For-Profit and Non-Profit Residential Hotel buildings and rooms are provided in the annual Housing Inventory report.
Effectiveness	Statistics regarding the City's For-Profit and Non-Profit Residential Hotel buildings and rooms are provided in the annual Housing Inventory report.
Appropriateness	Continue
Lead Agency	Planning Department
Funding Source	Not required
Schedule	Ongoing

Name of Program 32	MOH shall continue to implement the Small Site Acquisition and Rehabilitation Program which formally launched in July 2014 using inclusionary in-lieu fees and other public funds, to enable non-profits to acquire existing rental properties under 25 units for long-term affordability. The City will explore additional funding sources to expand the program to scale, as well as other methods of support, such as low-interest rate financing and in-kind technical assistance for small site acquisition and property management.
Effectiveness	MOHCD initiated its Small Sites Program in 2014 using funding from the Housing Trust Fund and inclusionary in-lieu fees. As of May 2018, the program has helped acquire 160 units at risk of converting to market-rate housing and prevented the displacement of existing residents, many of whom are low-income.
Appropriateness	Continue
Lead Agency	Mayor's Office of Housing
Funding Source	Inclusionary Housing Program
Schedule	Implemented and ongoing

Name of Program 33	MOH shall continue funding the acquisition and rehabilitation of landmark and historic buildings for use as affordable housing.
Effectiveness	In 2011, two out of the three buildings rehabilitated through MOH/SFRA funding were Category A historic resource buildings. In 2013, MOHCD helped acquire a landmark historic resource for rehabilitation into senior housing.
Appropriateness	Continue
Lead Agency	Mayor's Office of Housing
Funding Source	State grants, Historic Preservation Tax Credit programs and in lieu funds from the Inclusionary Housing Program
Schedule	Ongoing

Name of Program 34	MOH shall continue to monitor the sale, re-sale, rental, and re-rental of all privately developed below-market-rate housing units originating from the City's Inclusionary Housing Program to ensure that they are sold or rented at restricted prices.
Effectiveness	MOHCD continues to monitor Below Market Rate housing units in the City's Inclusionary Housing Program. Read more about Affordable Housing Monitoring Programs as a key related program for Objective 5.
Appropriateness	Continue. In addition, the City should consider taking steps to monitor and enforce unit eligibility so as to avoid abuse of the program and freeing up units for other eligible applicants.
Lead Agency	Mayor's Office of Housing
Funding Source	Inclusionary Housing Program
Schedule	Ongoing

Name of Program **35**	MOHCD and Planning will research policy and funding strategies, such as first right of refusal policy, that will help tenants buy their rent-controlled buildings from private landlords and convert them into limited- and zero-equity housing cooperatives.
Effectiveness	The Community Opportunity to Purchase Act (COPA) became effective on September 3, 2019. COPA permits qualified nonprofits the right of first offer and right of first refusal on multifamily properties. While these are not direct sales to tenants, COPA does bring stability and prevents displacement of existing tenants. https://sfmohcd.org/community-opportunity-purchase-act-copa
Appropriateness	Continue
Lead Agency	Planning Department
Funding Source	Not required
Schedule	Ongoing

Issue 3.
Equal Housing Opportunities

OBJECTIVE 4: FOSTER A HOUSING STOCK THAT MEETS THE NEEDS OF ALL RESIDENTS ACROSS LIFECYCLES.

Policy 4.1 Promote housing for families with children in new development by locating multi-bedroom units near common open space and amenities or with easy access to the street; and by incorporating child-friendly amenities into common open and indoor spaces.

Policy 4.2 Encourage the remodeling of existing housing, for families with children.

Policy 4.3 Provide a range of housing options for residents with special needs for housing support and services

Policy 4.4 Create housing for people with disabilities and aging adults by including universal design principles in new and rehabilitated housing units

Policy 4.5 Encourage sufficient and suitable rental housing opportunities, emphasizing permanently affordable rental units wherever possible.

Policy 4.6 Ensure that new permanently affordable housing is located in all of the city's neighborhoods, and encourage integrated neighborhoods, with a diversity of unit types provided at a range of income levels

Policy 4.7 Encourage an equitable distribution of growth according to infrastructure and site capacity

Policy 4.8 Consider environmental justice issues when planning for new housing, especially affordable housing.

Effectiveness of Objective 4: Overview

Objective 4 intends to ensure that San Francisco has a diverse range of housing types that meet the needs of all residents and households. San Francisco has strengthened requirements to build multi-bedroom units for units that serve various income levels: market rate units, inclusionary units, as well as units in 100 percent affordable housing buildings. Senior affordable housing has also been part of the City's portfolio, while not yet sufficient to address the need of aging adults. Despite these efforts, affordability has remained a major challenge for families, seniors, and people with disabilities. In addition, Objective 4 also calls for equitable distribution of growth. San Francisco adopted programs such as HOME SF, ADUs, and Prop E to allow more housing within neighborhoods where new housing has been limited. These programs have spurred limited new growth in these neighborhoods. Despite these efforts, San Francisco has continued to lose families with children, and cost burden has worsened specifically for moderate and middle-income households. Below key programs and initiatives are evaluated in terms of their effectiveness in achieving this objective.

Effectiveness Key Related Programs

Housing for Families with Children
In 2017, the San Francisco Planning Department published a policy paper supported by Supervisor Norman Yee to study child and family friendly housing in San Francisco, offering an understanding of how to greater advance Policy 4.1. The policy paper discusses trends in San Francisco's housing stock, demographics of family and housing, characteristics of child friendly housing, ways to improve existing housing developments for families, and case studies from other cities. The paper suggested the following next steps:

1. Explore additional tools to make existing housing more family friendly.

2. Consider adopting a definition of family-friendly unit and family-friendly building into the General Plan.

3. Look for solutions to overcrowded living conditions.

4. Learn more about residents in existing larger units.

5. Talk with stakeholders about design questions.

6. Consider supports for building for the Missing Middle, a mid-scale family-oriented building typology.

The City has since implemented some of these steps. For example, the Housing Affordability Strategies (HAS) held focus groups with residents across San Francisco to gauge participants' reactions, opinions, and perspectives of the three Housing Affordability Strategy Concepts, one of which offered more family-friendly neighborhood growth. The HAS process also engaged a Housing Policy Group to discuss policy and design to meet future housing needs. As recent as 2021, the City began studying the financial feasibility of building Small Multi-Family Housing, a typology in of Missing Middle housing, in San Francisco.

Amendments to the Housing Element
In May 2020, the City approved amendments to policies under Objective 4 of the 2014 Housing Element as part of the Balboa Reservoir Project. Amendments were made to Objective 4 policies to promote housing that is designed for families with children. Specifically, one policy was added to promote housing for families with children in new developments. The Balboa Reservoir Project was approved with a goal of at least 50 percent of total units that will be two-bedrooms or larger to accommodate families with children.

HOME-SF
Under HOME-SF, 20 to 30 percent of the units in a new housing project must be affordable to low, middle, and moderate-income families. To provide more family friendly housing, 40 percent of the total units in the building must be two bedrooms or larger (with an additional option of providing 50 percent of all bedrooms in the project in units with 2 or more bedrooms). Both the increased opportunities for higher-density housing around San Francisco and income and unit mix requirements help advance

Policies 4.1 and 4.5. In return, the City provides a tiered approach to density bonuses and zoning modifications. For example, if a project has 25 percent affordable units on-site, the developer will be allowed to build one (1) story above existing height limits; if the project contains 30 percent of on-site affordable units, then the developer can build two (2) stories above existing height limits.

With the adoption of the HOME-SF program, housing capacity as increased across San Francisco, especially in some of the city's areas of low density. For example, a site located within the Irving Street NCD and subject to a maximum density determined by lot area can build at an increased density through HOME-SF.

Read more about the HOME-SF program and its progress as a key related program listed for Objective 1.

Required Minimum Dwelling Unit Mix
The City amended Planning Code Section 207 in 2017 to apply a minimum dwelling unit mix to all zoning districts that allow residential uses for projects of 10 or more units, supporting Policy 4.1. Prior to the amendment, a minimum dwelling unit mix for all residential projects was applied to RTO, NCT, DTR, and Eastern Neighborhoods Mixed Use Districts. The Planning Code was amended to add Planning Code Section 207.7, also applying minimum dwelling unit mixes to the other zoning districts that allow residential uses. Projects in these zoning districts are now required to provide two bedrooms in no less than 25 percent of total units, and three bedrooms in no less than 10 percent of the total units. The three-bedroom units count toward the total 25 percent requirement for units with at least two bedrooms.

Special Use Districts
The City includes over eighty Special Use Districts which are responses to unique changes in development opportunities or community requests and often have greater restrictions, such as increased fees, uses, reduced parking maximums, higher affordability expectations, but may also often offer additional height or other benefits, such as reduced open space requirements, to tailor development to the location. The unique characteristics of certain SUDs allow them to meet multiple 2014 Housing Element policies, including all policies under Objective 4 in various ways. The following SUDs that increased promoted housing density were adopted during the 2015 to 2021 reporting period:

- Geary-Masonic SUD
- Cayuga/Alemany SUD
- Jewish Home of San Francisco SUD
- Fifth and Mission SUD
- Sunnydale HOPE SF SUD
- Potrero HOPE SF SUD
- Central SoMa SUD
- Pier 70 SUD
- Mission Rock SUD
- India Basin SUD
- 3333 California SUD
- Balboa Reservoir SUD
- 2500-2530 18th Street Affordable Housing SUD

The need for SUD's has decreased since the introduction of the HOME-SF and State Density Bonus programs, which offer the same density opportunities while also removing the need to provide additional community benefits, both typically a part of the SUD process.

Table 23. Density Bonus Projects in the Pipeline by Total Units as of December 2019

Program	Projects	Total Units Before Bonus	Total Units With Bonus	Affordable Units	% of Total With Bonus
State Density Bonus	55	5,090	6,113	1,851	90%
HOME-SF Density Bonus	15	460	686	177	10%
Total	**70**	**5,550**	**6,799**	**2,028**	

Housing for Seniors and People with Disabilities

In December 2020, local legislation was passed that requires the City to report information on City-funded affordable housing for older adults and people with disabilities, supporting Policies 4.3 and 4.3. Within the city's existing 22,616 affordable housing units, 13,154 units (58 percent) are currently occupied by older adults and people with disabilities. This includes units with specific eligibility criteria that restrict occupancy to these groups, as well as unrestricted units that are generally available as part of the City's affordable housing supply.

As of October 2021, an additional 925 future units are designated for older people and adults in development over the next three years.

Table 24. New Affordable Construction by Housing Type, 2015 – 2019

Status	Total Affordable Housing Units	Total Senior or Disability Units	Senior Units	Disability Units
Existing Units	22,616	13,154	10,593	2,561*
Future Units	6,542	925	898	27

*Captures units reporting occupants with disabilities and no senior occupants

Source: Mayor's Office of Housing and Community Development 2019 Reporting Year, Department of Disability and Aging Services 2021 Overview Report on Affordable Housing for Seniors and People with Disabilities

Older and disabled people residing in affordable housing live throughout the city. The majority of units are in central neighborhoods, including downtown neighborhoods – Civic Center (94102), SOMA (94103), and Nob Hill (94109) – and Western Addition/Fillmore (94115).

Across the 22,616 affordable housing units in the city, 12,756 units (56 percent) are identified as accessible in annual reporting. These units may or may not be occupied by people with disabilities.

Unit accessibility varies widely across the city. Accessibility rates are lower in downtown areas, like Civic Center (94102) and SOMA (94103), where much of the stock is older buildings that were converted into affordable housing. Newer sites, particularly those developed explicitly for affordable housing, are more

likely to be accessible – especially those built after 2010 when a requirement for 100 percent adaptability was adopted.

More detailed data on housing for seniors and people with disabilities is available in DAS's 2021 Overview report on Affordable Housing for Seniors and People with Disabilities report: https://www.sfhsa.org/sites/default/files/Report_SFDAS_Affordable%20Housing%20Overview%20October%202021.pdf

Appropriateness of Objective 4

Policies promoting housing for families, seniors and people with disabilities should further emphasize affordability as a major challenge and call for increase in permanently affordable housing for these households. Policies 4.5 and 4.6, calling for equitable distribution of growth, should be modified to recognize that existing development capacity is a major barrier and call for increasing development capacity in low-density neighborhoods.

Review of Implementation Programs for Objective 4 from 2014 Housing Element

Name of Program **36**	The Mayor's Office of Housing shall develop, and City agencies shall utilize, a common definition for family housing (2 or more bedrooms) and consider standards for minimum unit sizes and bedroom sizes, to guide the provision of family units in both private and public construction.
Effectiveness	Planning Code Section 207.7 defines family-sized units as units containing at least 2 bedrooms. Certain zoning districts, such as Neighborhood Commercial (NC) districts, within San Francisco require new residential construction to include a certain percentage of 2-to-3-bedroom dwelling units, aimed toward families and multi-person households. Read more the City's efforts to provide more family-friendly housing in Housing for Families with Children as a key related program listed for Objective 4.
Appropriateness	Delete. Family-sized housing is now defined in the Planning Code. Consider adding additional family-housing related programs that encourage the provision of housing for families, such as including family-friendly amenities and resources and developing child- and family-friendly design guidelines.
Lead Agency	Mayor's Office of Housing
Funding Source	Annual work program
Schedule	Ongoing

Name of Program **37**	Planning should study the relationship between unit sizes and household size and types, including evaluation of units built as a result unit mix requirements in recently adopted community plans. This study should also evaluate older housing stock. Outcomes shall inform future policies and regulations related to minimum unit and bedroom sizes for both affordable housing and market-rate housing to accommodate larger households and/or families in San Francisco.
Effectiveness	Area Plan Monitoring Reports are completed every 5 years. Market Octavia: 577 2+ BR units (out of 1,821 total, roughly 32 percent) produced between 2015-2019. SF Planning published a Family Friendly report in 2017 that specifically studied characteristics of child-friendly housing, including Unit Considerations. One of the main next steps for this report was to create a Family Friendly Resource Guide. Read more the City's efforts to provide more family-friendly housing in Housing for Families with Children as a key related program listed for Objective 4.
Appropriateness	Continue
Lead Agency	Planning Department
Funding Source	Annual work program
Schedule	Ongoing

Name of Program **38**	The Department of Aging and Adult Services (DAAS), through the Community Living Fund, will continue to support home and community-based services that help individuals remain housed-either in their home in appropriate locations.
Effectiveness	The Administrative Code requires that DAAS prepare a CLF Annual Plan and provide a report to the Board of Supervisors every six months: https://www.sfhsa.org/services/care-support/community-living-fund/community-living-fund-reports
Appropriateness	Continue
Lead Agency	Department of Aging and Adult Services
Funding Source	San Francisco General Fund
Schedule	Ongoing

Name of Program **39a**	Planning shall continue to implement Planning Code Section 209, which allows a density bonus of twice the number of dwelling units otherwise permitted as a principal use in the district, when the housing is specifically designed for and occupied by senior citizens, physically, developmentally or mentally disabled persons.
Effectiveness	Planning Code Section 209.1 principally permits the following - Dwelling specifically designed for and occupied by senior citizens, as defined in Section 102.6.1 and meeting all of the requirements of that Section, at a density ratio or number of dwelling units not exceeding twice the number of dwelling units otherwise permitted above as a principal use in the district. - in all residential districts. Planning Code Section 209.3 principally permits the following - Residential care facility providing lodging, board and care for a period of 24 hours or more to six or fewer persons in need of specialized aid by personnel licensed by the State of California. Such facility shall display nothing on or near the facility which gives an outward indication of the nature of the occupancy except for a sign as permitted by Article 6 of this Code, shall not provide outpatient services and shall be located in a structure which remains residential in character. Such facilities shall include but not necessarily be limited to a board and care home, family care home, long-term nursery, orphanage, rest home or home for the treatment of addictive, contagious or other diseases or psychological disorders. - in all residential districts.
Appropriateness	Continue
Lead Agency	Planning Department
Funding Source	Not required
Schedule	Ongoing

Name of Program **39b**	Planning will develop a density bonus program with the goal of increasing the production of affordable housing. The program will be structured to incentivize market rate projects to provide significantly greater levels of deed-restricted affordable housing than required by the existing City Programs.
Effectiveness	In June 2017, SF Planning adopted the HOME-SF program, which aims to incentivize market-rate projects to provide 30 percent on-site affordable housing in return for density bonuses and other zoning incentives. Read more about the HOPE-SF program and its progress as a key related program listed for Objective 9.
Appropriateness	Continue. Consider expanding upon the City's already-established bonus programs.
Lead Agency	Planning Department
Funding Source	Not required
Schedule	Complete

Name of Program	Planning has developed a legislative ordinance that will enable persons with disabilities who require reasonable accommodation" as exceptions to the City's Planning Code to bypass the currently required variance process, and to access a streamlined procedure permitting special structures or appurtenances such as access ramps of lifts and other non-physical accommodations and will be implemented in Winter 2015.
40	
Effectiveness	The Planning Department has developed a legislative ordinance that will enable persons with disabilities who require reasonable accommodation as exceptions to the City's Planning Code to bypass the currently required variance process, and to access a streamlined procedure permitting special structures or appurtenances such as access ramps of lifts and other non-physical accommodations. Planning Code Section 305.1 provides a process for individuals with a disability to request such a modification to their residential properties to eliminate any barriers to accessing their home. A request for "reasonable modification" may include changes that are not allowed under current Planning Code regulations or require a variance from the Planning Code. There are two processes available for requesting a reasonable modification: an administrative reasonable modification process and the standard variance process.
Appropriateness	Delete. This program has been completed.
Lead Agency	Planning Department
Funding Source	Not required
Schedule	Complete

Name of Program	Planning will amend the San Francisco Planning Code to identify the appropriate districts, development standards, and management practices for as of right emergency shelters, per Government code section 65583(a), which requires the City to identify at least one zoning district where emergency shelters are allowed as of right. Emergency shelters will only be subject to the same development and management standards that apply to other uses within the identified zone. The City will amend and aim to locate zoning for by-right shelters close to neighborhood amenities and support services, which are generally found in the city's Commercial (C) and Neighborhood Commercial (NC) districts, and which, per Appendix D-3, include a significant amount of housing opportunity sites.
41	
Effectiveness	The Planning Code was amended in March 2015 to specifically define homeless shelters and clarify that the use is principally permitted in any district where 'Group Housing' is allowed as of right.
Appropriateness	Delete. This program has been completed.
Lead Agency	Planning Department
Funding Source	Annual work program
Schedule	Ongoing

Name of Program 42	Through its core staff of Historic Preservation Technical Specialists, Planning staff will continue to provide information about preservation incentives to repair, restore, or rehabilitate historic resources towards rental housing in lieu of demolition, including local incentives, those offered through California Office of Historic Preservation, Historic Rehabilitation Tax Credits that can help subsidize rental projects, and creative solutions provided for within the California Historic Building Code (CHBC).
Effectiveness	The Planning Department maintains a webpage that offers information on local, state, and federal preservation incentive programs, including tax benefits, financial assistance, and code incentives, among others. This page is kept current and shared with project sponsors and property owners generally to provide guidance on how they can qualify to use tax benefits: https://sfplanning.org/preservation-incentives.
Appropriateness	Continue
Lead Agency	Planning Department
Funding Source	Annual work program
Schedule	Ongoing

Name of Program 43	MOH shall encourage economic integration by locating new affordable and assisted housing opportunities outside concentrated low-income areas wherever possible, and by encouraging mixed-income development such as for-profit/non-profit partnerships. MOH shall and regularly provide maps and statistics to the Planning Commission on the distribution of projects. This information shall be included in the annual Housing Inventory.
Effectiveness	Few affordable housing projects have been built or underway in areas of the city outside of concentrated low-income areas. Programs such as HOME SF has made it possible to build mixed-income development in these areas.
Appropriateness	Modify. Update development capacity in areas outside of concentrated low-income areas and offer stronger permit approval support for development projects with permanently affordable housing. Add targets and metrics for units to be developed in these areas
Lead Agency	Mayor's Office of Housing
Funding Source	Not required
Schedule	Present to Planning Commission on an annual basis

Name of Program 44	Planning and MOH shall continue to implement and update the Citywide Inclusionary Housing Program, which promotes the inclusion of permanently affordable units in housing developments of 10 or more units. The City shall evaluate the effectiveness of this program including: on-site, off-site, in-lieu fees, and land dedication options, and develop modifications to maximize the delivery of affordable housing units and mixed-income development in San Francisco neighborhoods through this program.
Effectiveness	MOHCD continues to implement and monitor Below Market Rate housing units in the City's Inclusionary Housing Program. Read more about Affordable Housing Monitoring Programs as a key related program for Objective 5, and In-lieu Fees from Inclusionary Housing Program as a key related program for Objective 7.
Appropriateness	Continue
Lead Agency	Planning Department, Mayor's Office of Housing, Office of Community Investment and Infrastructure
Funding Source	Not required
Schedule	Ongoing

OBJECTIVE 5: ENSURE THAT ALL RESIDENTS HAVE ACCESS TO AVAILABLE UNITS.

Policy 5.1 Ensure all residents of San Francisco have equal access to subsidized housing units.

Policy 5.2 Increase access to housing, particularly for households who might not be aware of their housing choices.

Policy 5.3 Prevent housing discrimination, particularly against immigrants and households with children.

Policy 5.4 Provide a range of unit types for all segments of need, and work to move residents between unit types as their needs change.

Policy 5.5 Minimize the hardships of displacement by providing essential relocation services.

Policy 5.6 Offer displaced households the right of first refusal to occupy replacement housing units that are comparable in size, location, cost, and rent control protection.

Effectiveness of Objective 5: Overview

Objective 4 calls to ensure equal access to available units. The City of San Francisco currently operates housing programs that promote equal and increased access to residents and households, including low-income households, Certificates of Preference holders, and those who faced displacement. These programs have succeeded to serve some of the most vulnerable households, however disparities and inequities in access to housing, particularly permanently affordable housing continues to persist. Permanent affordable housing options are much scarcer for very low income and moderate-income households, and amongst applicants to the City below market rate units, racial and ethnic disparities are evident. MOHCD's affordable housing applicants are primarily Asian (30 percent) and Hispanic/Latino (24 percent). Females accounted for just a little more than half (51 percent) of applicants. One-person households and two-person households were the most common applicants. The City also runs programs, and enforces several laws to help prevent discrimination, including Administrative Code Chapters 12A (Powers and Duties of HRC) and 12C, Police Code Article 33, Police Code Article 38, and Police Code Article 49. The Discrimination Division also recently initiated a fair housing testing program. However, reports of discriminatory practices are still evident in data, as well as during outreach and engagement to vulnerable populations. With regards to anti-displacement efforts, Policies 5.5 and 5.6 maintain a narrow focus on relocation services, and housing preferences to displaced tenants. The City runs programs for these purposes that have been very effective in housing displaced tenants who are eligible for below market rate units available. Below, key programs and initiatives are evaluated in terms of their effectiveness in achieving this objective.

Effectiveness of Key Related Programs

Affordable Housing Preference Programs

In order to ensure equal access to affordable housing, San Francisco has established multiple preference programs that prioritize residents that are at risk of displacement. The preference programs are outlined below in order of prioritization.

Certificate of Preference

Established in 2008, the Certificate of Preference (CoP) programs provides a lottery preference for Households that were displaced by the San Francisco Redevelopment Agency as a result of Urban Renewal in the 1960s and 1970s. Individuals with a CoP can exercise it twice – to rent one unit and to purchase one unit. This supports Policy 5.2, and somewhat Policies 5.5, and 5.6, but not to an extent that offers guaranteed housing to CoP as was initially intended with the program. Addresses that qualify for the program have to be in the Western Addition and Hunters Point neighborhood. The program is administered by the Mayor's Office of Housing and Community Development (MOHCD). Table 25 shows the number of CoP applicants and occupants.

Table 25. Affordable Housing Units Occupied by Certificate of Preference (CoP) Holders, FY 2020

	Total Projects	Total Units	Units Available to CoP Holders (100%)	CoP Applications	CoP Placements
New Rental	12	519	519	106	10
New Sale	5	26	26	1	0
Re-Rental	34	83	83	76	6
Re-Sale	30	49	49	1	1
Total	**81**	**677**	**677**	**184***	**17**

* Includes multiple applications by COP holders.
Source: Mayor's Office of Housing and Community Development

Displaced Tenant Housing Preference

The Displaced Tenant Housing Preference (DTHP) program addresses increased eviction rates in the City's rent-controlled housing by providing housing lottery priority in 20 percent of affordable units in new and existing City-sponsored housing developments. The program helps tenants displaced from rent controlled housing by no-fault eviction (I.e., Ellis Act or Owner Move-in Evictions), fire, or unaffordable rent due to expiring affordability restrictions, supporting Policy 5.5. In FY19-20, DTHP was expanded to include tenants at risk of eviction from formerly affordable housing units where rent will increase to market rate. The program gives a lottery preference that can be used when applying to affordable housing. Residents can utilize a DTHP certificate once to either rent or buy a City-sponsored affordable unit.

Table 26. Affordable Housing Units Occupied by Residents with the Displacement Tenant Housing Preference (DTHP), FY 2020

	Total Projects	Total Units	Units Available under DTHP (20%)	DTHP Applications	DTHP Placements
New Rental	12	519	100	343	45
New Sale	5	26	3	2	2
Re-Rental	34	83	41	316	18
Re-Sale	30	49	38	14	7
Total	**81**	**677**	**182**	**675***	**72**

* Includes multiple applications by DTHP certificate holders.
Source: Mayor's Office of Housing and Community Development

Neighborhood Resident Housing Preference

The NRHP Neighborhood Resident Housing Preference (NRHP) was established in 2015 and is only available in new properties funded by MOHCD. The goal of the program is to protect community diversity, stem displacement, and allow neighborhood residents to participate in the benefits that come with new and rehabilitated housing, addressing Policy 5.2, and pre-emptively addresses Policy 5.5 by offering preference in new housing to stem displacement. The property must also have a total of 5 or more units in a MOHCD program and 40 percent of available units can be set aside for applicants with NRHP. The NRHP applies to San Francisco residents who currently live in the same Supervisorial district as, or half-mile from, the property being applied to. Table 27 demonstrates the number of residents that obtained housing through the NRHP from July 2019 to June 2020.

Table 27. Affordable Housing Units Occupied by Residents with the Neighborhood Resident Housing Preference (NRHP), FY 2020

	Total Projects	Total Units	Units Available under NRHP (40%)	NRHP Applications	NRHP Placements
New Rental	12	519	113	6,217	113
New Sale	5	26	4	21	4
Re-Rental	34	83	n/a	n/a	n/a
Re-Sale	30	49	n/a	n/a	n/a
Total	**81**	**677**	**117**	**6,238**	**117**

Source: Mayor's Office of Housing and Community Development

Affordable Housing Monitoring Programs

The Mayor's Office of Housing and Community Development (MOHCD) manages a number of programs to set and implement monitoring standards and procedures for projects receiving housing subsidies. Monitored subsidies include loans for owner-occupied single-family homes, multi-family rental units, and the refinancing of affordable housing projects. Through an annual recertification process, MOHCD staff review management practices, income and rent levels, and occupancy status at subject properties to

ensure compliance with affordability requirements. MOHCD significantly improved its Asset Management and BMR and Inclusionary monitoring programs near the end of the reporting period through investments in technology and process improvements. MOHCD and the Planning Department regularly update the Inclusionary Procedures Manual (most recently in 2018), which contains procedures for monitoring and enforcing the policies that implement the program. Monitoring allows MOHCD and participating City agencies to adjust their programs to ensure they continue addressing policies in Objective 5.

HOPE SF Right to Return Lottery Program
In December 2019, Mayor Breed signed into legislation the HOPE SF Right to Return legislation clarifying the rights of current and former households to occupy replacement housing units on redeveloped public housing sites. HOPE SF is the nation's first large-scale, explicitly anti-racist community development initiative aimed at creating vibrant, inclusive communities without mass displacement of the original residents. The HOPE SF master plans consist of many components to reach initiative goals including one-for-one replacement of all demolished public housing units, development of new private affordable housing and private residential projects on market rate parcels. The Right to Return legislation protects the relocation rights of both current and former HOPE SF residents to live in and benefit from their revitalized community by providing an affordable housing lottery preference on redeveloped public housing sites, and preference for available SF Housing Authority project-based voucher assistance, supporting Policies 5.6.

Read more about the HOPE-SF program and its progress as a key related program listed for Objective 9.

Other Lottery Preference Programs
In addition to the preference programs listed above, San Francisco also has a Live and Work in SF preference that appears on every affordable housing lottery that is conducted by MOHCD. Eligibility for the preference requires that a person already lives in San Francisco and that the individual works at least 75 percent of their working hours in San Francisco. The Live and Work in SF preference apply to any available leftover affordable units. This lottery program addresses Policy 5.1, and similar to NRHP, addresses Policies 5.2 and 5.5.

San Francisco has project-based preference programs as well. These include preferences if a person is a former resident of the property and if the resident is rent-burdened or in need of housing assistance. The former resident preference applies to renovated projects like the units being renovated under the HOPE-SF. All available units can be set aside for former residents and someone is eligible for the preference if they lived at the development before renovation. The Rent Burdened/Assisted Housing Preference is only available for certain properties that are sponsored by the Office of Community Infrastructure and Investment (OCII) in the Bayview Hunters Point Neighborhood. Residents are eligible if they are currently paying more than 50 percent of their income towards housing costs or if a resident is living in public housing or project-based Section 8 housing within San Francisco. 100 percent of available units within the designated project can be set aside for this preference.

Rental Assistance Programs

Rental Assistance Programs offer financial assistance to gain access to housing. The Emergency Rental Assistance and Housing Choice Vouchers programs both support Policy 5.1.

Emergency Rental Assistance

San Francisco funds emergency rental assistance through various nonprofit service providers for families and individuals experiencing financial difficulties to help keep residents stably housed and prevent homelessness.

Housing Choice Vouchers (Section 8)

The Housing Choice Voucher program, also known as Section 8, is a rental assistance voucher program funded by HUD and has been administered by the SF Housing Authority to provide monetary assistance for rental housing for low-income families, the disabled, and elderly populations. SFHA administers the voucher, and then pays the landlord a subsidy on behalf of the participating household. The household is required to pay the balance of the rent, which is typically not more than 30 percent of the household's income.

Only a minority of households who income qualify nationwide can receive a Housing Choice Voucher due to limited federal funding for the program. As a result, most very low-income households in San Francisco and around the country do not receive rental assistance and are severely rent burdened, paying more than 50 percent of income on rent.

More tenant and landlord support are necessary for the success of the programs. Since the Housing Choice Voucher program, relies on private landlords to accept vouchers, the lack of knowledge about how the program works can affect the success of the program. Similarly, if a tenant does not know how to find resources on voucher programs or to find housing for an existing voucher they hold, the voucher might not be utilized.

Service providers noted that clients in the Housing Choice Voucher program have a difficult time getting a response from the SFHA, which administers the vouchers and operates housing. This often results in a delay in paying landlords and paper processing. Landlords may be more reluctant to rent to tenants in the program and act to remove these tenants because of the challenges in reaching program administrators.

HELP (Homeowners Emergency Loan Program)

MOHCD provides loans to San Franciscan homeowners who need financial emergency help with: past due mortgage payments, past due HOA monthly dues, past due property taxes, special assessments (e.g. renovation costs passed down to residents), BMR homeowners in need of financial assistance to complete necessary repairs in order to sell property. The HELP program offers a path to maintaining housing stability within the BMR program, in support of Policy 5.1. The HELP Fund Balance stands at $586,108 as of February 4, 2022.

Relocation Assistance Programs

Tenants' Rights to Relocation for No-Fault Evictions
According to Administrative Code Section 37.9C, tenants who receive a Covered No-Fault Eviction Notice are entitled to receive relocation expenses from the landlord. This code continues to be enforced and minimizes hardships of displacement, as called for in Policy 5.5. Tenants who are 60 years or older or disabled receive additional payment. Relocation expenses increase annually.

Universal Right to Counsel
MOHCD's Eviction Prevention & Housing Stabilization Program includes funding the Tenant Right to Counsel strategy. The No Eviction Without Representation Act of 2018 ("Prop F") established a policy that all residential tenants facing eviction have the right to full-scope legal defense. Tenant Right to Counsel (TRC) is intended to ensure that tenants receive legal representation in the case of an eviction, from start to finish. This representation includes, but is not limited to: filing responsive pleadings, appearing on behalf of a tenant in court proceedings, and providing legal advice. Depending on the situation, the Tenant Right to Counsel program addresses any of the policies for Objective 5. Between the 2013-2020 fiscal years (FY), MOHCD provided 34,365 clients with Eviction Prevention services with a budget that has increased overall from $5.26 million in FY 2013-2015 to $35.67 million by FY 2019-2020, increasing on average $7.6 million each fiscal year. The greatest change in the budget occurred between FY 2018-2019 and FY 2019-2020, increasing 230 percent.

Figure 8 shows the types of services used by clients between 2018-2020, with Tenant Counseling (29 percent of clients) and Full-Scope Representation (26 percent of clients) being the most used service during this time period. Note that Full-Scope Representation services began being offered in 2018, after the passing of Proposition F (Tenant Right to Counsel), which required the City of San Francisco to provide full-scope legal representation to residential tenants facing eviction.

Figure 8. MOHCD Eviction Client Services (FY 2018 – 2019, FY 2019 - 2020)

- Tenant Counseling
- Legal Advice & Counsel
- Mediation
- Limited-Scope Legal Representation
- Legal Referral and Post Settlement
- Full-Scope Representation
- Rental Assistance
- Pro Per Assistance
- Housing Case Management
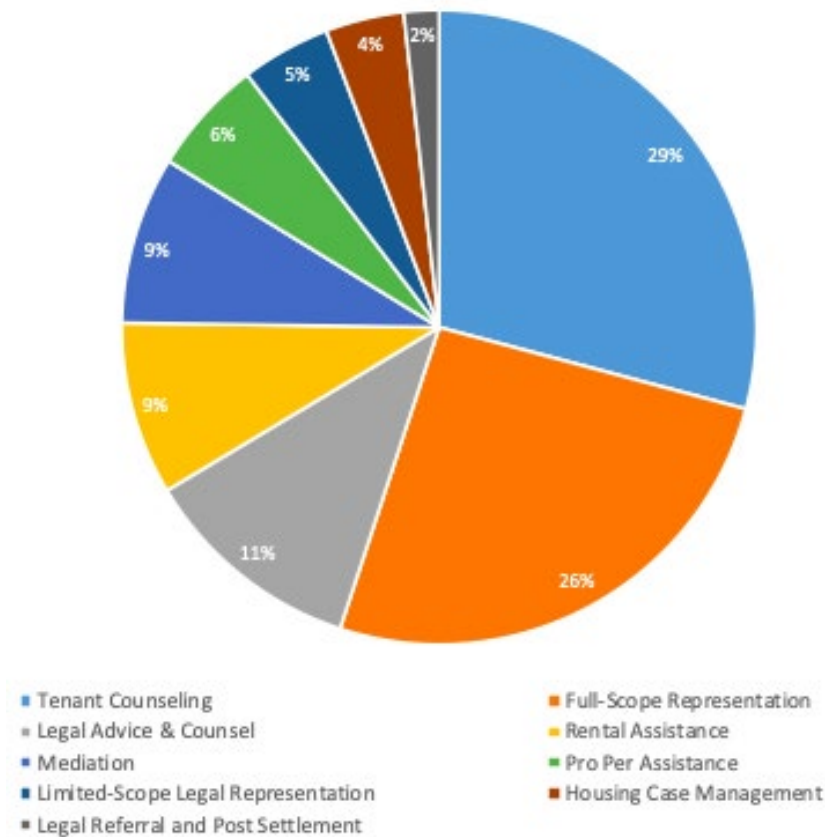
Source: Mayor's Office of Housing and Community Development

*Total Clients = 11,859, note: one client had no service reported, percentages rounded to nearest whole

Full-Scope Representation
Between the FY 2018-2019 and FY 2019-2020, Full-Scope Representation clients increased by 26 percent.

Table 28. Full-Scope Representation Cases (FY 2018 – 2019, FY 2019 – 2020)

Fiscal Year	Full-Scope Representation Cases
FY 2018-19 (12 months)	1,357
FY 2019-20 (12 months)	1,716

Source: Mayor's Office of Housing and Community Development

Alleged causes for eviction are predominantly For Cause, which includes non-payment of rent, nuisance, and breach of lease. 58 percent of clients who received tenant right to counsel services cited non-payment of rent as the cause of eviction. Nuisance was the second most cited cause of eviction at 19 percent.

Figure 9. Tenant Right to Counsel Intake by Alleged Cause
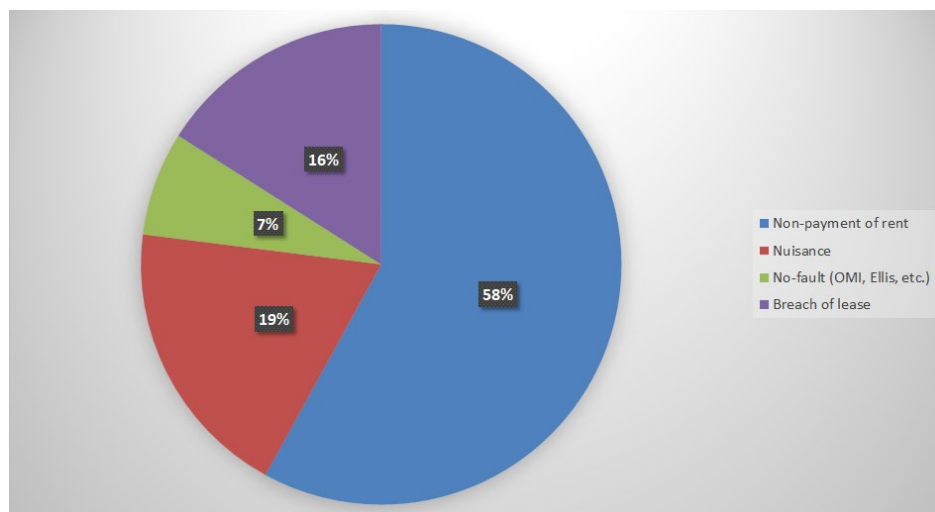
Source: Mayor's Office of Housing and Community Development

Fortunately, there is a high success rate among clients who receive full-scope representation. The success rate (i.e., client/household stays in their home) of full-scope representation clients is 67 percent.

Figure 10. Full-Scope Representation Client Outcomes
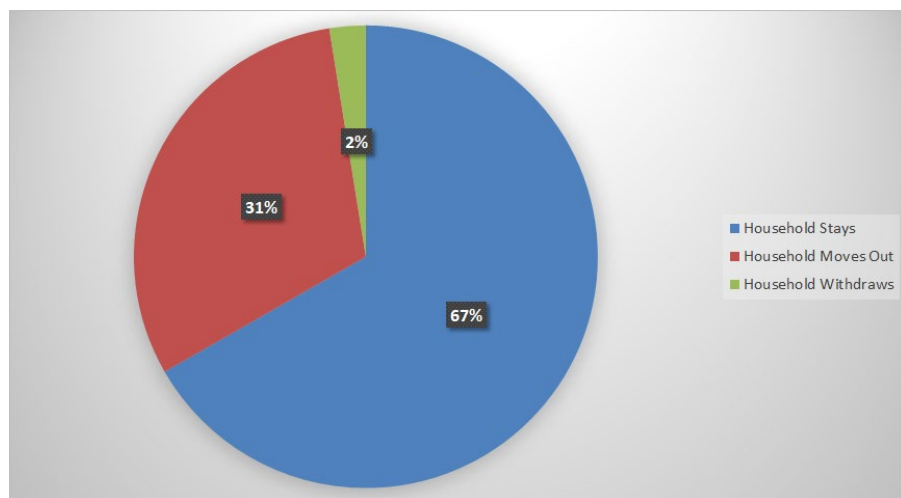
Source: Mayor's Office of Housing and Community Development

Table 29. Residents Served by Access to Housing, Eviction Prevention and People Living with HIV/AIDS (PLWHA), FY 2016 – FY 2020

Fiscal Year	Housing Education and Placement		Eviction Prevention		Supportive Housing for PLWHA	
	Residents Served	Total Budget	Residents Served	Total Budget	Residents Served	Total Budget
FY 2016	4,755	$1,844,564	8,447	$5,258,341	761	$4,767,048
FY 2017	5,350	$1,760,098	7,379	$6,632,894	420	$5,402,821
FY 2018	5,137	$2,035,086	6,701	$7,724,366	357	$4,506,337
FY 2019	6,206	$2,526,703	6,158	$10,807,592	396	$4,264,321
FY 2020	6,164	$3,733,896	5,680	$35,665,859	273	$6,524,991

*Fiscal years for the City and County of San Francisco begin July 1 and end June 30

Source: Mayor's Office of Housing and Community Development

Tenant Counseling, Outreach, and Education

MOHCD's tenant counseling, education, and outreach programs include, but are not limited to: Know Your Rights workshops, 1-on-1 counseling, community partner-driven convening and coordination of all tenant counseling organizations, civic engagement and leadership development, and a community-driven public information campaign. These programs address most policies for Objective 5. The Department of Building Inspection (DBI) oversees the Code Enforcement Outreach Program (CEOP) and the Mission, Chinatown, Central City (Tenderloin), and Families United SRO Collaboratives. The City budgets $6 million annually to implement these programs, which includes $3.8 million allocated to DBI and $2.2 million to MOHCD.

While City-funded providers of these services have not quantified the unmet need, all have indicated that their programs are not at all scaled to the challenge. Not only do their programs not have capacity to serve all who seek help, there are likely many hundreds if not thousands of tenants who never seek help when confronted by an eviction or other form of housing instability because they either do not know their rights as tenants or do not know where to go for help.

Although Tenant Counseling clients decreased by 22 percent between the 2018-2019 and 2019-2020 fiscal year, the service remained as the top two most utilized services. The decline in cases may be attributed to the pandemic as grantees transitioned to remote operations and/or difficulty in collecting client data remotely.

Table 30. Tenant Counseling Cases (FY 2018 – 2019, FY 2019 – 2020)

Fiscal Year	Tenant Counseling Cases
FY 2018-19 (12 months)	1,940
FY 2019-20 (12 months)	1,516

Source: Mayor's Office of Housing and Community Development

Protections for Special Populations

Programs below are intended to prevent housing discrimination, as called for in Policy 5.3, and increase housing opportunities for special population, as called for in Policy 5.1.

Reasonable Accommodations

The Planning Department has developed a legislative ordinance that will enable persons with disabilities who require reasonable accommodation as exceptions to the City's Planning Code to bypass the currently required variance process, and to access a streamlined procedure permitting special structures or appurtenances such as access ramps of lifts and other non-physical accommodations. Planning Code Section 305.1 provides a process for individuals with a disability to request such a modification to their residential properties to eliminate any barriers to accessing their home. A request for "reasonable modification" may include changes that are not allowed under current Planning Code regulations or require a variance from the Planning Code. There are two processes available for requesting a reasonable modification: an administrative reasonable modification process and the standard variance process.

Housing Opportunities for Persons with AIDS (HOPWA)

HUD's Housing Opportunities for Persons with AIDS (HOPWA) Program is the Federal funding source for most HIV housing services in San Francisco. HOPWA is transitioning to a formula-based funding model based on incidence of infection rather than the historical model based on cumulative AIDS cases. The City and County of San Francisco has provided replacement funding through general fund sources to sustain supportive HIV housing services and prevent PLWHA from experiencing evictions. A revised set of goals and objectives has been developed in partnership with several City of SF leaders, community providers and HIV community members in order to improve services and housing outcomes for PLWHA.

Funding for all HIV/AIDS subsidies remained relatively flat over the previous five years but the cost for rental housing in San Francisco consistently rose. As subsidies "turned over" through attrition, new subsidy amounts needed to increase. As a result, the total number of subsidies available steadily declined during this period. The HIV/AIDS 2020-2025 Housing Plan estimates that there are 28-project-based/capital units that will become available each year to new HIV/AIDS households, assuming constant funding for HIV/AIDS housing resources.

The number of subsidies available for new households decreased. These trends indicate that planning for future housing assistance for PLWHA in San Francisco should account for continued attrition as housing costs continue to rise.

Targeted, permanent units are available to PLWHA in San Francisco through independent living associations (ILA), licensed Substance Use Treatment (SA), permanent supportive family housing units (PSH), transitional housing (TH), and Residential Care Facilities for the Chronically Ill (RCFCIs). Most permanent units for PLWHA in San Francisco are managed by non-profit providers in mixed-population sites or developments that braid HOPWA funds with other sources. Typically, HOPWA funding provides for both the capital construction costs as well as the dedication costs to set aside units for qualifying PLWHA. There are 456 permanent units dedicated for PLWHA in San Francisco, indicating a high rate of retention or replacement of the 464 units that were available five years ago.

Table 31. Dedicated HIV/AIDS Units, 2019

Unit Type	Units
Independent Living Associations	304
Licensed Substance Abuse Treatment	23
Permanent Supportive Family Housing Units	5
Transitional Housing	11
Residential Care Facilities for Chronically Ill	113
Total	**456**

Source: City and County of San Francisco HIV/AIDS Housing Five-Year Plan, Mayor's Office of Housing and Community Development, June 2021

Plus Housing Programs (Low-income/HIV)

Plus Housing is a housing program through MOHCD for low-income people living with HIV. Applicants can choose to be considered for either (or both) permanent housing subsidies and units. Plus Housing is federally funded by HOPWA (Housing Opportunities for Persons With AIDS), and locally by the San Francisco General Fund. Stably housed households, which are those who are currently housed and not in a transitional housing program (medical, substance treatment or other time-limited programs), are eligible for available rent subsidies/vouchers. Transitionally housed households are eligible for available units. The city's HIV/AIDS Housing 5-year plan released in June 2021 lists more than 800 applicants requesting rental assistance through the Plus Housing program.

Our Trans Home SF Initiative

The Our Trans Home SF initiative is a rental assistance, transitional housing and navigation, and training program funded by the city for transgender, gender variant, and intersex people in the San Francisco Bay Area. The Bobbi Jean Baker House in the Mission has 18 rooms with integrated housing case management services to support residents on their path to long-term housing stability. After one year, new program participants move in for another year of transitional housing. Initiated in 2020, the two-year pilot program was allocated $2.3 million. St. James Infirmary and Larkin Street Youth Services were selected to be the main providers of the program.

HIV/AIDS Rent Subsidy Program

Mayor London N. Breed in partnership with MOHCD and the Q Foundation launched the first new rental subsidy program for people living with HIV/AIDS. In 2019, MOHCD awarded $1 million to the Q Foundation to administer the HIV/AIDS Rent Subsidy Program. The rental subsidies were administered to approximately 120 individuals who are HIV positive. To qualify for the program, people must be either currently housed and paying more than 70 percent of their income toward rent, or offered below-market rate housing in San Francisco, but in need of a subsidy.

Fair Housing Practices

Fair Housing Practices and programs help ensure that housing continues to be offered and accessed equally to all people of San Francisco, as called for in Policies 5.1 and 5.2.

Local Fair Housing Laws and Regulations

Signed in 2018, Affirmatively Furthering Fair Housing (Assembly Bill 686) mandates that State and local public agencies affirmatively further fair housing through deliberate action to explicitly address, combat, and relieve disparities resulting from past and current patterns of segregation to foster more inclusive communities. This law includes new requirements for the Housing Element, which the Planning Department is implementing with the Housing Element 2022 Update. These requirements include an assessment of fair housing practices, an analysis of the relationship between available sites and areas of high or low resources, and concrete actions in the form of programs to affirmatively further fair housing. Compliance with these requirements is focused on replacing segregated living patterns with truly integrated and balanced living patterns and transforming racially and ethnically concentrated areas of poverty (R/ECAP) into areas of opportunity, as AB 686 mandates.

San Francisco has codified federal and state laws related to discrimination and fair housing issues in local legislation and expanded protections to fit local needs, including Articles 1.2, 33, 38, and 49 of the Police Code; Chapters 12C and 12H of the Administrative Code; and Planning Code Section 305.1. These local laws protect people from discrimination based on race, color, ancestry, national origin, place of birth, sex, age, religion, creed, disability, sexual orientation, gender identity, weight, height, HIV status, families with young children, or review of conviction history. More recently, the Fair Chance Ordinance (Article 49 of the San Francisco Police Code) that requires employers to follow strict rules regarding applicants' and employees' arrest and conviction records was amended in 2018. The amendment specifically added language to "prohibit employers and housing providers from inquiring about, requiring disclosure of, or basing housing and employment decisions on a person's conviction history until after a conditional offer of employment."

Fair Housing Enforcement and Outreach Capacity

Locally, the San Francisco Human Rights Commission (HRC) handles intake and referral for fair housing inquiries. HRC's Discrimination Complaints Investigation and Mediation Division conducts investigation and mediation for housing discrimination complaints pursuant to local laws including Administrative Code Chapters 12A (Powers and Duties of HRC) and 12C, Police Code Article 33, Police Code Article 38, and Police Code Article 49. The Discrimination Division also recently initiated a fair housing testing program. HRC also provides input to other City and County departments on fair housing issues, fosters dialogue between the community and the local government, amplifies unheard voices, and provides training and guidance to housing providers regarding compliance with fair housing laws. Thus, HRC is a municipal agency dedicated to equity and to protect and promote human rights for all.

Given that the Human Rights Commission cannot provide individual legal representation or legal advice or direct advocacy (be an advocate for a particular side while a case is under investigation), it does connect people to organizations that do. The Mayor's Office of Housing and Community Development actively funds some of these organizations to support outreach and enforcement on fair housing.

Read an evaluation and more on San Francisco's efforts to affirmatively further fair housing in the Housing Element 2022 Update Needs Assessment.

Addressing Impediments to Fair Housing

The product of a multi-agency effort coordinated by the Mayor's Office of Housing, the City regularly updates and releases an Analysis of Impediments to Fair Housing report, the latest of which covers 2013-2018. The report discusses the challenges of affordability, accessible housing, and alleged discrimination in the city's housing market. The paper also offers recommendations on increasing community acceptance of affordable housing and the promotion of fair housing practices in public housing. These action items are incorporated into the City's 2010-2015 Consolidated Plan and its associated Action Plan.

MOHCD has worked on various initiatives to address the impediments identified in the City's Analysis of Impediments to Fair Housing Choice report, including addressing the Impediments to Affordable Housing Development, Impediments to Utilization of Assisted Housing Programs, and Impediments Facing People with a Criminal Record. MOHCD has focused its efforts on increasing affordable housing production through site placement, working with other city agencies to remove regulatory barriers, and creating new financing sources all in order to increase the production of affordable housing as discussed above. In an attempt to overcome the impediment of utilizing assisted housing programs, MOHCD is developing a centralized online housing notification and application system called DAHLIA. This will centralize how people learn about affordable housing opportunities. It will also simplify and centralize how people apply to those housing opportunities. Additionally, MOHCD continued to work closely with the Human Rights Commission to implement San Francisco's Fair Chance Ordinance in all City-assisted affordable housing in order to address the impediment facing people with a criminal record.

Appropriateness of Objective 5

Equal access to housing requires equitable interventions and strategies: to increase investments to those who are most vulnerable, most at-risk of displacement, and those have been harmed by the discriminatory programs in the past. This objective and underlying policies also should be modified to recognize the extent and risk of displacement for vulnerable households, provide direction on anti-displacement efforts, and affirmatively further fair housing.

Review of Implementation Programs for Objective 5 from 2014 Housing Element

Name of Program **45**	All housing agencies shall require associated project sponsors to provide the agency with an outreach program that includes special measures designed to attract those groups identified as least likely to apply.
Effectiveness	MOHCD has outlined expectations of marketing inclusionary units, including requirements specifying an outreach and marketing plan: https://sfmohcd.org/expectations-inclusionary-rental-agents-andor-owners and https://sfmohcd.org/pricing-and-marketing-inclusionary-units
Appropriateness	Continue. Consider an additional measure to identify which groups are least likely to apply.
Lead Agency	Mayor's Office of Housing, Office of Community Investment and Infrastructure, San Francisco Housing Authority
Funding Source	Not required
Schedule	Ongoing (part of project review)

Name of Program **46**	The Mayor's Office on Housing (MOH) shall work with SFHA, HSA, DPH, and nonprofit and private housing providers to develop a website providing information on affordable housing opportunities within the city, including BMRs, providing specific information about the availability of units and related registration processes, and applications.
Effectiveness	In 2016, the City created DAHLIA, a search and application portal for the city's affordable housing units. DAHLIA offers a central resource to find affordable housing, collect information from prospective renters, and easily track data of applicants: https://housing.sfgov.org/. The City also created a landing page with some of general housing resources around San Francisco, such as Eviction Help, Rental Housing, and Homeownership: https://sf.gov/departments/mayors-office-housing-and-community-development.
Appropriateness	Complete. This landing page has since been creating for various housing programs. Consider changing to completing and expanding the build-out of key housing database pages, such as DAHLIA, to collect data on communities being served by the City's various housing services.
Lead Agency	Mayor's Office of Housing
Funding Source	Program funding
Schedule	Online by the end of 2010. Pursue a physical location following the completion of the online version is up and running.

Name of Program **47**	The City's Human Rights Commission (HRC) will continue to support and monitor the Fair Housing Access laws and advise the Mayor's Office of Housing and the Mayor's Office on Disability on issues of accessibility and impediments to Fair Housing. The HRC will investigate and mediate discrimination complaints. When appropriate, the HRC will provide referrals to other government agencies.
Effectiveness	In 2016, HRC closed its first annual Fair Chance Compliance Survey, sent to affordable housing providers to assess the effectiveness of the Fair Chance Ordinance. HRC continued its ongoing roundtable discussion sessions with affordable housing providers to assess the FCO Compliance Survey, discuss best practices, and otherwise increase competency in and streamline implementation of the FCO.
	In 2016, HRC also responded to inquiries from affordable housing providers, property managers, and tenants regarding FCO on and ongoing basis.
	HRC worked with the SF Sheriff's Department and transgender stakeholders to develop and implement inclusionary housing and programming policies for transgender inmates at County jails. The effort stems from the segregation and disparate treatment of transgender inmates in detention facilities. The long-term goal of the collaboration is for transgender inmates to be housed according to their gender identity (as opposed to assigned sex at birth) and housing preference.
	In 2016, HRC received 961 inquiries of possible discrimination in housing, employment, and public accommodation. From these initial inquiries, 264 individual and group intake interviews were conducted. Formal complaints were drafted for 54 new Complainants in 2016. The majority of these complaints were based on discriminatory actions in housing. For housing complaints filed in 2016, the most common protected class is disability.
	The same is also true for public accommodation complaints filed in 2016. For employment complaints filed in 2016, the most common protected class is gender identity. In 2016, HRC staff conducted 13 mediations.
Appropriateness	Continue. Consider setting metrics for this program and releasing an annual report as well as other data to understand trends and how metrics and goals are being met.
Lead Agency	Mayor's Office of Housing
Funding Source	Annual work program
Schedule	Ongoing – existing program

Name of Program **48**	The HRC will continue to assist in resolving landlord-tenant problems in rental housing, including single room occupancy hotels.
Effectiveness	HRC continues to mediate complaints of discrimination and non-compliance in housing as prescribed by City policy as jurisdiction, regardless of housing type.
Appropriateness	Continue
Lead Agency	Human Rights Commission
Funding Source	Annual work program
Schedule	Ongoing – existing program

Name of Program	The Board of Supervisors shall continue to uphold local measures prohibiting tenant harassment. Section Sec. 37.10B of the City's Administrative Code prevents landlords or their agents from doing specified acts, such as abusing the right of entry to the unit, threatening or attempting to coerce a tenant to move, or interfering with the tenant's right of privacy.
49	
Effectiveness	The Board of Supervisors continue to uphold City measures prohibiting tenant harassment.
Appropriateness	Continue
Lead Agency	Board of Supervisors
Funding Source	Annual work program
Schedule	Ongoing

Name of Program	The City should continue to evaluate the effectiveness of existing programs to discourage displacement and to provide evicted tenants with sufficient relocation accommodations. Relocation services including counseling, locating replacement housing, and moving expenses should be provided to match the needs of displaced tenants. The City and the Board of Supervisors should continue to pursue necessary legislative modifications at local and State levels to minimize the adverse effects of evictions on tenants.
50	
Effectiveness	Over the past three years, the City has significantly increased investment in eviction prevention and tenant counseling services focusing on keeping tenants in their homes. In FY 2014-15, MOHCD invested approximately $3,600,000 in these service areas. In 2015-16, that amount increased to approximately $4,300,000. As of July 1, 2016, MOHCD has now allocated over $7,000,000 in funding to support eviction prevention and tenant counseling, with $250,000 specific to or prioritized for the Mission District. Since 2013, MOHCD has also convened eviction prevention and tenant counseling group on a bi-monthly basis to discuss policy and funding issues and improve coordination between the City and community-based organizations.
Appropriateness	Continue
Lead Agency	Board of Supervisors
Funding Source	Annual work program
Schedule	Ongoing

Name of Program	DBI shall enforce housing codes where such infractions adversely affect protected resident categories, and shall monitor the correction of such continuing code violations to prevent the loss of housing.
51	
Effectiveness	DBI continues to enforce housing codes. All departments will be required to create a racial equity plan for internal and external processes, including DBI. This may inform any future code amendments that increase equity.
Appropriateness	Continue. Consider specifying other policies and programs that encourage housing equity for families.
Lead Agency	Mayor's Office of Housing
Funding Source	Annual work program
Schedule	Ongoing – existing program

Name of Program 52	The City and all of its partners shall continue to provide translation of all marketing materials, registration processes, applications, etc. Such materials should be marketed broadly and specifically target underserved populations.
Effectiveness	A recent example: https://www.calle24sf.org/es/ The City and departments are required to follow the Language Access Ordinance since 2001 (previously called the Equal Access to Services Ordinance). Since March 2015, all City Departments that provide information or services directly to the public are required to follow the Ordinance. https://sf.gov/data/language-access-ordinance-compliance-data
Appropriateness	Modify. Consider adjusting text to center outreach and marketing materials around racial and social equity and populations underserved for specific programs.
Lead Agency	Mayor's Office of Housing
Funding Source	Annual work program
Schedule	Ongoing

Name of Program 53	The Police Department will continue to implement San Francisco's Municipal Police Code under Article 1.2, which prohibits housing discrimination against families with minor children. This law prohibits the most common forms of discrimination, such as restrictive occupancy standards, rent surcharges and restrictive rules.
Effectiveness	SF Police Code Article 1.2: https://codelibrary.amlegal.com/codes/san_francisco/latest/sf_police/0-0-0-444#JD_101
Appropriateness	Modify. Consider requiring annual police reports to include data reporting and tracking cases of discrimination.
Lead Agency	Police Department
Funding Source	Annual work program
Schedule	Ongoing

Name of Program 54	The City will continue to promote access to housing by families by enforcing Section 503(d) of the City's Housing Code, and supporting amendments that increase equity.
Effectiveness	SF Housing Code Section 503: https://codelibrary.amlegal.com/codes/san_francisco/latest/sf_building/0-0-0-53885
Appropriateness	Continue. Consider specifying other policies and programs that encourage housing equity for families.
Lead Agency	Mayor's Office of Housing
Funding Source	Annual work program
Schedule	Ongoing – existing program

OBJECTIVE 6: REDUCE HOMELESSNESS AND THE RISK OF HOMELESSNESS.

Policy 6.1 Prioritize permanent housing and service-enriched solutions while pursuing both short- and long-term strategies to eliminate homelessness.

Policy 6.2 Prioritize the highest incidences of homelessness, as well as those most in need, including families and immigrants.

Policy 6.3 Aggressively pursue other strategies to prevent homelessness and the risk of homelessness by addressing its contributory factors.

Policy 6.4 Improve coordination among emergency assistance efforts, existing shelter programs, and health care outreach services.

Effectiveness of Objective 6: Overview

In 2016, the City and County of San Francisco created a new city department, the Department of Homelessness and Supportive Housing (HSH), to make a significant and sustained reduction in homelessness in San Francisco through the coordinated provision of services. Since 2015, the City has expanded considerably the number of Permanent Supportive Housing units, subsidies for operation, and temporary shelters. This will include approximately 4,000 units of additional Permanent Supportive Housing by end of 2022. The City has also reduced the number of unsheltered families. While improvements have been made at multiple levels, the number of unhoused residents has continuously grown over the years to over 8,000 based on the latest Point in Time Count in 2019.

Within San Francisco's homeless populations American Indian and Black people are significantly overrepresented compared to their share of the population. These policies only highlight families and immigrants as higher incidence of homelessness while these racial groups, or other such as transgender people, or those with prior incidence of homelessness are left out. The Coordinated Entry System run by HSH considers chronic homelessness as a priority and this has also been a concern amongst some homeless advocates. Focusing on chronic homelessness has resulted in high vacancy rates in the city's supportive housing and also could result in long waits for those who do not rise to the top levels of chronic homelessness, which would eventually worsen their situation while waiting for housing and services

The City also supported and promoting other solutions such as housing vouchers, short, and long-term rental assistance. For example, in July 2020, the city launched the Flexible Housing Subsidy Pool, a scattered-site Permanent Supportive Housing strategy that matches people experiencing homelessness to private market apartments across the city and provides supportive services so that they remain stably housed.

Effectiveness of Key Related Programs

In 2016, the City and County of San Francisco created a new city department, the Department of Homelessness and Supportive Housing (HSH), to make a significant and sustained reduction in homelessness in San Francisco through the coordinated provision of services. HSH operates the City's Homelessness Response System (HRS), which includes outreach, homelessness prevention, Coordinated Entry, shelter, housing, and problem-solving interventions. As of March 2022, the HRS serves over 14,000 individuals every day, providing over 10,000 units of supportive housing, capacity to shelter over 1,700 guests, and a variety of other services.

There are six core components to HSH's work to address homelessness: Outreach, Temporary Shelter, Coordinated Entry, Problem Solving, Housing, and Housing Ladder.

Outreach
HSH connects the most vulnerable individuals living outside with available and appropriate resources within the Homelessness Response System through outreach, engagement and case management. The San Francisco Homeless Outreach Team (SFHOT) provides citywide outreach 7 days a week citywide through a contract with a non-profit service provider.

Temporary Shelter
Temporary Shelters provides temporary places for people to stay while accessing other services to support a permanent exit from homelessness. Temporary shelters offer short-term strategies to eliminate homelessness, called for in Policy 6.1.

HSH provides HUD with an annual Housing Inventory Count that provides details on the number of shelter beds and housing units in the City's system of care. To determine the number and utilization of available shelter beds, HSH documents the number of beds available and the occupancy rate on a single night early each calendar year. Temporary Shelter, per the HUD definition of emergency shelter, includes programs like congregate shelters, non-congregate shelters, Navigation Centers and SAFE Navigation Centers, Stabilization Beds and Transitional Housing.

The City's shelter resources have overall increased since 2015. San Francisco's emergency shelter system expanded rapidly in 2020 due to the mayor's 1,000 New Shelter Beds Initiative and the expansion of non-congregate shelter (such as the Shelter-in-Place Hotel Program) opened in response to the COVID-19 pandemic. Simultaneously, the City's congregate shelter system capacity decreased by over 70 percent due to social distancing requirements during the COVID-19 pandemic

During the COVID-19 pandemic, the city also stood up Safe Sleep sites for people to sleep in tents in a safe and clean place. HUD does not categorize these sites as emergency shelter, so these programs are not included in shelter data the city reports to HUD.

The occupancy rate of emergency shelters has slightly decreased since 2015, but the 2021 utilization climbed back up to 89 percent. The number of beds allocated to people in adult and family households n has increased overall.

Table 32. Emergency Shelter Counts

Type of Resource*	2015	2016	2017	2018	2019	2020	2021
Total Beds	2,103	2,313	2,322	2,241	2,721	2,978	4,474
Family Beds	383	424	538	501	496	657	550
Adult-only Beds	1,635	1,697	1,724	1,589	2,129	2,246	1,180
Other Beds (ex. Seasonal, overflow, voucher)	65	167	35	125	90	75	2,744
Child-only Beds	20	25	25	26	6	0**	0**
People Sheltered*	1,994	2,211	2,050	2,011	2,262	2,471	3,588
Occupancy Rate**	95%	96%	88%	90%	83%	83%	89%

Source: HSH's Housing Inventory Counts and Point-in-Time Counts.

* Per HUD, family beds are allocated to households with at least one adult over 18 and at least one child under 18. Adult-only beds are for households with only people over the age of 18. Child-only beds are for households with only people under 18.

**There were 6 child-only beds in the CoC's system in 2020 and 2021. These beds were miscategorized in 2020 and 2021. For consistency, this table mirrors the HIC- reported numbers.

***The number provided for the number of shelter beds and number of people sheltered a given year is a snapshot based on a single point in time. This number represents the number of clients present at a site on the night of the Point-in-Time count and is not a representation of the number of people served at the site year-round.

**** Occupancy rate is calculated by: People Sheltered / Total Beds

The occupancy rate in transitional housing has seen a slight decrease in recent years, with 75 percent utilization in 2020. The number of beds among households with children saw a decline in 2020 after nearly doubling between 2018 and 2019.

Table 33. Transitional Housing

Type of Resource*	2015	2016	2017	2018	2019	2020	2021
Total Beds	465	479	453	551	752	627	537
Family Beds	238	231	235	238	402	190	212
Adult-Only Beds	227	248	218	313	350	437	325
People Sheltered*	407	411	440	474	575	473	412
Utilization**	88%	86%	97%	86%	76%	75%	77%

Source: HSH

* Per HUD, family beds are allocated to households with at least one adult over 18 and at least one child under 18. Adult-only beds are for households with only people over the age of 18.

** Utilization is calculated by: People Housed or Sheltered / Total Beds

***The number provided for the number of shelter beds and number of people sheltered a given year is a snapshot based on a single point in time. This number represents the number of clients present at a site on the night of the Point-in-Time count and is not a representation of the number of people served at the site year-round.

Shelters

HSH offers shelter resources, as available, to individuals experiencing homelessness. The City operates several kinds of shelters for adults, youth, and families. Some have private rooms, but most are congregate. The City's Homelessness Recovery Plan calls for 6,000 additional placements into housing and shelters for people experiencing homelessness. As of March 2022, the City has made over 3,700 placements.

The City aims to reopen and add shelter beds to get to 2,100 shelter beds in the system. As of March 2022, the system has capacity for 1,810 people.

Safe Sleeping Sites

The City of San Francisco first launched Safe Sleeping Sites in 2020 in hopes of keeping unhoused people socially distant during the COVID-19 pandemic. Safe Sleeping Sites are operated by HSH and include wrap-around services like showers and food. At the end of 2020, five safe sleeping sites were in operation throughout San Francisco, with a total capacity of 213 people.

Trailer Program

The City received 120 trailers from the State to use as emergency shelter for COVID-19. The City will continue to manage these trailers as another shelter resource.

Vehicle Triage Centers

These centers provide safe places for unhoused people in their vehicles to live and receive services. Clients can also leave their vehicles at the sites while accessing Homelessness Response System services elsewhere. HSH operated a pilot center from 2019 to 2021 and opened a VTC in January 2022. The Department plans to open another new site before June 2022.

Navigation Centers

San Francisco's first Navigation Center opened in March 2015 and was a successful pilot serving San Francisco's highly vulnerable and long-term unhoused neighbors who are often fearful of accessing traditional shelter and services. HSH subsequently opened 10 Navigation Centers and currently has eight in operation. A new Navigation Center is expected to open spring 2022.

San Francisco's Navigation Center model is being replicated nationally. San Francisco is building on this best practice by developing SAFE Navigation Centers.

An evolution of Navigation Centers, SAFE Navigation Centers are low-threshold, high-service temporary shelter programs for adults experiencing homelessness in San Francisco. SAFE Navigation Centers build off of the best aspects of Navigation Centers while making them more scalable, sustainable, and effective

Table 34. SAFE Navigation Centers in San Francisco

Location	Date Opened	Capacity
125 Bayshore Boulevard	October 2018	128 persons
680 Bryant Street	December 2018	84 persons
224 South Van Ness Avenue	June 2018	186 persons
600 25th Street	June 2017	64 persons
20 12th Street	June 2016	112 persons
555 Beale Street	December 2019	200 persons
1925 Evans Street	January 2021	116 persons
700 Hyde Street	February 2021	75 persons

Coordinated Entry

Coordinated Entry organizes the Homelessness Response System with a common, population specific assessment; a centralized data system and "by name" database of clients; and a prioritization method. This process directs clients to the appropriate resources and allows for data-driven decision making and performance-based accountability. The Coordinated Entry process is organized to serve three subpopulations: Adults, Families, and Transitional Aged Youth. HSH continues to analyze Coordinated Entry prioritization on an ongoing basis for equity, including race and LGBTQ+ status. In its role as a coordinated and prioritization system, Coordinated Entry meets Policies 6.2 and 6.4 of the 2014 Housing Element. HSH plans to conduct a Coordinated Entry review and evaluation process.

Problem Solving

Problem Solving is an umbrella term used for strategies to help people exit or avoid homelessness without continued support from the Homelessness Response System. Problem Solving includes Targeted Homeless Prevention, which provides opportunities to stop people from entering the Homelessness Response System and supports Policy 6.3. Problem Solving also includes one-time grants for eviction prevention or to resolve one-time experiences of homelessness, as well as relocation assistance to reconnect people experiencing homelessness with support networks (Homeward Bound).

Housing

Housing provides permanent solutions to homelessness through subsidies and housing placements to adults, families, and Transitional Age Youth (TAY). This offers a long-term solution to eliminating homelessness, as called for in Policy 6.1. As of March 2022, the HSH housing portfolio includes 10,704 units and will continue to expand under the mayor's Homelessness Recovery Plan.

Permanent Supportive Housing

HSH administers locally and federally funded PSH to provide long-term affordable housing with on-site social services to people exiting chronic homelessness. The PSH portfolio includes both project-based sites and scattered-site PSH through the Flexible Housing Subsidy Pool (Flex Pool), which utilizes housing units available in the private market in various sites across the city. The Flex pool program launched in 2020.

Permanent supportive housing (PSH) utilization has generally remained above 90 percent over the past five years. Occupancy rates among households without minor children saw an overall increase up to 2019. As of fall 2021, HSH has 639 units dedicated to older adults.

In response to the COVID-19 pandemic, legislation and Planning Code Ordinance revisions included a Planning Code amendment (Chapter 41) to allow residential hotels to retain their tourist room designations even if they rent units as permanent supportive housing (PSH) and to use their rooms as Permanent Supportive Housing.

The City's Homelessness Recovery Plan calls for the City to buy or lease 1,500 new units of Permanent Supportive Housing between June 2020 and July 2022. As of March 2022, the City has purchased or leased 1,491 active units and has 1,052 units under contract.

More statistics and information about older adults and housing are available in https://www.sfhsa.org/sites/default/files/Report_SFDAS_Affordable%20Housing%20Overview%20October%202021.pdf

Table 35. Permanent Supportive Housing and Other Permanent Housing

Type of Resource*	2015	2016	2017	2018	2019	2020	2021
Total Beds**	7,051	7,599	8,254	9,556	10,797	10,051	10,292
Family Beds	1,597	1,912	2,647	1,836	2,205	1,913	2,216
Adult Beds	5,454	5,687	5,607	7,720	8,592	8,138	8,076
People Housed or Sheltered**	6,646	7,260	8,012	9,024	9,577	9,258	9,126
Utilization**	94%	96%	97%	94%	89%	92%	89%

Source: HSH

* Per HUD, family beds are allocated to households with at least one adult over 18 and at least one child under 18. Adult-only beds are for households with only people over the age of 18.

** Utilization is calculated by: People Housed / Total Beds

***The number provided for the number of beds and people housed for a given year is a snapshot based on a single point in time. This number represents the number of clients present at a site on the night of the Point-in-Time count and is not a representation of the number of people served at the site year-round

****This row combines PSH and Other Permanent Housing. Other Permanent Housing: Includes any permanent housing project that is designated for people experiencing homelessness that provides housing and services or housing only, but for which disability is not required for entry, including SRO projects.

The City also has over 1,000 units under contract for Permanent Supportive Housing as of March 2022. These units include six new properties acquired by the City for PSH. As of March 2022, the city had received three Project Homekey awards from the State of California to put towards the purchase and operations of three of these buildings.

The City is planning to acquire additional properties with a mix of state and local funds in the future.

Project Home Key
In September and October 2020, the City applied for and was awarded a combined $76.9 million dollars from the State to purchase and operate two hotel properties through Project Homekey. This funding allows the City to purchase the Granada Hotel and the Hotel Diva, adding approximately 362 units of Permanent Supportive Housing.

In December 2021, California Department of Housing and Community Development awarded the City $54.7 million in capital and operating costs from the State's Project Homekey to purchase a 160-room residential building at 1321 Mission Street for Permanent Supportive Housing (PSH).

Master Leasing
The City created a Master Lease Program in 1999 that provides housing with supportive services for persons leaving homeless shelters. This program was expanded significantly from 2003 to 2007 to focus on providing supportive housing. To date, more than 95 percent of all individuals placed in this program maintain housing stability from year to year.

Emergency Housing Vouchers (EHVs)
The Housing Authority of the City and County of San Francisco (Authority) were awarded 906 Emergency Housing Vouchers (EHVs) from the federal government in 2021. The Housing Authority is partnering with the San Francisco Department of Homelessness and Supportive Housing (HSH) to implement this program. Clients live on their own in the private rental market in San Francisco and typically pay 30 percent of their income on rent, with the rest covered by the voucher. HSH provides housing navigation and supportive services for people living in these units. Since HSH and SFHA started rolling out these vouchers in the middle of 2021, these 906 slots are not reflected in the 2021 Housing Inventory Count.

Rapid Rehousing
The Rapid Rehousing program provides time-limited rental assistance and services for households exiting homelessness and includes housing identification, temporary rent and assistance and case management.

Rapid Rehousing utilization has been at 100 percent capacity over the past five years. Households with children have primarily been served through Rapid Rehousing and households without children had an increase over the past 3 years.

Table 36. Rapid Rehousing Numbers

Type of Resource*	2015	2016	2017	2018	2019	2020	2021
Total Beds*	753	774	176	227	664	1,187	2,101
Family Beds	753	774	39	181	183	422	1,738
Adult-Only Beds	0	0	137	46	481	765	363
People Housed or Sheltered	753	774	176	227	664	1,187	2,101
Utilization**	100%	100%	100%	100%	100%	100%	100%

Source: HSH

* Per HUD, family beds are allocated to households with at least one adult over 18 and at least one child under 18. Adult-only beds are for households with only people over the age of 18.

** Utilization is calculated by: People Housed or Sheltered/Total Beds

***The number provided for beds and clients for a given year is a snapshot based on a single point in time. This number represents the number of clients present at a site on the night of the Point-in-Time count and is not a representation of the number of people served at the site year-round

Local Operating Subsidy Program (LOSP)
Affordable units serving extremely low-income or formerly homeless tenants often require additional subsidies to cover ongoing operating costs. This is due to two main factors: (1) the very low rents charged for these units often do not cover operating costs, and (2) models such as Permanent Supportive Housing (PSH), include additional on-site supportive services (e.g., social and mental health services) that increase total operating costs. Demand for sources of state and federal funding often exceeds the supply.

To address this challenge, and to further catalyze the production of units serving extremely low-income and formerly homeless households, the City of San Francisco established its own locally-funded operating subsidy in 2006, the Local Operating Subsidy Program (LOSP). LOSP funds a percentage of PSH units integrated within 100 percent affordable LIHTC projects as well as a limited number of units in 100 percent affordable, PSH buildings. For a given project, the LOSP pays the difference between the cost of operating the PSH units and all other sources of operating revenue. Contracts are structured as 15-year terms and are subject to annual appropriations.

The LOSP, which is currently funded through the City's General Fund, represents a major public investment. In fiscal year 2018-2019, MOHCD's portfolio included approximately 3,000 PSH units, of

which 1,160 (40 percent) were supported with funds from the LOSP. The total LOSP budget in fiscal year 2018-2019 was about $9.2 million, equivalent to $7,900 per unit. Since fiscal year 2007-2008, the LOSP annual budget has, for the most part, increased year over year. The LOSP budget is set to increase in the next few years as additional PSH units are added (projected at $26 million by fiscal year 2023-2024). LOSP is funded from the City's General Fund, representing a growing funding commitment over time. A permanent source of funding for LOSP and PSH in general could help to ensure the program continues over time and relieve pressure on the General Fund.

Housing Ladder

The Housing Ladder program offers opportunities for tenants in supportive housing to move to subsidized housing with lower levels of support services. By joining the program, clients make their PSH unit available for other people experiencing homelessness and make strides toward permanent housing, as called for in Policy 6.1. The Housing Ladder also includes opportunities to assist clients to move to a more permanent housing solution outside the Homelessness Response System.

Continuum of Care

A Continuum of Care (CoC) is a regional or local planning body that coordinates housing and services funding for homeless families and individuals.

On July 1, 2016, the City launched a new agency known as the Department of Homelessness and Supportive Housing (HSH): hsh.sfgov.org/. HSH has a singular focus on preventing and ending homelessness for people in San Francisco. HSH is the lead agency for San Francisco's CoC. The Local Homeless Coordinating Board (LHCB) is the governing body that oversees the CoC in San Francisco.

HSH's first five-year strategic framework was released in 2017 and the most recent Strategic Framework Update was released in 2021: https://hsh.sfgov.org/wp-content/uploads/2021/03/2021-Implementation-Plan-FINAL-4-1-21.pdf.

Emergency Solutions Grant

The federal Emergency Solutions Grant program (ESG) provides funds for a variety of activities to address homelessness as authorized under the federal Homeless Emergency Assistance and Rapid Transition to Housing (HEARTH) Act of 2009 and State program requirements. The California Department of Housing and Community Development (HCD) administers the ESG program with funding received from the U.S. Department of Housing and Urban Development (HUD).

The ESG program provides grant funding to (1) engage homeless individuals and families living on the street, (2) rapidly re-house homeless individuals and families, (3) help operate and provide essential services in emergency shelters for homeless individuals and families, and (4) prevent individuals and families from becoming homeless.

In 2016, in an effort to align the Department's ESG funds with the HEARTH Act priorities, HCD has redesigned how it allocates and distributes funding. The redesigned ESG program aims to do the following: Align with local systems' federal ESG and HEARTH goals, invest in impactful activities based on key performance goals and outcomes, improve geographic distribution of funded activities and continuity of funded activities, and create a streamlined delivery mechanism. The ESG's solutions- and

prevention-based program and its increased alignment with HEARTH goals help address Policies 6.1, 6.3, and 6.4.

Appropriateness of Objective 6

Policies under this Objective create the right foundation for reducing homelessness. However, San Francisco maintains one of the strongest economies in the country and the region, and has enjoyed rapid job growth especially in high paying jobs. The City should advance policies to eliminate homelessness all together, prioritizing those who experience most inequities, but also advancing to address the broader needs. Racial and social equity must be centered in this work by prioritizing people with highest risk of homelessness, such as formerly incarcerated, American Indian, and Black people.

Review of Implementation Programs for Objective 6 from 2014 Housing Element

Name of Program **55**	The Department of Public Health, the Human Services Agency; the Mayor's Office of Community Development; the Department on the Status of Women; the Department of Children, Youth and Their Families; the Mayor's Office of Housing continue to implement the 10-year plan to end the "Continuum of Care Five-Year Strategic Plan of San Francisco." The City has also created a new Mayoral office, the Housing, Opportunity, Partnerships and Engagement (HOPE), which find ways to improve outcomes for individuals in all forms of city sponsored housing-including shelters, supportive, public and affordable housing.
Effectiveness	A Continuum of Care (CoC) is a regional or local planning body that coordinates housing and services funding for homeless families and individuals. On July 1, 2016, the City launched a new agency known as the Department of Homelessness and Supportive Housing (HSH): http://dhsh.sfgov.org/. HSH has a singular focus on preventing and ending homelessness for people in San Francisco. HSH is the lead agency and LHCB is the governing body that oversee CoC the Continuum of Care in San Francisco. A Continuum of Care (CoC) is a regional or local planning body that coordinates housing and services funding for homeless families and individuals. HSH's first five-year strategic framework was released in 2017 and the most recent Strategic Framework Update was released in March 2021. In 2018, San Francisco voters passed Prop C. This ballot measure provides significant new funding for homelessness and mental health services. HSH is using Prop C funding to enhance resources across their system of care, with a focus on acquiring new Permanent Supportive Housing. In 2020, Mayor Breed laid out the Homelessness Recovery Plan to help ensure the City's recovery from COVID-19 includes the most vulnerable people. Among other goals, the plan called for the addition of 1,500 new units of PSH and 6,000 placements to shelter and housing before June 2022. https://hsh.sfgov.org/wp-content/uploads/2021/03/2021-Implementation-Plan-FINAL-4-1-21.pdf and https://hsh.sfgov.org/wp-content/uploads/2020/10/2020-Implementation-Plan-During-COVID-19_FINAL.pdf
Appropriateness	Continue
Lead Agency	Department of Homeless and Supporting Housing
Funding Source	San Francisco General Fund; private donation, government grants, CDBG and HOME funds
Schedule	Ongoing

Name of Program **56**	The San Francisco Local Homeless Coordinating Board (LHCB) will continue to work with the Mayor's Office of Housing, the Human Service Agency, and the Department of Public Health to maintain and expand housing solutions to homelessness by focusing on new housing, coordinated assessment to place the longest-term homeless people in service enriched housing. The "10 Year Plan to End Chronic Homelessness" opened 3,000 new units.
Effectiveness	LHCB continues to oversee CoC the Continuum of Care in San Francisco.
Appropriateness	Continue
Lead Agency	San Francisco Local Homeless Coordinating Board
Funding Source	San Francisco General Fund; private donation, government grants, CDBG and HOME funds
Schedule	Completed and ongoing

Name of Program 57	HSA will continue to facilitate permanent SRO housing through its Master Lease Program, which renovates hotels to be managed by nonprofit agencies providing case management and supportive services on-site, and to fund non-profit agencies to provide on-site supportive services; as well as through programs such as its transitional housing partnership with affordable housing developers.
Effectiveness	HSH provides funding to housing providers to lease and operate a variety of buildings, including master-leased SROs. These sites provide supportive services to the resident population. Building owners retain responsibility for capital improvements.
Appropriateness	Continue
Lead Agency	Department of Homelessness and Supportive Housing
Funding Source	Master Lease Program (SRO units) Permanent Supportive Housing for Families (nonprofit partnership)
Schedule	Ongoing

Name of Program 58	DPH shall continue to offer permanent supportive housing and shelter programs; as well as services and clinics which deliver a variety of health services to homeless persons; and to provide on-site case managers who can help residents avoid eviction.
Effectiveness	The Department of Public Health continues to provide the following programs, Direct Access to Housing (DAH) Program (permanent supportive housing), Homeless Death Prevention (shelter), Winter Shelter Program (shelter), Community Housing Partnership (shelter).
Appropriateness	Continue
Lead Agency	Department of Public Health
Funding Source	San Francisco General Fund, State dollars targeted toward mentally ill adults who are homeless / at-risk of homelessness; Federal grants; Reimbursement through the Federally Qualified Health Center system, and revenue from tenant rent.
Schedule	Ongoing

Name of Program 59	The Planning Department will ensure that transitional and supportive housing is a residential use through code and/or policy changes.
Effectiveness	The Planning Code was amended in March 2015 to specifically define transitional and supportive housing and clarify that the use is principally permitted in any district where 'Group Housing' is allowed as of right.
Appropriateness	Delete. This change was codified in the Planning Code and continues to be enforced through the Planning Department's review process.
Lead Agency	Planning Department
Funding Source	Annual work program
Schedule	Ongoing

Issue 4.
Facilitate Permanently Affordable Housing

OBJECTIVE 7: SECURE FUNDING AND RESOURCES FOR PERMANENTLY AFFORDABLE HOUSING, INCLUDING INNOVATIVE PROGRAMS THAT ARE NOT SOLELY RELIANT ON TRADITIONAL MECHANISMS OR CAPITAL.

Policy 7.1 Expand the financial resources available for permanently affordable housing, especially permanent sources.

Policy 7.2 Strengthen San Francisco's affordable housing efforts by planning and advocating at regional, state, and federal levels.

Policy 7.3 Recognize the importance of funds for operations, maintenance and services to the success of affordable housing programs

Policy 7.4 Facilitate affordable housing development through land subsidy programs, such as land trusts and land dedication.

Policy 7.5 Encourage the production of affordable housing through process and zoning accommodations, and prioritize affordable housing in the review and approval processes.

Policy 7.6 Acquire and rehabilitate existing housing to maximize effective use of affordable housing resources.

Policy 7.7 Support housing for middle income households, especially through programs that do not require a direct public subsidy such as providing development incentives for higher levels of affordability, including for middle income households. (WITH AMMENDMENT)

Policy 7.8 Develop, promote, and improve ownership models which enable households to achieve homeownership within their means, such as down-payment assistance, and limited equity cooperatives.

Effectiveness of Objective 7: Overview

Federal funding for affordable housing has continually decreased for the past several decades. In the past 15 years, San Francisco has only built or preserved 13,320 units permanently affordable to extremely low- to moderate-income households, 33% of our regional targets. San Francisco also lost a significant and continuous source of funding due to State dissolution of Redevelopment Agencies in 2011. To continue building affordable housing, non-profit developers piece together a variety of public and private funding sources. The City also created new sources of local funding to make up for the loss of redevelopment funds. These include:

- Affordable housing trust fund, established in 2012, a general fund set aside of approximately $50 million/yr for 30 years.
- Employer gross receipts tax, established in 2018, expected to create $300 million per year for supportive housing

- Real Estate Transfer tax for properties valued at $10 million or higher, expected to create $196 million per year61
- Affordable Housing General Obligation Bonds, $310 million in 2015, and $600 million in 2019, and $147 million in the Health and Recovery G.O. Bond in 2020.

Despite limited funding sources, San Francisco continues to build affordable housing at a faster rate than most other cities. According to the Housing Affordability Strategies report, the City needs to spend over $517 million per year on building or preserving permanently affordable housing to secure 30 percent affordability of 5,000 new or preserved units. This study assumed an average cost of construction of $700,000 per unit and a subsidy of $350,000. The City was able to reach the high funding target in 2019. With the additional funding from the new gross receipts tax for Permanent Supportive Housing, the City reached approximately $650 million in 2021 for production and preservation of affordable housing.

Effectiveness of Key Related Programs

Federal Funding

Federal funding for affordable housing (Section 8, HOME, CDBG, and Affordable Housing Program) has been flat or in decline over the last two decades. For example, Figure 11 shows that federal discretionary spending for housing assistance relative to gross domestic product has been on a declining trend since 1995.

Figure 11. Federal Discretionary Spending for Housing Assistance Relative to GDP, 1980 – 2016

Note: GDP = gross domestic product. "Housing assistance" includes the Section 8, public housing, homeless assistance, Section 521, HOME, Native American Housing, HOPWA, and Section 202 and 811 programs, as well as many smaller programs.

Source: Office of Management and Budget, and Center on Budget and Policy Priorities, April 2016, "Cuts in Federal Assistance Have Exacerbated Families' Struggles to Afford Housing", available at: https://www.cbpp.org/recent-housing-cuts-continue-20-years-of-federal-disinvestment. Graphic and calculations by Center on Budget and Policy Priorities.

Source: Affordable Housing Funding, Production, and Preservation, SF Planning, March 2020

Community Development Block Grant (CDBG)

The primary federal objective of the CDBG program is the development of viable urban communities by providing decent housing and a suitable living environment and through expanding economic opportunities, principally, for persons of low- and moderate-income. "Persons of low and moderate

income" are defined as families, households, and individuals whose incomes do not exceed 80 percent of the county median income, adjusted for family or household size.

In the 2020-2024 Consolidated Plan, a total of about $81 million in CDBG funds are expected to be allocated to meeting the following goals:

- Preserve affordable housing
- Increase opportunities for sustainable homeownership
- Reduce rate of evictions
- Increase access to services for residents of public and publicly subsidized housing, RAD projects, HOPWA subsidized housing, and single room occupancy hotels
- Provide access to employment opportunities across multiple sectors for unemployed and underemployed populations
- Provide skill development and training resources
- Improve financial literacy and personal finance management
- Increase access to community-based services
- Ensure nonprofit service providers have high quality, stable facilities
- Encourage the development and sustainability of thriving locally owned businesses
- Support the development and sustainability of robust commercial corridors in low-income neighborhoods
- Support neighborhood-based planning efforts
- Reduce displacement of residents and businesses

HOME Investment Partnerships (HOME)
The HOME Investment Partnerships Program (HOME) provides formula grants to states and localities that communities use - often in partnership with local nonprofit groups - to fund a wide range of activities including building, buying, and/or rehabilitating affordable housing for rent or homeownership or providing direct rental assistance to low-income people. HOME is the largest federal block grant to state and local governments designed exclusively to create affordable housing for low-income households. HOME funds are awarded annually as formula grants to participating jurisdictions (PJs). The program's flexibility allows states and local governments to use HOME funds for grants, direct loans, loan guarantees or other forms of credit enhancements, or rental assistance or security deposits. HOME regulations require that participating jurisdictions match federal HOME funds that are used for housing development, rental assistance or down payment assistance with local sources at a rate of 25 percent.

In the 2020-2024 Consolidated Plan, a total of about $33.4 million in HOME funds are expected to be allocated to meeting the goal of creating more affordable housing. MOHCD estimates approximately 84 extremely low-income, low-income, and moderate-income families will be provided affordable housing rental housing during 2021–2022 time period using HOME funds. Figure 12 shows a declining trend in both CDBG and HOME allocations to California.
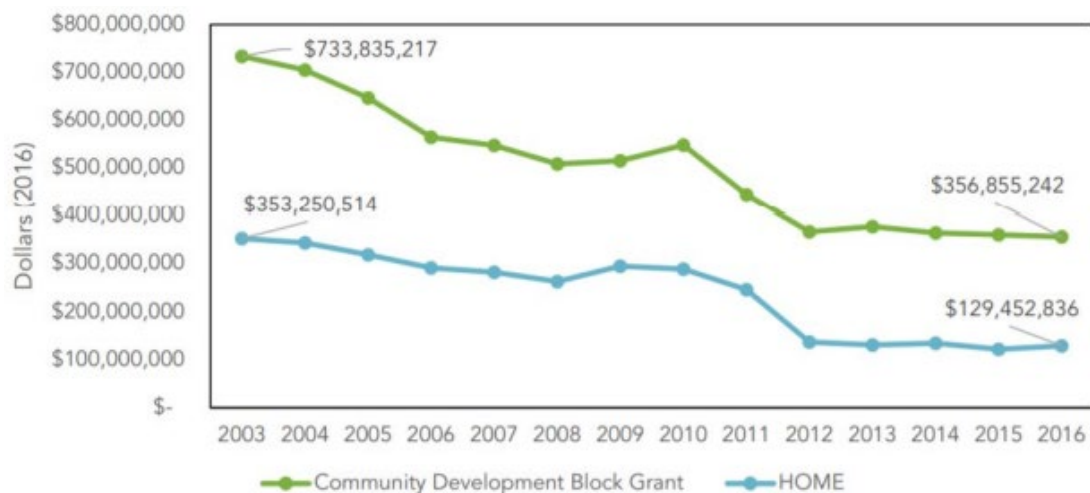
Source: Affordable Housing Funding, Production, and Preservation, SF Planning, March 2020

Senate Bill 35 (SB 35)

California Senate Bill 35 (SB-35) was signed by Governor Jerry Brown on September 29, 2017 and became effective January 1, 2018. SB-35 applies in cities that are not meeting their Regional Housing Need Allocation (RHNA) goal for construction of above-moderate income housing and/or housing for households below 80 percent area median income (AMI). SB-35 amends Government Code Section 65913.4 to require local entities to streamline the approval of certain housing projects by providing a ministerial approval process. This process accommodation aligns with Policy 7.5 of the 2014 Housing Element. Currently, San Francisco meets its RHNA goal for construction of above-moderate income housing. However, the City has not met the RHNA goals for affordable housing below 80 percent AMI. Therefore, projects providing on-site affordable housing at 80 percent AMI are eligible for administrative approval in San Francisco provided they meet all of the eligibility criteria.

In the last few years, projects totaling with more than 1,660 units with 1,500 units affordable at lower incomes have received ministerial approvals due to Senate Bill 35. SB 35 requires streamlined approval of housing if a city has underproduced housing in a particular income category relative to the RHNA targets. Because San Francisco has not met its low income RHNA targets, projects that comply with the planning code and that provide at least half of their units affordable at low income of 80 percent of AMI or below can qualify for ministerial approvals. Most developments using SB 35 are 100 percent affordable, however, a few mixed income developments with at least half of units affordable at low incomes have been proposed.

Table 37. SB 35–Construction of Units Using SB 35

Status	Projects	Net Units	Affordable Units
Planning Application Filed	5	797	650
Building Permit Filed	2	100	98
Building Permit Approved	1	70	70
Building Permit Issued	5	696	696
Total	**13**	**1,663**	**1,514**

Note: Five SB35 projects also use density bonus programs

Source: 2019 Housing Inventory

First-time Homeowner Assistance Programs

The Mayor's Office of Housing offers several funding programs to assist moderate and low-income households in purchasing their first property. These funds include the Downpayment Assistance Loan Program (DALP), City Second Loan Program, and Mortgage Credit Certificate Program (MCC) that assist with the funding of a down payment and increase a household's ability to qualify for a mortgage. The Office of Housing also administers assistance programs targeted specifically at police and first responders (First Responders Downpayment Assistance Loan Program and Police in the Community Program) and teachers (Teacher Next Door Program). These homeownership assistance programs fully support Policy 7.8 of the 2014 Housing Element.

Prop C: Affordable Housing Trust Fund (2012)

In 2012, the voters of San Francisco approved the creation of the Housing Trust Fund, with funding to begin in 2013. The Housing Trust Fund began with a set aside of $20 million in general fund revenue and will increase to $50 million over time. An estimated $1.1 billion will be invested in affordable housing production over the next 30 years. The fund will:

- Develop thousands of units of permanently affordable housing for residents whose average median income (AMI) is 60 percent or below. Those projects include the HOPE SF rebuild of Sunnydale and Potrero;

- Preserve the affordability of existing rent-controlled housing by acquiring the properties through MOHCD's Small Sites Program and enforcing affordability restrictions while not displacing any current residents;

- Invest in the conversion of over 3,400 distressed public housing to stable nonprofit private ownership and management under HUD's Rental Assistance Demonstration Program;

- Invest in a down payment assistance program for residents to purchase a home in San Francisco with no-interest loans to first-time homebuyers, with more than $24 million dedicated to this use through June 2021;

- Create a Complete Neighborhoods program that invests in improved community amenities in neighborhoods impacted by increased housing density;

- Support increased access to rental and ownership housing services;

- Support increased eviction prevention services, and

- Fund a Homeowner Emergency Loan Program to help distressed homeowners remain in their Homes

Prop C (2012) funds have addressed Policies 7.1, 7.6, and 7.8 of the 2014 Housing Element through its creation of a funding source in San Francisco, use toward rehabilitation of existing affordable housing, and funding toward homeownership assistance programs.

Table 38. Housing Trust Fund Investment

	Invested (approximately)
2020-2021	$34 million
2019-2020	$37 million
2018-2019	$8.5 million
2017-2018	$16.6 million
2016-2017	$43.4 million
2015-2016	$50.6 million

Source: MOHCD Consolidated Annual Performance and Evaluation Report (CAPER) 2015-2021

In 2019-2020 the City invested over $37 million from the Housing Trust Fund into affordable housing and related programs, including a one-time augmentation of the Trust Fund by $8.8 million and borrowing against future Trust Fund allocations of $6.5M. More than $34 million was disbursed or encumbered in 2020-2021.

In-lieu Fees from Inclusionary Housing Program
As adopted by the Board of Supervisors, the inclusionary ordinance prescribes that in-lieu fees may be paid for residential developments that otherwise require the inclusion of BMR units. The City's in-lieu fee schedule was last updated in December 2019 and an adjustment followed. MOHCD was able to initiate its Small Sites Program in 2014 using funding from the Housing Trust Fund and inclusionary in-lieu fees.

Prop C: Our City, Our Home (2018)
At the November 6, 2018 general municipal election, the voters approved Proposition C, which imposed additional business taxes to create a dedicated fund (the Our City, Our Home Fund or "the Fund") to support services for people experiencing homelessness and to prevent homelessness.

The Board of Supervisors established the Our City, Our Home Oversight Committee in 2019. The Committee makes sure the City uses the Fund in ways that are consistent with the intent of the voters. The Committee assesses the needs of homeless people served by the Fund. The Committee makes annual spending recommendations to the Mayor and Board of Supervisors. The voices of people experiencing homelessness guide the Committee's work. The Committee promotes transparency and cultural sensitivity in the implementation of the Fund.

Prop K: Affordable Housing Authorization

In 1950, California voters approved the creation of Article 34 in the state constitution, which requires that any "low rent" housing development be approved by voters in the municipality in which it was proposed. The article defines low-rent housing as any subsidized affordable rental housing project that is developed, constructed, acquired or financed by local government.

In 2020, San Francisco voters passed Proposition K, which authorized the City to own, develop, construct, acquire or rehabilitate up to 10,000 units of low-income rental housing. Under Proposition K, the City owns, develops, constructs, acquires or rehabilitates these units without working with nonprofits or companies, addressing Policy 7.6 of the 2014 Housing Element.

OCII funding levels (Tax Increment Financing)

OCII continues to work with MOHCD to provide affordable housing in former redevelopment areas. OCII obtains funding of its redevelopment projects through a financing method called "tax increment financing." Under this method, assessed values of properties within the Redevelopment Project Areas at the time the redevelopment plan was approved by City Council/San Francisco Redevelopment Board become the Base Year Value. Any increase in taxable values of properties in the redevelopment area in subsequent years over the Base Year Value becomes tax increment. Like other California redevelopment agencies, the Agency has no power to levy property taxes, thus relying exclusively from the collection of property tax increments. This funding source continues to facilitate permanently affordable housing, supporting Policy 7.1.

Redevelopment Law requires the Agency to set aside not less than 20% of all tax increment revenues into a low- and moderate-income housing fund to be used for the purpose of increasing, improving and/or preserving the supply of low- and moderate-income housing.

Figure 13. How Tax Increment Financing Works

Source: Office of Community Investment and Infrastructure

Figure 14. How Repayment Works

Source: Office of Community Investment and Infrastructure

OCII manages these affordable housing development obligations through direct oversight and underwriting along with services procured from MOHCD through a 2014 Memorandum of Understanding.

As a result of these retained Affordable Housing Obligations, OCII is responsible for overseeing the creation of thousands of units of affordable housing related to the major development projects in the Hunters Point Shipyard/Candlestick Point, Mission Bay, and Transbay Project Areas, as well as a few remaining projects in other Redevelopment Project Areas.

Table 39. Total OCII Housing Completions by Fiscal Year

Fiscal Year	Produced
2013-2014/2014-2015	506
2015-2016	189
2016-2017	603
2017-2018	374
2018-2019	1,072
2019-2020	798
2020-2021	468

Source: https://sfocii.org/housing

Jobs-Housing Linkage Program
In February 2001, the Office-Affordable Housing Production Program (OAHPP) was revised and expanded; it was also renamed the Jobs-Housing Linkage Program (JHLP). The original OAHPP required office development project sponsors to directly provide housing or to contribute land or in-lieu fees to a housing developer as a condition of approval for large-scale office development. The JHLP was expanded in scope and application to include all types of commercial development (e.g., hotels, entertainment, R&D, large retail etc.); monitoring and collection of fees paid was also enhanced. The JHLP meets Policy 7.1 as a permanent source for affordable housing.

The Jobs Housing Linkage Fee is updated yearly. In 2019, this fee increased for commercial development, from $28.57/gsf to $69.60/gsf for Office, and $19.04/gsf to $46.43 for Laboratory. A significantly increased jobs-housing nexus was a result of methodological changes and updates to underlining data for calculations in the Jobs Housing Nexus Analysis and higher cost of building affordable housing.

Regional Grants

The Association of Bay Area Governments (ABAG) seeks to encourage growth near transit in the Bay Area and designated several neighborhoods in San Francisco as Priority Development Areas (PDAs). PDAs are regionally-designated areas prioritized for housing development, and therefore eligible for grant funding. In 2021 the Board of Supervisors designated several additional PDAs, including the Richmond District, Lombard Corridor, and Sunset Corridors PDAs, and expanded several other PDAs. These PDAs were incorporated into Plan Bay Area 2050. The City continues to prioritize planned growth areas such as designated Priority Development Areas (PDAs), Area Plans or Redevelopment Areas for regional, state and federal bond and grants, especially for discretionary funding application processes such as the State's Prop 1C. The regional nature of this grant addresses Policy 7.2, which calls for San Francisco to plan and advocate at regional, state, and federal levels.

Appropriateness of Objective 7

Funding and resources for continue to be critical to facilitating permanently affordable housing. These are policies and objectives that should be retained. However, the new RHNA goals have increased significantly and will require substantially larger investments. Initial analysis shows a significant deficit per year to meet the affordability targets ranging from $1.3 billion in the 2023 to $2.5 billion in 2031. This gap also relies on private development providing a portion of our affordable housing units through inclusionary requirements, and contributing to housing related fees such as jobs housing linkage fees The City should also consider additional local paths to secure consistent funding for permanently affordable housing including advocating for state and federal funding.

Review of Implementation Programs for Objective 7 from 2014 Housing Element

Name of Program 60	The City shall continue to require that new development contributes towards the related affordable housing need they generate, either through financial contributions or through development of affordable housing units. The City shall continue to monitor the inclusionary housing program, including annually updating the nexus and feasibility analysis as appropriate.
Effectiveness	The Jobs Housing Linkage Fee is updated yearly. In 2019, this fee increased for commercial development, from $28.57/gsf to $69.60/gsf for Office, and $19.04/gsf to $46.43 for Laboratory. A significantly increased jobs-housing nexus was a result of methodological changes and updates to underlining data for calculations in the Jobs Housing Nexus Analysis and higher cost of building affordable housing.
	The Planning Department's annual Housing Inventory tracks affordable housing units created through the inclusionary housing program and through other means.
	In August 2017, the inclusionary requirements were changed to 12 percent of on-site units for projects with 10 to 24 units, and 18 percent on-site for rental projects with 25 units or more and 20 percent on-site for ownership projects with 25 units or more. Inclusionary requirements increase annually for several years.
	The 405 inclusionary units built in 2019 represented a 149 percent increase from the 163 inclusionary units that were built in 2018. The number of inclusionary housing units built in 2019 is also 17 percent above than the five-year annual average of 345 units. The total number of inclusionary units that constructed from 2015-2019 was 1,724.
Appropriateness	Continue
Lead Agency	Planning Department
Funding Source	Self-funded (above programs)
Schedule	Ongoing

Name of Program 61	The Office of Community Investment and Infrastructure ("OCII"), as the successor to the San Francisco Redevelopment Agency, will contribute to the development of permanently affordable housing by fulfilling its enforceable obligations which require OCII to fund and otherwise facilitate the construction of thousands of affordable housing units. OCII will maximize its contribution by continuing to leverage tax increment funding with outside funding sources wherever possible to ensure timely delivery of affordable units pursuant to those enforceable obligations.
Effectiveness	OCII continues to work with MOH to provide affordable housing in former redevelopment areas.
	OCII manages these affordable housing development obligations through direct oversight and underwriting along with services procured from MOHCD through a 2014 Memorandum of Understanding.
	As a result of these retained Affordable Housing Obligations, OCII is responsible for overseeing the creation of thousands of units of affordable housing related to the major development projects in the Hunters Point Shipyard/Candlestick Point, Mission Bay, and Transbay Project Areas, as well as a few remaining projects in other Redevelopment Project Areas.
	https://sfocii.org/housing
Appropriateness	Continue
Lead Agency	Office of Community Investment and Infrastructure
Funding Source	Tax increment funding
Schedule	Ongoing

Name of Program 62	HSA and DPH will continue to administer operating subsidies for special needs housing through their supportive housing programs.
Effectiveness	The Chronicle Season of Sharing Fund provides rental assistance to help people in the Bay Area and operates independently of the City and County of San Francisco.
	The Homeless Prenatal Program (rental subsidy) continues to receive funding from HSH, HSA, MOHCD. MOHCD maintains lists of Affordable and Low-Income Housing Opportunities for Seniors and Adults with Disabilities, and Housing for the Elderly and Disabled Persons both of which share subsidized housing.
Appropriateness	Modify. Expand rent subsidy programs to increase housing opportunities for people with disabilities.
Lead Agency	Human Services Agency
Funding Source	San Francisco General Fund; state and federal grants
Schedule	Ongoing

Name of Program 63	MOH, and SFHA will continue efforts to provide financial support to nonprofit and other developers of affordable housing, through CDBG and other funding sources.
Effectiveness	SFRA has been disbanded as of March 1, 2012. MOH continues this effort. Read more about funding sources and federal funding as a key related program listed for Objective 7.
Appropriateness	Continue. Consider specifying the types of programs to continue funding for non-profits and other developers of affordable housing.
Lead Agency	Human Services Agency
Funding Source	Annual work program, Community Development Block Grants
Schedule	Ongoing

Name of Program 64	The City's housing agencies shall keep apprised of federal and state affordable housing funds and other grant opportunities to fund affordable housing for the City of San Francisco, and shall work with federal Representatives to keep the abreast of the specifics of the housing crisis in San Francisco. MOH, MOCD and other agencies shall continue to use such funds for affordable housing
Effectiveness	Although the SFRA was disbanded in 2012, the Mayor's Office of Housing continue to keep apprised of federal and state affordable housing funds.
Appropriateness	Continue. Consider adjusting language to be more specific around types of affordable housing programs to be funding by federal and state affordable housing funds.
Lead Agency	Mayor's Office of Housing
Funding Source	Local, state and federal grant programs
Schedule	Ongoing

Name of Program 65	In accordance with the Proposition K Affordable Housing Goals ballot- initiative measure passed in November 2014, the City shall strive to achieve thirty-three percent of new residential units affordable to low- and moderate-income households in new Area Plans and Special Use Districts with significantly increased development potential or those amended to significantly increase development potential. MOH and Planning shall consider, within the context of a community planning process, zoning categories which require a higher proportion of afford- able housing where increased density or other benefits are granted. Options include Affordable Housing Only Zones (SLI); Affordable Housing Priority Zones (UMU) or Special Use Districts on opportunity sites.
Effectiveness	The City continues to strive to increase the amount of permanently affordable housing created in San Francisco, through updates to the Inclusionary Ordinance and programs such as HOME-SF (an optional bonus program which requires 23-30 percent on-site affordable housing in new developments), as well as through negotiating increased affordable housing delivery through development agreements.
Appropriateness	Continue. Consider programs that also help achieve affordable housing goals in neighborhoods with historically low density.
Lead Agency	Mayor's Office of Housing
Funding Source	Annual work program
Schedule	Ongoing

Name of Program 66	Planning shall monitor the construction of middle-income housing under new provisions included within the inclusionary requirements of the Eastern Neighborhoods Area Plans, and consider expanding those provisions Citywide if they meet Housing Element goals.
Effectiveness	The Eastern Neighborhoods Plans include an option, restricted to infill sites in the newly created UMU district, for developers to provide a higher number of affordable units at a higher, "middle-income" price as a way of satisfying the inclusionary requirements.
Appropriateness	Continue. The Planning Department has monitored construction within the Eastern Neighborhoods Area Plans and previously reported through monitoring reports. Future monitoring may be in the form of a dashboard as the department updates and streamlines reporting methods.
Lead Agency	Planning Department
Funding Source	Annual work program (part of existing reporting requirements)
Schedule	Ongoing

Name of Program 67	MOH shall continue to administer first time home buyer programs.
Effectiveness	MOHCD continues to administer first-time homebuyer programs. These include Downpayment Assistance Loan Program (DALP), City Second Loan Program, and Mortgage Credit Certificate Program (MCC) that assist with the funding of a down payment and increase a household's ability to qualify for a mortgage. The Office of Housing also administers assistance programs targeted specifically at police and first responders (First Responders Downpayment Assistance Loan Program and Police in the Community Program) and teachers (Teacher Next Door Program).
Appropriateness	Modify. Centering this program around racial and social equity, prioritize investment of these programs toward communities harmed by past discriminatory government actions.
Lead Agency	Mayor's Office of Housing
Funding Source	CalFHA, participating lenders
Schedule	Ongoing

Name of Program	Planning shall continue implementing the City's requirement set forth in Planning Code Section 167 that units be sold and rented separately from parking so as to enable the resident the choice of owning a car.
68	
Effectiveness	SF Planning continues to implement Planning Code Section 167. Project sponsors can also elect to incorporate unbundled parking as a measure in their TDM plan.
Appropriateness	Modify. Implementation of Section 167 will continue. However, the Housing Element should align with the City's Transit-First policy and adjust policies and programs to encourage sustainable trip choices and reduce vehicular parking.
Lead Agency	Planning Department
Funding Source	Not required
Schedule	Ongoing

Name of Program	The City shall pursue federal and state opportunities to increase programs for a variety of affordable homeownership opportunities. Programs specific to the recent foreclosure trends should be pursued as appropriate. Upon implementation, all programs have a significant prepurchase counseling program, and that consumers are supported by a post-purchase services network to assure access to information and services to prevent foreclosure.
69	
Effectiveness	MOHCD has a section of its website devoted to foreclosure-related concerns and programs: https://sfmohcd.org/foreclosure-resources. MOHCD includes funding for pre- and post-purchase counseling in its annual budget. MOHCD requires every adult household member applying for a City administered homeownership assistance program, in connection with the purchase of a residential unit, to attend Pre-Purchase Homeownership workshop, and meet with a counselor for a one-on-one counseling session.
Appropriateness	Modify. While the programs are still important, the foreclosure trends are not as relevant for the updated version of the Housing Element as they were in the previous. Consider strengthening the pre- and post-purchasing counseling program by prioritizing underserved populations.
Lead Agency	Mayor's Office of Housing
Funding Source	Annual work plan
Schedule	Ongoing

OBJECTIVE 8: BUILD PUBLIC AND PRIVATE SECTOR CAPACITY TO SUPPORT, FACILITATE, PROVIDE AND MAINTAIN AFFORDABLE HOUSING

Policy 8.1 Support the production and management of permanently affordable housing.

Policy 8.2 Encourage employers located within San Francisco to work together to develop and advocate for housing appropriate for employees.

Policy 8.3 Generate greater public awareness about the quality and character of affordable housing projects and generate community-wide support for new affordable housing.

Effectiveness of Objective 8: Overview

Non-profit developers continued to build the 100% permanently affordable housing with support from the City. The City also supported public private partnership especially on public sites such as the Balboa Reservoir to ensure increased number of total permanently affordable housing units. The City also increased and strengthened requirements around jobs housing linkage fees as described under Objective 7 and continued the requirements around institutional master plans for large employers. With regards to Policy 8.3, community opposition to permanently affordable housing still is persistent in many San Francisco neighborhoods including lawsuits and lengthy negotiations to scale down permanently affordable housing projects. These processes significantly add costs to building the much-needed housing for low-income households.

Effectiveness of Key Related Programs

Non-profit Support
The Mayor's Office of Housing continues to administer Housing Program Grants from the federal Community Development Block Grant program (CDBG), which amounted to $15.6 million between 2007 and 2014. These funds are granted to local non-profit housing agencies to build local capacity and support housing activities consistent with the consolidated plan.

Appropriateness of Objective 8

The City should continue to support public private partnerships with non-profit and private developers to achieve the maximum number of permanently affordable housing units on larger sites. Stronger policies and strategies are required to encourage and require larger employers to address the housing needs of their employees through fees, or employer provided housing. And lastly, the City should support permanently affordable housing throughout the City through broader outreach and engagement to avoid project by project negotiations and facilitate streamlined approval and construction of such housing.

Review of Implementation Programs for Objective 8 from 2014 Housing Element

Name of Program **70**	MOH shall continue to coordinate local affordable housing efforts and set strategies and priorities to address the housing and community development needs of low-income San Franciscans.
Effectiveness	MOHCD continues to coordinate local affordable housing efforts. The agency regularly releases plans and progress reports that monitor their programs and allow for adjustments throughout the City. MOHCD consistently releases the following related to strategies, funding, and priorities for housing and community development: Action Plan, Consolidated Plans, HIV/AIDS Housing Five-Year Plan, Consolidated Annual Performance and Evaluation Report (CAPER), Annual Progress Report, and Affordable Housing General Obligation Report.
Appropriateness	Continue
Lead Agency	Mayor's Office of Housing
Funding Source	Annual work program
Schedule	Ongoing

Name of Program **71**	The City shall continue to implement the Housing Trust Fund. The San Francisco Housing Trust Fund was a ballot-initiative measure that was passed in November of 2012. The Housing Trust Fund begins in year one with a general fund revenue transfer of $20 million and increases to $50 million over time. The Housing Trust Fund will capture revenue from former Redevelopment Agency Tax Increment funds (an example of what is being referred to as "boomerang" funds in post-redevelopment California), a small portion of the Hotel Tax which has been appropriated yearly for affordable housing, plus an additional $13 million in new General Fund revenue from an increase in business license fees. The consensus business tax reform measure, Proposition E, which also passed on the November ballot, will generate $28.5 million in the first year–$13 million of which will go to fund affordable and workforce housing. It is estimated that $1.5 billion will be invested in affordable housing. In addition to the Housing Trust fund, City Agencies and other institutions will continue to work on additional funding sources for affordable housing in accordance with the Proposition K Affordable Housing Goals ballot-initiative measure passed in November of 2014. Upon implementation or passage of policies, legislation, executive orders, rules, regulations, and procedures impacting the creation, preservation, improvement, or removal or residential housing, the Mayor, the Board of Supervisors and all other elected officials, and all City Agencies shall implement such policies, legislations, executive orders, rules, regulations, and procedures in such a manner as to further or maintain Proposition K Affordable Housing Goals.
Effectiveness	The Housing Trust Fund is funded by property taxes and a small portion of hotel taxes. Approximately $190 million have been invested in affordable housing and related programs from 2014 to 2021. On April 25, 2015, the Board of Supervisors passed Ordinance 53-15, which codified in the City's Planning Code the annual hearing and reporting requirements defined in Proposition K. SF Planning continues to report goals set forth in Prop K through the Housing Balance Report.
Appropriateness	Continue
Lead Agency	Office of Economic and Workforce Development
Funding Source	
Schedule	Continue

Name of Program **72**	MOH, OCII, and other housing agencies shall continue to provide support to nonprofit and faith-based organizations in creating affordable housing, including both formal methods such as land donation, technical assistance and training to subsidized housing cooperative boards, and informal methods such as providing information about programs that reduce operations costs, such as energy efficient design.
Effectiveness	MOHCD continues to support nonprofit and faith-based organizations in creating affordable housing: http://sfmohcd.org/former-sfra-housing-programs
Appropriateness	Continue
Lead Agency	Mayor's Office of Housing
Funding Source	Annual work program
Schedule	Ongoing

Name of Program **73**	Planning, MOH, DBI and other agencies shall continue to provide informational sessions at Planning Commission, Department of Building Inspection Commission and other public hearings to educate citizens about affordable housing, including information about its residents, its design, and its amenities.
Effectiveness	The Planning Department with other City agencies and community partners also have provided education on affordable housing through community engagement for the Excelsior Outer Mission Neighborhood Strategy, Housing Affordability Strategies, and Sunset Forward.
Appropriateness	Continue
Lead Agency	Planning Department
Funding Source	Annual work program
Schedule	Ongoing

Name of Program **74**	Planning staff shall support affordable housing projects in the development review process, including allowing sponsors of permanently affordable housing to take full advantage of allowable densities provided their projects are consistent with neighborhood character.
Effectiveness	See Planning Director's Bulletin No. 2, last updated in September of 2020, which states that affordable housing developments be prioritized ahead of all other applications: https://sfplanning.org/sites/default/files/documents/publications/DB_02_Priority_Processing.pdf On July 2018, SF Planning's HOME-SF program was passed, offering project sponsors priority processing, relief from density controls, and up to two extra stories of height.
Appropriateness	Modify. Continue with support in the development review process and encouraging maximum densities to support affordable housing. However, acknowledge that the process to ensuring that projects are consistent with neighborhood character may counteract the expedited review process of projects that maximize densities.
Lead Agency	Planning Department
Funding Source	Annual work program
Schedule	Ongoing

Name of Program	The City shall encourage manufactured home production, per California law (Government Code 65852.3), and explore innovative use of manufactured home construction that works within the urban context of San Francisco.
75	
Effectiveness	SF Planning released a Housing Affordability Strategies (HAS) report in 2020. The purpose of HAS is to help residents, City staff, and policy makers understand how different policies and funding strategies work together. The analysis and outreach are intended to inform the 2022 Housing Element Update. One of the HAS strategies to reach the City's housing targets is to reduce construction costs by facilitating the use of new technology, including modular housing through building code and permitting updates.
Appropriateness	Continue
Lead Agency	Planning Department
Funding Source	Annual work program
Schedule	Ongoing

Name of Program	OEWD and Planning shall continue to apply a 3-year time limit to Conditional Use Authorizations, by tying approvals to building permits (which expire in 3 years). Planning shall work with DBI to ensure notification of Planning when building permits are renewed, and review the appropriateness of continuing the Conditional Use Authorization along with building permit renewal.
76	
Effectiveness	Standard language in the Conditions of Approval for Conditional Use Authorizations: "The Commission may also consider revoking the approvals if a permit for the project has been issued but is allowed to expire and more than three (3) years have passed since the Motion was approved."
Appropriateness	Continue
Lead Agency	Planning Department
Funding Source	Annual work program
Schedule	Ongoing

OBJECTIVE 9: PRESERVE UNITS SUBSIDIZED BY FEDERAL, STATE OR LOCAL SOURCES.

Policy 9.1 Protect the affordability of units at risk of losing subsidies or being converted to market rate housing.

Policy 9.2 Continue prioritization of preservation of existing affordable housing as the most effective means of providing affordable housing.

Policy 9.3 Maintain and improve the condition of the existing supply of public housing, through programs such as HOPE SF.

Effectiveness of Objective 9: Overview

The City continued to invest in preserving the affordability of existing permanently affordable housing. Units at risk of expiring affordability impose high risk of displacement for their long-term residents. The City has been able to invest in those buildings and will continue prioritizing such investments. HOPE SF and the acquisition and rehabilitation program have been critical in preserving the affordability of existing housing stock and preventing displacement of very low-income residents in case of HOPE SF, and low to moderate income tenants in case of the acquisition and rehabilitation program.

While many SROs have been transferred to non-profits to preserve affordability of SROs, some SROs are still in states of disrepair. Additional support to properly maintain SROs and their affordability is needed.

Effectiveness of Key Related Programs

The Partnership for HOPE-SF
In 2006, San Francisco launched HOPE-SF, a public-private partnership to rebuild and replace 1,900 units in the City's most destressed public housing sites, directly addressing Policy 9.3. The Partnership for HOPE-SF achieves San Francisco's goal of preserving affordable units for the City's most vulnerable residents while increasing density to create more mixed-income housing opportunities; totaling more than 5,300 units across four sites. A critical component of HOPE-SF is the one-to-one replacement of public housing units and right of return policies for existing residents. For example, Hunters View had all existing residents housed with 70 percent of original families from the site retained. However, challenges associated with tenant retention remain. Some families are displaced during temporary relocation and residents living in HOPE-SF sites but are not officially listed on the lease are unable to take advantage of the one-to-one replacements and right to return policies. Another challenge for HOPE SF has been delays in construction. The Partnership for HOPE-SF continues to provide wrap around services to ensure residents are about to benefit from the improvements in their neighborhood.

Table 40. Proposed New Units and Completed Units under the Partnership for HOPE–SF

HOPE SF Site	Existing Units	Proposed Future Units	Replacement Units		Tax Credit Units		Market Rate Units		Construction Start	Estimated Completion
			Proposed	Built	Proposed	Built	Proposed	Built		
Hunters View	267	650	267	214	119	72***	264	0	2010	2017
Alice Griffith	256	1,150*	256	226**	248	107**	646*	0	2015	2021
Sunnydale	775	1,400-1,700	775	41**	269	14**	729	0	2017-18	2033
Potrero Terrace and Annex	619	1,400-1,600	619	54**	385	19**	800	0	2016-18	2034

*Includes inclusionary and workforce housing units serving 60% to 160% of AMI.

** Includes units under construction.

***Includes manager units.

Acquisition of At-Risk Affordable Housing

The acquisition of affordable housing units at-risk of converting to market rate due to expiring HUD mortgages or other subsidies has been an important part of the City's efforts to increase the stock of affordable housing. Concerted efforts by MOHCD and OCII have resulted in securing financing for most of these properties to come under non-profit ownership to ensure permanent affordability. While most traditionally at-risk conversions have been averted, a new need has emerged to preserve affordability and community stability of rental housing stock restricted by the City's rent stabilization ordinance. Because many such sites are too small for traditional local financing models (less than 20 units) MOHCD developed the Small Sites program, which allows the acquisition and rehabilitation of smaller sites and requiring a creative model addressing the specifics of these properties. Table 41 lists the number of units that have been rehabilitated and/or acquired between 2011 Q1 and 2020 Q4 to ensure permanent affordability by neighborhood. These are mostly single-room occupancy hotel units that are affordable to extremely low and very low-income households. The City's ongoing work to acquire at-risk affordable housing continues to address and be driven by Policy 9.1.

Read more about the Small Sites Acquisition Program and its progress as a key related program listed for Objective 3.

Table 41. Acquisitions and Rehabilitation of Affordable Housing, 2011 Q1 – 2020 Q4

Planning District	Number of Buildings	Number of Units
Bernal Heights	4	112
Buena Vista	4	190
Central	1	22
Downtown	14	958
Ingleside	1	16
Inner Sunset	-	-
Marina	-	-
Mission	10	254
Northeast	6	198
Outer Sunset	4	34
Presidio	-	-
Richmond	2	28
South Bayshore	-	-
South Central	-	-
South of Market	6	677
Treasure Island	-	-
Western Addition	6	259
Total	**58**	**2,748**

Source: San Francisco Planning Department Housing Balance Report No. 12, April 2021

The Rental Assistance Demonstration

The 2014 Housing Element mentions "Publicly Funded Rehabilitation" as a strategy to converse and improve the existing housing stock that was administered by the Mayor's Office of Housing and Community Development and the now-dissolved San Francisco Redevelopment Agency.

In 2014, San Francisco opted to use the Rental Assistance Demonstration (RAD) program provided by the United States Department of Housing and Urban Development (HUD) to give the San Francisco Housing Authority the ability to preserve and improve public housing properties and address its backlog of deferred maintenance. The RAD programs does the following:

- Allows public housing agencies (i.e., the San Francisco Housing Authority) to leverage public and private debt and equity to reinvest in its public housing stock and address critical housing capital needs

- Public housing units move to a Section 8 platform with a long-term contract that must be renewed in perpetuity to ensure that the units remain permanently affordable to low-income households

- Ensure a right of return for residents and residents continue to pay 30 percent of their income towards the rent. Residents also maintain the same basic rights as they possess in the public housing program. Residents can exercise a new option to request a tenant-based Section 8 voucher which allows them to retain affordable housing if they wish to move from the property

- Requires ongoing ownership or control of the properties by a public or non-profit entity

- Shifts existing levels of public housing funds to the Section 8 accounts as properties convert.

RAD converted existing public housing funding to long term Section 8 operating subsidies, using both RAD and non-RAD subsidies made available through the disposition of eight SFHA buildings. The combination of RAD and Section 8 rental subsidies allowed the City to leverage over $720 million in tax credit equity and an additional $240 million in debt to address rehabilitation needs for 3,480 units of public housing. All 28 projects have finished their rehabilitation and are fully operational with their new owners/operators. The RAD and Section 8 programs support the preservation of existing affordable housing as an effective means of providing affordable housing as called for in Policy 9.2.

Other RAD conversions outside of the 28-unit portfolio were completed in 2015-2017 and include new units at Alice Griffith and Hunters View HOPE SF sites, as well as a turnkey conversion of Valencia Gardens, San Francisco's most recently completed HOPE VI project, which required no rehabilitation to convert.

Since 2017, MOHCD has provided technical assistance to owners of San Francisco projects originally subsidized by HUD's Section 8 Moderate Rehabilitation program, in support of RAD conversions that will result in increased operating income for these projects. Comprising a total of 1,052 units, these legacy projects date from the 1980s and 1990s and primarily house formerly homeless individuals. Only one of the 23 projects remains to convert under RAD.

MOHCD is also supporting the transition of six existing HOPE VI projects out of the public housing program and into Housing Choice Vouchers, including a five-site, 70-unit scattered sites project that is currently in predevelopment and will commence rehabilitation beginning in early 2022. While not technically a RAD project, the scattered sites transaction incorporates key RAD principles including a right to return for all residents, the provision of new supportive services for residents, and the opportunity to transfer to other RAD units in case of any emergency.

Table 42 shows the number of units that used public financing for rehabilitation and the number of public housing units that were rehabilitated under the RAD program.

Table 42. Units Rehabilitated by Rental Assistance Demonstration (RAD) Program, 2015 – 2019

Year	RAD Rehabilitation of Public Housing	Low-Income Units Turned Over/Rehabilitated	
2015	0	*Data unavailable*	
2016	2,042	118	
2017		0	*Data unavailable*
2018	934	233	
2019	*Data unavailable*	*Data unavailable*	
2020	*Data unavailable*	*Data unavailable*	
Total	**3,092**	**351**	

Source: San Francisco Planning 2020 Housing Inventory, Mayor's Office of Housing and Community Development

Appropriateness of Objective 9

The policies under this objective are still relevant and appropriate and should continue to be strengthened and expanded in terms of funding allocated.

Review of Implementation Programs for Objective 9 from 2014 Housing Element

Name of Program **77**	MOH and MOCD shall continue monitoring of all "at risk" or potentially at risk subsidized affordable housing units, to protect and preserve federally subsidized housing.
Effectiveness	MOHCD continues to protect and preserve subsidized units. http://sfmohcd.org/former-sfra-housing-programs
Appropriateness	Continue
Lead Agency	Mayor's Office of Housing
Funding Source	Annual work program
Schedule	Ongoing

Name of Program **78**	MOH shall continue to ensure relocation of all tenants who are displaced, or who lose Section 8 subsidies, through housing reconstruction and preferential consideration.
Effectiveness	SFRA has been disbanded as of March 1, 2012. The Office of Community Investment and Infrastructure, the successor agency, continues to work with MOH to ensure relocation of tenants who are displaced or who lose Section 8 subsidies. http://sfmohcd.org/former-sfra-housing-programs
Appropriateness	Continue
Lead Agency	Mayor's Office of Housing
Funding Source	Tax increment funding
Schedule	Ongoing

Name of Program **79**	MOH shall continue to lead a citywide effort, in partnership with SFHA and other City agencies to prioritize and facilitate the preservation and redevelopment of the City's distressed public housing according to the recommendations of the HOPE SF task force.
Effectiveness	HOPE SF will completely rehabilitate four of the City's Housing Authority sites (Hunters View, Potrero Terrace and Annex, Sunnydale, and Alice Griffith). Potrero Terrace and Annex (up to 1,675 housing units) was entitled in January 2017. Sunnydale (up to 1,770 units) was entitled in March 2017. 286 units were completed at Hunters View by 2018, with one phase left to complete. Alice Griffith (306 units) was completed in November 2018. These projects are results of continued partnerships between OCII, HOPE SF, MOHCD, SF Planning, HUD, and development partners.
Appropriateness	Continue
Lead Agency	San Francisco Housing Authority, Mayor's Office of Housing Program: HOPE SF
Funding Source	Local public funding, private capital, HOPE VI, and other federal funding
Schedule	Ongoing

Issue 5.
Remove Constraints to the Construction and Rehabilitation of Housing

OBJECTIVE 10. ENSURE A STREAMLINED, YET THOROUGH, AND TRANSPARENT DECISION-MAKING PROCESS.

Policy 10.1 Create certainty in the development entitlement process, by providing clear community parameters for development and consistent application of these regulations.

Policy 10.2 Implement planning process improvements to both reduce undue project delays and provide clear information to support community review.

Policy 10.3 Use best practices to reduce excessive time or redundancy in local application of CEQA.

Policy 10.4 Support state legislation and programs that promote environmentally favorable projects.

Effectiveness of Objective 10: Overview

Developers and homeowners commonly express frustration around the uncertainty of time, process, and outcomes when seeking entitlements and permits in San Francisco. While some time constraints come from the technical requirements of development impacts on the city, many discretionary actions are affected by whether the rules and public benefits surrounding communities have been structured into outcomes.

The Department's adopted area plans were the primary way the City codified community parameters for development which provided increased certainty with significant reduction in approval timelines, meeting Policy 10.1. These plans also worked to streamline the application of CEQA by providing Community Plan Exemptions, as described in Policy 10.3. While internal staff efforts continue to refine and streamline CEQA processes, excessive time and challenges do occur with local community intervention and appeals on specific projects.

Community engagement in planning processes is challenging, with those with more time and resources more able to participate and have their views represented in adopted measures. Many of the planning processes in the past two decades were able to capture residents present during that window, but with changes due to displacement and increasing pressures, residents' perspectives and experiences can change quickly not necessarily resulting in a match between the rules and the desired outcomes. The Department has created a new Community Equity Division and Community Engagement Team which is developing new protocols, goals, and techniques for reaching participants often previously absent including communities of color, vulnerable populations, and those with fewer access points to public process including languages spoken other than English. This work is on-going and will be considered in Housing Element proposed policies for this update.

The Department prioritized permit streamlining to address Policy 10.2 with significant attention to reducing delays in the entitlement process. This was supported by the Mayor's Executive Directives which set timeframes for review but involves many layers of review, interagency workings, and public interaction. There is also an inherent contradiction between providing efficient review and community review in the forms that it has taken thus far in the Department's history. Most community review

procedures are either public hearings or discretionary reviews filed by neighbors both of which are time and labor intensive and subject to unpredictable timeframes. To resolve this conflict, more long-range planning processes with full community engagement will need to codify flexible metrics to make sure that needs are addressed structurally and responsive to changing people and conditions. This continues to be a significant priority for the Department with data tracking processes that create metrics for improvement.

With respect to environmentally friendly projects, the current State-required CEQA process heavily weights environmental review per project but not very specifically tailored to San Francisco conditions. As a highly urbanized area, development in San Francisco can be highly sustainable relative to areas outside of it—reinforcing use of existing infrastructure, encouraging proximity between locations, and applying sustainability goals in a place with values that support them. For example, San Franciscan's use less water per person that suburbanized areas outside of it. This means that having development impact San Francisco is the right course of action for the wider and greater good of avoiding larger destructive forces elsewhere—in wilderness, deserts, or wetlands-- with much broader and more severe environmental consequences to California as a whole. With the local adoption of the 2021 Climate Action Plan and on-going work on Connect SF, a comprehensive, multijurisdictional transportation and mobility planning process that includes goals towards housing, the City has demonstrated support for Policy 10.4. The City will continue to support environmentally friendly policy at the State level as long as it serves the greater whole of the environment and is not a disproportionate constraint to housing production in a place that serves that purpose.

Effectiveness of Key Related Programs

Program EIRs/Community Plan Exemptions
A major new policy in the 2009 *Housing Element* encouraged the preparation of detailed Program Environmental Impact Reports (EIR) and the use of subsequent community plan exemptions, where appropriate, for new planning areas to streamline environmental review by reducing duplication in the EIR process. In addition to directly supporting Policy 10.3 in reducing the application of CEQA, this program also addresses Policies 10.1 and 10.2 by providing a clearer and streamlined path to project approval.

The Central SoMa Plan and Market & Octavia Area Plan Amendment (The Hub) are both projects with a housing component for which Program EIRs have been approved in the 2015-2021 reporting period. During this reporting period, 39 projects received Community Plan Exemptions, 35 of which are in the Eastern Neighborhoods Area Plan and 4 in the Market & Octavia Area Plan.

Housing Sustainability Districts
CA Government Code Section 66200 gives local jurisdictions incentives to create Housing Sustainability Districts (HSDs) to encourage housing production on infill sites near public transportation. Housing projects that are compliant with applicable general plan and zoning standards are eligible for streamlined approval by the City, and must be approved within 120 days of receipt of a complete application, meeting the call to implement planning process improvements in Policy 10.2.

An HSD was established within the Central SoMa Plan Area and was approved in conjunction with the adoption of the area plan. The HSD became effective in 2019. The Central SoMa HSD provides a streamlined, ministerial process for approval by the Planning Department of developments in the Central South of Market Plan Area that meet the requirements of AB 73 and other eligibility criteria.

HOME-SF

Planning Department staff continue to look for potential adjustments that can be made to the HOME-SF program to ensure it produces the maximum amount of permanently affordable units, including streamlining the process, removing some of the eligibility criteria, and adjusting the required on-site inclusionary rate to maximize feasibility of providing on-site affordable units.

When first introduced, HOME-SF consisted of only one option, requiring 30 percent on-site affordable units. While several projects did apply, the Department received feedback that the high on-site requirement made projects infeasible on many sites. In response, a trial program was developed in 2018, which allowed a varying percentage of on-site affordable units required based on the amount of extra height requested under the program. The trial also required that HOME-SF projects be approved, approved with conditions, or disapproved by the Planning Commission within 120 days of receipt of a complete HOME-SF application. The HOME-SF process offers clear parameters for approval and sets a clear application review timeline, meeting both Policies 10.1 and 10.2.

Read more about the HOME-SF program and its progress as a key related program listed for Objective 1.

Removal of Citywide Parking Requirements

In December 2018, the City passed an ordinance to eliminate minimum parking requirements for all land uses across all of San Francisco. The elimination of parking minimums for new development can facilitate construction of affordable housing. Parking is costly and inhibits design options for new developments. The removal of this policy may allow developers to shift costs and design to building more housing. The removal of this requirement increases certainty for a project and can promote environmentally favorable projects, supporting Policies 10.1 and 10.4.

Process Improvements

The City and its agencies have implemented various process improvements that have improved communication, decreased application review and approval times, offered clear parameters for development, and encouraged environmentally favorable developments. These have supported Polices 10.1, 10.2, and 10.4 of the 2014 Housing Element.

Executive Directives

In December of 2013, San Francisco Mayor Ed Lee issued Executive Directive 13-01, directing City departments with legal authority over the permitting or mapping of new or existing housing to implement process improvements to facilitate the production of affordable housing units and preserve existing rental stock. In response, a number of City departments formed a Housing working group, releasing a memo recommending a number of process improvements to meet the mayor's directive. Included among them are priority and concurrent review processing for residential projects that include higher levels of affordable units, inter-agency MOUs relating to the review and approval process for affordable housing projects, and expediting the hiring of City staff who review housing permits.

The Planning Department implemented an online Permit & Project Tracking System (PPTS), which allows the public to file entitlements online. The Planning Department launched PPTS in the fall of 2014.

City departments have also responded to Executive Directive 17-02. This charged City Departments to work collaboratively toward faster approvals for housing development projects. A plan for process improvements was released on December 2017 (https://sfplanning.org/sites/default/files/documents/admin/ExecutiveDirective17-02_ProcessImprovementsPlan.pdf). The PPA process was streamlined in April 2018 by changing the PPA response time from 90 days to 60 days, using a new streamlined PPA response letter, no longer offering pre-PPA meetings, and increasing the threshold for when PPA's are required. As part of the plan for process improvements, notification requirements for Building Permit Applications were consolidated in 2019 from two Planning Code sections into one. SF Planning published two informational reports that shared progress on process improvements identified in the Process Improvement Plan in December 2018 and June 2019: https://sfplanning.org/project/mayoral-executive-directives

Local 100% Affordable Housing Bonus Program (AHBP)
AHBP was developed along with the HOME-SF program in 2016 and offers incentives to developing 100 percent affordable projects. 100 percent affordable housing projects may qualify for an administrative review process under Planning Code Section 315. The primary benefits that Section 315 offers are priority processing, a streamlined review process, and exemption from Planning Commission hearings and Discretionary Review.

Read more about the Local 100% Affordable Housing Bonus Program (AHBP) and its progress as a key related program listed for Objective 1.

Electronic Plan Review
The City now offers electronic plan review for all projects other than those approvable over-the-counter, in an effort to streamline the permitting process. It eliminates the need for applicants to come to the City's permit center, enables better tracking/records management, allows applicants to see the City's comments in real-time, and allows for concurrent review of permitting agencies once a project is cleared by Planning.

Urban Design Guidelines and Design Review Matrix
The Urban Design Guidelines reduced and clarified expectations for housing projects seeking entitlement after they were adopted in 2018 by the Planning Commission with the strong support of the local chapter of the American Institute of Architects. Prior to their adoption, the over thirty sets of applicable guidelines, some of which conflicted, and staff review procedures had created iterative internal review that was highly frustrating to project applicants and their architects. Within the context of a discretionary process, the adoption and implementation of the UDGs simplified and reduced review, streamlined design guidance, and reduced Commission approvals that came with requested modifications. Along with the guidelines, staff implemented a new Design Review Matrix that streamlined and documented all design review comments to clarify outstanding non-compliance to be resolved for all parties. The Housing Crisis Act eliminated the ability of the city to pass any new design guidelines and future efforts are to create objective design standards only.

Discretionary Review Management

The Department has begun various forms of DR reform over the past ten years without success given the desire of many constituents to affect outcomes in their neighborhoods. To address this process internally, the Department instituted a principal planner level staff position in 2018 to coordinate and manage all DRs efficiently, systematizing application timing and process. This has been very effective as it has streamlined the hearing time, discussion, potential mitigations to resolve the issues, and even in many cases, helps parties negotiate to eliminate the DR altogether. Although a small number of projects are taken through the DR process, and an even smaller number are actually adjudicated by the Planning Commission, the process increases risk and reduces certainty in the process; it makes projects discretionary which then triggers CEQA review for projects that are typically ministerial in other jurisdictions and has created an environment where property owners are asked to make significant changes to avoid the risk of going to a DR hearing.

Permit Center at 49 South Van Ness (49SVN)

In addition to the online permit and project tracking systems, the City constructed a new permit center at 49 South Van Ness (49SVN) in spring 2020, which provides a centralized place for construction, special events, and business permitting. Previously, 13 different locations in San Francisco offered different permitting services. Now, almost all permitting can be completed at 49SVN, including business, special events, and construction permitting. The larger permit center can now offer Expanded Services, such as expansion of Over The Counter (OTC) Fire-Only Permits and expansion of Trade Permits, all of which can be completed online): https://sf.gov/information/permit-center-construction-services

Accessory Dwelling Unit (ADU) Roundtable and Flex Team

Mayor London Breed announced Executive Directive 18-01 in 2018 to accelerate the approval of Accessory Dwelling Units (ADUs) and clear its application backlog. In response, the City cleared its backlog of applications and amended the Planning Code to provide further flexibility in the Accessory Dwelling Unit Program within the available Zoning Administrator waivers, and expansion controls (Board File 180268). A streamlined roundtable review process was introduced where multiple reviewing departments came together concurrently to review applications, allowing all agencies to provide comments at once.

The Planning Department also created a Flex Team to more efficiently and equitably prioritizing and reviewing projects. The Flex Team is currently responsible for reviewing: (1) Accessory Dwelling Units (ADUs) citywide; (2) Projects that require Conditional Use Authorizations under the City's Community Business Priority Processing Program; (3) Priority projects as identified in the Department's Director's Bulletin #2, and (4) other projects when volume on the quadrant teams exceeds available staffing levels. This team also reviews applications that do not fit within the traditional quadrant framework (i.e., spanning multiple quadrants).

The Flex team has implemented significant process improvements associated with review of ADUs in an effort to streamline process. These include robust concurrent review of applications, issuance of consolidated City comments, and recordation of documents with the Assessor Recorder's Office. The Flex team also implemented an online application for ADUs that benefits from a fully digital and concurrent review. This process has been replicated for other City projects.

Housing Delivery Team

While past process required each developer to meet independently with all permitting agencies and departments, the City has developed two internal processes to coordinate and reduce potential conflicts and challenges. The first is a Housing Delivery team, under the Mayor's office and the Director of Housing Delivery, that organizes and shapes city decision-making across agencies and departments for very large projects such as development agreements. This team includes high level representatives from each jurisdiction or permitting function and the consistent collaboration allows alignments and reconciliation when requirements conflict.

Housing Advisory Team

The Planning Department established the Housing Advisory Team (HAT) and subsequent office hours to assist planners as they review housing projects. Given the recent adoption of State legislation and the complexity of the San Francisco Planning Code, the creation of a specific team to address housing production and the associated challenges was critical. HAT has weekly office hours to assist planners and focus on State Density Bonus projects, relocation and replacement provisions established by California's Housing Crisis Act, and implementation of additional State programs including The California HOME Act (SB-9) and SB-35.

Streetscape Design Advisory Team

The Streetscape Design Advisory Team (SDAT), administered by the Planning Department, includes SFMTA, Public Works, SFPUC, and the Fire Department. SDAT reviews projects outside of DAs, mostly on individual parcels, to facilitate approaches and direction prior to entitlement that significantly decreases later permitting stress. This team has had the further benefit of helping agencies work together to align on long-range changes.

SF Climate Action Plan

In 2013, San Francisco updated its Climate Action Plan which summarized the City's progress to date, shared examples of successful policies and programs, and outlined an initial set of actions to be taken by citizens, businesses, and government to strive toward emission reductions. Since then, the intensifying impacts of a changing climate have been irrefutable: increasing heat waves, worsening drought, and regional wildfires that blanket the city in smoke are becoming more commonplace. At the same time, racial, social, and economic inequalities have also become more severe and pronounced. Tackling the interwoven and widening climate, equity, and racial justice challenges we face has been the driving force for the development of the 2021 Climate Action Plan. The development of this data-driven, people-focused plan brought together City departments, residents, community-based organizations, and businesses to collaborate on creating solutions. The result, a plan that offers a detailed set of strategies and actions to achieve net-zero emissions while addressing racial and social equity, public health, economic recovery, and community resilience.

Appropriateness of Objective 10

The Objective 10 policies are in line with reducing uncertainty and constraints in housing production through a process that supports community needs, however Objective 10 does not differentiate between

or prioritize community histories, lived experiences, or data-found knowledge to establish different processes to change future outcomes. As well, for improved outcomes across communities who have been historically underserved and/or dispossessed of land rights requires deeper level changes than simply allowing for their "review" of projects; systematic forms of discrimination and historic harm need to be built into community planning and processes. Certainty comes from a broad spectrum addressing of inequities, a commitment to equitable practices, a trust of the system overall and ways to build consensus when there are competing needs. It is a more complex process than described in Objective 10.

While CEQA come from state regulation, it is implemented locally and adapted to different contexts. Policy 10.3's goal to reduce excessive time or redundancy could come not from the internal workings of the Planning Department, they may also relate to the way communities or members of the public use CEQA processes to voice dissent at various levels of approval. Using best practices is a good goal, but without specifying what that means and whose practices, it may not get to the root of the challenge that needs to be addressed. Policy 10.4 feels misaligned to the complex way San Francisco sits in environmental regulation with the State. Many of the State's legislation around environmental conditions are designed to mitigate places where development encroaches on wilderness—wetlands, forest, and natural grasslands. As San Francisco is highly urbanized, some of the environmental considerations are reversed—rather than seeing development as a damage to wild space, placing housing in San Francisco reduces the impact to these outer edges in suburbs and exurbs. Instead, development can be looked are more specifically through the lens of sustainability—what materials are used in the building or its energy efficiency. This is all well-covered in the Green Building Code and CEQA. Asking for more State legislation is likely to create non-San Francisco requirements for a unique place and may undermine broader regional goals.

Review of Implementation Programs for Objective 10 from 2014 Housing Element

Name of Program 80	Where conditional use authorization is required, the Planning Code should provide clear conditions for deliberation, providing project sponsors, the community, and the Planning Commission with certainty about expectations.
Effectiveness	The process for obtaining Conditional Use Authorization, including the Planning Commission's conditions for deliberation, is detailed in the CUA application packet, available at the Planning Information Center and on the department's website: https://sfplanning.org/sites/default/files/forms/CUA_SupplementalApplication.pdf. The latest version of the CUA packet was updated in May 2021.
Appropriateness	Continue. However, the City could consider changes to the CUA requirements to encourage production of housing and affordable housing across income ranges and household types.
Lead Agency	Planning Department
Funding Source	Annual work program
Schedule	Ongoing as community plans are completed and/or amended

Name of Program 81	Planning shall continue to implement a Preliminary Project Assessment phase to provide project sponsors with early feedback on the proposed project, identify issues that will may overlap among the various departments, and increase the speed at which the project can move through all City review and approval processes.
Effectiveness	On February 1, 2011, the department began requiring any project proposing to add 6 or more dwelling units, or to construct more than 10,000 square feet of non-residential space to submit a Preliminary Project Assessment (PPA). In 2018, this was updated to requiring any project proposing 10 or more dwelling units, and/or expansion of group housing use, and/or construction of new non-residential building or addition of 10,000 square feet or more. To date, over 420 PPA applications have been filed with the department. Completed PPA letters are posted on the department's website as well as on the SF Property Information Map: https://sfplanning.org/resource/ppa-application
Appropriateness	Continue
Lead Agency	Planning Department
Funding Source	Planning Department Application Fees
Schedule	Completed and ongoing

Name of Program 82	Planning shall continue to utilize, and explore ways to increase the benefits of Community Plan exemptions and tiered environmental reviews. As a part of this process, Planning shall prioritize projects which comply with CEQA requirements for infill exemptions by assigning planners immediately upon receipt of such applications.
Effectiveness	The first Community Plan Exemption (CPE) for a project was issued for a 35-unit mixed use building in the Market-Octavia Plan Area in July of 2009. Since then, hundreds more projects have received CPE's. A current list of CPEs is available here: https://sfplanning.org/resource/ceqa-exemptions
Appropriateness	Continue
Lead Agency	Planning Department
Funding Source	Annual work program
Schedule	Implemented/Ongoing

Name of Program 83	The Department of the Environment, Planning and other agencies shall coordinate City efforts to update the Climate Action Plan, create climate protection amendments to the San Francisco General Plan, and develop other plans for addressing greenhouse gases necessary per AB 32 and SB 375.
Effectiveness	Climate Action Strategy 2017 Transportation sector update was presented to the Planning Commission in October 2017: http://commissions.sfplanning.org/cpcpackets/Climate%20Action%20Strategy.1pdf.pdf

Each department required to produce and update a Department Climate Action Plan annually. In 2010, the Planning department published the first Greenhouse Gas Reduction Strategy in compliance with the CEQA Air Quality Guidelines. The 2021 Climate Action Plan (CAP) can be found here: https://sfplanning.org/project/san-francisco-climate-action-plan |
Appropriateness	Continue
Lead Agency	Department of the Environment
Funding Source	Annual work program, state grants
Schedule	Ongoing

Name of Program 84	Planning shall continue to implement tools and processes that streamline CEQA compliance, thereby reducing the time required for production of environmental documents and CEQA processes. In addition to contracting with previously established pools of qualified consultants to produce necessary technical studies (e.g., transportation) and environmental documents (e.g., EIRs), Planning will continue to implement streamlined processes, including but not limited to: Community Plan Exemptions that tier from previously certified Community Plan EIR's; participate in the preparation of Preliminary Project Assessments that outline the anticipated requirements for CEQA compliance, including necessary technical studies; and implement recent and pending updates to the CEQA Guidelines that provide mechanisms for streamlining the environmental assessment of infill development projects.
Effectiveness	Planning continues to implement streamlined processes. Since 2014, Planning has issued two area plan EIRs: Central SoMa, and Hub. These EIRs allow for streamlined review via Community Plan Evaluations for potentially thousands of new units. Planning must issue these evaluations within 12 months of stable project descriptions per Mayoral Executive Directive 17-02. Planning is using a similar approach for the Housing Element 2022 update: the EIR will allow streamlined review for potentially tens of thousands of new units. Planning also uses exemptions and ministerial approval processes for housing projects, when applicable, such as infill exemptions and affordable housing projects.

The Planning Department made staffing adjustments to move all historic preservation staff into Current Planning to help streamline the CEQA process. The preservation planner is now also the project planner, reducing redundancy and potentials for conflicting feedback.

https://sfplanning.org/division/environmental-planning |
Appropriateness	Continue
Lead Agency	Planning Department
Funding Source	Annual work program
Schedule	Ongoing

Issue 6.
Maintain the Unique and Diverse Character of San Francisco's Neighborhoods

OBJECTIVE 11: SUPPORT AND RESPECT THE DIVERSE AND DISTINCT CHARACTER OF SAN FRANCISCO'S NEIGHBORHOODS.

Policy 11.1 Promote the construction and rehabilitation of well-designed housing that emphasizes beauty, flexibility, and innovative design, and respects existing neighborhood character.

Policy 11.2 Ensure implementation of accepted design standards in project approvals.

Policy 11.3 Ensure growth is accommodated without substantially and adversely impacting existing residential neighborhood character.

Policy 11.4 Continue to utilize zoning districts which conform to a generalized residential land use and density plan and the General Plan.

Policy 11.5 Ensure densities in established residential areas promote compatibility with prevailing neighborhood character

Policy 11.6 Foster a sense of community through architectural design, using features that promote community interaction.

Policy 11.7 Respect San Francisco's historic fabric, by preserving landmark buildings and ensuring consistency with historic districts.

Policy 11.8 Consider a neighborhood's character when integrating new uses, and minimize disruption caused by expansion of institutions into residential areas.

Policy 11.9 Foster development that strengthens local culture sense of place and history.

Effectiveness of Objective 11: Overview

The Planning Department had a direct and consistent approach to the application of design review and guidelines through internal processes that improved significantly during this time. New design guidelines were developed by a new team of architects brought into the Department to put together a clear architectural practice approach. Their procedures and new documents were based in existing Urban Design Element policy which focused on neighborhood character. Staff architects worked closely with review planners to implement guidance through Commission approvals.

While two areas of attention around the design of new buildings and historic preservation of older ones predominated the interpretations of these policies, another developed in between which was confusing and lead to challenging policy decision-making: desire to maintain older buildings with texture and character that do not qualify as historic resources. These were sometimes described as "cute" or "cottage-like" and often represented smaller scales within neighborhoods than adjacent structures. While design guidance around compatibility with scales and densities of surrounding properties was effectively established, it provided very little room for any forms of innovation, beauty and flexibility.

When new long-range planning work was developed, including HOME-SF, the Affordable Housing Bonus Program, and area planning, they were designed with existing scales and neighborhood types in mind. Bonus programs limited increase to two to three stories and, when significant changes to heights were proposed, for example in Central SoMa, following community guidance, staff designed bulk controls to mediate the experience of taller buildings.

The biggest engagement in design practice at the department during this time was less around architecture and more around streetscape design which was highly interactive with community members and promoted a sense of place and engagement with the built environment.

Historic Preservation standards and practices in the Department were aligned with policy goals in Objective 10 – rigorous and attentive to districts and individual resources, especially between 2015 and 2018 as the decision-making was held within one primary manager who had a conservative interpretation of historic preservation requirements including the Secretary of Interior Standards. In 2019, the structure of Historic Preservation staffing was modified to include three managers with different areas of expertise more integrated into the review process. This provided efforts that met the goals in this policy but with more flexibility and practicality. Additionally, the adoption of the Retained Element Special Topic Design Guidelines provided a way to keep the expression of older structures without maintaining the full resource status to balance new community use needs—such as housing or services-- with older structures.

Effectiveness of Key Related Programs

Design Review Management
Design review practices within the Department increase substantially between 2015 and 2018. Design review had been previously handled by planners without detailed or specific knowledge in architecture or landscape architecture which led to confusing or iterative requests to project teams that were not based in design language or skill. In 2012, there was one staff architect who planners consulted with for advice. By 2018, an entire team of staff architects was hired and included two principal planner-level managers (licensed architects), three staff architects (licensed architects), and with one architectural designer. There were three design advisory teams that coordinated consistent approaches to design review inputs centered on specific adopted documents: the Residential Design Guidelines, the Urban Design Guidelines, and the Better Streets requirements. This became a highly effective way to provide consistency, create new guidelines, and document feedback for applicants to be resolved linearly and efficiently.

Cultural Districts
In 2018, the local Cultural District program was created by Ordinance No. 126-18 "to formalize a collaborative partnership between the City and communities and bring resources and help in order to stabilize vulnerable communities facing or at risk of displacement or gentrification and to preserve, strengthen, and promote our cultural assets and diverse communities so that individuals, families,

businesses that serve and employ them, nonprofit organizations, community arts, and educational institutions are able to live, work and prosper within the City." Cultural Districts most directly address Policy 11.9 of the 2014 Housing Element and were provided a formal definition as "a geographic area or location within the City and County of San Francisco that embodies a unique cultural heritage because it contains a concentration of cultural and historic assets and culturally significant enterprise, arts, services, or businesses, and because a significant portion of its residents or people who spend time in the area or location are members of a specific cultural, community, or ethnic group that historically has been discriminated against, displaced, and oppressed." In the same year, the San Francisco voters passed Proposition E by 75 percent, providing funding to the Cultural Districts each year of approximately $3 million as an appropriation from the hotel room tax fund. The program ordinance directed MOHCD to coordinate the program and grant funding with input and support from Arts Commission, OEWD, Planning and other key agencies. It also required that each Cultural District produce a Cultural, History, Housing, and Economic Sustainability Strategy (CHHESS) to be adopted by the Board of Supervisors and to update it regularly.

There are currently eight Cultural Districts: Japantown Cultural District, LEATHER & LGBTQ Cultural District, Transgender Cultural District, SoMa Pilipinas – Filipino Cultural District, African American Arts & Cultural District, Calle 24 Latino Cultural District, Castro LGBTQ Cultural District, American Indian Cultural District, and Sunset Chinese Cultural District. Each Cultural District maintains a community-based advisory board, staffing, and ongoing community and City partnerships. Below are three of the primary activities of each Cultural District:

- Sharing resources and information and leveraging programming to stabilize their community.

- Connecting community with City programs and efforts to increase reach and efficacy.

- Working to foster cultural safety, pride, and improve the quality of life for its community members.

The program also offers an opportunity for agencies to provide direct technical assistance to build capacity of each district for community planning. The program's focus on historically discriminated, displaced, and oppressed communities aligns well with the racial and social equity goals of the Planning Department and the department's resolution to center planning around equity.

To date, no CHHESS reports have been adopted. Three or more are scheduled for adoption in 2022, beginning with the SoMa Pilipinas and Japantown CHHESS reports. No housing specific strategies have been implemented by or for the districts; however, a few districts have implemented special area design guidelines and public realm improvements. Calle 24 has also implemented a Special Use District (Planning Code Section 249.59), which is intended to preserve the prevailing neighborhood character of the Calle 24 Latino Cultural District while accommodating new uses and recognizing the contributions of the Latino community to the neighborhood and San Francisco.

Historic Resources
San Francisco designated the Clyde and Crooks Warehouse Historic District and the Mint-Mission Conservation District and twenty-eight individual landmarks during the 2015-2021 reporting period. The historic designations promote San Francisco's historic fabric, meeting Policy 11.7 of the 2014 Housing

Element. Individual landmarks include Ingleside Presbyterian Church and the Great Cloud of Witnesses, Japanese YWCA/Issei Women's Building, El Rey Theater, Paper Doll, and the Sunshine School.

In 2020, the Historic Preservation Commission directed the Planning Department to recenter preservation work through Resolution No. 1127: Centering Preservation Planning on Racial and Social Equity. Key recommendations to the Planning Department include (1) exploring creative approaches to "incorporate new ways of honoring and sustaining cultural heritage" and (2) expanding participation, building capacity, and funding partnerships with American Indian, Black, and other communities of color to ensure these communities can guide and lead the preservation of their historic resources and cultural heritage.

The San Francisco Citywide Cultural Resources Survey (SF Survey) was initiated in 2020. SF Survey is a multi-year effort to identify and document places that are culturally, historically, and architecturally important to San Francisco's diverse communities. Once completed, this analysis will help guide the Department's decisions on future landmark designations and other heritage-based work, as well as on new development, area plans, and building permit applications. SF Survey is comprised of the following interwoven components: community engagement, Citywide Historic Context Statement, field survey, findings and adoption, and ultimately the Cultural Resources Inventory.

In 2020, as part of SF Survey, the Planning Department initiated the development of a methodology to identify and document Intangible Cultural Heritage through a series of stakeholder focus groups conducted through early 2021. Ongoing consultation with culture bearers and completion of the methodology will take place in 2022.

Historic Context Statements were completed on architectural, cultural, and geographic themes during the reporting period. These include Earthquake Shacks, Citywide Historic Context Statement for LGBTQ History in San Francisco, and neighborhood context statements on Central SOMA, Corbett Heights, and Eureka Valley. The Planning Department is developing a Citywide Historic Context Statement. Historic context statements nearing completion and included in the Citywide study include histories of San Francisco's Chinese American, African American, and Latino communities. Architectural theme studies focusing on building typologies and styles currently underway include early residential, small flats and apartments, private institutions, Italianate, Mediterranean Revival, and Queen Anne. Histories of public art and statues and the City's American Indian and Jewish communities will begin in 2022. It is anticipated the studies outlined above will be completed over the next one to three years.

Table 43. Landmarks Designated in San Francisco, 2015–2021

Landmark No.	Name of Landmark	Location by Address	Assessor's Block/Lot*	Legislative History
267	Swedish American Hall Building	2174-2178 Market Street	3542/017	Ord. 61-15 File No. 150246 App. 5/8/2015
268	R. L. Goldberg Building	182-198 Gough Street	0837/014	Ord. 71-15 File No. 150002 App. 5/21/2015
269	University Mound Old Ladies' Home	350 University Street	5992/001	Ord. 201-15 File No. 150866 App. 11/25/2015
270	The Cowell House	171 San Marcos Avenue	2882/035	Ord. 52-16 File No. 151164 App. 4/22/2016
271	The Bourdette Building	90-92 Second Street	3707/012	Ord. 77-16 File No. 151211 App. 5/20/2016
272	Alemany Emergency Hospital and Health Center	35-45 Onondaga Avenue	6956/016 6956/017	Ord. 99-16 File No. 160293 App. 6/17/2016
273	Ingleside Presbyterian Church and the Great Cloud of Witnesses	1345 Ocean Avenue	6942/050	Ord. 222-16 File No. 160820 App. 11/22/2016
274	El Rey Theater	1970 Ocean Avenue	3280/018	Ord. 161-17 File No. 170430 App. 7/27/2017
275	Third Baptist Church Complex	1399 McAllister Street	0778/013	Ord. 226-17 File No. 170923 App. 11/15/2017
276	Gaughran House	2731-2735 Folsom Street	3640/031	Ord. 240-17 File No. 170922 App. 12/15/2017
277	New Era Hall	2117-2123 Market Street	3543/012	Ord. 49-18 File No. 170755 App. 3/29/2018
278	Phillips Building	234-246 First Street	3736/006	Ord. 148-18 File No. 180387 App. 6/28/2018
279	Arthur H. Coleman Medical Center	6301 Third Street	4968/032	Ord. 203-18 File No. 180559 App. 8/10/2018
280	New Pullman Hotel	228-248 Townsend Street	3787/018	Ord. 253-18 File No. 180720 App. 11/2/2018
281	Piledrivers, Bridge, and Structural Ironworkers Local No. 77 Union Hall	457 Bryant Street	3775/085	Ord. 254-18 File No. 180721 App. 11/2/2018
282	Hotel Utah	500-504 4th Street	3777/001	Ord. 255-18

Landmark No.	Name of Landmark	Location by Address	Assessor's Block/Lot*	Legislative History
				File No. 180722 App. 11/2/2018
283	Dunham, Carrigan & Hayden Building	2 Henry Adams Street	3910/001	Ord. <u>11-19</u> File No. 181144 App. 1/25/2019
284	Benedict-Gieling House	22 Beaver Street	3561/060	Ord. <u>32-19</u> File No. 181175 App. 2/22/2019
285	Theodore Roosevelt Middle School	460 Arguello Boulevard	1061/049	Ord. <u>37-19</u> File No. 180003 App. 3/15/2019
286	Sunshine School	2728 Bryant Street	4273/008	Ord. <u>38-19</u> File No. 180005 App. 3/15/2019
287	Paper Doll	524 Union Street	0103/009	Ord. <u>114-19</u> File No. 181107 App. 6/25/2019
288	Kinmon Gakuen Building	2031 Bush Street	0676/027	Ord. <u>243-19</u> File No. 190644 App. 11/1/2019
289	"History of Medicine in California" frescoes	In Toland Hall auditorium in UC Hall, 533 Parnassus Avenue	2634A/011	Ord. <u>241-20</u> File No. 201033 App. 11/25/2020
290	Royal Baking Company	4767-4773 Mission Street	6084/021	Ord. <u>267-20</u> File No. 201034 App. 12/23/2020
291	Japanese YWCA/Issei Women's Building	1830 Sutter Street	0676/035	Ord. <u>60-21</u> File No. 210064 App. 4/30/2021
292	Lyon-Martin House	651 Duncan Street	6604/036	Ord. <u>74-21</u> File No. 210286 App. 5/21/2021
293	Ingleside Terraces Sundial and Sundial Park	Within Entrada Court	6917B/001	Ord. <u>153-21</u> File No. 210423 App. 10/8/2021
294	Fresco titled "The Making of a Fresco Showing the Building of a City"	In the Diego Rivera Gallery, San Francisco Art Institute, 800 Chestnut Street	0049/001	Ord. <u>169-21</u> File No. 210565 App. 10/15/2021
295	San Francisco Eagle Bar	396-398 12th Street	3522/014	Ord. <u>175-21</u> File No. 210734 App. 10/29/2021
296	2778 24th Street	2778 24th Street, Casa Sanchez Building	4210/018	Ord. <u>17-22</u> File No. 211233 App. 2/11/2022

Residential Design Guidelines

In 1989, the Planning Department proposed a set of design guidelines to help ensure that new residential development respects the unique character of many of San Francisco's neighborhoods. These guidelines were refined and adopted as part of the 1990 Residence Element update and were updated again in 2003 as part of the 2004 Housing Element program.

Design Guidelines added since 2014: Urban Design Guidelines, Excelsior Streetscape Design Guidelines, 100% Affordable Housing Bonus Program/HOME-SF Design Guidelines, Polk Street Special Area Design Guidelines, Calle 24 Special Area Design Guidelines, Retained Element Special Topic Design Guidelines, and Japantown Special Area Design Guidelines.

Plans for design guidance: Given the Housing Crisis Act, which does not allow the application of new design guidelines effective January 1, 2020, the Department does not have plans to create any new design guidelines. Any design policy implementation proposed would be in the form of objective design standards. Currently, the only design standards project accompanies the implementation of the California HOMES Act and would support the addition of housing units in areas currently zoned for single-family housing.

Appropriateness of Objective 11

San Francisco's urban design policy, anchored in the Urban Design Element, has long been predicated on maintaining the unique character of its neighborhoods, so ensure compatibility of scale, texture, types, and densities across blocks and precincts. These are common goals and practices in American city design practice that come out of the experiences of many neighborhoods during Modernization in the mid-Twentieth century when new technologies changed the ways buildings were built and new aesthetic sensibilities arose from the development of technology and futuristic optimism. This version of history represents the experience of some people, white populations whether affluent or part of the growing middle class, who had choices, financial resiliency, few restrictions on the ability to gain land or capital, and access to jobs and opportunities to anchor roots. For others, especially members American Indian, Black, Latina/e, Chinese, Japanese, or Filipino communities, and other communities of color were systematically, intentionally excluded from these same opportunities by governmental and private entities. People in these communities were dispossessed of land, denied access to capital, in threat of incarceration and, in many cases, did not express their cultural identities for fear of attack, erasure, or further harm. Other parts of this history of the mid Twentieth century describe the displacement and dismantling of communities of color-- settled in neighborhoods rich with belonging, property ownership, and cultural identity-- through redevelopment. As those built environments were destroyed, soon thereafter, low density neighborhoods that had rules to allow small, multifamily housing could have accommodated these households, reduced their density to one and two-family structures, essentially cementing the restrictive and exclusive environment even after fair housing laws had eliminated racial covenants and redlining. In light of these histories in combination, this desire built into design guidance at the end of the Twentieth-century to "maintain" the character and density of the residential environment could also be seen not just as a desire for familiarity, but as a way for these residents to stabilize their

investments, reduce the proliferation of housing, keeping high values on single and two family housing types, and avoid intrusion by "outsiders" with different habits and sensibilities. The Urban Design Element was adopted in 1972, with the first residential design guidelines created in 1989, followed by the current set adopted in 2003. The residential design guidelines have significantly more emphasis on compatibility than the Urban Design Element.

Architecture and urban design have become tools for maintaining the status quo, to the detriment of authenticity, shared experience, across generations and the natural evolution and innovation of culture and expression. Many of the same people who complain that new projects are "generic" and "look the same" lift up the same echoes of compatibility which reinforce the repeating of materials, forms, and scales. And the emphasis has dropped from dramatic changes in architectural scales or qualities to more superficial reflections of shapes and sizes—for example asking windows to be vertical rather than horizontal or roof shapes to match. San Francisco has long expressed city values around inclusion, inviting people of all places, backgrounds, ethnicities, races, preferences, genders, and artistic lens to come, join, be who you are and live your truth. It has invited people to make and find families to bring their talents together, yet our design expressiveness has been held by patterns citywide without differentiation of quality, meaning, and evolution. Design policies have also preferenced buildings over people, focusing on historic aesthetics and forms over the symbolism, impressions, and even legacies. When a member of Japanese American communities in San Francisco sees a Victorian house, it may evoke memories or stories of their displacement journey, while those from the Trans and LGBTQ+ communities may connect to stories of saved Victorians that helped anchor their communities. Architecture symbolism is in the eye of the experiencer.

While reflective of the time, design policy that maintains neighborhood character reduces housing opportunities, personal and cultural expression, and inclusion on social and physical levels. To provide housing choice and places of belonging, density and architecture must expand. The majority of policies in Objective 11 are no longer appropriate. Policy 11.6 will be continued in the Housing Element Update 2022, however, as there are features which encourage relationships between inside and outside and community interaction. Policy 11.9 will also be expanded to clarify and prioritize the role of Cultural Districts and other area of cultural identity that anchor those who have been subject to past system harm and at current risk for displacement.

Review of Implementation Programs for Objective 11 from 2014 Housing Element

Name of Program 85	Planning staff shall coordinate the City's various design guidelines and standards, including those in the General Plan, Planning Code, and Residential Design Guidelines into a comprehensive set of Design Standards. This effort shall include development of Neighborhood Commercial Design Standards as well as updates to existing standards.
Effectiveness	The Department developed the Urban Design Guidelines adopted by the Planning Commission in 2018 which applies in all mixed-use, neighborhood commercial, and downtown commercial districts; on large parcels in residential districts; but not in Historic Districts. https://sfplanning.org/project/urban-design-guidelines
Appropriateness	Delete. This program has been completed.
Lead Agency	Planning Department
Funding Source	Annual work program
Schedule	Ongoing

Name of Program 86	Planning staff shall reform the Planning Department's internal design review process to ensure consistent application of design standards, establish a "Residential Design Team" who shall oversee application of the standards on small projects, and continue the "Urban Design Advisory Team" to oversee design review for larger projects.
Effectiveness	The Urban Design Advisory Team (UDAT) and Residential Design Advisory Team (RDAT) functions were consolidated into a single Design Review Team in 2020. Planning staff presented information on designs and recommendations of design guidelines at Planning Commission hearings until implementation of the Housing Crisis Act in 2020: https://sfplanning.org/hearings-cpc
Appropriateness	Continue. Staff should conduct an audit/analysis of the Design Review program for consistency and efficacy. The analysis should include recommendations for program improvement to Department leadership.
Lead Agency	Planning Department
Funding Source	Annual work program
Schedule	Ongoing

Name of Program 87	Planning staff shall continue to work with the design community to provide informational sessions at the Planning Commission, Department of Building Inspection Commission and in public forums to educate decision makers and citizens about architectural design, including co-housing, shared housing and group housing.
Effectiveness	The Department worked with faculty at the California College of the Arts in 2019 through 2022 to research, explore, and demonstrate models of group and co-housing which was presented at the Planning Commission in March 2022.
Appropriateness	Continue. Design Review Staff should work with the Design Community to revise the Urban Design Element of the General Plan and craft Objective Design Standards to implement Design Policy.
Lead Agency	Planning Department
Funding Source	Annual work program
Schedule	Ongoing

Name of Program 88	Planning staff shall continue to use community planning processes to develop policies, zoning, and design standards that are tailored to neighborhood character; and shall include design standards for mixed use, residential and commercial buildings in development of new community plans (if not covered by the City's comprehensive Design Standards described above).
Effectiveness	Department facilitated the creation of the Special Area Design Guidelines for the Calle 24 Cultural District, the Japantown Cultural District, and the Polk Street neighborhood all adopted by the Planning Commission in 2019.
Appropriateness	Delete during implementation of the Housing Crisis Act.
Lead Agency	Planning Department
Funding Source	Annual work program
Schedule	Ongoing

Name of Program 89	Planning Department staff shall continue project review and historic preservation survey work, in coordination with the Historic Preservation Commission; and shall continue to integrate cultural and historic surveys into community planning projects.
Effectiveness	Planning Department staff continue to review projects and historic preservation survey work, presenting twice a month to the Historic Preservation Commission. The San Francisco Citywide Cultural Resources Survey (SF Survey) was initiated in 2020. SF Survey is a multi-year effort to identify and document places that are culturally, historically, and architecturally important to San Francisco's diverse communities. Read more about the Citywide Cultural Resources Survey as a program listed for Objective 11.
Appropriateness	Continue
Lead Agency	Planning Department
Funding Source	Annual work program and grants from the Historic Preservation Fund
Schedule	Ongoing

Name of Program 90	Planning Department staff shall continue to develop a process for Neighborhood Design Guideline review and approval including developing next steps for public dissemination.
Effectiveness	In March 2018, the Planning Commission adopted the Urban Design Guidelines. The Urban Design Guidelines, intended to create a coordinated and consistent design review process and promote a more thoughtful and holistic approach to city building, can be found here: https://sfplanning.org/project/urban-design-guidelines Department facilitated the creation of the Special Area Design Guidelines for the Calle 24 Cultural District, the Japantown Cultural District, and the Polk Street neighborhood all adopted by the Planning Commission in 2019.
Appropriateness	Delete during the implementation of the Housing Crisis Action
Lead Agency	Planning Department
Funding Source	Annual work program
Schedule	Complete

Name of Program **91**	Planning Department staff shall research mechanisms to help preserve the character of certain distinctive neighborhoods and unique areas which are worthy of recognition and protection, but which may not be appropriate as historical districts. Such mechanisms should recognize the particular qualities of a neighborhood and encourage their protection, maintenance and organic growth, while providing flexibility of approach and style so as not to undermine architectural creativity, existing zoning, or create an undue burden on homeowners
Effectiveness	Department facilitated the creation of the Special Area Design Guidelines for the Calle 24 Cultural District, the Japantown Cultural District, and the Polk Street neighborhood all adopted by the Planning Commission in 2019.
Appropriateness	The Planning Department worked on the Heritage Conservation Element (formerly Preservation Element), a new Element added to the General Plan, in 2014. The Conservation Element process has been indefinitely placed on hold, and may resume late 2022 or 2023 as SF Planning gains more momentum with the Cultural Resource survey and cultural districts work. A working draft of the Conservation Element is complete and may be used as a foundation when work resumes.
Lead Agency	Planning Department, Citywide Division
Funding Source	Annual work program
Schedule	Ongoing

Name of Program **92**	The Planning Department has a completed draft of the Preservation Element and the final document will undergo Environmental Review in 2015.
Effectiveness	The Planning Department worked on the Heritage Conservation Element (formerly Preservation Element), a new Element added to the General Plan, in 2014. The Conservation Element process has been indefinitely placed on hold, and may resume late 2022 or 2023 as SF Planning gains more momentum with the Cultural Resource survey and cultural districts work. A working draft of the Conservation Element is complete and may be used as a foundation when work resumes.
Appropriateness	Continue
Lead Agency	Planning Department
Funding Source	Annual work program and grant from the Historic Preservation Fund
Schedule	Ongoing

Issue 7.
Balance Housing Construction and Community Infrastructure

OBJECTIVE 12: BALANCE HOUSING GROWTH WITH ADEQUATE INFRASTRUCTURE THAT SERVES THE CITY'S GROWING POPULATION.

Policy 12.1 Encourage new housing that relies on transit use and environmentally sustainable patterns of movement.

Policy 12.2 Consider the proximity of quality of life elements, such as open space, child care, and neighborhood services, when developing new housing units.

Policy 12.3 Ensure new housing is sustainably supported by the City's public infrastructure systems.

Effectiveness of Objective 12: Overview

Objective 12 focuses on how new housing contribute to delivering neighborhoods and communities where people can live in proximity to their daily needs and maintain healthy lifestyles and social connections. The City recognizes the importance of community infrastructure and continues to make progress in understanding infrastructure and community needs while implementing capital improvement projects. New housing has played a role in supporting the funding needed for such improvements. area. Because much of the city's housing has been concentrated on the east side of the city, the growth of infrastructure has also been concentrated in these areas. These policies have been effective in supporting the new housing, and the neighborhoods where they are located, with more investment but such investment has not always served the existing residents, many of which are low-income people of color.

"Quality of life" elements in Policy 12.2 are essential to fostering a sense of belonging. Open space, child care, and neighborhood services are equally important to considering the growth of an area. Programs in the 2014 Housing Element for this Objective did not include ways to support these neighborhood services as housing grows.

Effectiveness of Key Related Programs

Parking and Transportation-Related Requirements
Changes to parking and transportation-related requirements have allowed for growth in more environmentally sustainable patterns, as called for in Policy 12.1. In December 2018, the City passed an ordinance to eliminate minimum parking requirements for all land uses across all of San Francisco. This proposal was initially recommended by the Planning Commission as part of an amendment to the Better Streets Plan.

The Transportation Demand Management (TDM) program became effective in March 2017. The TDM program's primary purpose is to reduce vehicle miles traveled (VMT) generated by new development projects. Projects have a menu of options from which to choose to achieve a minimum score based on project site location, project size, land use type, etc. One of the TDM menu categories is Parking

Management, where the following options are available: Unbundled Parking, Short Term Daily Parking Provision, Parking Cash Out for Non-residential Tenants, and Parking Supply (lowering parking ratios).

In March 2016, the Planning Commission adopted a resolution to move forward with state-proposed guidelines that modernize the way City officials measure the transportation impacts of new development. This resolution removed automobile delay (Levels of Services, or LOS) as a significant impact on the environment and replaced with a vehicle miles traveled (VMT) threshold for all CEQA environmental determinations. This means that the primary consideration in transportation environmental analysis is now the amount and distance that a project might cause people to drive.

In December 2015, a new law was passed requiring new development to invest more in the transportation network to help offset the growth created by their projects. The Transportation Sustainability Fee (TSF) can help pay for improvements like more Muni buses and trains, improved reliability on Muni's busiest routes, roomier and faster regional transit, and better streets for pedestrians and bicyclists.

Interagency Plan Implementation Committee (IPIC)
The Interagency Plan Implementation Committee (IPIC) continues to help turn Area Plan visions into on-the-ground improvements, working with community members, development project sponsors, and City agencies. IPIC is key to ensuring that communities include quality of life elements, as called for in Policy 12.2. IPIC reports are published annually and provide snapshots of the success of certain Area Plans, assessing development patterns, impact fee projections, and capital projects. Since the creation of IPIC, the City has collected $267 million of infrastructure-related impact fees and expects to collect $510,000,000 over the next ten years. The annual report for 2021 introduced a new section on Equity Considerations that described how racial and social equity is integrated into IPIC.

The Central SoMa Implementation Strategy, adopted December 2018, is comprised of an Implementation Matrix and Public Benefits Package. The matrix describes the actions, and agencies, and stakeholders that will implement objectives and policies of the plan. The Public Benefits Package includes investments in Affordable Housing; Transit; Parks & Recreation; Production, Distribution, and Repair; Complete Streets; Cultural Preservation & Community Services; Environmental Sustainability & Resilience; and Schools & Childcare.

The Market & Octavia Area Plan Amendment adding community improvements to the original plan, including Improvements to Transit Service and Capacity in the Hub; streetscape improvements; building a park at 11th and Natoma; and public open space improvements.

City agencies are required to monitor and report on the implementation of the Central SoMa and Market & Octavia Area Plans, similar to the process in other established plan areas.

Development Agreement Project Public Benefits
Development agreements (DAs) offer a variety of public benefits that project sponsor must agree to providing, including transit, commercial, open space, and space for neighborhood institutions. The Planning Department collaborates with other agencies, particularly the Office of Economic and Workforce Development (OEWD) to develop project plans and associated benefits. DAs typically include

a Master Infrastructure Plan and commitments to additional community benefits, strongly supporting Policy 12.3. In the DAs that have been approved between 2014-2019, infrastructure improvements to accompany growth have included: open space, child care facilities, workforce development programs and spaces, community facilities, grocery stores, and fees to expand utility systems.

ConnectSF

ConnectSF is a multi-agency collaborative process to build an effective, equitable, and sustainable transportation system for San Francisco's future. ConnectSF will identify policies and major transportation investments that will help reach the city's priorities, goals, and aspirations. The process to develop a vision started in 2017. Phase 2 consists of identifying existing and future travel needs and options, developing major projects for the City's transportation needs, and narrowing in on a list of priority project concepts. These will culminate in the last phase (2018-2023), guiding the completion of two policy-related documents: the San Francisco Transportation Plan (SFTP) 2050 and the Transportation Element Update. The SFTP establishes the City's transportation priorities and positions San Francisco for regional, state, and federal funding. Since its initiation, the ConnectSF project has coordinated with the 2022 Housing Element to ensure that housing plans for the future align with transit plans and the City's plans for public infrastructure, as called for in Policies 12.1 and 12.3.

Community Facilities Assessment

The Planning Department completed a Southeast Framework Community Facility Needs Assessment in July 2021. The report represents the information and analysis informing recommendations to provide equitable access to community facilities in the southeast part of the city. The recommendations try to bridge gaps and find potential for integration across City agencies to quality access to libraries, fire stations, public health clinics, childcare facilities, recreation centers, public schools, and police stations.

The Planning Department also completed the Greater SoMa Community Facilities Needs Assessment, which identifies the capital needs of ten types of community facilities in the greater South of Market area, including the Tenderloin, Mission Bay, Showplace Square, and Market and Octavia neighborhoods. Community facility types analyzed in this report include public schools, recreation centers and parks, public and non-profit health facilities, libraries, arts and culture facilities, social welfare facilities and facilities serving the homeless. Community Facilities Assessments continue to be critical to understanding the quality-of-life elements that are needed and wanted to support communities, as called for in Policy 12.2.

Coordination with San Francisco Unified School District (SFUSD)

The Planning Department coordinates with the San Francisco Unified School District (SFUSD) on a regular basis, meeting quarterly to review planned and projected housing development and demographic projections used to inform school facilities planning, as well as to coordinate ongoing major facilities and development projects under consideration by SFUSD. SFUSD is currently planning construction of a new school in the Mission Bay neighborhood to open by 2025 to serve recent and planned residential growth in that part of the city. This coordination supports Policies 12.2 and 12.3 of the 2014 Housing Element.

Appropriateness of Objective 12

Planning for infrastructure improvements should both serve existing needs to address historic inequities in public investment, while also serving new residents. Recognizing that not all infrastructure needs can be provided at the same time and finding methods to decide prioritization of infrastructure will help bring the City another step closer to equitable investments in neighborhood amenities and resources. Improvements to quality of life should be planned for all neighborhoods regardless of whether or not new housing is planned, with equity considerations.

Policies should also ensure that neighborhood quality of life fosters a sense of belonging, responds to community needs, is equitable to those who need it most.

Review of Implementation Programs for Objective 12 from 2014 Housing Element

Name of Program **93**	Planning shall cooperate with infrastructure agencies such as SFMTA and DPW to plan for adequate transportation to support the needs of new housing, and within each community planning process shall develop clear standards for transit and transportation provision per unit.
Effectiveness	The Street Design Advisory Team (SDAT) is an advisory body that provides a regular forum for City agencies to review and comment on proposed changes to the public right-of-way. Area plans and Major Development Agreements and Projects continue to include regular infrastructure coordination meetings. These groups include members from SFMTA, Public Works, SFFD, and SFPUC.
Appropriateness	Continue
Lead Agency	Planning Department
Funding Source	Annual work program
Schedule	Ongoing (community planning processes will be identified in the Department's work program on an annual basis)

Name of Program **94**	Planning shall ensure community plans for growth are accompanied by capital plans and programs to support both the "hard" and "soft" elements of infrastructure needed by new housing.
Effectiveness	SF Planning continues to ensure community plans for growth are accompanied by capital plans and programs. The Central SoMa Plan, adopted in 2018, includes a comprehensive Implementation Plan that funds over $2 billion in public benefits, including affordable housing, transit, complete streets, public open space, community facilities, and funding for cultural preservation and social services.
Appropriateness	Continue
Lead Agency	Planning Department
Funding Source	Annual work program (funded under the Implementation Group)
Schedule	Ongoing (community planning processes will be identified in the Department's work program on an annual basis)

Name of Program **95**	The Planning Department's "Implementation Group" shall continue to manage the implementation of planned growth areas after Plan adoption, including programming impact fee revenues and coordinating with other City agencies to ensure that needed infrastructure improvements are built.
Effectiveness	The Interagency Plan Implementation Committee (IPIC) Annual Report was last released in January 2022. From the latest report, revenue came in more slowly than anticipated for the third year in a row. As a result, many infrastructure projects for which funds were appropriated in fiscal year 2021 and prior have not received the funds as originally planned. https://sfplanning.org/project/implementing-our-community-plans#monitoring-plan-success
Appropriateness	Continue
Lead Agency	Planning Department
Funding Source	Annual work program
Schedule	Ongoing

Name of Program **96**	The Planning Department continues to update CEQA review procedures to account for trips generated, including all modes, and corresponding transit and infrastructure demands, with the Goal of replacing LOS with a new metric measuring the total number of new automobile trips generated. The Planning department is currently refining the metric to be consistent with State Guidelines.
Effectiveness	The city adopted updates to its transportation impact fee in 2015 to capture housing impacts. The department replaced LOS with vehicle miles traveled metric in 2016 (first county in California to do so) and comprehensively updated SF transportation impact analysis guidelines in 2019. It provided more certainty to transportation review process, and it aligned transportation review with adopted policy so that projects that reduce vehicle trips are not penalized for their location in a dense, infill location. The results are substantial, as most housing projects that previously required a consultant prepared transportation review no longer such review or the review is focused on issues of city concern.
Appropriateness	Delete. This program has been completed.
Lead Agency	Lead: Planning Department Support: Office of Economic and Workforce Development, San Francisco County Transportation Authority (TA), San Francisco Municipal Transportation Agency, City Attorney's office
Funding Source	Annual work program
Schedule	Complete

Name of Program **97**	Planning should maintain and update as necessary other elements of the City's General Plan.
Effectiveness	The Planning Department is currently updating the Housing Element and is expected to complete the update in 2023. Other element updates currently underway include the Safety and Resilience Element (Summer 2022), Environmental Justice Framework (draft in Winter 2022), and Transportation Element (Winter 2022). An updated Recreation & Open Space plan was released in April 2014, and updated Waterfront Plan was released in 2019.
Appropriateness	Continue
Lead Agency	Planning Department
Funding Source	Annual work program
Schedule	Ongoing

Name of Program **98**	Planning and the SFMTA continue to coordinate housing development with implementation and the Transit Effectiveness Project (TEP). The TEP adjusts transit routes to increase service, improve reliability, and reduce travel delay to better meet current and project travel patterns throughout the City. The Department in coordination with the SFMTA should provide annual updates on the TEP.
Effectiveness	Muni Forward is SFMTA's ongoing program that implements the findings and recommendations from the Transit Effectiveness Project. The program includes service and capital improvements (e.g., installing bus-only lanes, improving intersection crossings for pedestrian) to make transit more reliable and faster. SFMTA continues to provide Project Updates and Reports on their Muni Forward page: https://www.sfmta.com/projects/muni-forward
Appropriateness	Continue
Lead Agency	San Francisco Municipal Transportation Agency
Funding Source	San Francisco Proposition K funding; outside grants
Schedule	Ongoing

Name of Program 99	Planning and other relevant agencies shall maintain consistency of development fees, while updating such fees through regular indexing according to construction cost index to maintain a correct relationship between development and infrastructure costs. Fees to be updated include the Transportation Impact Development Fee, Area Plan specific impact fees, downtown impact fees, and other citywide impact fees.
Effectiveness	The Planning Department completed an update to the Citywide Infrastructure Nexus Analysis in December 2021. The analysis suggested impact fees for facilities across the city, which mostly exceed the highest previous fees charged at either the citywide or neighborhood level and supports a number of the City's impact fees. The Jobs-Housing Linkage Fee Nexus was updated in 2019 and a fee adjustment followed. The current schedule of fees, updated regularly, is available to the public here: https://sfplanning.org/project/development-impact-fees
Appropriateness	Continue
Lead Agency	Planning Department
Funding Source	Annual work program
Schedule	Ongoing

Name of Program 100	The PUC will continue to ensure charges for system upgrades are equitably established, so that new growth will pay its way for increased demands placed on the system, while all residents pay for general system upgrades and routine and deferred maintenance.
Effectiveness	The SFPUC's rates policy is available here: http://www.sfwater.org/modules/showdocument.aspx?documentid=3236
Appropriateness	Continue
Lead Agency	San Francisco Public Utilities Commission
Funding Source	Not required
Schedule	Ongoing

Name of Program 101	The PUC will continue to implement conservation regulations and incentives such the City's Green Building Ordinance and the Stormwater Design Guidelines.
Effectiveness	The SFPUC's website includes a page devoted to Conservation which includes tips, resources, information about rebates and incentives. http://www.sfwater.org/index.aspx?page=136
Appropriateness	Continue
Lead Agency	San Francisco Public Utilities Commission
Funding Source	Not required
Schedule	Ongoing

Issue 8.
Prioritizing Sustainable Development

PRIORITIZE SUSTAINABLE DEVELOPMENT IN PLANNING FOR AND CONSTRUCTING NEW HOUSING.

Policy 13.1 Support "smart" regional growth that locates new housing close to jobs and transit.

Policy 13.2 Work with localities across the region to coordinate the production of affordable housing region wide according to sustainability principles.

Policy 13.3 Promote sustainable land use patterns that integrate housing with transportation in order to increase transit, pedestrian, and bicycle mode share

Policy 13.4 Promote the highest feasible level of "green" development in both private and municipally-supported housing.

Effectiveness of Objective 13: Overview

Objective 13 and its policies are focused on sustainable growth that depends highly on inter-departmental and regional collaboration. San Francisco continues to maintain active participation in local and regional collaborative efforts, such as the Climate Action Plan, Our Child Our Families Council, ConnectSF, and ABAG's Missing Middle Working Group. As a result of this work, the City now has increased guidance, resources, and incentives to building sustainably; a multi-modal vision and short and long-term plans for sustainably connecting San Franciscans and the region; coordinated plans for creating a family-friendly city; and increased funding opportunities for housing and transportation. San Francisco successfully identified new areas of the city to prioritize for planned growth, increasing the city's ability to receive regional, state, and federal bonds and grants for planning such areas.

Beyond the key programs included in the 2014 Housing Element, the City has explored other programs to promote resiliency and sustainable development, prioritizing the safety and health of the City's most vulnerable populations: Sea Level Rise Action Plan (March 2016), Better Roofs ordinance (January 2017), Sustainable Neighborhood Framework (January 2020), Hazards and Climate Resilience Plan (April 2020), Islais Creek Southeast Mobility and Adaptation Strategy (August 2021), and Safety and Resilience Element (updated in 2022).

Below key programs and initiatives are evaluated in terms of their effectiveness in achieving this objective.

Effectiveness of Key Related Programs

Green Building

In 2008 the City adopted a Green Building Ordinance that requires all new residential and commercial construction, as well as renovations to certain buildings, to meet green building standards. The Green Building Code is regularly updated to maintain alignment with the California Green Building Standards Code and to adopt stricter local requirements Electric-Vehicle Ready Ordinance requires new construction and certain major alterations to be "EV Ready", meaning the project must include electric

infrastructure, such as wiring and switchgear, to include sufficient capacity to charge electric vehicles in 20% of off-street spaces constructed for light-duty vehicles.

The City's All-Electric New Construction requirements prohibits gas piping in new construction that applies for building permit after June 1, 2021. This change will likely require additional transformer vaults and other utility infrastructure but also produces houses that do not need gas infrastructure. It is intended to be neutral in cost.

Energy efficiency requires any mixed-fuel new construction that applies for building permit after February 17, 2020, to reduce energy use at least 10% compared to California Building Energy Standards (Title 24 Part 6, 2019). Similar requirements were in place from January 1, 2017, to December 31, 2019, for residential new construction. Each ordinance above was supported by a study by credible experts documenting no net cost impact, and/or utility cost savings greater than marginal cost. Each was accompanied by outreach to affordable housing developers. Prior to adoption the practice imposed by the ordinance was observed to be commonly implemented by several affordable housing developers in recent projects in San Francisco, except for the EV Ready Ordinance.

Effective January 1st, 2017, San Francisco became the first U.S. city to mandate solar and living roofs on most new construction through the Better Roofs program. With the passage of this legislation, between 15 percent and 30 percent of roof space on most new construction projects will incorporate solar, living roofs, or a combination of both.

Non-Potable Water Requirement
In 2021, the Board of Supervisors modified the 2017 non-portable water requirement, adding a considerable constraint on the production of housing. Regulated by the SFPUC, the non-potable water reuse infrastructure requirement affects housing projects that are over 100,000 square feet and requires them to provide their own in-house water treatment and reuse of water from black and gray water sources.

Eco-District
The Central SoMa Area Plan, approved in 2018, includes the City's first Eco-District, an area organized around shared goals and infrastructure. The plan also requires projects that meet certain criteria to build living and solar roofs and living walls. All projects must commit to fulfilling all on-site electricity demands through renewable energy.

SF Climate Action Plan
In the more than two decades since its first environmental plan, the City has adopted progressively more ambitious policies to reduce emissions while simultaneously decoupling emissions from economic growth. Since 1990, San Francisco has reduced 1990-2019 San Francisco trends emissions by 41%, while its population has grown by 22%. The Climate Action Plan continues to support Policies 13.4 and 13.5 of the 2014 Housing Element. The update to the Climate Action Plan, completed in 2021, targets goals for key areas of the city and seeks to mitigate the climate crisis challenges equitably with environmental justice. These actions will not only help to reduce San Francisco's impacts on the environment, but to reduce harm to people and address its consequences:
- Use 100% renewable electricity and phase out all fossil fuels

- Electrify existing buildings
- Invest in public and active transportation projects
- Increase density and mixed land use near transit
- Accelerate adoption of zero emission vehicles and expansion of public charging infrastructure
- Utilize pricing levers to reduce private vehicle use and minimize congestion
- Implement and reform parking management programs
- Increase compact infill housing production near transit
- Reduce food waste and embrace plant-rich diets
- Enhance and maintain San Francisco's urban forest and open space

Environmental Justice Framework and General Plan Policies

The City began the development of an Environmental Justice Framework in 2020. The City's environmental justice work will set clear goals and actions to advance health in communities of color and low-income communities that face higher pollution and other health risks. These City commitments will be developed in collaboration with communities and spelled out in an Environmental Justice Framework and related General Plan policies.

Appropriateness of Objective 13

Policies under the Objective continue to be critical to encouraging city and regional collaborative planning for sustainable growth and fostering resilient communities. As climate change continues to threaten San Francisco's most vulnerable populations, it essential that programs associated with these policies keep racial and social equity at the forefront. To do this, policies related to sustainable and smart growth must prioritize people with highest risk of impact. Consider programs that could prioritize incentives and sustainable and resilient planning for at-risk populations. Planning for sustainable growth must recognize that all communities are not starting from equal ground, many are already in places with higher air, water, or soil risks. Communities of color and low-income communities need repair from past environmental harms along with planning for better outcomes.

Policy 13.1 could be more adapted to recognize that "smart" growth should not only consider jobs and housing, but types of work which may be distributed outside of traditional commercial or industrial buildings or not on predictable daily schedules such as part-time, off-daytime hours, or rotational. Additionally, many people do not work outside of the house or provide other caregiving duties, more commonly responsibilities for women of color and white women, which need to be recognized through proximity, not simply mobility. Placing people need their needs is a way to find disparities and access challenges rather than just planning for the greatest density or most common pathways for trips.

Smart growth should also recognize that development is not inherently an environmental risk or cause damage, especially in an already highly urbanized environment like San Francisco. Planning housing, especially well-built and affordable housing, in places with shared infrastructure and resources reduces impacts to the regional environment or even impacts causing the Climate Crisis.

Knitting neighborhoods together is a very important goal for the emotional and physical health of individuals, their communities, and the use of resources. Land use patterns that integrate services,

housing, open space, transportation, and feel inviting and safe reinforce walking, biking, rolling, and using public transit.

"Green development" can improve the overall impact of development on ecosystems, and it can also help improve the quality of resident outcomes as well. One example is the 100% electric ordinance which not only means more sustainable energy sources that can have less carbon emissions, but studies show that cooking with gas can affect the rates of childhood asthma. These policies are appropriate and important in the development of San Francisco with some reinforcement of who is being served and their needs.

Review of Implementation Programs for Objective 13 from 2014 Housing Element

Name of Program **102**	Regional planning entities such as ABAG shall continue to prioritize regional transportation decisions and funding to "smart" local land use policies that link housing, jobs and other land uses, including focusing on VMT reduction. The City shall encourage formalization of state policy that similarly prioritizes transportation and infrastructure dollars transit infrastructure for "smart growth" areas such as San Francisco, rather than geographic allocation.
Effectiveness	In October 2021 Plan Bay Area 2050 was adopted by MTC and ABAG. The Plan includes the region's Sustainable Communities Strategy and the 2050 Regional Transportation Plan. Regional planning entities MTC and ABAG continue to prioritize regional transportation decisions and funding to "smart" local land use policies that link housing, jobs and other land uses, including focusing on VMT reduction. The City continues to advocate for state policy that prioritizes transportation and infrastructure dollars transit infrastructure for "smart growth" areas such as San Francisco, rather than geographic allocation.
Appropriateness	Continue.
Lead Agency	Association of Bay Area Governments
Funding Source	Proposition 84, other grants
Schedule	Ongoing

Name of Program **103**	Plan Bay Area, the nine-county Bay Area's long-range integrated transportation and land-use housing strategy through 2040, was jointly approved by ABAG and MTC on July 18th, 2013. The Planning Department will continue to coordinate with regional entities for implementation of the Plan
Effectiveness	Throughout 2021 and 2022, the Planning Department has been participating on a Technical Advisory Committee that is advising ABAG/MTC on an update to the Transit Oriented Development policy to implement the land use policies of Plan Bay Area.
Appropriateness	
Lead Agency	Planning Department
Funding Source	Annual Work Program, with Proposition 84 grants
Schedule	Completed and ongoing

Name of Program **104**	The San Francisco County Transportation Authority (SFCTA) was supportive of MAP-21 the latest Federal Transportation Reauthorization Act and continues to play an active role in federal transportation dollars that support transit-oriented development. In March of 2014 the SFCTA lead staff as well as SFCTA commissioners traveled to DC to speak to federal transportation officials about Bay Area transportation priorities. SFCTA will continue to advocate at the federal level for transit-oriented development
Effectiveness	In 2021 the Board of Supervisors designated several additional PDAs, including the Richmond District, Lombard Corridor, and Sunset Corridors PDAs, and expanded several other PDAs. These PDAs were incorporated into Plan Bay Area 2050. The City continues to prioritize planned growth areas such as designated Priority Development Areas (PDAs), Area Plans or Redevelopment Areas for regional, state and federal bond and grants, especially for discretionary funding application processes such as the State's Prop 1C.
Appropriateness	Continue.
Lead Agency	Mayor's Office
Funding Source	Not required
Schedule	Completed and ongoing

Name of Program 105	On a local level, the City shall prioritize planned growth areas such as designated Priority Development Areas (PDAs), Area Plans or Redevelopment Areas for regional, state and federal bond and grants, especially for discretionary funding application processes such as the State's Prop 1C.
Effectiveness	Ongoing. The City continues to prioritize planned growth areas such as designated Priority Development Areas (PDAs), Area Plans or Redevelopment Areas for regional, state and federal bond and grants, especially for discretionary funding application processes such as the State's Prop 1C.
Appropriateness	Continue.
Lead Agency	Mayor's Office, Board of Supervisor's
Funding Source	Annual Work Programs
Schedule	Ongoing

Name of Program 106	The San Francisco Transportation Authority shall implement regional traffic solutions that discourage commuting by car, such as congestion pricing, parking pricing by demand, and shall continue to work with the Metropolitan Transportation Commission (MTC) on funding strategies.
Effectiveness	SFCTA continues to develop and adopt a Congestion Management Program to monitor activity on San Francisco's transportation network and adopt plans for mitigating traffic congestion. A report is released every two years for the program. Pricing programs that SFCTA are currently considering to reduce congestion include: Carpool and express lanes on freeways, Downtown congestion pricing, tolls to enter and exit Treasure Island, and reservations and pricing system for the crooked section of Lombard Street.
Appropriateness	Continue
Lead Agency	San Francisco Transportation Authority
Funding Source	Proposition K Funding; state and Federal grants
Schedule	Ongoing; Geary BRT to being construction TBD, with service potentially beginning in 2015

Name of Program 107	The City shall continue to support efforts to use state or regional funds to give housing subsidies or income tax credits to employees who live close to their workplaces, and shall consider offering housing subsidies or income tax credits to employees who live close to their workplaces.
Effectiveness	
Appropriateness	Continue. Also acknowledge that while many employers are returning to the office after COVID-19, many have transitioned employees to being fully remote and may no longer see a need to offer incentives for employees to live close to workplaces.
Lead Agency	Mayor's Office
Funding Source	Not required
Schedule	Ongoing

Name of Program 108	The City will continue to support transit-related income tax credits to encourage employees to commute to work via transit. The City shall also require master developers to provide transit passes as a condition of approval in major development projects, such as Visitacion Valley, Executive Park and Bayview; and shall explore local requirements that require new developments to provide residents with a MUNI FastPass as part of condominium association benefits to promote local transit use.
Effectiveness	Planning Commission first adopted TDM Program Standards in 2016 to reduce vehicle miles traveled generated by new development projects. Measures to encourage alternative modes of transportation are included on the TDM Menu of Option, including subsidized transit passes, bike share memberships, and car share memberships. The City has required provision of transit passes as a condition of approval in the Treasure Island project, Visitacion Valley/Schlage Lock project, the Executive Park project, the Park Merced project, and the Hunter's Point Shipyard project. The TDM program produces reports regularly: https://sfplanning.org/transportation-demand-management-program#plans-monitoring
Appropriateness	Continue
Lead Agency	Planning Department
Funding Source	Annual work program
Schedule	Ongoing

Name of Program 109	OEWD will facilitate employer-supported transit and transportation demand management (TDM) programs, including rideshare matching, transit improvements, bicycle and pedestrian facility improvements, parking management and restriction of free parking; and continue to require that employers offer commuter benefits per Section 421 of the Environment Code to encourage employees to use transit or carpool.
Effectiveness	SF Planning continues to facilitate the TDM program. Any Development Project that meets the applicability criteria of Planning Code Section 169.3 shall be subject to TDM program requirements and must submit a TDM program. The TDM program produces reports regularly: https://sfplanning.org/transportation-demand-management-program#plans-monitoring
Appropriateness	
Lead Agency	Office of Economic and Workforce Development
Funding Source	Not required
Schedule	Ongoing

Name of Program **110**	DBI, Planning, and the Department of Environment shall continue to implement the City's Green Building Ordinance, mandating that newly constructed residential buildings must meet a sliding scale of green building requirements based on the project's size in order to increase energy and water efficiency in new buildings and significant alterations to existing buildings.
Effectiveness	The Municipal Green Building Task Force (MGBTF) advises the Department of the Environment on updates to the San Francisco Environment Code Chapter 7: Green Building Requirements for City Buildings. The Task Force consists of one member of the public appointed by the mayor and a representative with building design, construction, and/or finance experience from many city departments. The MGBTF recently advanced a comprehensive draft of revisions to Chapter 7 for consideration and adoption.
Appropriateness	Continue to participate in the Municipal Green Building Taskforce to advise the SF Department of the Environment on updates to the San Francisco Environment Code.
Lead Agency	Planning Department, Department of Building Inspection, Department of the Environment
Funding Source	Annual work program
Schedule	Ongoing

Name of Program **111**	The City shall continue local and state incentive programs for green upgrades.
Effectiveness	Department of the Environment continues to offer incentives for green upgrades to homes and businesses: https://sfenvironment.org/buildings-environments/green-building/policy-incentives-and-resources/incentives
Appropriateness	Continue
Lead Agency	Department of Building Inspection, Department of the Environment, San Francisco Public Utilities Commission
Funding Source	Annual work program
Schedule	Ongoing

ATTACHMENT H:
DRAFT UPDATES TO GENERAL PLAN ELEMENTS CONSISTENT WITH DRAFT 3 HOUSING ELEMENT 2022 UPDATE

March 24, 2022

Background

A required building block of any Housing Element update in California is an Analysis of Consistency with General Plan. This analysis of consistency is necessary to ensure that the Housing Element's policies for growth and land use align with other elements and policies of the General Plan, especially if these elements have not recently been updated.

The General Plan is required to be "internally consistent" meaning any and all conflicts between General Plan elements should be acknowledged and resolved. When conflicts exist, the Housing Element must describe how consistency will be achieved and how the goals of the Housing Element will be addressed. Many jurisdictions attempt to address and resolve conflicts by amending the zoning ordinance and all relevant elements of the General Plan concurrent with amendment of the Housing Element.

Some portions of the General Plan, such as the Safety Element, Environmental Justice Framework, and Transportation Element, are concurrently being amended and analyzed for consistency. To ensure consistency between these elements, Planning Department staff have been meeting bi-weekly since 2020 to provide updates and coordinate key overlapping or relevant policies. Draft 3 Housing Element 2022 Update recognizes the need for equitable investment in infrastructure, most importantly transit, particularly for areas that have been historically disinvested. The Draft also promotes equitable distribution of growth in areas of the city that have experiences less new housing and are considered well-resourced, along transit corridors and throughout low-density neighborhoods. The future of transportation investments in San Francisco will be further reflected and detailed in the upcoming Transportation Element update and projects from relevant City agencies. The Environmental Justice Framework, still being developed, has informed coordination of environmental justice issues into Housing Element policies. This has led to policies in the Draft 3 Housing Element 2022 Update that address repair and rehabilitation of housing; enforcement of building regulations for new housing development; housing with healthy amenities like open space, affordable water and sewer, preservation of affordable housing units; and anti-displacement strategies. The Safety Element, also still being developed, is coordinating with the Housing Element to incorporate climate resilience policies, to address the City's contribution to the climate crises and increase safety and resilience of the city from all hazards. This is reflected in the Draft 3 Housing Element 2022 Update through policies that incorporate green building practices in retrofits and new construction, improved weatherization to address emerging hazards such as poor and hazardous air quality, and shelter and housing for individuals and families experiencing homelessness to be protected during a disaster.

Other elements not undergoing concurrent updates with the Draft 3 Housing Element 2022 Update were reviewed for analysis of consistency. These are the Commerce and Industry, Recreation and Open Space, Urban Design, Environmental Protection, Community Facilities, Arts, and Air Quality Elements. The proposed amendments are a result of this focused analysis. The reason behind proposed amendments can generally be

attributed a shift in the Housing Element that centers around racial and social equity, and acknowledging that providing housing for all is not just about providing shelter or a home, but also access to a safe, healthy, welcoming space and community.

Current Proposal

Each section below describes the policies in other general plan elements that were found internally inconsistent with the Draft 3 Housing Element 2022 Update. For each proposed amendment this analysis provides includes background on the existing policy, why changes are being proposed, related policies and actions from the Draft 3 Housing Element 2022 Update, the proposed amendments to existing General Plan Element policies, and how the former policy compares to the proposed. For all sections, text from the General Plan are in *Italics*, additions to the General Plan are in *single-underline Italics*, and Deletions to the General Plan are in *strikethrough Italics*.

1. Commerce & Industry Element, Policy 4.5: Control encroachment of incompatible land uses on viable industrial activity.

   a. **Background.** This policy states that residential expansions into existing commercial and industrial uses may be permitted if it does not result in large-scale displacement of existing viable businesses. This could result in the displacement of small businesses like those often found within Production, Distribution, and Repair (PDR) districts. PDR businesses often offer well-paid jobs and upward mobility with low barriers to entry. The existing policy is not consistent with the Draft 3 Housing Element 2022 Update's priority of providing job and business opportunities to build the wealth needed to afford and meet housing needs.

   b. **Proposed Amendment.** The amendment proposes to strengthen the importance of and protection of Production, Distribution, and Repair business, which are increasingly a source of employment and wealth-building needed to afford and meet housing needs:

   Control encroachment of incompatible land uses on viable industrial activity.

   Production, Distribution, and Repair (PDR) areas offer economic opportunity for adjacent neighborhoods, especially for low-income communities and communities of color. PDR businesses can provide stable job opportunities, good wages, and diversity in types of activities and jobs. Restrict incompatible land uses, such as housing and office, and the conversion of industrial buildings to other building types in PDR districts and in areas of concentrated PDR, construction, or utility activities.

   In mixed districts or areas adjacent to PDR districts, avoid the displacement of existing businesses, protect the affordability of PDR space, and, if displacement is unavoidable, replace some or all the PDR use with viable, affordable industrial space on-site or off-site in a PDR district.

   There are a small number of locations in the city which are a mixture of residential, commercial and industrial uses which were developed prior to modern zoning controls with separate uses. The South of Market area is a prime example. Such areas are resources of needed low cost housing and should be preserved and improved where feasible. Care should be taken, however, to permit residential expansion in a way that will not cause eventual large scale displacement of the existing viable businesses whenever feasible.

   Another potential problem results from the proximity of the growing office core to smaller scale business and industries in the South of Market area. Growth of the downtown office core should be

carefully guided to avoid unnecessary dislocation.

    c.   Related 2022 Housing Element Policies and Actions.

- **Policy 16.** Improve access to well-paid jobs and business ownership for American Indian, Black and other communities of color, particularly those who live in Priority Geographies, to build the wealth needed to afford and meet their housing needs.

  - **Action 16c.** Adopt commercial space guidelines to encourage the development of businesses owned by American Indian, Black and other people of color in permanently affordable housing buildings.

  - **Action 16d.** Provide resources for warm-shell buildout and tenant improvements for businesses owned by American Indian, Black, and other people of color in permanently affordable housing buildings.

  - **Action 16e.** Expand capacity-building, job training, start-up, and business development resources for Black business owners in development and contracting construction trades in support of building housing.

  - **Action 16f.** Grow a range of business and career-building opportunities in Priority Equity Geographies through resources to support affordable Production, Distribution, and Repair (PDR) space, protections and incentives for PDR in the Planning Code, enforcement of PDR zoning, and industrial (or commercial) design guidelines.

The Way It Was:	The Way It Will Be:
The option to expand residential units into existing commercial uses could put PDR businesses at risk of displacement.	PDR and PDR businesses are explicitly named as a type of land use and business that the City should encourage preserving.
It was not clear why encroachment of incompatible land uses on viable industrial activity should be controlled.	The importance of industrial activity, now called PDR, is explicitly listed for consistency with Housing Element Objectives and Policies.

2. Commerce & Industry Element, Policy 6.3: Preserve and promote the mixed commercial-residential character in neighborhood commercial districts. Strike a balance between the preservation of existing affordable housing and needed expansion of commercial activity.

    a.   **Background.** This policy intends to preserve and promote a mixed commercial-residential neighborhood character in commercial districts. It suggests that conversion of existing housing to a commercial use could be principally permitted, depending on the situation. For example, converting "ground-story residential units should be permitted in all neighborhood commercial district without special review." This policy refers to affordable housing without distinguishing

direction on permanently affordable housing. This could indicate that demolition or conversion of permanently affordable housing could be permitted without special review in certain circumstances, to create space for commercial use. In addition, this policy includes a detailed table of Guidelines for Residential Conversions and Guidelines for Residential Demolition that are inconsistent with the current requirements of the Planning Code section 317. Draft 3 Housing Element 2022 Update provides direction on demolition of non-tenant occupied housing in order to facilitate the production of multi-unit buildings.

b. **Proposed Amendment.** Revise policy for consistency with the Draft 3 Housing Element 2022 Update by explicitly referring to the Housing Element and Planning Code, where policies, guidelines, and code already provide this information. As the Draft 3 Housing Element 2022 Update introduces the possibility of housing expansion or demolition under specific circumstances, permission to convert or demolish housing for commercial use should be reviewed on a case-by-case basis.

Preserve and promote the mixed commercial-residential character in neighborhood commercial districts. Strike a balance between the preservation of existing ~~affordable~~ housing and needed expansion of commercial activity, <u>and preserve existing permanently affordable housing</u>.

Most neighborhood commercial districts contain dwelling units in addition to commercial uses. Flats, apartments, and residential hotels are frequently located above ground-story commercial uses; fully residential buildings are common in some districts. The retention of this mix is desirable. ~~Among other things, it ensures the presence of people on the streets at different times which increases safety and business vitality on evenings and weekends. Residents in commercial areas help to create an active street life, which promotes interaction between people in the neighborhood.~~ <u>In addition to providing needed housing, dwelling units in commercial districts provides other benefits, including ensuring the presence of people on the streets at different times which increases safety and business vitality on evenings and weekends, and creating an active street life</u>.

The mixed residential-commercial character of most neighborhood commercial districts should be promoted by encouraging new construction of upper-story residential units above commercial development in mixed-use buildings. ~~In order to make feasible such mixed-use projects, higher residential density and/or reductions in required parking may be warranted in districts with a reduced need for auto ownership or where anticipated parking demand can be accommodated off-site.~~

Existing residential units in neighborhood commercial districts comprise a valuable ~~affordable~~ housing resource which provides for the needs of San Francisco's diverse population. ~~Most~~ <u>Some</u> of these units ~~are in sound or rehabilitable wood-frame structures and they~~ <u>still offer affordable rental rates being part of the rent control housing stock and home to long-standing tenants.</u> ~~are among the least expensive rental units in the city.~~

~~On the other hand,~~ <u>In some cases,</u> conversion <u>or demolition</u> of this housing ~~is an important~~ <u>can be a</u> means of providing competitive ~~and affordable~~ commercial space to small businesses <u>and institutions,</u> many of which provide personal, medical, <u>education, institutional,</u> professional and business services to neighborhood residents and the general public. ~~Conversions of ground-story~~

residential units should be permitted in all neighborhood commercial district without special review. In many neighborhood commercial districts, the physical location and structural aspects of the upper-story housing units make it attractive and feasible to convert them to commercial use. Due to the limited supply of vacant land, some ~~commercial~~ <u>non-residential</u> expansion into the residential space may be the only feasible way to adequately meet the ~~commercial~~ needs of the ~~trade area served by the district~~ <u>local population and organizations that support them</u>. Therefore, conversions ~~of upper-story units~~ <u>and demolitions of residential units in order to expand non-residential units</u> should be ~~accommodated as long as the conversions are not so numerous as to upset the general equilibrium between commercial and residential uses or to constitute a substantial loss of housing.~~ <u>reviewed on a case-by-case basis and limited in accordance with the Housing Element and San Francisco Planning Code.</u>

Because the appropriateness of residential conversions depends on many factors which vary from district to district, land use controls should be adjusted to reflect the different needs of each district. In most districts certain conversions, such as those at the ground story or third story, can be regulated by permitting or prohibiting them without special review, while those at the second story may need case-by-case review by the City Planning Commission. In other districts, however, proposed conversions at all stories may need case-by-case review. A balance must be struck between the need to retain the housing and the need to provide for commercial expansion. Some upper-story conversions may be appropriate, if based on a review of an individual case, it is found that the need for commercial expansion clearly outweighs the need to preserve affordable housing. In that case-by-case review the following guidelines should be employed:

GUIDELINES FOR RESIDENTIAL CONVERSIONS

The need for additional commercial space in the district should be clearly established. The need to preserve affordable housing may be presumed in light of the citywide shortage of such housing and established policy in the Residence Element.

The amount of commercial space necessary and desirable to serve the retail and service function of a district varies depending on the size of the trade area, proximity to other commercial districts, and competition from other land uses.

In neighborhood commercial districts consisting of a small cluster of lots or a short linear commercial strip with low-scale development, commercial uses at the ground story should be focused on the convenience needs (such as groceries and laundry) of nearby residents. In these districts no new commercial use should be permitted above the ground story, nor should conversions of existing residential units above the ground story be permitted.

In small-scale neighborhood commercial districts most of the anticipated demand for commercial growth can be accommodated through new construction at the first two stories on vacant or underused parcels without the necessity to convert upper story residential units. However, in some of these districts where demand for commercial space is particularly strong, allowing commercial uses above the second story in new construction and allowing some conversion of existing residential units at the first and second stories may be appropriate as long as the general equilibrium between retail, office, and residential uses is maintained.

In larger, moderate-scale neighborhood commercial districts which are intended to provide a wider range of goods and services to a larger trade area, growth opportunities through new

construction at the first two stories on vacant or underused parcels may be insufficient to meet the demand for commercial space.

While the retention of mixed use buildings and the construction of new mixed use buildings is desirable in these districts, construction of new, fully commercial structures, and some conversion of existing upper story residential units may be appropriate to meet demand if the increased commercial activity would not adversely affect existing traffic or parking congestion.

Conversions should be disallowed if commercial space suitable for occupancy by the proposed commercial use is available elsewhere in the district.

Commercial and institutional uses which do not primarily serve the general public usually are not appropriate in neighborhood commercial areas unless they are minor uses ancillary to those which do serve the general public, such as a small dental laboratory or small business accountant.

Along predominantly residential secondary side streets and alleys of linear or areawide districts, conversions are inappropriate. The more residential character of the secondary streets should be protected in order to provide a transition between the commercial and surrounding residential districts.

Conversions should not adversely impact the livability of any remaining units in the building. Entrance to the remaining units should be separate from the access to the commercial uses in the building. In buildings where re-conversion back to dwelling units may be desirable, the kitchens should be retained.

Buildings with five or more housing units contain a large proportion of the housing stock in the neighborhood commercial districts and should be protected from complete conversion to commercial use.

Conversion may be appropriate if the unit(s) is unsuitable for residential occupancy because of offensive noise, especially from traffic or late night activity, which is generated on the same site or near the unit, or because of the obstruction of residents' access to light and air by a building adjacent to or near the unit(s).

Conversion may be appropriate if the housing unit is declared by the Superintendent of the Bureau of Building Inspection or the Chief of the Bureau of Fire Prevention to be unsafe and/or incapable of being made habitable for residential occupancy. However, if the property owner has shown possible willful neglect or a pattern of negligence in performing ordinary maintenance, thereby resulting in uninhabitable or unsafe units, the conversion should not be permitted, or the property owner should add other replacement rental units to the city's housing supply.

In evaluating the proposed conversion of a unit which is suitable and safe for residential occupancy, consideration should be given to offsetting the loss of such housing by requiring the applicant to provide comparable replacement housing on the site, or within the neighborhood, or to provide financial assistance toward the creation of new rental housing or the rehabilitation of uninhabitable rental housing.

Tenant should be given ample written notice by the property owner prior to filing the application to convert the unit(s) and, for any conversion that is permitted, property owners should make relocation assistance available to displaced tenants, i.e. efforts to identify housing comparable in

size, price, and location; and the payment of moving expenses and a relocation allowance, particularly in the case of units occupied by low or moderate income residents.

In evaluating proposed conversions, consideration should be given to economic hardships to both property owners and tenants which might result from the denial or approval of the conversion application.

GUIDELINES FOR RESIDENTIAL DEMOLITION

The same considerations that apply to conversions apply to demolition of housing units. Therefore, demolitions should be reviewed on a case-by-case basis using the same guidelines that are to be used in reviewing conversions. Demolition permits should be reviewed in conjunction with the permits for the replacement structures whenever possible. When this is not possible, conditions applying to future building permits may be attached to the demolition permit or the new building permit may require further review. The replacement structure should include housing units for which there is an exhibited demand, or replacement rental units should be added to the city's housing supply. In order to encourage prompt replacement of demolished structures, permits should not be approved for temporary uses, such as general advertising signs or parking, unless such uses are appropriate permanent uses.

c. Related 2022 Housing Element Policies and Actions.

- **Policy 26.** Facilitate small and mid-rise multi-family buildings as a prominent housing type that private development can deliver to serve middle-income households without deed restriction, including through expansion or demolition of existing lower density housing, or by adding Accessory Dwelling Units (ADUs).

  - **Action 26d.** Update the Planning Code requirements to remove the Conditional Use processes for demolition of single-family or multi-unit buildings that are not tenant occupied and without history of tenant evictions, that are not historic resources, when increased density is proposed, and in accordance with the requirements of State Law (Housing Crisis Act) to replace rent controlled and permanently affordable units at equivalent affordability rates of the unit prior to demolition. Continue to apply Conditional Use requirements to demolition of tenant occupied buildings

- **Policy 2.** Preserve affordability of existing subsidized housing, government-owned or cooperative-owned housing, or SRO hotel rooms where the affordability requirements are at risk or soon to expire.

- **Policy 32.** Facilitate neighborhoods where proximity to daily needs and high-quality community services and amenities promotes social connections, supports caregivers, reduces the need for private auto travel, and advances healthy activities.

  - **Action 32f.** Organize housing and neighborhood business and service areas to prioritize proximity in neighborhood planning or development agreement

projects that propose land use changes.

- **Action 32i.** Expand and allow community serving uses, such as retail, restaurants, and personal services within areas that are primarily residential especially on corner parcels, especially uses under the Community Benefit Use program defined under Policy 32 action (d).

- **Action 32j.** Change regulations and definitions in current Planning code to improve flexibility on allowing home-based businesses and work from home in residential districts, for example, create an accessory entrepreneurial use that allows up to two employees.

The Way It Was:	The Way It Will Be:
The Commerce & Industry Element policy described background and guidelines for demolition and conversion of commercial spaces to residential uses.	The Commerce & Industry Element refers to the Housing Element and San Francisco Planning Code for guidance on conversions of any space to residential use.

3. Commerce & Industry Element, Policy 6.4: Encourage the location of neighborhood shopping areas throughout the city so that essential retail goods and personal services are accessible to all residents.

   a. **Background.** This policy refers to an outdated version of the Housing Element, previously named the Residence Element. The policy also promotes permitting smaller convenience commercial uses, but does not specifically refer to neighborhood-serving commercial uses that meet the needs of surrounding community as stated in the Draft 3 Housing Element 2022 Update.

   b. **Proposed Amendment.** Remove reference to the Residence Element. In general, the City will remove specific cross references among General Plan elements as much as possible to decrease the potential for inconsistency. The revised policy will be consistent with the Draft 3 Housing Element 2022 Update by explicitly referencing meeting local communities' daily needs through potential zoning changes. This uplifts the Draft 3 Housing Element 2022 Update's emphasis on a stable community through housing, nearby services, and commercial uses, and commitment to advancing racial and social equity through community investments.

   Encourage the location of neighborhood shopping areas throughout the city so that essential retail goods and personal services are accessible to all residents.

   Neighborhood shopping districts should be distributed throughout the city so that all residential areas are within a service radius of one-quarter to one-half mile, depending upon the population density and topography of the area served. Most residential areas meet this service area standard, as can be seen on Map 4. Some remaining residential areas which are not served by commercial districts within these distances are served by individual commercial uses located within a quarter of a mile. These individual uses are typically corner grocery stores which are open long hours, providing a range of food and household convenience goods. The few remaining residential areas,

which are neither served by neighborhood commercial districts nor by individual commercial uses, are typically of such low density that they cannot economically support nearby commercial activity. It would be appropriate to revise the zoning to allow a smaller convenience commercial use in those areas <u>if local communities seek changes to meet their daily social, service, commercial, and health needs within close proximity</u> ~~a market demand develops, as long as the location meets the criteria of Objective 6, Policy 2 of the Residence Element.~~

c. Related 2022 Housing Element Policies and Actions.

- **Policy 17.** Expand investments in Priority Equity Geographies to advance equitable access to resources while ensuring community stability.

    - **Action 17b.** Prioritize Priority Equity Geographies in investments to improve transit service, as well as other community improvements to parks, streetscape, and neighborhood amenities, in coordination with the investments referenced under Policy 33, action (c).

- **Policy 32.** Facilitate neighborhoods where proximity to daily needs and high-quality community services and amenities promotes social connections, supports caregivers, reduces the need for private auto travel, and advances healthy activities.

    - **Action 32a.** Develop or adopt certification programs for community-serving businesses, such as grocery stores, childcare centers, healthcare clinics, and laundromats. Eliminate conditional use authorizations or reduce entitlement requirements related to lot size or commercial uses for new housing developments that include businesses that meet such requirements, allow them to participate in a Community Benefit Use program as described in Policy 32, action (d), or provide rental subsidies to them.

    - **Action 32b.** In Cultural Districts, reduce conditional use authorizations or other entitlement barriers for mixed-use buildings that can commit via deed restriction or other legal agreement to the inclusion of businesses, institutions, or services that support Cultural District needs and identity for a minimum of ten years.

    - **Action 32d.** Study the creation of a Community Benefit Use program, referenced in Policy 25, action (b) and Policy 32, action (i), that allows new housing developments to have a highly flexible ground floor use entitlement and tenants to be eligible for rent subsidy in exchange for community participation in tenant selection or for businesses that obtain certifications as described in Policy 32, action (a).

    - **Action 32i.** Expand and allow community serving uses, such as retail, restaurants, and personal services within areas that are primarily residential

especially on corner parcels, especially uses under the Community Benefit Use program defined under Policy 32 action (d).

- **Action 32j.** Change regulations and definitions in current Planning code to improve flexibility on allowing home-based businesses and work from home in residential districts, for example, create an accessory entrepreneurial use that allows up to two employees.

- **Action 32l.** Prioritize uses in the ground floor of buildings that support housing, neighborhood activity and identity, especially in Cultural Districts, over inclusion of utility infrastructure, such as transformer vaults.

The Way It Was:	The Way It Will Be:
Zoning could be revised to allow smaller convenience commercial use if market demand develops, as long as the location meets certain criteria in the Residence Element.	Zoning can be revised to allow a smaller convenience commercial use to meet the needs of the local community and ensure close proximity to their daily needs, regardless of location, and removing the reference to the Residence Element.

4. Environmental Protection Element, Policy 15.3: Encourage an urban design pattern that will minimize travel requirements among working, shopping, recreation, school and childcare areas.

   a. **Background.** This policy is generally consistent with Draft 3 Housing Element 2022 Update by encouraging housing production to match the demand resulting from local employment. However, the policy specifically places the responsibility of housing production on new commercial office development projects, while Draft 3 Housing Element 2022 Update more broadly refers to "large employers, such as hospitals and educational institutions."

   b. **Proposed Amendment.** Housing production requirements should be placed on new commercial developments and large employers alike, as stated in Draft 3 Housing Element 2022 Update. Encouraging housing production near employment and neighborhood commercial centers can advance the Draft 3 Housing Element 2022 Update's goals of creating supportive, thriving, and well-connected neighborhoods.

Encourage an urban design pattern that will minimize travel requirements among working, shopping, recreation, school and childcare areas.

An energy efficient transportation system is highly dependent on local land use policies. San Francisco's high density, compact form lends itself to the use of various transportation alternatives in order to satisfy the daily needs of local residents. Recent developments, however, could seriously alter this balance. New housing has not kept pace with the growth in local employment, imposing pressure on existing housing and encouraging housing growth outside the city. Commercial

neighborhood districts are under intense development pressure, forcing certain neighborhood services to move outside the area. These trends increase distances, and thus energy requirements, for personal travel.

The city should implement programs that <u>facilitate neighborhoods where proximity to daily needs and high-quality community services and amenities promotes social connections, supports caregivers, reduces the need for private auto</u> <u>travel, and advances healthy activities.</u> ~~reinforce San Francisco's present urban design pattern planned land use pattern. Housing conditions placed on new commercial office development projects should emphasize the provision of housing at or near employment centers.~~

Neighborhood commercial policies should promote the continued presence of diverse local service establishments. ~~These policies would enhance the city's existing urban character, while keeping personal transportation energy requirements to a minimum.~~

<u>Aligning housing production with job growth, encouraging local businesses, reducing employee need to travel, and centering growth around transit corridors would enhance the city's existing urban character, while minimizing the need for personal transportation beyond these mixed-use neighborhoods.</u>

c.   Related 2022 Housing Element Policies and Actions.

- ▪ **Policy 20.** Increase mid-rise and small multi-family housing types in Well-resourced Neighborhoods near transit, including along SFMTA Rapid Network and other transit, and throughout lower-density areas, by adopting zoning changes or density bonus programs.

- ▪ **Policy 32.** Facilitate neighborhoods where proximity to daily needs and high-quality community services and amenities promotes social connections, supports caregivers, reduces the need for private auto travel, and advances healthy activities.

  - • **Action 32f.** Organize housing and neighborhood business and service areas to prioritize proximity in neighborhood planning or development agreement projects that propose land use changes.

  - • **Action 32g.** Create and a long-range community facilities plan, and update every 5-10 years, for public facilities including parks, recreation centers, schools, libraries, to accommodate a thirty-year projected population growth, informed by equity metrics in a manner that secures equitable access in Priority Equity Geographies, Environmental Justice Communities, and Well-resourced Neighborhoods that are targeted for increased housing capacity, building on processes such as the Community Facilities Framework, and in collaboration with Interagency Plan Implementation Committee.

  - • **Action 32h.** Develop a comprehensive and regularly updated map of daily needs, amenities, and community facilities, to inform the work of the

interagency coordination under action (e) as well as community-based organizations in planning for services, resources, open space, and businesses to be near each other and supportive to communities.

The Way It Was:	The Way It Will Be:
Housing production requirements to meet the housing demands of major employment centers focused on new commercial office development projects.	The requirement for housing production at major employment centers is extended to large employers, such as hospitals and educational institutions.
The policy emphasized minimizing distances and energy use for personal travel through land use changes.	The policy encourages minimizing personal transportation and energy use through land use changes and centering growth around transit corridors.

5. **Urban Design Element, Policy 3.5:** Relate the height of buildings to important attributes of the city pattern and to the height and character of existing development.

   a. **Background.** San Francisco's design policy of compatibility of neighborhood has been organized around best practices in urban design that arose in response to dramatic changes in scale for newer buildings in older neighborhoods after World War II. They also responded to the loss of the complex and stylistic façades in many old buildings—mostly given craftsmanship and material qualities of buildings built before World War II. These generations of buildings are currently protected by historic preservation requirements and practices and are less in threat. These urban design goals, however, have moved on to supporting less compelling architecture and neighborhoods patterns—many neighborhoods designed and built by developers in the latter half of the twentieth century where cost and efficiency was more valued than craft and durability. Additionally, being compatible with neighborhood character originated in a desire to avoid overwhelming and intense changes to scale—not one or two stories but much more disproportionate sizes of buildings. This design policy has been reinforcing the same forms of expression now at a detailed scale and suppressing the ability of design and the expression of people to evolve.

   b. **Proposed Amendment:** With draft housing policies designed to open housing choice to more households, especially to communities of color and those previously excluded or made to be invisible, design policy will invite expression of creativity, variety, and cultural identity to encourage a sense of belonging.

   Relate the height of buildings to important attributes of the city pattern and to the height and ~~*character*~~ *expression of existing development.*

   The height of new buildings should take into account the guidelines expressed in this Plan. These guidelines are intended to promote the objectives, principles and policies of the Plan, and especially to complement the established city pattern. They weigh and apply many factors affecting building height, recognizing the special nature of each topographic and development situation.

Tall, slender buildings should occur on many of the city's hilltops to emphasize the hill form and safeguard views, while buildings of smaller scale should occur at the base of hills and in the valleys between hills. In other cases, especially where the hills are capped by open spaces and where existing hilltop development is low and small-scaled, new buildings should remain low in order to conserve the natural shape of the hill and maintain views to and from the open space. Views along streets and from major roadways should be protected. The heights of buildings should taper down to the shoreline of the Bay and Ocean, following the characteristic pattern and preserving topography and views.

Tall buildings should be clustered downtown and at other centers of activity to promote the efficiency of commerce, to mark important transit facilities <u>and access points</u> and to avoid unnecessary encroachment upon other areas of the city. Such buildings should also occur at points of high accessibility, such as rapid transit stations in larger commercial areas and in areas that are within walking distance of the downtown's major centers of employment. In these areas, building height should taper down toward the edges to provide gradual transitions to other areas.

In areas of growth where tall buildings are considered through comprehensive planning efforts, such tall buildings should be grouped and sculpted to form discrete skyline forms that do not muddle the clarity and identity of the city's characteristic hills and skyline. Where multiple tall buildings are contemplated in areas of flat topography near other strong skyline forms, such as on the southern edge of the downtown "mound," they should be adequately spaced and slender to ensure that they are set apart from the overall physical form of the downtown and allow some views of the city, hills, the Bay Bridge, and other elements to permeate through the district.

In residential and smaller commercial areas, tall buildings should occur <u>along transit corridors and</u> closest to major centers of employment and community services which themselves produce significant building height, and at locations where <u>more</u> height <u>will encourage social and commercial activity and</u> achieve visual interest consistent with other neighborhood considerations. At outlying and other prominent locations, the point tower form (slender in shape with a high ratio of height to width) should be used in order to avoid interruption of views, casting of extensive shadows or other negative effects. In all cases, the height and ~~character~~ <u>expression</u> of existing development should be considered.

The guidelines in this Plan express ranges of height that are to be used as an urban design evaluation for the future establishment of specific height limits affecting both public and private buildings. For any given location, urban design considerations indicate the appropriateness of a height coming within the range indicated. The guidelines are not height limits, and do not have the direct effect of regulating construction in the city.

c. Related 2022 Housing Element Policies and Actions.

- **Policy 36.** Shape urban design policy, standards, and guidelines to enable cultural and identity expression, advance architectural creativity and durability, and foster neighborhood belonging.

  - **Action 36a.** Create and adopt a new objective design standard to require the use of natural and durable materials for front façade and windows, for example stucco, stone, concrete, wood, and metal, subject to periodic, amended revision

and eliminate existing design guidelines, except in Special Area Design Guidelines or adopted or listed Historic Districts, that require detailed front façade compatibility with surrounding neighborhood architectural patterns, for example window proportions, roof shape, or type of entry.

- **Action 36b.** Complete, adopt, and apply the Ground Floor Residential Design Guidelines housing projects, in coordination with State requirements. These recommend porches, stoops, and accessible open space near sidewalks to invite social engagement and belonging.

- **Action 36c.** Create Special Area Design Guidelines if requested by communities in Cultural Districts and Priority Equity Geographies where the design of public space and architecture could help reinforce cultural identities, and in coordination with State requirements.

- **Policy 37.** Support cultural uses, activities, and architecture that sustain San Francisco's dynamic and unique cultural heritages.

- **Action 37a.** Utilize the Cultural Districts program to support building permanently affordable housing, along with other housing development and neighborhood investments that include cultural activities, uses, traditions, and spaces, in coordination with Policy 12.

- **Action 37b.** Increase staff allocation within MOHCD, OEWD, DPW, ARTS, and Planning to create a more robust, sustained, and effective Cultural Districts program, provide more direct support for the development and implementation of their respective Cultural History Housing and Economic Sustainability strategies (CHESS).

- **Action 37c.** Study creation of a cultural resource mitigation fund that could be paid into by projects that impact cultural resources to support cultural resource protection and preservation throughout the city, prioritizing funding the development of cultural spaces as described in Policy 12, action (f).

- **Action 37d.** Designate historically and culturally significant buildings, landscapes, and districts for preservation using the Citywide Cultural Resource Survey, Planning Code Articles 10 and 11, and state and national historic resource registries to ensure appropriate treatment of historic properties that are important to the community and unlock historic preservation incentives for more potential housing development sites.

- **Action 37e.** Promote the use of the Retained Elements Special Topic Design Guidelines to development applicants to address sites where conserving parts of buildings sustains cultural identity and proposed housing serves the

community.

- **Action 37f.** Establish priority building permit and entitlement Planning Department review process for multi-family residential development projects that rehabilitate or adaptively reuse existing buildings to support sustainable building practices, per Policy 34, while preserving cultural resources.

- **Action 37g.** Develop objective design standards for the treatment of historic buildings and districts to provide consistent and efficient regulatory review that facilitates housing development approvals and protects the City's cultural and architectural heritages.

- **Action 37h.** Promote historic preservation and cultural heritage incentives, such as tax credit programs and the State Historical Building Code, for use in residential rehabilitation projects through general outreach, interagency collaboration with MOHCD and OEWD, building trades collaboration, educational materials, community capacity building efforts, and through the regulatory review process.

- **Action 37i.** Revise Urban Design Guidelines to provide guidance on including signage, lighting, public art, historical interpretation and educational opportunities in housing development projects in a manner that reflects neighborhood history and culture, prioritizing the acknowledgement and representation of American Indian history and culture, in coordination with State requirements.

- **Action 37j.** Complete the Citywide Cultural Resources Survey, including the citywide historic context statement, with ongoing community engagement to identify important individual historic or cultural resources and districts.

- **Action 37k.** Complete the Heritage Conservation Element of the General Plan in order to bring clarity and accountability to the City's role in sustaining both the tangible and intangible aspects of San Francisco's cultural heritage.

The Way It Was:	The Way It Will Be:
The Urban Design policy emphasized neighborhood character and transit nodes as key criteria for determining building heights.	Neighborhood expression and proximity to transit corridors are now key criteria in determining heights of buildings.

6. Environmental Protection Element, Appendix A

   a. **Background.** This appendix is repetitive of content that lives elsewhere in the General Plan. In the same way that it is pointing to policies that will no longer exist in the Housing Element, it

also has references to other General Plan Elements that are out of date.

    b.   **Proposed Amendment.** Remove Appendix A from Environmental Protection Element.

Urban Design Element

City Pattern

OBJECTIVE 1 EMPHASIS OF THE CHARACTERISTIC PATTERN WHICH GIVES TO THE CITY AND ITS NEIGHBORHOODS AN IMAGE, A SENSE OF PURPOSE, AND A MEANS OF ORIENTATION.

POLICY 1 Recognize and protect major views in the city, with particular attention to those of open space and water.

POLICY 2 Recognize, protect and reinforce the existing street pattern, especially as it is related to topography.

POLICY 4 Protect and promote large-scale landscaping and open space that defines districts and topography.

POLICY 7 Recognize the natural boundaries of districts and promote connections between districts.

Conservation

OBJECTIVE 2 CONSERVATION OF RESOURCES WHICH PROVIDE A SENSE OF NATURE, COTINUITY WITH THE PAST, AND FREEDOM FROM OVERCROWDING.

POLICY 1 Preserve in their natural state the few remaining areas that have not been developed by man.

POLICY 2 Limit improvements in other open spaces having an established sense of nature to those that are necessary, and unlikely to detract from the primary values of open space.

POLICY 3 Avoid encroachments on San Francisco Bay that would be inconsistent with the Bay Plan or the needs of the city's residents.

POLICY 4 Preserve notable landmarks and areas of historic, architectural or aesthetic value, and promote the preservation of other buildings and features that provide continuity with past development.

POLICY 7 Recognize and protect outstanding and unique areas that contribute in an extraordinary degree to San Francisco's visual form and character.

POLICY 8 Maintain a strong presumption against the giving up of street areas for private ownership or use, or for construction of public buildings.

Neighborhood Environment

OBJECTIVE 4 IMPROVEMENT OF NEIGHBORHOOD ENVIRONMENT TO INCREASE PERSONAL SAFETY, COMFORT, PRIDE AND OPPORTUNITY.

POLICY 1 Protect residential areas from the noise, pollution and physical danger of excessive traffic.

POLICY 2 Provide buffering for residential properties when heavy traffic cannot be avoided.

Transportation Element

General

OBJECTIVE 2 USE THE TRANSPORTATION SYSTEM AS A MEANS FOR GUIDING DEVELOPMENT AND IMPROVING THE ENVIRONMENT.

POLICY 3 Reduce pollution and noise.

POLICY 4 Design and locate facilities to preserve the natural landscape and to protect views.

Mass Transit

OBJECTIVE 1 GIVE FIRST PRIORITY TO IMPROVING TRANSIT SERVICE THROUGHOUT THE CITY, PROVIDING A CONVENIENT AND EFFICIENT SYSTEM AS A FEASIBLE ALTERNATIVE TO AUTOMOBILE USE.

Vehicle Circulation Plan

OBJECTIVE 1 ESTABLISH A THOROUGHFARES SYSTEM IN WHICH THE FUNCTION AND DESIGN OF EACH STREET ARE CONSISTENT WITH THE CHARACTER AND USE OF ADJACENT LAND.

POLICY 1 Divert automobile and truck traffic from residential neighborhoods onto major and secondary thoroughfares and limit major thoroughfares to nonresidential streets wherever possible.

POLICY 2 Design streets for a level of traffic that will not cause a detrimental impact on adjacent land uses

POLICY 4 Discourage nonrecreational and nonlocal travel in and around parks and along the shoreline recreation areas.

Recreation and Open Space Element

Citywide System

OBJECTIVE 2 DEVELOP AND MAINTAIN A DIVERSIFIED AND BALANCED CITYWIDE SYSTEM OF HIGH QUALITY PUBLIC OPEN SPACE

POLICY 1 Provide an adequate total quantity and equitable distribution of public open spaces throughout the City.

POLICY 2 Preserve existing public open space.

POLICY 4 Gradually eliminate nonrecreational uses in parks and playgrounds and reduce automobile traffic in and around public open spaces.

Shoreline

OBJECTIVE 3 PROVIDE CONTINUOUS PUBLIC OPEN SPACE ALONG THE SHORELINE UNLESS PUBLIC ACCESS CLEARLY CONFLICTS WITH MARITIME USES OR OTHER USES REQUIRING A WATERFRONT LOCATION.

POLICY 1 Assure that new development adjacent to the shoreline capitalizes on its unique waterfront location, considers shoreline land use provisions, improves visual and physical access to the water, and conforms with urban design policies.

Neighborhoods

OBJECTIVE 4 PROVIDE OPPORTUNIUES FOR RECREATION AND THE ENJOYMENT OF OPEN SPACE IN EVERY SAN FRANCISCO NEIGHBORHOOD.

POLICY 4 Acquire and develop new public open space in existing residential neighborhoods, giving priority to areas which are most deficient in open space.

POLICY 6 Assure the provision of adequate public open space to serve new residential development.

Residence Element

Retention of Existing Housing

OBJECTIVE 3 TO RETAIN THE EXISTING SUPPLY OF HOUSING COMMUNITIIES.

Housing Condition

OBJECTIVE 4 TO MAINTAIN AND IMPROVE THE PHYSICAL CONDITION OF HOUSING.

Neighborhood Environment

OBJECTIVE 6 TO PROVIDE A QUALITY LIVING ENVIRONMENT.

Energy Section of the Environmental Protection Element

Municipal

OBJECTIVE 12 ESTABLISH THE CITY AND COUNTY OF SAN FRANCISCO AS A MODEL FOR ENERGY MANAGEMENT.

POLICY 3 Investigate and implement techniques to reduce municipal energy requirements.

Residential

OBJECTIVE 13 ENHANCE THE ENERGY EFFICIENCY OF HOUSING IN SAN FRANCISCO.

Commercial

OBJECTIVE 14 PROMOTE EFFECTIVE ENERGY MANAGEMENT PRACTICES TO MAINTAIN THE ECONOMIC VITALITY OF COMMERCE AND INDUSTRY.

POLICY 5 Encourage the use of integrated energy systems.

Transportation

OBJECTIVE 15 INCREASE THE ENERGY EFFICIENCY OF TRANSPORTATON AND ENCOURAGE LAND USE PATTERNS AND METHODS OF TRANSPORT~ON WHICH USE LESS ENERGY.

Alternate Energy

OBJECTIVE 16 PROMOTE THE USE OF RENEWABLE ENERGY SOURCES.

c. Related 2022 Housing Element Policies and Actions. n/a

The Way It Was:	The Way It Will Be:

| The appendix referred to relevant policies in other elements of the General Plan. | General Plan Elements will remove such cross-referencing as much as possible to reduce the possibility of inconsistency. |

Housing Element: Racial and Social Equity Impact Analysis

Preliminary Scope of Work for Public Review

Proposed Schedule:

Jan 2022 – Sep 2022

Background

The Housing Element is a major part of San Francisco's General Plan. Starting in the fall of 2019, Planning began the 2022 Housing Element Update (2022 Update) planning process. The Housing Element reflects the City's roadmap for the future of housing in the City in terms of adequacy, affordability, racial and social equity, environmental justice, design, resiliency, and livability. This is the first San Francisco Housing Element that will center racial and social equity. Implementation of several draft policies and actions would directly build from the Racial and Social Equity Impact Analysis (Equity Analysis), including:

> ***Draft Policy 21:*** *Prevent the potential displacement and adverse racial and social equity impacts of zoning changes, planning processes, or public and private investments especially for populations and areas vulnerable to displacement.*

> ***Draft Supporting Actions:*** *(a) Based on a Racial and Social Equity Impact Analysis for the Housing Element, measure and quantify levels of investments to prevent community displacement through increased permanently affordable housing*

> *production, equitable access to housing, and other community stabilization strategies for vulnerable populations. (b) Create benchmarks for affordable housing production and preservation investments to avoid displacement and other adverse racial and social equity impacts for future zoning changes, development projects and infrastructure projects according to the scale and location of the proposal.*

Project Description

The project team will analyze the potential environmental and socioeconomic equity impacts resulting from the proposed 2022 Update policies. Based on this analysis, the team will provide recommendations for project modifications or implementation strategies that could improve the racial and social equity outcomes of the project.

Purpose

The purpose of analysis is to:
- Inform decision-makers and the public the potential equity impacts of the 2022 Update, and
- Prevent significant racial and social equity inequities of the 2022 Update by identifying ways that potential impacts can be avoided or reduced, such as through modifications or implementation strategies and priorities.

Approach:

The Planning Department seeks to assess various components across different geographics and racial and social groups, including socio-economic and environmental-related topics. The environmental-

related topics will be analyzed by SF Planning staff. The socio-economic topics will be analyzed by the consultant. The Planning Department will seek input from the Office of Racial Equity, elected and appointed officials, and other targeted stakeholders to inform the scope of work and will seek input from the public on a public draft report prior to finalizing the report.

Major Components and Roles

- SF Planning Environmental Planning Division staff
  - Analysis of equity impacts of physical/environmental components
- Consultants under the direction of SF Planning Community Equity Division staff
  - Analysis of equity impacts on socioeconomic conditions
- City Family/Community Leaders
  - Will advise SF Planning in the scope and review analysis

Major Research Questions

1. What racial and social disparities are found in the environmental and socioeconomic conditions experienced by American Indian, Black, and other people of color and other marginalized groups?
2. How could implementation of the 2022 Update improve, stabilize, or worsen the racial and social disparities experienced by these communities?
3. In areas where the analysis anticipates that the Housing Element will worsen inequities, what policies and actions should be modified to address those?

Environmental Analysis Scope of Work:

The environmental section of the Equity Analysis will analyze equity impacts by comparing conditions for people in San Francisco living with different levels of environmental burden. The levels of environmental burden will be identified using the San Francisco Planning Department's Environmental Justice (EJ) communities map. The levels of burden in the EJ communities map will be grouped into three categories: Highly Burdened, Medium Burden, Lowest Burden. The work will rely mostly on information developed to inform the Housing Element 2022 Update Environmental Impact Report. Below is a overview the type of analysis that would be conducted for each topic.

I. Historic Architectural Resources

a. Existing Setting

An analysis of existing (2020) conditions based on the results of the following maps:

- Existing CEQA-defined historic architectural resources in EJ communities (including, where available, CEQA-defined historic architectural resources that are associated or may be associated with American Indian, Black, Japanese, LGBTQ, Filipino, Latinx, and Chinese American)
- Existing CEQA-defined age-eligible historic architectural resources in EJ communities

b. 2050 Baseline & 2050 with the Housing Element 2022 Update

An analysis of conditions under 2050 Baseline and 2050 with the Housing Element 2022 Update, in two parts:

Part 1: Known Historic Architectural Resources

Analyze the results of a map showing CEQA-defined historic architectural resources in EJ communities (including those associated with American Indian, Black, Japanese, LGBTQ, Filipino, Latinx, and Chinese American communities) under 2050 baseline conditions overlaid with the location of new units under the 2022 Update. This analysis will consider the following questions:

1) Is there a geographic pattern of where these resources are located?
2) How does the Housing Element 2022 Update geography relate to these resources?

Part 2: Potential Historic Architectural Resources

Analyze the results of a map showing potential CEQA-defined historic architectural resources (due to age eligibility and associate with American Indian, Black, Japanese, LGBTQ, Filipino, Latinx, and Chinese American communities) in EJ communities under overlaid with the location of new units under 2050 conditions with the 2022 Update. This analysis will consider the following questions:

1) Does the Proposed Action intensify development in areas where there is potential for as-yet-to-be identified resources associated with American Indian, Black, Japanese, LGBTQ, Filipino, Latinx, and Chinese American heritage communities?

II. Transportation

a. Existing Setting
An analysis of existing (2020) conditions based on the results of the following sub-topic areas and maps:

Safety:
- Existing (2020) vehicle volumes on the High Injury Network in EJ communities

Accessibility:
- Jobs accessible by transit, vehicle, and walking or biking within 30 minutes and 60 minutes
- Travel times for school trips, trips to get meals, shopping and non-shopping errands, social trips, and escort trips (e.g., taking family members to school or medical appointments) in EJ communities and in relation to income level.

b. 2050 Baseline & 2050 with Proposed Action
An analysis of conditions under 2050 Baseline and 2050 with the Housing Element 2022 Update based on the results of the following sub-topic areas and maps:

Safety:
- Daily vehicle volumes and vehicle volumes on the High Injury Network under 2050 baseline conditions in EJ communities
- Daily vehicle volumes and vehicle volumes on the High Injury Network under 2050 with the 2022 Update in EJ communities

Accessibility:
- Jobs accessible by transit, vehicle, and walking or biking within 30 minutes and 60 minutes

- Travel times for school trips, trips to get meals, shopping and non-shopping errands, social trips, and escort trips (e.g., taking family members to school or medical appointments) in EJ communities and in relation to income level.

III. Air Quality

a. Existing Setting

An analysis of the number of units and percentage of the population in an elevated health risk area in EJ communities under existing (2020) conditions. This section will include an analysis of a map and table showing the number of units and percentage of the population in an elevated health risk area in EJ communities under existing (2020) conditions.

b. 2050 Baseline & 2050 with Proposed Action

An analysis of conditions under 2050 Baseline and 2050 with the Housing Element 2022 Update based on the following maps and tables.
- People living within (and outside of) an elevated health risk area in EJ communities under 2050 baseline conditions
- People living within (and outside of) an elevated health risk area in EJ communities under 2050 with the 2022 Update

This analysis will consider the following questions:
1) What percentage of the city's population are exposed to substantial air pollution under existing conditions or would be exposed to substantial air pollution under 2050 baseline conditions and 2050 conditions with the 2022 Update?
2) Would CEQA mitigation identified in the draft environmental impact report direct public resources to communities historically burdened by the most air pollution historically?

IV. Noise

a. Existing setting

An analysis of people living within (and outside of) areas with elevated noise levels in EJ communities under existing (2020) conditions.

b. 2050 Baseline and 2050 with Proposed Action:

An analysis of conditions under 2050 Baseline and 2050 with the Housing Element 2022 Update based on the following maps and tables.
- People living within (and outside of) areas with elevated noise levels in EJ communities under 2050 baseline conditions
- People living within (and outside of) areas with elevated noise levels under 2050 conditions with the 2022 Update in relation to EJ communities

This analysis will consider the following questions:
1) What percentage of the population are exposed to substantial traffic noise levels under existing conditions or would be exposed to substantial noise levels under 2050 baseline conditions and 2050 conditions with the 2022 Update?

2) Would CEQA mitigation direct public resources to communities burdened by the most traffic noise levels historically and cumulatively?

V. Hazardous Materials

a. Existing Setting

An analysis of the number and location of hazardous materials sites under existing (2020) conditions in relation to EJ communities.

b. 2050 Baseline & 2050 with Proposed Action

This section will include an analysis of a table showing the number of net new housing units and the percentage of the population in EJ communities that would be on a parcel identified as a hazardous materials site under 2050 baseline conditions and 2050 conditions with the 2022 Update.

VI. Recreation/Shadow

a. Existing Setting

An analysis of maps showing the location of open spaces and the parcels zoned for heights over 40 feet tall in EJ communities under existing (2020) conditions.

b. 2050 Baseline & 2050 with Proposed Action

This section will include an analysis of maps and tables showing the following:

- Parcels zoned for heights over 40 feet tall in EJ communities under 2050 baseline conditions
- Open spaces in EJ communities under 2050 conditions with the 2022 Update

This analysis will consider the following questions:

1) Would implementation of the 2022 Update exacerbate an existing need for more recreation spaces in highly burdened EJ communities?
2) Would potential height changes implemented as a result of the 2022 Update disproportionately affect open space in highly burdened EJ communities?

VII. Sea Level Rise

a. Existing Setting

An analysis of a map showing the sea level rise areas in EJ communities under existing (2020) conditions.

b. 2050 Baseline & 2050 with Proposed Action

An analysis of conditions under 2050 Baseline and 2050 with the Housing Element 2022 Update based on a table showing the number of net new housing units and the percentage of the city's population in EJ communities that would be on a parcel at risk for flooding due to sea level rise under 2050 baseline conditions and 2050 conditions with the 2022 Update.

This analysis will consider the following questions:

1) Are we concentrating more housing in EJ communities located in areas that are anticipated to be affected by sea level rise?

2) Using existing materials on climate change and resiliency, what sea-level rise protections are planned and funded to be taken by the city in the future? What sea-level rise protections are required by new development in areas vulnerable to sea-level rise? How will these protections affect the communities that are at risk for flooding?

Socioeconomic Analysis Scope of Work

This socioeconomic analysis scope of work will provide the necessary analysis to contribute to a Race and Social Equity (RSE) Framework for evaluating and refining the Housing Element's policy approach and to provide benchmarks against which future housing related decisions can be measured to ensure that each incremental decision continues to support the City's primary policy goals and community values.

This RSE framework will include three components: 1) mitigating the impact of future investment in housing and public infrastructure; 2) increasing the supply of affordable housing in San Francisco; 3) stabilizing and potentially increasing the number of households living in San Francisco who represent historically marginalized groups including American Indian, Black, and other communities of color, members of the LGBTQ+ community, and others. This scope of work includes four task areas which culminate in a final RSE Framework document. Strategic Economics will serve as the lead consultant for this effort with support from Streel Level Advisors (SLA) and the Urban Displacement Project (UDP). Each task will be completed in consultation with Planning Department staff, and the work will be structured to ensure that this work can be integrated into the larger Housing Element effort as necessary.

Task 1: Peer review of the Planning Department's understanding of Housing, Gentrification, and Displacement

The Planning Department will provide the consultant materials that summarize the department's understanding of housing, gentrification, and displacement. This may include but not limited to:

- Summary of literature reviewed (e.g., table that summarizes date of study, authors, main findings, relevance to questions we are trying to address, and limitations – we would need to produce this).
- Responses to comments from the public on such issues (e.g., in environmental documents)
- Other materials, if relevant.

The consultant team will conduct a peer review of these materials to:

- Identify if the department has thoroughly identified literature in the field related to this topic
- Identify if the department's understanding of the literature is appropriate. based on current literature and research. As part of this effort, the consultant team will identify clarifications or gaps in reviewed literature (e.g., UDP's most recent research)
- Identify key differences between the emerging understanding of these issues and assumptions that have been used by the Planning Department as part of environmental reviews and for other purposes.
- Provide a list of common definitions and terms that will inform the Department's future approach to evaluating displacement such as but not limited to:

- household level analysis versus neighborhood level analysis – defining the distinction and significance.
- Involuntary displacement – Measures households having to move due to housing market pressure created by construction of new market rate residential housing units in their neighborhood (e.g., census block group) within 1-4 years. using data sources
- Gentrification – increase in the number of relatively higher income White households in a neighborhood using ACS data over a ten-year timeframe.
- Neighborhood churn – People moving into and out of neighborhoods on an annual basis
- Neighborhood succession -Overall change in neighborhood demographic composition over a ten or more-year time period.
- Cultural displacement – Decline in the number of businesses and/or cultural institutions associated with a particular race, ethnicity, or other marginalized group.
- New market rate residential construction – construction of new multi-family housing units with no income restrictions for future residents using annual data sources (this would exclude BMR/inclusionary units in a project. Unclear how to account for payment of in-IHO lieu fees)
- Multi-family housing production – need to define with UPD, i.e., is this about building permits issued or actual units built.
- Tenant protection measures – need to define role these play in mitigating displacement
- Housing unit preservation- need to define the role these play in mitigating displacement
- Below market rate units (BMR) – deed restricted housing units set aside for households in targeted income groups relative to area median income (AMI).

Task 2: Measuring and Offsetting Involuntary Displacement Risk from New Investment

The consultant will use the UDP's most recent methodology for measuring involuntary displacement and involuntary displacement risk based on neighborhood migration rates to measure recent trends in involuntary displacement in San Francisco. Data to be analyzed include household in and out migration rates by census block group and income category, the total number of new housing units produced by census block group including both market rate and BMR units.

Task 2.1 Measuring the Magnitude of New Construction

Strategic Economics will use building permit data provided by the city combined with Costar data to track total new housing production by census tract from 2010-2021. In addition, Strategic Economics will use the underlying data used to prepare the City of San Francisco Planning Department Housing Inventory Reports to identify the number and location by census tract of affordable housing units that have been produced in San Francisco since 2010. To the extent possible, the data will also be broken down by production method, i.e., number of market rate units, number of units produced through the city's inclusionary program, and number of affordable units produced with tax credits and/or other subsidies.

Task 2.2. Measuring the Magnitude of Involuntary Displacement Rates in San Francisco

The UDP will use its proprietary datasets to model involuntary displacement in San Francisco by census tract Prior to undertaking this analysis, UDP and city staff will agree on what income categories should be used so that the results can be presented by income categories such as very low, low, moderate, etc. In addition, UDP and city staff determine how to characterize time periods. This analysis will provide

detailed findings regarding level of involuntary displacement by geography (census block groups can be combined into larger geographies either before or after the displacement and production data have been gathered and analyzed) such as by neighborhoods, equity priority geographies, high resource neighborhoods, or other subarea designations as specified in the Housing Element. These data will provide a benchmark for determining the relationship between involuntary displacement and the total number of market rate and BMR units produced by project size and unit mix by income restrictions.

Task 2.3: Measuring Performance and Establishing Future Benchmarks to Address Involuntary Displacement

This task will synthesize the results from the previous tasks to show two results: 1) the ability to compare the number of affordable units created since 2010 through various programs the number of households that may have been involuntarily displaced, ; and 2) To benchmark future policy metrics and targeted investment by San Francisco's housing programs to ensure that involuntary displacement associated with new residential development will be adequately offset by affordable housing production and/or acquisition and rehabilitation of existing housing units.

Task 2.4 Prepare Draft and Final Task 1 Memoranda

Strategic Economics will prepare a draft and final report summarizing the findings from Task 1 and 2.

Task 2 Deliverables: Strategic Economics and the UDP will participate in up to three working sessions with city staff to review interim findings from work in progress. Then the consultant team will prepare a concise and clearly written document targeted to non-academic readers in draft and final report presenting the results from Tasks 1 and 2.

Task 3: Prioritize Programs to increase housing production, equitable housing access and community stabilization for vulnerable populations

This task has three distinct components. The first is to review all of the measures that have already been identified to increase affordable housing production in San Francisco and prioritize which policies/programs should be given highest priority for implementation. Second, this same approach will be applied to identifying policies/programs focusing on equitable housing access for prioritization. And third, this task will be to identify specific policies/programs to provide housing opportunities for vulnerable populations in San Francisco as defined by factors such as long-term decline in that group's total population in the city, groups with lower median incomes than the city's median, and/or groups that experience housing discrimination.

Task 3.1: Review Background Documents Regarding Housing Production and Equitable Housing Access

In consultation with city staff, the consultant team will review the appropriate documents recommended by staff, to identify a preliminary list of up to ten high-priority actions San Francisco should take to increase the city's affordable housing supply and equitable housing access.

Task 3.2 Prepare Draft and Final Housing Production Priority Actions Memorandum

This memo will present the top ten priority actions San Francisco should take to increase affordable housing production. The memo will identify the departments and agencies that would need to participate in the implementation of each priority action. To the extent possible, each action will be quantified to indicate the number of additional affordable housing units that could be created over some time period (annually, every five years, etc.) to indicate the impact these policies will have in achieving San Francisco's overall goal to be an inclusive city.

Task 3.3: Developing Targeted Housing Programs for Populations Vulnerable to Displacement

The Housing Element Draft 2 emphasizes the need to target resources to American Indian people, Black people, other people of color, and other groups vulnerable to displacement to ensure that these populations can remain, and perhaps grow in San Francisco. Many of these groups have experienced a long population decline in San Francisco. There may be many factors contributing to these groups leaving San Francisco due to many inter-related factors, only some of which can be directly attributable to involuntary displacement as discussed in Tasks 1 and 2. However, these changes do reflect larger economic and social changes which can limit households in the choices and opportunities they have to continue living in San Francisco. Many stakeholders participating in the Housing Element process have shared their own perspectives regarding the causes and potential steps San Francisco could take to support individual groups that are at risk of displacement, in essence identifying "housing goals" by vulnerable group. This task will build on existing stakeholder engagement efforts to identify a range of housing goals by group and identify approaches San Francisco could take to achieving these goals.

Task 3.4 Prepare a Preliminary List of Housing Goals by Vulnerable Group

Staff will work with the consultant team to review meeting notes and other background data sources to identify which vulnerable groups should be included for further analysis in this effort, and to summarize any existing information regarding the kinds of housing support certain groups have already expressed interest in receiving. For example, some African Americans have expressed interest in a "right to return" program for families that formerly lived in San Francisco but have left and no longer own or rent property. Or American Indian groups who have expressed interest in accessing and managing land for traditional cultural use.

Task 3.5 Research Programs or Policies That Could be Used to Address These Housing Goals

Many of the housing goals or aspirations suggested for San Francisco are already in the process of being implemented or evaluated in other cities; in particular, the question of race-based preferences or program designs explicitly targeted to racial groups that have been historically disadvantaged have been explored in a number of other cities. This task will focus on identifying, where possible, programs that have been tried, or are under consideration, to determine 1) what has been the program's impact (i.e., how many households has it served) ;2) who administers the program and what does the program cost to operate; 3) how has the program responded to or been limited by fair housing laws and 4) what changes could be made to the program, etc.

Once this list of programs and the program profiles have been developed, the consultant team will hold a working session with city staff to review the preliminary results.

Task 3.6 Hold Stakeholder Meetings to Present the Programs and Program Profiles

City staff will organize and convene meetings with stakeholders or stakeholder groups to present the programs and program profiles. The consultant team will participate in these meetings, prepare materials and help present. These meetings will solicit feedback from the groups to:

1) identify which programs they would prefer to see San Francisco invest in.

2) identify how they might modify or restructure a program based on experience elsewhere to better reflect conditions in San Francisco; and to

3) define potential targets or performance outcomes that San Francisco should expect to include for each program.

Task 3.7: Program Refinement Staff and Consultant Working Session

The consultant team and city staff will meet to review the findings from the stakeholder meetings and evaluate what next steps to take in identifying what programs the Housing Element will include to explicitly address the needs of at-risk populations.

Task 3.8 Prepare Housing Program Memorandum

The consultant team will prepare a report describing the process used to select which specific programs will be included in the Housing Element to target at-risk populations. Each program will be described and, as feasible, a general operating budget and performance target by household type will be included.

Task 3 Deliverables: The consultant team will hold one working session with city staff at the conclusion of Task 3.1 to review the preliminary list of Priority Actions and to discuss approach and logistics for the stakeholder meetings. The consultant team will participate in up to 6 stakeholder meetings. The team will provide a draft and final memorandum as described under Task 3.8 presenting the Task 3 findings.

4: Prepare the RSE Framework Document

This document will serve as a synthesis of the findings from the prior three tasks packaged in a format that will enable city staff and policy makers to:

- Evaluate future policies, programs, and investments to determine how these are contributing to San Francisco's efforts to offset the involuntary impacts of new housing development in existing neighborhoods.
- Identify and evaluate priority programs to advance racial and social equity including maximizing affordable housing production, and programs that serve vulnerable communities.

Task 4.1 Report Contents Staff and Consultant Working Session

The consultant team will prepare a draft report outline and table of contents to serve as the basis for discussion at a staff and consultant working session.

Task 4.2: Prepare Draft and Final Framework Report

Following the report contents working session identified in Task 4.1, the consultant team will prepare a draft of the RSE Framework Document. Staff will review the draft document and provide one consolidated set of comments/edits. In response to this feedback, the consultant team will prepare the final RSE Framework document. While the document will include tables, graphs, charts, and other materials to document the framework, this report will not match the same graphic quality as other reports published by the San Francisco Planning Department in conjunction with the housing element effort. The city will be responsible for final report layout and graphic design.

Task 4 Deliverable: One working session with the consultant team and staff, a draft report outline, and table of contents, and a draft and final report document.

21 March 2022
Kimia Haddadan
SF Planning, Housing Element 2022 Update Project Manager

Re: Housing Element Draft 2 of Goals, Objectives, Policies and Actions

Dear Kimia,

Thank you for your March 4 response to our January 25, 2022 letter commenting on Draft 2 of the Goals, Objectives, Policies and Actions, and for inviting further comment. The Race & Equity in all Planning Coalition (REP-SF) welcomes the invitation to continue the conversation to "ensure that we adopt a housing plan truly centered in racial and social equity in 2023."

We do want to highlight structural deficiencies that persist in the Draft 2 and that remain troubling in your March 4 memo. Planning continues to insist that if it mentions equity and affordable housing- a lot of times- that these references to equity and affordable housing will somehow counteract the actual policies and strategies that Planning is proposing which work against equity and real affordability in much the same way as Urban Renewal/Redevelopment did decades ago.

This Housing Element continues the decades-long lineage of government actions that enable and encourage speculative development by the private market. When you add up all the policies in your Draft 2 that encourage demolition, streamline market rate development by silencing our communities, cut costs for developers without holding them accountable to price controls, in many ways, the cumulative effect is a citywide, block-by-block turning over of our land and our communities to profit-driven development without any accountability to those who will be priced out and otherwise displaced by these private actions, enabled by public policy. It may not be the sudden action of bulldozers tearing down entire neighborhoods like Yerba Buena Center or the Fillmore, but the impact is similarly widespread, permanent and devastating.

This Housing Element also perpetuates homelessess by limiting the numbers of housing units and the resources in the homeless response system. The solution to homelessness is a home, and without actually basing the resources including housing unit on real need, thousands of unhoused people will continue to languish on the streets of our city, enduring trauma that lengthens their time on the street and takes years from their lives, if not taking their lives altogether.

Your memo requests clarification from REP-SF on a number of points that we have raised in prior comments to the Housing Element. In response, we are presenting, below, REP-SF's **Equity Approach to San Francisco's Housing Element 2022,** which details our proposal for how the Housing Element

should be approached to move San Francisco significantly and substantively toward greater equity outcomes in the next eight years. Following this presentation is REP-SF's reply to your letter, structured following the format established in your March 4 memo.

Equity Approach to San Francisco's Housing Element 2022

The Race & Equity in all Planning Coalition (REP-SF) is a coalition of 35 grassroots organizations from neighborhoods across San Francisco that have united to ensure a future with diverse communities, stable, affordable housing and equitable access to resources and opportunities. REP-SF declares an end to profit-driven policies that are impoverishing and displacing historically marginalized communities– BIPOC, immigrant, low-income and no-income residents, seniors, and people with disabilities– from San Francisco. REP-SF rejects the notion that market-based strategies will solve our city's issues of segregation, unaffordability, gentrification, and displacement, and is concerned that the Housing Element relies too heavily on market-based strategies.

What follows is REP-SF's proposal for how the Housing Element should be approached to move San Francisco significantly and substantively toward greater equity outcomes in the next eight years. REP's recommendations include changing public policy and moving public investment towards solutions that achieve genuine affordability at the scale San Francisco needs while moving the voices, needs, and expertise of BIPOC and low-income communities into the forefront of these conversations and decisions.

Priority Geographies; Opportunity Areas; Displacement and Gentrification Map:
We have concerns with how these geographies are defined, who is left out, how displacement and gentrification are defined and mapped, and what resources and activities are directed to these geographies. We feel strongly that vulnerable communities should be leading the creation of these maps, defining displacement and gentrification, and leading the conversations regarding strategies for addressing the conditions and trends revealed by "ground-truthed" maps.

1. Mapping of vulnerable/ sensitive communities must be led by BIPOC and low-income communities
2. BIPOC and low-income communities must lead the analysis of what constitutes displacement and gentrification so these maps properly reveal the actual conditions in our communities.
   a. The UDP maps have not been developed or "ground truthed" by SF's BIPOC and low-income communities. As we have seen with the "sensitive communities" maps, there is also not a long-term commitment to sustaining and updating maps that are responsive to meaningful, lived experiences.
3. Defining what resources and strategies are directed to vulnerable/ sensitive communities must be led by BIPOC and low income communities.
4. Development of an Equitable Development Data Tool similar to what they are currently implementing in New York.

Race, Equity and Affordability:
Market and profit-based development strategies have caused price escalation and displacement, and have failed to make housing more accessible or affordable. In our last Housing Element cycle, San Francisco produced far more market rate housing than RHNA required, and far under-produced the RHNA required affordable housing. Planning has also entitled development proposals for tens of thousands of market rate units that have not started construction. Despite these failed strategies and

policies, Planning's Draft 2 of the Housing Element increasingly relies on deregulation of profit-driven housing. REP-SF recommends strategies that prioritize affordable housing, and hold the market accountable to building the kind of housing our communities desperately need.

1. Achieving equity will only succeed with deliberate, concrete strategies for achieving equity. Relying on the profit motivated sector to provide equitable outcomes through regulating itself will only continue to result in greater inequality and displacement. REP-SF advocates an equity solutions framework of Desegregation, Affordability, Culture & Arts, Stability and Sustainability (DACSS). For this solutions framework to move us toward greater equity, each component must be addressed. REP-SF has articulated this solutions framework into a clear and comprehensive definition of what equity is and what equity is not. This equity definition should be the guiding framework for San Francisco's Housing Element.
   a. Problem-solving and resource prioritization must be led by BIPOC, low-income and marginalized communities, including:
      i. Advancing land use plans and policies that originate from and prioritize community needs and ambitions, as established by those communities.
      ii. Advancing land use plans that prioritize access to and control of land, housing, open spaces and the means of subsistence as secure and dignified communities, well-resourced from all levels of government.
      iii. Approving developments and mitigations led by BIPOC, low-income and marginalized communities with clear and concrete affordability requirements and design guidelines.
      iv. Ensuring beautiful, sensitive, and culturally appropriate design in all communities.
      v. Preserving publicly owned lands for uses defined as most important by BIPOC, low-income and marginalized communities such as affordable housing, supportive housing, community services, accessible open spaces, and small business opportunities.
      vi. Prioritizing community planning processes that build the leadership of low-income, immigrant, youth, and working class residents and address economic, racial, and social inequalities today and far into the future.
   b. Prioritize, incentivize and enable development that provides greater affordability and stability for BIPOC, low-income and marginalized communities.
   c. Invest in resources and programs that lead to greater land / property ownership for BIPOC, low-income and marginalized communities.
   d. Commit to funding the COPA program so BIPOC, low-income and marginalized communities can purchase significant numbers of apartment buildings and development sites to ensure affordability and stability.
   e. Provide empirical proof for every development, policy, plan, or legislation that it will create systems that primarily benefit our most vulnerable residents and workers- and not cause simultaneous harms before it can proceed, based on criteria developed by BIPOC, low-income and marginalized communities.
   f. Expanding community ownership and stewardship of land, either through public, not-for-profit, and/or community-controlled institutions in order to meet community needs and stabilize the supply of permanent and deeply affordable housing for current and future generations.
   g. Ensure that publicly owned sites, regardless of location, must be 100% affordable.
   h. Reject density bonuses, community plans, rezonings, special use districts, and other land use policies led by the desire to prioritize the production or feasibility requirements of profit-oriented developers.

     i.   Eliminate all strategies that "streamline" and provide any other incentives for market-rate housing to the exclusion or diminishing of input from and empowerment of BIPOC, low-income and marginalized communities. As has been demonstrated by prior housing element cycles, the market has been over-producing and is over-entitled.

     j.   Reject for-profit development that ignores the needs of BIPOC, low-income and marginalized communities, and diminishes the access to and control of land, housing, open spaces and the means of subsistence by BIPOC, low-income and marginalized communities.

     k.   Reject developments with superficial "community benefits" or mitigations that do not meet the requests of BIPOC, low-income and marginalized communities around affordability and high standards of design.

     l.   Hold developers accountable for following high standards of design in wealthy areas while ignoring standards of design in BIPOC, low-income, and under-resourced communities.

     m. Reject all proposals for developing for-profit housing and other profit-oriented uses on publicly owned lands.

     n.   Prohibit homes to be used for commercial purposes such as "short term rentals" or "intermediate length occupancies" which encourage displacement of existing residents and encourage escalation of housing costs.

2. Promote policies that result in affordable housing being built citywide first before market rate housing.

3. Build price-controlled housing at pricing levels that are indexed to local neighborhood incomes, not regional MOHCD/ "AMI" thresholds.

4. Implement a robust land banking program with significant dedicated funding, scaled around a list of priority sites identified by BIPOC and low-income communities, including cultural districts.

5. Significantly amend or repeal SB-828 and SB-35.

6. Fully fund the tenant right to counsel program.

7. In order to achieve true racial and social equity, the Housing Element should put forward a blueprint with key milestones and metrics that materially impact the urgency of the affordability crisis and the vulnerability of working class Black, Indigenous, Immigrant, and People of Color communities.

8. There needs to be a stronger standard to ensure that the future residents reflect the demographics of the surrounding area. There are countless examples of how the cities' lottery process fails local working class communities and communities of color, those most in need, and yet often last in line, to benefit from these new developments. Therefore, the Housing Element should establish a racial equity metric in the lottery process.

9. Budget allocations to city departments and agencies that support implementation of an equity framework should come from the city's general fund and not from fees derived from developers. The fact that Planning's staff capacity is funded from fees paid by developers creates an inherent conflict of interest that drives the creation of profit incentives to facilitate revenue generation.

10. Private mixed-use developments should not be given incentives such as reduction of conditional use authorizations or other entitlement "barriers" in order to include businesses, institutions, or services that support Cultural District needs. Private developments should be required to work with community members to provide space for small businesses, institutions, and/or services that meet the needs of the community and support Cultural District goals.

11. Fully fund all community-developed strategies in Cultural Districts, especially those identified through the CHHESS reports.

12. To address illegal conversions of remaining affordable SROs, we must expand the definition of Intermediate Length Occupancies (ILOs) and tighten up the definition of Short Term Rentals

(STRs), put a tighter cap on both, and invest in enforcement of both with real investment and proactive enforcement.

13. Reform of the city's acquisition and rehabilitation program must be done directly with organizations that work with tenants and nonprofits that acquire buildings. Part of the reform must include re-evaluating the required AMI levels to fill vacant units so that lower AMI residents can fill vacant units (instead of filling vacant units with higher AMI residents).
14. Require a racial equity impact analysis of all market rate development projects and rezonings.

REP-SF's Response to Planning's March 4 Memo

Regional Housing Needs Allocation (RHNA)

REP-SF's Comment: Regarding RHNA, Planning should recommend that the city advocate for either significant revisions to SB-828 or its repeal, and this new Housing Element 2022 should prioritize correcting this imbalance by promoting policies that result in affordable housing being built citywide first- before market rate housing.

Planning's Response: *The Housing Element prioritizes the production of affordable housing and proposes the expansion of resources. Out of 37 policies and approximately 250 actions, the majority focus on affordable housing, supportive housing, or publicly funded housing programs (tenant protections, supportive services, reparations, etc). Only 1/3 of policies and actions focus on market-based strategies. Of those, many aim to make market rate housing affordable to middle-income households, and many of them would also increase affordable units or reduce their cost of construction. Still, we need to guide private development, how those investments occur, and who they serve. We discussed in our last letter and previous meetings in depth the role of market-based solutions in the current draft. We are getting many concerns from private developers and City agencies about the limited number of policies focused on private development compared to previous elements.*

Other points we wanted to further highlight include:
Legal Requirements- Local jurisdictions are required to comply with RHNA for all income levels. Housing Element law requires cities to find adequate sites for development for each of those income categories (including above-moderate) and to remove development constraints for those sites.

Legal consequences for lack of compliance- Failure to have a compliant Housing Element goals and policies will result in loss of San Francisco's eligibility for affordable housing funds. Not meeting the targets under each of the income categories under RHNA to a certain threshold would allow projects to use SB 35 for ministerial approval. If San Francisco does not accommodate above moderate-income housing, those projects may become eligible for SB 35 approval.

Pre-identified community benefits- We understand the value of community organizing in identifying community benefits on a project-by-project basis. We also recognize the costs associated with extended period of deliberation for each development project. We recognize that the draft policies and actions do not provide a clear direction on the process. We look forward to your input on how community organizing, and specifically American Indian, Black, and other communities of color, can lead processes to define these community benefits. We are seeking new paths or tools to improve accountability for the policies and actions, as well as metrics to evaluate the racial and social equity impacts, for which the discussion of pre-identified community benefits could also be a part of.

Affordability to Middle-income households- The draft policies and actions aim to direct privately built housing to serve middle-income or even moderate-income households instead of only targeting high and very high-income households. The draft is considering many ways that this level of affordability could be possible without requiring substantial local funds be spent on maintaining and building back the middle class in San Francisco. Without available State funds for moderate and middle-income households, deed restricted units affordable to moderate and middle-income are quite expensive for the city and could take away funds from building housing for the more vulnerable, low, very low, and extremely low-income households. The draft Housing Element is seeking strategies to reduce costs of construction, through streamlined approval amongst other ways, while at the same time monitoring to ensure middle-income households are in fact served and/or other identified community benefits are met.

REP-SF's March 21, 2022 Response:
While we support the "reimagining" of our Housing Element to center issues of race and equity, we disagree with the gutting of policies that provide important safeguards for affordability and to prevent displacement, especially policies intended to conserve and improve the existing housing stock: Objective 2: Retain Existing Housing Stock and Promote Safety and Maintenance Standards, Without Jeopardizing, Affordability and Objective 3: Protect the Affordability of the Existing Housing Stock, Especially Rental Units.

- Simply counting how many policies are directed at "affordable," and how many policies are directed at "market rate" housing does not measure whether the Housing Element is set up to deliver outcomes that are equitable for BIPOC and low income communities.
- The housing element proposes ways to reduce costs of development for market rate developers and bring more market rate housing online- and Planning continues to claim that these are strategies for the market to produce housing that is affordable to middle and moderate income households. However, unless there are price controls built in to ensure that new units are priced at levels that are affordable to residents based on the wages they earn, you are asking the market to regulate its own prices and profits which is a failed policy approach. For a profit-driven developer, there is no reason why they would put any savings on to the renter or purchaser of the housing they develop. For the government to propose actions and policies that reduce developers' costs without regulating the prices they charge- to pass those savings on in a meaningful and significant way will only result in greater profits for developers. Moreover, this approach does not account for the displacement effects that have been documented from aggressive market rate housing development in working class communities.
- We understand that market rate developers want more from this housing element- but what more do they need? Our current 8-year cycle has over produced market rate units by 140%, and has additionally entitled tens of thousands of market rate units that are encumbering land that could otherwise be developed as affordable housing. Meanwhile, affordable housing has fallen short of RHNA goals. The data demonstrates that market rate developers are doing just fine- and don't need any further policies to enable either development or entitlements.
- When planning refers to obligations for meeting the RHNA goals, we're not seeing any concrete strategies for making sure that the affordable housing goals are prioritized. Unless this correction is made, at the end of this next 8 year cycle we will inevitably see an increasing imbalance in the number of market rate units built and entitled vs affordable. Planning has to understand that our BIPOC and low-income communities are suffering from the cumulative imbalance in performance against our RHNA goals from past housing element cycles. While RHNA mandates are problematic, they do reveal how biased San Francisco's development has been toward high-priced housing targeted to those in the highest income tier.

- We appreciate that Planning recognizes the importance of holding development accountable to community concerns, especially the needs of American Indian, Black, people of color and low-income communities. REP-SF has been working in collaboration with the Racial Impact Study Coalition in New York City where development proposals have to go through a community review and comment process prior to being heard at their Planning Commission. They are horrified when we tell them of the "streamlining" proposals by legislators at the State and San Francisco government levels and by San Francisco planners both through legislation and policy documents like this Housing Element. We understand that democracy can be inconvenient for business, but our voices and public processes that honor our communities and honor our voices, needs and perspectives are critically important for holding market forces in check.

Housing Streamlining Proposals

REP-SF's Comment: The plan should state that policies that streamline 100% market rate developments are antithetical to equity, because they do not provide any affordable housing, and they take away the ability for BIPOC and low-income communities to engage in land use planning or project approvals that create more affordable housing, community-serving businesses, and accessible open space."

Planning's Response: *The draft plan recommends streamlining only certain types of projects: small and mid-rise multi-family buildings that provide certain community benefits, or projects that provide inclusionary units beyond requirements as listed in Policy 25, actions A and B. The department will make more clarifying revisions be more explicit about the types of projects and types of streamlining recommended. We would also like to know what REP qualifies as "100% market rate developments". **Are those projects less than 10 units where no inclusionary requirements are in place? Or projects that chose to fee out, use land dedication, or off-site contribution?***

REP-SF's March 21, 2022 Response:
- **Streamlining**
  - Objective 4b, p. 65: talks about streamlining for "small and mid-rise buildings in areas where they are not currently allowed," and defines "below market rate units" as being "affordable to households earning up to 150% of AMI, or $179,850 for a three-person household." Unfortunately, per MOHCD, housing that is priced to be "affordable" for households earning up to 150% of AMI is priced higher than the average market rate for either rentals or ownership. Per MOHCD's rent limits, a 2-BR unit priced for a household at 150% AMI would cost $4,208/mo. According to Zumper, the average market rent for a 2-BR apartment in the city is $3,999/mo.

Structural Inequity

REP-SF's Comment: There is no attempt by this Housing Element to push back or question any of these structural issues that prejudice in favor of the market, and in favor of profit-driven housing. By proposing nothing that would shift the balance of power around land use decisions and land ownership away from developers and toward BIPOC and low-income communities, this Draft 2 is just a blueprint for Planning to continue to enable and streamline profit-driven, market rate housing development while removing the voice of any community that might raise objections. The government actions and aggregate policies discussed and referenced in this Housing Element are just as damaging as Redevelopment and Redlining, and all of the historic atrocities that this Draft 2 recounts and references.

Planning's Response: *The plan anchors housing as a right to focus our City efforts on housing as a place to live, not as a commodity. As detailed above, the plan aims to radically increase the amount of funding directed to not-for-profit housing development. It also aims to shift the balance of power around land use decisions by amplifying the voices of American Indian, Black, and other communities of color. At the same time, it aims to influence for-profit housing production so that it can begin to serve the housing needs of our middle-income residents.*

We recognize that a limitation of our democracy is that the popular will is not adequately responsive to the needs of marginalized communities including American Indian, Black, and other communities of color. In order to truly advance racial and social equity, we respond to this limitation by investing in engagement, leadership development, capacity building and partnerships with community organizations in order to amplify the voices of people who might not otherwise be heard - so the City can make better and more just decisions. The goal is to augment the structure to achieve true racial and social equity, rather than replace democratic decision making with an alternative. **We welcome REP to participate in the Racial and Social Equity Analysis of the Housing Element taking place over the next 4-5 months to elevate the voices of the communities with strategies.**

REP-SF's March 21, 2022 Response:
- The Housing Element leans heavily on streamlining of market rate housing which creates a dangerous structural imbalance and removes the voices of the public, including American Indian, Black and other communities of color from conversations about impacts of development on our communities. Given our city's historic track record of significantly over-producing market rate housing relative to housing that is affordable to very low, low, and moderate income earners, the Housing Element's continued reliance on market-based strategies will only perpetuate and exacerbate this imbalance.
- This is the first time that REP-SF has heard about a Racial and Social Equity Analysis of the Housing Element. REP-SF is interested to learn more about what this process is, and how our organizations can be involved.
    - It's important to note, however, that hosting a side process to talk about equity is not the same as ensuring that American Indian, Black and other communities of color have direct influence over market rate development proposals and their impacts. This Housing Element diminishes our voice and our ability to hold market rate developers accountable to the needs of our communities, shifting the balance of power significantly by sidelining our voices into a separate conversation and a separate venue. Just by reducing the cost of development for market rate developers, Planning is doing nothing to ensure that this approach translates into reduced costs for renters or owners of housing. Allowing the market to regulate its own prices while reducing their costs of development will only lead to increased profits for developers and continuing escalation of rents and purchase prices. This isn't conjecture or hypothetical forecasting. It's based on the realities we see and experience daily in our communities.

Housing those who are Without Homes

REP-SF's Comment: An equitable response for those who are homeless requires us to produce more housing solutions for the lowest-income San Franciscans.

Planning's Response: The department agrees and calls for significant increase to building more permanently affordable supportive housing (Policy 8). Policy 8 puts a metric for this action "to approximately house a third of the total unhoused population in permanent supportive housing and

services." Policy 8 also calls for other strategies such as prioritizing vouchers for unhoused populations, as well as other rental and flexible financial assistance programs. **We welcome REP to provide more specific suggestions on how to address this critical issue in the draft plan.**

REP-SF's March 21, 2022 Response:
- REP-SF appreciates that objective 1.c of the Housing Element calls for the *elimination* of homelessness rather than the reduction of homelessness or the prioritization of scarce resources for only a segment of the unhoused population. In order to reach this objective, the City's current practices of prioritizing homeless people for scarce resources rather than adding appropriate resources to the homelessness response system that meet the needs of the actual homeless people in the system must be changed. To that end, REP-SF would like to see the Housing Element explicitly state that the number of permanently affordable supportive housing units that should be provided for unhoused residents should meet need rather than be based on an arbitrary number (⅓ of the total unhoused population). The Coordinated Entry system must be improved so that it can be used to assess unhoused people's need for various housing options (permanent supportive housing, housing with on-site behavioral health or other medical services, need based subsidies, time-limited subsidies, vouchers, etc.) **and inform the City as to the number of units, wrap-around services, vouchers, and subsidies that must be added to the system in order to provide appropriate exits from homelessness for unhoused people**.

REP-SF's Comment: Stop Relying on metrics like "tent counts" to measure progress in addressing homelessness and instead measure our ability to actually meet housing needs of people on the streets"

Planning's Response: *The point in time count was delayed due to the pandemic and is planned within the next year. That report includes various metrics to measure different aspects of homelessness. Action 8A calls for HSH to "Identify a numerical target for building permanently supportive housing based on the upcoming Point in Time Counts in 2022, to approximately house a third of the total unhoused population in permanent supportive housing and services, and update this target based on the 2022 Strategy completed by the Department of Homelessness and Supportive Housing."* ***We welcome REP to provide more specific suggestions on what other metrics should be used.***

REP-SF's March 21, 2022 Response:
- There is a difference between "tent counts" that are done by HSOC and the Point in Time Count that is conducted by HSH every other year as required by HUD. What we are trying to express here is that we would like to see the Housing Element state that "tent counts" are not a useful tool for measuring the City's progress actually housing homeless people, and that a plan for estimating the unmet housing and service needs among our unhoused residents is the appropriate (read: equitable and effective response that will actually produce stable exits from homelessness) tool for addressing homelessness.
- Regarding Action 8A, the number of permanently affordable supportive housing units that should be provided for unhoused residents should meet need rather than be based on an arbitrary number (⅓ of the total unhoused population).
- The Coordinated Entry system must be replaced with a neighborhood level system of care enabling the continuum of care to lie within communities that perform outreach and have a trust relationship with unhoused people, so that they can **accurately assess unhoused people's deepest levels of trauma and need for various housing options** (permanent supportive housing, housing with on-site behavioral health or other medical services, need based subsidies, time-limited subsidies, vouchers, etc.) **and inform the City as to the number of units, vouchers, and subsidies that must be added to the system in order to provide appropriate**

exits from homelessness for unhoused people. Additionally, supportive housing units sit vacant due to an overly bureaucratic process that should be replaced with a "no wrong door to entry" system that includes self-referral by unhoused people to case managers in their communities, and the ability for case managers to refer unhoused people to community based shelter beds and housing units, reducing the time it takes to transition people from shelter to permanent housing with a greater success as they remain in the support network of their chosen community.

Priority Geographies and Opportunity Areas

REP-SF's Comment: We have concerns with how Priority Equity Geographies and High Opportunity Areas (aka Well-resourced Neighborhoods) are defined, who is left out, and what is allowable within these geographies. We are concerned that they pit communities against each other, but most importantly we feel that vulnerable communities should be leading these conversations.

Planning's Response: *In response to this concern, we have added the Displacement and Gentrification map and the Cultural Districts. We have shared and discussed the various geographies at community meetings. We agree with your concern that polarizing the housing discussions is harmful.*

The Displacement and gentrification map was produced by the Urban Displacement Project to identify degrees of vulnerability for existing residents based a variety of social and economic indicators such as household income, change in household income, housing costs, rent increases, and housing affordability and including new metrics such as in and out migration to neighborhoods.

The Cultural Districts are areas defined by communities that embody a unique cultural heritage because of a concentration of cultural and historic assets and culturally significant enterprise, arts, services, or businesses, and because a significance portion of its residents or people who spend time in the area or location are members of a specific cultural or ethnic group that historically has been discriminated against, displaced, and oppressed.

Priority equity geographies are based on the SF Department of Health's Areas of Vulnerabilities map, which identifies areas with a higher density of vulnerable populations, including but not limited to people of color, seniors, youth, people with disabilities, linguistically isolated households, and people living in poverty or unemployed.

The well-resourced neighborhood is a geography defined by the State, with input from equity research leaders such as the Othering and Belonging institute. The purpose of this map is to identify regions whose characteristics have been shown by research to support positive economic, educational, and health outcomes for low-income families—particularly long-term outcomes for children. Key indicators used to compile the map included, but were not limited to poverty, adult education, employment, job proximity, median home value, and racial segregation. This is not a homogenous area, yet still clearly distinct from SoMa or Bayview or the Mission. These are areas of the city where new housing has not been built, including minimal Affordable Housing. These are also generally the neighborhoods that were historically inaccessible to people of color due to redlining and racial covenants.

We welcome REP's specific concerns on the Priority Equity Geographies map and the Urban Displacement Project map so that they can be improved to ensure that we're not leaving out any vulnerable groups. We need to recognize the resources, the visions, and the possibilities in each area. The Draft plan is trying to address the vulnerabilities of each area. For example, we include policies that

call for community empowerment in zoning change decisions in Priority Equity Geographies and increased accountability to communities of color, which would improve communities' opportunities to shape future legislation. **We would welcome REP-SF's Comments on those strategies as well.**

REP-SF's March 21, 2022 Response:

● Thank you for meeting with REP-SF to discuss how Planning has selected the maps that it is using. We look forward to hearing how these maps are being specifically applied in full. To clarify some of the specific concerns around mapping: 1) The [Displacement and Gentrification map from UDP](#), although under revision, still has not been "ground truthed" with community input like the prior "Sensitive Communities" maps were. 2) The UDP map appears to be an assemblage of ideas and AMI levels and does not concur in a clear way with what is actually going on on the ground. Nor do these maps appear to be utilized in a way that would recognize important vulnerable areas in a similar manner to how the Sensitive Communities maps did, although it's hard to say since its application in the Housing Element is not at all clear. The Sensitive Communities maps were not removed because they were inaccurate--they were removed, ironically, because they were in fact accurate. 3) The UDP map appears to be utilized only for its stabilization policies in areas that are "vulnerable or undergoing displacement or gentrification." The application of this mapping is unclear as we have stated. For example, a question arises as to whether this policy applies in the many areas of the chart that are mapped as "advanced gentrification" or "at risk of becoming exclusive"? 4) The UDP map itself concedes that, "...our results do not always coincide with impressions 'on the ground' for several reasons" which is an acknowledgement of its inadequacy, especially for a policy document so important as San Francisco's Housing Element.

REP-SF's Comment: Regarding [Policy 3,](#) the goal of increasing "investments to purchase and operate existing tenant-occupied buildings as permanent affordable housing in western neighborhoods…" is currently being blocked by the Mayor and MOHCD. An allocation of funds was made by the D1 Supervisor during the 2021 budget process to support the ongoing effort to build westside affordable housing development and small sites capacity, but MOHCD has refused to issue the RFP for these funds."

Planning's Response: *The plan is identifying several new policies and investments that support housing affordability in well-resourced neighborhoods, like policy 19: "Enable low and moderate-income households, particularly American Indian, Black, and other people of color, to live and prosper in Well-resourced Neighborhoods by increasing the number of permanently affordable housing units." ([Policy](#) [19](#)). We agree with your concern that policies should be connected to the implementation process. We are working with MOHCD and other City agencies to identify paths to modify existing programs and to give communities another tool to hold decision makers accountable.*

REP-SF's March 21, 2022 Response:
● REP-SF notes that Planning agrees with REP-SF's assessment. We would like to note, however, that the "small sites program" is important not just to support BIPOC and low/ moderate income households "to live and prosper in Well-resourced neighborhoods" but to stabilize and prevent displacement of BIPOC and low-income residents in all neighborhoods.

REP-SF's Comment: Regarding policies 20 and 26, these are policies that promote gentrification, displacement, and evictions. These policies also promote the expansion of market-rate rate housing through rezoning, and height and density increases.

Planning's Response: *These policies do promote expansion of market-produced housing that could serve middle- income workers or make homeownership more sustainable for existing small property owners. The aim is to prevent further displacement of middle-income workers. Policy 21 anticipates the potential displacement pressures that could be created in Well-resourced Neighborhoods by zoning changes, development projects and infrastructure projects. It requires that the city "identify levels of investments to prevent displacement according to the needs of each community and each neighborhood" based on the forthcoming Racial and Social Equity Analysis of the plan.*

REP-SF's March 21, 2022 Response:
- As noted above, the combination of policies that streamline and prioritize market rate housing while not regulating the price of that housing, and diminishing the voices of American Indian, Black and other communities of color to be able to hold the market accountable to the needs of our communities adds up to make this housing element a program for displacement and ongoing escalation of housing prices.
- The Path Forward under Objective 4b reads: "Finding new paths to ensure that the private housing market serves the middle-income workforce is key to maintaining our city's diversity. Expanding where small and mid-rise buildings can be constructed throughout the city provides a path for the market to provide more middle-income housing opportunities without public subsidy. This objective will be met not only by increasing development capacity for small and mid-rise buildings in areas where they are not currently allowed, but also by removing uncertainty from regulatory review processes, streamlining review, and cost abatements. The smaller scale of these buildings fit within the existing scales of most of the neighborhoods in the city which provides better opportunities for a clearer regulatory framework and streamlined processes, including units that serve middle-income households without deed restrictions. Adding new units to our existing housing stock on vacant lots, and through demolition and reconstruction is a critical strategy to increase small multi-family homes particularly for middle income households. However, new units should meet the affordability rates of existing units and tenants should be offered competitive relocation programs during construction. As building multi-unit buildings has been legalized in areas designated for single-family homes throughout the city and the State, the City must encourage multi-family buildings whenever possible. The retention of single-family homes should include contributions towards affordable multi-family housing given the missing opportunities and high use of land and infrastructure resources by a single household."
  - As noted above, this is a very clear example of the Housing Element's bias toward market and profit-driven housing as a primary driver of greater affordability by relying on reduced costs for the developer translating into reduced costs for residents. It's hard to think of an industry where relying on for-profit enterprises to regulate themselves, especially around the price of their products, is an effective strategy, especially in housing. This "path forward" also encourages demolition and "streamlined processes" that displace and silence our communities. All of these elements work together against equity, against stability, and against affordability. All new or replacement rental units must be rent controlled to keep rents stable for tenants.

REP-SF's Comment: Policy 21 policy addresses future but not past displacement and does not address effects that are inherent in market-based development.

Planning's Response: *The draft Housing Element addresses past displacement caused by discriminatory government actions in policies 10 and 11 call for the city to "acknowledge the truth about discriminatory practices and government actions as told by American Indian, Black, and other communities of color to understand the root causes of the housing disparities in these communities and to inform how to redress the harms" and then to establish homeownership programs targeted to impacted communities, cultivate their cultural anchors, and amplify their voices in housing policy and implementation.*

Also, the intent of the Racial and Social Equity Impact Analysis called for in Policy 21 is for past displacement to be accounted for when addressing the types and scale of anti-displacement measures to be implemented. **We welcome REP to provide more specific suggestions on how to address this critical issue in the draft plan.**

REP-SF's March 21, 2022 Response:
- REP-SF appreciates the acknowledgement of past harms by government and private actions, especially to the detriment of American Indian, Black and other communities of color, but Planning continues to fail to recognize that this proposed Housing Element only serves to carry these practices forward, albeit in new and different forms.
- By proposing and promoting policies that are centered around building more market rate housing; not regulating the price of that market rate housing; and silencing and sidelining the voices of our communities so they are not able to hold market rate developers accountable, the effects of this Housing Element will be the same as the decades of Urban Renewal, Redevelopment, Redlining and other past harms that are referenced.

Amplify Non-Market-Based Solutions

REP-SF's Comment: Regarding Policy 1, expanding rental assistance programs may be helpful in the short term, but in the long term, it is just a landlord subsidy. There is no substitute for permanently price controlled housing.

Planning's Response: *The draft plan calls for both expanding assistance and increasing production of permanent affordable housing. In our outreach and engagement to low-income communities of color, we have heard extensively about the need for and interest in rental assistance to help households who are cost- burdened as an effective strategy in addition to building permanently affordable housing.* **We welcome REP to provide more specific suggestions on how to address this issue in the draft plan.**

REP-SF's March 21, 2022 Response:
- While this Housing Element calls for increasing affordable housing, when measured against the enabling policies for market rate housing, this Housing Element is setting up for the same result as the current Housing Element cycle. Planning seems more concerned with making sure that market rate developers are able to build and compete successfully for limited land resources with their fast and reliable access to capital while affordable housing developers are constantly at a disadvantage, even if there's more funding available than today. If this Housing Element truly intended to create equity, it would establish land use policies and conditions that would ensure meeting the affordable housing goals first while acknowledging that the market has been privileged by past production and secured entitlements for development.

REP-SF's Comment: Regarding Policy 1 and proactive/ affirmative enforcement of eviction protections programs, what will happen if the owner is found to have moved someone in after an OMI or Ellis eviction? Will they evict the new resident so the prior resident can move back in? Will a fee be levied instead? Will the Rent Board really expand its role to take on these new enforcement duties?

Planning's Response: *Action I under Policy 1 outlines that enforcement will include "annual reporting by owners that is enforced by site inspections and confirmation of owner occupancy and funded through owner fees." The ultimate details of the implementation process will be up to the Rent Board, but the Housing Element will be used to hold them accountable to the intent, which is to give existing protections consequences. The goal is to help tenants hold the city accountable to the promises of protections that they have made.* ***We welcome REP to provide more specific suggestions on how to address this issue in the draft plan.***

REP-SF's March 21, 2022 Response:
- Annual reporting is important, but the data will tell the story of displacement **after** displacement has occurred, and has inflicted irreparable impacts on people's lives and on communities.
- We also don't trust that reporting will ever happen - and if it does, it won't be used to correct future practices. Take for example the city's Housing Balance report. Not only is Planning always late with its reporting on the Housing Balance, but it attempts to obscure its over-production of market rate housing, and it fails to offer the required plans for getting our housing back in balance.
- Furthermore, based on Planning's response to REP-SF's comment, we can conclude that this strategy has not been coordinated with the Rent Board, thus underscoring how meaningless and ineffective a strategy to protect tenants. REP-SF urges Planning to come up with a strategy that actually prevents displacement that is coordinated with the Rent Board, rather than proposing a policy that measures displacement after it has already happened (if the reporting is ever actually done).

REP-SF's Comment: Regarding Policy 1, Action K, why would the city provide "incentives" to "property owners to rebuild buildings struck by fire? The city should enforce habitability codes, and if owners are not able to make the repairs, the city should work with its nonprofit developers to purchase the properties, rehab them, and re-rent them to the original tenants as affordable housing in perpetuity.

Planning's Response: *Repair and rebuilding by property owners would most likely be the fastest path towards bringing back displaced residents and supporting the property owner with incentives is another to ensure stability for residents.* ***Using these sites as options for small sites program is an alternative path, and Planning will discuss this suggestion with MOHCD.***

REP-SF's March 21, 2022 Response:
- REP-SF looks forward to seeing this strategy become real through coordination with MOHCD.

REP-SF's Comment: Regarding Policy 1, Action N, expanding rent control to buildings at least 25 years old works against equity. Even the flawed state rent control program under AB-1482 applies to buildings 15 years old and older.

Planning's Response: *Would REP support this action if it were advocating for inclusion of all properties 15 years and older? Are there criteria in AB-1482 that you are supportive of, such as the cap on annual rent increase at 5% plus COLA increases?* ***We welcome REP to provide more specific suggestions on how to address this issue in the draft plan.***

REP-SF's March 21, 2022 Response:

● REP-SF strongly urges Planning to recommend that the city advocate for State legislation to repeal the Costa-Hawkins Rental Housing Act to allow cities to better stabilize tenants. If Costa-Hawkins were repealed, San Francisco would then be able to extend rent control to buildings built after 1979. Similarly, in response to Action M, REP strongly urges Planning to recommend that the city advocate for State legislation to repeal the Ellis Act. Planning should also recommend that the city commit resources for proactive enforcement of Owner Move In and Ellis Act evictions. Costa Hawkins and the Ellis Act have enormous impacts on the affordability and stability of San Francisco's rental housing stock.

REP-SF's Comment: Regarding Policy 3, reform of the city's acquisition and rehabilitation program must be done directly with organizations that work with tenants and nonprofits that acquire buildings. Part of the reform must include re-evaluating the required AMI levels to fill vacant units so that lower AMI residents can fill vacant units (instead of filling vacant units with higher AMI residents up to 120%).

Planning's Response: *Policy 3, Action N recommends serving low-income households in this program by prioritizing "building purchases for the acquisition and rehabilitation program that serve extremely- and very-low income and unhoused populations including purchase of SRO residential hotels.* **Planning will consult with MOHCD on incorporating this suggestion as another action into this Policy.**

REP-SF's March 21, 2022 Response:

● Appreciation to Planning for coordinating with MOHCD.

REP-SF's Comment: Regarding Figure 14 (racial disparity in Below Market Rate unit allocation), the table demonstrates the failure of inclusionary housing as a strategy to respond to the affordability needs of San Francisco, and the need for the Housing Element to deprioritize market-based strategies to achieve affordability.

Planning's Response: *This figure represents applications for all BMR units, not just those units created through the inclusionary program, and it only represents limited data over one year. Policy 5 includes various actions to identify communities underserved within the full portfolio of the BMR program. Action A would help provide a fuller picture of what is shown under figure 14. Action C calls for changes to reverse those inequities for the full portfolio of BMR units. Action B references the issue REP is raising in this comment and calls for an evaluation of AMIs under the inclusionary program and update the requirements accordingly.* **We welcome REP to provide more specific suggestions on how to address this issue in the draft plan.**
cultural districts?

REP-SF's March 21, 2022 Response:

● REP-SF would highlight the fact that Policy 5 and Actions A - D are necessary tools to address the significant barriers and shortcomings in the BMR Program; however they do not address the underlying structural problem. Fundamentally, as seen in Figure 14 of the Housing Element Draft 2 (1/14/22), there were 120,037 applicants for 589 Units, indicating the inability of inclusionary housing to reliably address the city's affordability needs.

REP-SF's Comment: Regarding Policy 8E, it should also include in home support services, nursing, and other health supports (in addition to behavioral health, case management, and childcare).

Planning's Response: *Planning will consult with the Department of Homelessness and Supportive Housing (HSH) and incorporate changes into the next draft.*

REP-SF's March 21, 2022 Response:
- Since the services referred to in the comment above are medical services, it would make sense for Planning to also consult with the Department of Public Health.

REP-SF's Comment: Regarding Policy 8, Action G, do not tie a homeless person's eligibility for housing (housing referral status) to the number of available units, but to real need. Let our current assessment data be used to inform us about unmet need rather than to limit the number of unhoused people who are deemed eligible for housing.

Planning's Response: *Policy 8, Action G, calls for the city to evaluate the current prioritization system not just for people experiencing chronic homelessness, but for all persons experiencing homelessness. The intent of this action is to evaluate criteria beyond chronic homelessness for prioritization of placement.* **Planning will share your comment with HSH to incorporate changes into the next draft for clarity.**

REP-SF's March 21, 2022 Response:
- First, policies to address homelessness that rely on prioritization of San Francisco's large and extremely vulnerable homeless population rather than identifying both unmet need in the current homelessness response system *and* strategies to meet that need are not compatible with Planning's stated equity goals and will not realize the Housing Element's Objective 1.c ("Eliminate homelessness). Prioritization creates "winners" (those who are deemed "homeless enough" to be granted housing priority status) and "losers" (those who are deprioritized for housing not because that isn't the intervention they need, but because there aren't enough units available for all unhoused folks who need them). An equitable system that would meet objective 1.c would assess what unhoused people need for an appropriate exit from homelessness and would identify gaps in the system that need to be filled in order to meet actual need. Again, we are asking that the Housing Element recognize and state that <u>an equitable policy to address homelessness should not tie a person's eligibility status for housing to the (inadequate) number of currently- available units.</u> Instead, an equitable policy to address homelessness should be based on an understanding of the needs of homeless people and should call for increased resources (housing, behavioral health supports, medical supports, vouchers, subsidies) that meet those identified needs.
- Policy 8, Action G currently reads "Evaluate the current prioritization system of housing placement and services for unhoused residents focusing on chronic homelessness and adopt additional levels of priorities for other vulnerable applicants to avoid worsening their situation while waiting for housing and services." If Planning intends to call for the City to *evaluate the current prioritization system for all persons experiencing homelessness*, then Policy 8, Action G should be reworded. Again, the City's assessment / Coordinated Entry system should not be used merely for prioritization, but should be used to identify unmet need and to identify a pathway towards meeting that need - increasing housing options and services.

REP-SF's Comment: Regarding Policy 8, Action A, stop the practice of using shelter and navigation center to temporarily clear encampments by offering 7- or 30-day beds that do not connect to stable housing. No one should be exited from a shelter or navigation center back to the streets. Examine why 54% of navigation center exits are "unstable exits" back to the streets (https://hsh.sfgov.org/wp-content/uploads/2019/03/HSH-Nav-Slideshow-FINAL.pdf - slide 10).

Planning's Response: *The plan calls for increased and improved navigation resources at these sites, and to evaluate the needs for and create more types of shelters in the system with amenities and services tailored to their residents, examples could include 'clean and sober' shelters, safe consumption shelters for legal and illegal substances, non-congregate shelter, and off-street safe parking sites for those vehicle dwellers seeking conventional housing (Action I). **Planning will work with HSH to explore adding an action to examine the nature of navigation center exits and with the goal of reducing the number of unstable exits.***

REP-SF's March 21, 2022 Response:
- We appreciate that Planning is willing to work with HSH to add an action to examine the nature of navigation center exits/reduce the number of unstable exits. It is important to note that it is not just exits from *navigation centers* that should be examined here, but exits from all types of shelter for all unhoused populations (single adults, TAY, and families). The goal should be to minimize/eliminate system churn (where homeless people have to enter the system multiple times before they can be connected with a stable exit). See the comment about the problem with using metrics like "tent counts" to measure progress on addressing homelessness for more on this issue.

Race, Equity and Affordability

REP-SF's Comment: Regarding Policies 9 and 22, we believe the Housing Element should put forward a blueprint with key milestones and metrics that materially impact the urgency of the affordability crisis and the vulnerability of working class Black, Indigenous, Immigrant, and People of Color communities.

Planning's Response: *We aim to define potential targets or performance outcomes that San Francisco should expect to include for each of its key housing programs in the Racial and Social Equity analysis of the Housing Element and then to incorporate those into the draft prior to adoption. This analysis also aims to provide benchmarks for anti-displacement investments; such as determining the number of total permanently affordable housing units that would need to be created or preserved to offset or mitigate involuntary displacement for low- and moderate-income households caused by future housing production or infrastructure improvements, of certain size or scope. We understand that the public needs to have concrete means of measuring the impact of housing policy in order to hold the city accountable to these policies. **We welcome REP to provide more specific suggestions on how to address this issue in the draft plan.***

REP-SF's March 21, 2022 Response:
- Policies 9 and 22 do not provide a blueprint with key milestones and metrics that materially impact the affordability crisis and the vulnerability of working class Black, Indigenous, Immigrant, and People of Color communities. What is needed are policies, investments, and enforcement that prioritize affordable housing rather than perpetuating the imbalance of disproportionate market rate housing production. Our City's current approach only exacerbates this imbalance. We want to achieve our housing balance to ensure a right to housing for those communities that are currently priced out.

REP-SF's Comment: Regarding Objective 3c, the Urban Displacement Project's (UDP) displacement and gentrification analysis is flawed and should not be referenced.

Planning's Response: *The UDP analysis is being updated and will be studied as part of the Racial and Social Equity analysis. The new UDP methodology for measuring displacement and displacement risk relies on neighborhood migration rates. This approach reflects recent research findings showing that*

people move for many reasons and that neighborhood population change is a highly inaccurate way to measure the specific phenomenon of "involuntary" displacement, i.e., people moving due to circumstances beyond their control. **Can REP provide specific feedback on the ways in which you think the methodology is flawed?**

REP-SF's March 21, 2022 Response:
- Please refer to REP-SF's response under <u>Priority Geographies and Opportunity Areas</u> above.

REP-SF's Comment: Regarding <u>Policy 12, Action A,</u> the policy is too vague. What type of "housing development" supports cultural districts and the cultures of neighborhoods?

Planning's Response: *Housing developments that provide affordable units suited to cultural district stakeholders needs, space for community use, opportunities for culturally based public art, or services and amenities tailored to the district would be supportive of many cultural districts' goals. While none of the cultural district strategies have yet been adopted and each district's needs are unique, Planning has heard from several districts that producing new permanently affordable housing that serves their communities is desired.* **Can REP suggest more specific language about the nature of housing development in cultural districts?**

REP-SF's March 21, 2022 Response:
- **Edit for Planning in red:** "Utilize the <u>Cultural Districts program</u> and related strategies to guide neighborhood investments and **affordable** housing development that supports cultural activities, uses, traditions, and spaces that strengthen unique racial, social, and cultural aspects of San Francisco communities."

REP-SF's Comment: Regarding <u>Policy 12, Action C,</u> the actions must be expanded to include the funding of all community developed strategies in cultural districts, especially through the CHHESS report, and not those only specific to businesses and services that attract residents."

Planning's Response: *While the focus of Policy 12 is on cultivating cultural anchors, the funding of all community developed strategies in cultural districts is supported elsewhere in the plan. It is made clear <u>under Policy 13, Action F</u> and <u>Policy 37, Action B,</u> which both state "Increase grant funding sources and staff allocation within MOHCD, OEWD, DPW, ARTS, and Planning to create a more robust, sustained, and effective Cultural Districts program and support their respective Cultural History Housing and Economic Sustainability Strategies (CHHESS).* **Planning can revise the language to specify that all CHHESS's should be funded and supported.**

REP-SF's March 21, 2022 Response:
- Yes, please revise language and specifically make a point that CHHESS's should be funded and supported by the city, not just in terms of grant funding and staff allocation, but funding to carry out the specific strategies of the cultural districts.

REP-SF's Comment: Regarding <u>Policy 21,</u> the policies outlined here are vague and ineffective. What does it mean to "identify levels of investment to prevent displacement"? This policy acknowledges that up-zoning ("zoning changes") and private development cause displacement, evictions, and gentrification in the stated "solutions" of expanding tenant services. What are the "guidelines" that will "avoid displacement" in re-zonings and development projects? There must be a process for the city and Planning Department where any proposed zoning change and proposed project quantitatively shows that

there is no negative impact in terms of gentrification, displacement, increase rent, evictions, or negative impacts to the cultural life of the community.

Planning's Response: *The actions under Policy 21 will be updated once the Racial and Social Equity (RSE) Impact Analysis for the Housing Element has been completed and publicly reviewed later in 2022, as is noted in the footnote regarding Action A. The analysis will provide a quantitative method for projecting potential involuntary displacement resulting from housing production or infrastructure improvements. The scope of the RSE analysis will also include convening meetings with stakeholders or stakeholder groups to present the programs identified to meet the housing goals of American Indian, Black, and other communities of color and other marginalized groups.* ***Would any REP members like to act as a reviewer for the analysis or to recommend specific elements to be included in the analysis?***

REP-SF's March 21, 2022 Response:
- Yes, REP-SF would like to have input into the methodology for quantifying potential involuntary displacement resulting from housing production or infrastructure improvements.

REP-SF's Comment: Regarding Policy 32, Action B, private mixed-use developments should not be given incentives such as reduction of conditional use authorizations or other entitlement "barriers" in order to include businesses, institutions, or services that support Cultural District needs. Private developments should be required to work with community members to provide space for small businesses, institutions, and/or services that meet the needs of the community and support Cultural District goals.

Planning's Response: *The intent of this action is to facilitate projects that have worked with the Cultural Districts to meet community needs. Presumably the community would benefit by the project moving forward more quickly.*

REP-SF's March 21, 2022 Response:
- REP-SF is coordinating a response from the cultural districts on this policy, and will have a response in time for the Planning Commission hearing on April 7th, 2022.

Genuine Collaboration to Achieve Equity

REP-SF's Comment: The stakes are too high for us to be working against each other. We would like to offer a genuine partnership where we combine our power and our collective commitment to achieve real equity. That means vetting definitions and goals and centering strategies to achieve real equity in equitable partnership with impacted communities.

Planning's Response: *Planning staff agrees wholeheartedly and welcomes a conversation about how to support one another in achieving the shared goal of advancing equity. One area of alignment could be joint efforts to continue working with community leaders of color and from low-income neighborhoods to identify housing goals and priorities that are specific to their communities. This would greatly inform both the RSE analysis and implementation of the Housing Element.*

REP-SF's March 21, 2022 Response:
- REP-SF looks forward to learning more about the "RSE" process, and to being in ongoing dialogue with Planning about the Housing Element.

Respectfully,
The Race & Equity in all Planning Coalition

Memo

From: Kimia Haddadan, Housing Element 2022 Update Project Manager

To: The Race & Equity in All Planning Coalition

cc: Miriam Chion, Community Equity Director, Planning Department
        Jonas Ionin, Planning Commission Secretary

Date: March 4, 2022

Re: REP-SF Comment Letter dated January 25, 2022

Thank you for your comments on the Draft Housing Element Goals, Policies, and actions, January 25, 2022. Our team has reviewed your comments and wanted to share our responses. We look forward to continuing our conversation with your group and a genuine collaboration to ensure that we adopt a housing plan truly centered in racial and social equity in 2023. The following is ordered by the themes outlined in the letter and structured with a statement from REP followed by a brief response. To further inform the Draft 3 plan, please share any specific recommendations as called for in the responses below **by March 18.**

Best,

Kimia Haddadan

Regional Housing Needs Allocation (RHNA)

Comment: Regarding RHNA, Planning should recommend that the city advocate for either significant revisions to SB-828 or its repeal, and this new Housing Element 2022 should prioritize correcting this imbalance by promoting policies that result in affordable housing being built citywide first- before market rate housing.

Response: The Housing Element prioritizes the production of affordable housing and proposes the expansion of resources. Out of 37 policies and approximately 250 actions, the majority focus on affordable housing, supportive housing, or publicly funded housing programs (tenant protections, supportive services, reparations, etc). Only 1/3 of policies and actions focus on market-based strategies. Of those, many aim to make market rate housing affordable to middle-income households, and many of them would also increase affordable units or reduce their cost of construction. Still, we need to guide private development, how those investments occur, and who they serve. We discussed in our last letter and previous meetings in depth the role of market-based solutions in the current draft. We are getting many concerns from private developers and City agencies about the limited number of policies focused on private development compared to previous elements.

Other points we wanted to further highlight include:

Legal Requirements- *Local jurisdictions are required to comply with RHNA for all income levels. Housing Element law requires cities to find adequate sites for development for each of those income categories (including above-moderate) and to remove development constraints for those sites.*

Legal consequences for lack of compliance- *Failure to have a compliant Housing Element goals and policies will result in loss of San Francisco's eligibility for affordable housing funds. Not meeting the targets under each of the income categories under RHNA to a certain threshold would allow projects to use SB 35 for ministerial approval. If San Francisco does not accommodate above moderate-income housing, those projects may become eligible for SB 35 approval.*

Preidentified community benefits- *We understand the value of community organizing in identifying community benefits on a project-by-project basis. We also recognize the costs associated with extended period of deliberation for each development project. We recognize that the draft policies and actions do not provide a clear direction on the process. We look forward to your input on how community organizing, and specifically American Indian, Black, and other communities of color, can lead processes to define these community benefits. We are seeking new paths or tools to improve accountability for the policies and actions, as well as metrics to evaluate the racial and social equity impacts, for which the discussion of pre-identified community benefits could also be a part of.*

Affordability to Middle-income households- *The draft policies and actions aim to direct privately built housing to serve middle-income or even moderate-income households instead of only targeting high and very high-income households. The draft is considering many ways that this level of affordability could be possible without requiring substantial local funds be spent on maintaining and building back the middle class in San Francisco. Without available State funds for moderate and middle-income households, deed restricted units affordable to moderate and middle-income are quite expensive for the city and could take away funds from building housing for the more vulnerable, low, very low, and extremely low-income households. The draft Housing Element is seeking strategies to reduce costs of construction, through streamlined approval amongst other ways, while at the same time monitoring to ensure middle-income households are in fact served and/or other identified community benefits are met.*

Housing Streamlining Proposals

Comment: The plan should state that policies that streamline 100% market rate developments are antithetical to equity, because they do not provide any affordable housing, and they take away the ability for BIPOC and low-income communities to engage in land use planning or project approvals that create more affordable housing, community-serving businesses, and accessible
 open space."

Response: *The draft plan recommends streamlining only certain types of projects: small and mid-rise multi-family buildings that provide certain community benefits, or projects that provide inclusionary units beyond requirements as listed in* [Policy 25]*, actions A and B. The department will make more clarifying revisions be more explicit about the types of projects and types of streamlining recommended. We would also like to know what REP qualifies as "100% market rate developments".* ***Are those projects less than 10 units where no inclusionary requitements are in place? Or projects that chose to fee out, use land dedication, or off-site contribution?***

Structural Inequity

Comment: There is no attempt by this Housing Element to push back or question any of these structural issues that prejudice in favor of the market, and in favor of profit-driven housing. By proposing nothing that would shift the balance of power around land use decisions and land ownership away from developers and toward BIPOC and low-income communities, this Draft 2 is just a blueprint for Planning to continue to enable and streamline profit-driven, market rate housing development while removing the voice of any community that might raise objections. The government actions and aggregate policies discussed and referenced in this Housing Element are just as damaging as Redevelopment and Redlining, and all of the historic atrocities that this Draft 2 recounts and references.

Response: The plan anchors housing as a right to focus our City efforts on housing as a place to live, not as a commodity. As detailed above, the plan aims to radically increase the amount of funding directed to not-for-profit housing development. It also aims to shift the balance of power around land use decisions by amplifying the voices of American Indian, Black, and other communities of color. At the same time, it aims to influence for-profit housing production so that it can begin to serve the housing needs of our middle-income residents.

*We recognize that a limitation of our democracy is that the popular will is not adequately responsive to the needs of marginalized communities including American Indian, Black, and other communities of color. In order to truly advance racial and social equity, we respond to this limitation by investing in engagement, leadership development, capacity building and partnerships with community organizations in order to amplify the voices of people who might not otherwise be heard - so the City can make better and more just decisions. The goal is to augment the structure to achieve true racial and social equity, rather than replace democratic decision making with an alternative. **We welcome REP to participate in the Racial and Social Equity Analysis of the Housing Element taking place over the next 4-5 months to elevate the voices of the communities with strategies.***

Housing those who are Without Homes

Comment: An equitable response for those who are homeless requires us to produce more housing solutions for the lowest-income San Franciscans.

*Response: The department agrees and calls for significant increase to building more permanently affordable supportive housing ([Policy 8](#)). Policy 8 puts a metric for this action "to approximately house a third of the total unhoused population in permanent supportive housing and services." Policy 8 also calls for other strategies such as prioritizing vouchers for unhoused populations, as well as other rental and flexible financial assistance programs. **We welcome REP to provide more specific suggestions on how to address this critical issue in the draft plan.***

Comment: Stop Relying on metrics like "tent counts" to measure progress in addressing homelessness and instead measure our ability to actually meet housing needs of people on the streets"

Response: The point in time count was delayed due to the pandemic and is planned within the next year. That report includes various metrics to measure different aspects of homelessness. [Action 8A](#) calls for HSH to "Identify a numerical target for building permanently supportive housing based on the upcoming

Point in Time Counts in 2022, to approximately house a third of the total unhoused population in permanent supportive housing and services, and update this target based on the 2022 Strategy completed by the Department of Homelessness and Supportive Housing.” **We welcome REP to provide more specific suggestions on what other metrics should be used.**

Priority Geographies and Opportunity Areas

Comment: We have concerns with how [Priority Equity Geographies](#) and High Opportunity Areas (aka [Well-resourced Neighborhoods)](#) are defined, who is left out, and what is allowable within these geographies. We are concerned that they pit communities against each other, but most importantly we feel that vulnerable communities should be leading these conversations.

Response: In response to this concern, we have added the Displacement and Gentrification map and the Cultural Districts. We have shared and discussed the various geographies at community meetings. We agree with your concern that polarizing the housing discussions is harmful.

The Displacement and gentrification map was produced by the Urban Displacement Project to identify degrees of vulnerability for existing residents based a variety of social and economic indicators such as household income, change in household income, housing costs, rent increases, and housing affordability and including new metrics such as in and out migration to neighborhoods.

The Cultural Districts are areas defined by communities that embody a unique cultural heritage because of a concentration of cultural and historic assets and culturally significant enterprise, arts, services, or businesses, and because a significance portion of its residents or people who spend time in the area or location are members of a specific cultural or ethnic group that historically has been discriminated against, displaced, and oppressed.

Priority equity geographies are based on the SF Department of Health's Areas of Vulnerabilities map, which identifies areas with a higher density of vulnerable populations, including but not limited to people of color, seniors, youth, people with disabilities, linguistically isolated households, and people living in poverty or unemployed.

The well-resourced neighborhood is a geography defined by the State, with input from equity research leaders such as the Othering and Belonging institute. The purpose of this map is to identify regions whose characteristics have been shown by research to support positive economic, educational, and health outcomes for low-income families—particularly long-term outcomes for children. Key indicators used to compile the map included, but were not limited to poverty, adult education, employment, job proximity, median home value, and racial segregation. This is not a homogenous area, yet still clearly distinct from SoMa or Bayview or the Mission. These are areas of the city where new housing has not been built, including minimal Affordable Housing. These are also generally the neighborhoods that were historically inaccessible to people of color due to redlining and racial covenants.

We welcome REP's specific concerns on the Priority Equity Geographies map and the Urban Displacement Project map so that they can be improved to ensure that we're not leaving out any vulnerable groups. We need to recognize the resources, the visions, and the possibilities in each area. The Draft plan is trying to address the vulnerabilities of each area. For example, we include policies that call

for community empowerment in zoning change decisions in Priority Equity Geographies and increased accountability to communities of color, which would improve communities' opportunities to shape future legislation. **We would welcome REP's comments on those strategies as well.**

Comment: Regarding Policy 3, the goal of increasing "investments to purchase and operate existing tenant-occupied buildings as permanent affordable housing in western neighborhoods…" is currently being blocked by the Mayor and MOHCD. An allocation of funds was made by the D1 Supervisor during the 2021 budget process to support the ongoing effort to build westside affordable housing development and small sites capacity, but MOHCD has refused to issue the RFP for these funds."

Response: The plan is identifying several new policies and investments that support housing affordability in well-resourced neighborhoods, like policy 19: "Enable low and moderate-income households, particularly American Indian, Black, and other people of color, to live and prosper in Well-resourced Neighborhoods by increasing the number of permanently affordable housing units." (Policy 19). We agree with your concern that policies should be connected to the implementation process. We are working with MOHCD and other City agencies to identify paths to modify existing programs and to give communities another tool to hold decision makers accountable.

Comment: Regarding policies 20 and 26, these are policies that promote gentrification, displacement, and evictions. These policies also promote the expansion of market-rate rate housing through rezoning, and height and density increases.

Response: These policies do promote expansion of market-produced housing that could serve middle-income workers or make homeownership more sustainable for existing small property owners. The aim is to prevent further displacement of middle-income workers. Policy 21 anticipates the potential displacement pressures that could be created in Well-resourced Neighborhoods by zoning changes, development projects and infrastructure projects. It requires that the city "identify levels of investments to prevent displacement according to the needs of each community and each neighborhood" based on the forthcoming Racial and Social Equity Analysis of the plan.

Comment: Policy 21 policy addresses future but not past displacement and does not address effects that are inherent in market-based development.

Response: The draft Housing Element addresses past displacement caused by discriminatory government actions in policies 10 and 11 call for the city to "acknowledge the truth about discriminatory practices and government actions as told by American Indian, Black, and other communities of color to understand the root causes of the housing disparities in these communities and to inform how to redress the harms" and then to establish homeownership programs targeted to impacted communities, cultivate their cultural anchors, and amplify their voices in housing policy and implementation.

Also, the intent of the Racial and Social Equity Impact Analysis called for in Policy 21 is for past displacement to be accounted for when addressing the types and scale of anti-displacement measures to

be implemented. **We welcome REP to provide more specific suggestions on how to address this critical issue in the draft plan.**

Amplify Non-Market-Based Solutions

Comment: Regarding Policy 1, expanding rental assistance programs may be helpful in the short term, but in the long term, it is just a landlord subsidy. There is no substitute for permanently price controlled housing.

Response: The draft plan calls for both expanding assistance and increasing production of permanent affordable housing. In our outreach and engagement to low-income communities of color, we have heard extensively about the need for and interest in rental assistance to help households who are cost-burdened as an effective strategy in addition to building permanently affordable housing. **We welcome REP to provide more specific suggestions on how to address this issue in the draft plan.**

Comment: Regarding Policy 1 and proactive/ affirmative enforcement of eviction protections programs, what will happen if the owner is found to have moved someone in after an OMI or Ellis eviction? Will they evict the new resident so the prior resident can move back in? Will a fee be levied instead? Will the Rent Board really expand its role to take on these new enforcement duties?

Response: Action I under Policy 1 outlines that enforcement will include "annual reporting by owners that is enforced by site inspections and confirmation of owner occupancy and funded through owner fees." The ultimate details of the implementation process will be up to the Rent Board, but the Housing Element will be used to hold them accountable to the intent, which is to give existing protections consequences. The goal is to help tenants hold the city accountable to the promises of protections that they have made. **We welcome REP to provide more specific suggestions on how to address this issue in the draft plan.**

Comment: Regarding Policy 1, Action K, why would the city provide "incentives" to "property owners to rebuild buildings struck by fire? The city should enforce habitability codes, and if owners are not able to make the repairs, the city should work with its nonprofit developers to purchase the properties, rehab them, and re-rent them to the original tenants as affordable housing in perpetuity.

Response: Repair and rebuilding by property owners would most likely be the fastest path towards bringing back displaced residents and supporting the property owner with incentives is another to ensure stability for residents. **Using these sites as options for small sites program is an alternative path, and Planning will discuss this suggestion with MOHCD.**

Comment: Regarding Policy 1, Action N, expanding rent control to buildings at least 25 years old works against equity. Even the flawed state rent control program under AB-1482 applies to buildings 15 years old and older.

Response: Would REP support this action if it were advocating for inclusion of all properties 15 years and older? Are there criteria in AB-1482 that you are supportive of, such as the cap on annual rent increase at 5% plus COLA increases? **We welcome REP to provide more specific suggestions on how to address this issue in the draft plan.**

Comment: Regarding Policy 3, reform of the city's acquisition and rehabilitation program must be done directly with organizations that work with tenants and nonprofits that acquire buildings. Part of the reform must include re-evaluating the required AMI levels to fill vacant units so that lower AMI residents can fill vacant units (instead of filling vacant units with higher AMI residents up to 120%).

Response: *Policy 3, Action N recommends serving low-income households in this program by prioritizing "building purchases for the acquisition and rehabilitation program that serve extremely- and very-low income and unhoused populations including purchase of SRO residential hotels.* **Planning will consult with MOHCD on incorporating this suggestion as another action into this Policy.**

Comment: Regarding Figure 14 (racial disparity in Below Market Rate unit allocation), the table demonstrates the failure of inclusionary housing as a strategy to respond to the affordability needs of San Francisco, and the need for the Housing Element to deprioritize market-based strategies to achieve affordability.

Response: *This figure represents applications for all BMR units, not just those units created through the inclusionary program, and it only represents limited data over one year. Policy 5 includes various actions to identify communities underserved within the full portfolio of the BMR program. Action A would help provide a fuller picture of what is shown under figure 14. Action C calls for changes to reverse those inequities for the full portfolio of BMR units. Action B references the issue REP is raising in this comment and calls for an evaluation of AMIs under the inclusionary program and update the requirements accordingly.* **We welcome REP to provide more specific suggestions on how to address this issue in the draft plan.**

Comment: Regarding Policy 8E, it should also include in home support services, nursing, and other health supports (in addition to behavioral health, case management, and childcare).

Response: **Planning will consult with the Department of Homelessness and Supportive Housing (HSH) and incorporate changes into the next draft.**

Comment: Regarding Policy 8, Action G, do not tie a homeless person's eligibility for housing (housing referral status) to the number of available units, but to real need. Let our current assessment data be used to inform us about unmet need rather than to limit the number of unhoused people who are deemed eligible for housing.

Response: *Policy 8, Action G, calls for the city to evaluate the current prioritization system not just for people experiencing chronic homelessness, but for all persons experiencing homelessness. The intent of*

this action is to evaluate criteria beyond chronic homelessness for prioritization of placement. **Planning will share your comment with HSH to incorporate changes into the next draft for clarity.**

Comment: Regarding [Policy 8, Action A](#), stop the practice of using shelter and navigation center to temporarily clear encampments by offering 7- or 30-day beds that do not connect to stable housing. No one should be exited from a shelter or navigation center back to the streets. Examine why 54% of navigation center exits are "unstable exits" back to the streets ([https://hsh.sfgov.org/wp-content/uploads/2019/03/HSH-Nav-Slideshow-FINAL.pdf - slide 10](https://hsh.sfgov.org/wp-content/uploads/2019/03/HSH-Nav-Slideshow-FINAL.pdf)).

Response: *The plan calls for increased and improved navigation resources at these sites, and to evaluate the needs for and create more types of shelters in the system with amenities and services tailored to their residents, examples could include 'clean and sober' shelters, safe consumption shelters for legal and illegal substances, non-congregate shelter, and off-street safe parking sites for those vehicle dwellers seeking conventional housing (Action I).* **Planning will work with HSH to explore adding an action to examine the nature of navigation center exits and with the goal of reducing the number of unstable exits.**

Race, Equity and Affordability

Comment: Regarding Policies [9](#) and [22](#), we believe the Housing Element should put forward a blueprint with key milestones and metrics that materially impact the urgency of the affordability crisis and the vulnerability of working class Black, Indigenous, Immigrant, and People of Color communities.

Response: *We aim to define potential targets or performance outcomes that San Francisco should expect to include for each of its key housing programs in the Racial and Social Equity analysis of the Housing Element and then to incorporate those into the draft prior to adoption. This analysis also aims to provide benchmarks for anti-displacement investments; such as determining the number of total permanently affordable housing units that would need to be created or preserved to offset or mitigate involuntary displacement for low- and moderate-income households caused by future housing production or infrastructure improvements, of certain size or scope. We understand that the public needs to have concrete means of measuring the impact of housing policy in order to hold the city accountable to these policies.* **We welcome REP to provide more specific suggestions on how to address this issue in the draft plan.**

Comment: Regarding [Objective 3c](#), the Urban Displacement Project's (UDP) displacement and gentrification analysis is flawed and should not be referenced.

Response: *The UDP analysis is being updated and will be studied as part of the Racial and Social Equity analysis. The new UDP methodology for measuring displacement and displacement risk relies on neighborhood migration rates. This approach reflects recent research findings showing that people move for many reasons and that neighborhood population change is a highly inaccurate way to measure the specific phenomenon of "involuntary" displacement, i.e., people moving due to circumstances beyond their control.* **Can REP provide specific feedback on the ways in which you think the methodology is flawed?**

Comment: Regarding Policy 12, Action A, the policy is too vague. What type of "housing development" supports cultural districts and the cultures of neighborhoods?

Response: Housing developments that provide affordable units suited to cultural district stakeholders needs, space for community use, opportunities for culturally based public art, or services and amenities tailored to the district would be supportive of many cultural districts' goals. While none of the cultural district strategies have yet been adopted and each district's needs are unique, Planning has heard from several districts that producing new permanently affordable housing that serves their communities is desired. **Can REP suggest more specific language about the nature of housing development in cultural districts?**

Comment: Regarding Policy 12, Action C, the actions must be expanded to include the funding of all community developed strategies in cultural districts, especially through the CHHESS report, and not those only specific to businesses and services that attract residents."

Response: While the focus of Policy 12 is on cultivating cultural anchors, the funding of all community developed strategies in cultural districts is supported elsewhere in the plan. It is made clear under Policy 13, Action F and Policy 37, Action B, which both state "Increase grant funding sources and staff allocation within MOHCD, OEWD, DPW, ARTS, and Planning to create a more robust, sustained, and effective Cultural Districts program and support their respective Cultural History Housing and Economic Sustainability Strategies (CHHESS). **Planning can revise the language to specify that all CHHESS's should be funded and supported.**

Comment: Regarding Policy 21, the policies outlined here are vague and ineffective. What does it mean to "identify levels of investment to prevent displacement"? This policy acknowledges that up-zoning ("zoning changes") and private development cause displacement, evictions, and gentrification in the stated "solutions" of expanding tenant services. What are the "guidelines" that will "avoid displacement" in re-zonings and development projects? There must be a process for the city and Planning Department where any proposed zoning change and proposed project quantitatively shows that there is no negative impact in terms of gentrification, displacement, increase rent, evictions, or negative impacts to the cultural life of the community.

Response: The actions under Policy 21 will be updated once the Racial and Social Equity (RSE) Impact Analysis for the Housing Element has been completed and publicly reviewed later in 2022, as is noted in the footnote regarding Action A. The analysis will provide a quantitative method for projecting potential involuntary displacement resulting from housing production or infrastructure improvements. The scope of the RSE analysis will also include convening meetings with stakeholders or stakeholder groups to present the programs identified to meet the housing goals of American Indian, Black, and other communities of color and other marginalized groups. **Would any REP members like to act as a reviewer for the analysis or to recommend specific elements to be included in the analysis?**

Comment: Regarding [Policy 32, Action B](#), private mixed-use developments should not be given incentives such as reduction of conditional use authorizations or other entitlement "barriers" in order to include businesses, institutions, or services that support Cultural District needs. Private developments should be required to work with community members to provide space for small businesses, institutions, and/or services that meet the needs of the community and support Cultural District goals.

Response: The intent of this action is to facilitate projects that have worked with the Cultural Districts to meet community needs. Presumably the community would benefit by the project moving forward more quickly.

Genuine Collaboration to Achieve Equity

Comment: The stakes are too high for us to be working against each other. We would like to offer a genuine partnership where we combine our power and our collective commitment to achieve real equity. That means vetting definitions and goals and centering strategies to achieve real equity in equitable partnership with impacted communities.

Response: Planning staff agrees wholeheartedly and welcomes a conversation about how to support one another in achieving the shared goal of advancing equity. One area of alignment could be join efforts to continue working with community leaders of color and from low-income neighborhoods to identify housing goals and priorities that are specific to their communities. This would greatly inform both the RSE analysis and implementation of the Housing Element.

25 January 2022

Planning Commission President, Rachael Tanner
Planning Commission Vice President, Kathrin Moore
Planning Commissioners Chan, Diamond, Fung, Koppel and Imperial
Planning Director Rich Hillis

Re: Item #8, File #2019-016230CWP. Housing Element 2022 Update

Dear Planning Commission and Director:

The Race & Equity in all Planning Coalition (REP-SF) submits the following comments to the "Draft 2 of Goals, Objectives, Policies and Actions" for the Housing Element 2022 Update. Planning's "Draft 2" incorporates a lot of aspirational language around equity and historical harms done to Black, Indigenous, immigrant and people of color (BIPOC) communities in San Francisco. Unfortunately, however, this language does not even suggest changing the underlying structural issues, bureaucratic and political actions that continue to create priorities for profit-driven development and exclude the voices and needs of BIPOC and low income communities. This Draft 2, therefore, will not do anything to change equity outcomes, ensuring that the future will repeat the same traumas as the past when Redevelopment and Redlining among other systems ripped BIPOC and low income communities apart.

Reviewing this Draft 2 has been extremely challenging due to the extremely tight time frame Planning gave for reviewing this 100 page document. This is a dense presentation with an extensive set of Goals, Objectives, Policies and Actions for which we need at least one week longer to review and prepare comprehensive comments. When reading through this document, however, we can see that Planning has not substantively incorporated the feedback that REP-SF provided to Planning on June 8, 2021 to its "Draft Goals of the Housing Element 2022 update"- essentially the precursor to what is before you in this Draft 2. Since we have not been provided enough time to respond to each of the components of this "Draft 2," we are attaching our June 8, 2021 letter as reference, and we will highlight some of our overall critiques of this "Draft 2" below.

Disenfranchisement of BIPOC and Low Income Communities

Regional Housing Needs Allocation (RHNA)
We understand that this Housing Element is drafted to be in compliance with the Regional Housing Needs Allocation housing production numbers mandated as a result of Senator Wiener's SB-828. If Planning is truly "centering equity" as it claims, then it would at least prioritize two actions with respect to the RHNA production mandates:

1. Planning would recommend that the City of San Francisco advocate for either significant revisions to SB-828 or its repeal. The intention of Senator Wiener was to combine the massive increases in mandated housing production goals inflicted by SB-828 with his companion bill, SB-35 which provides automatic development approvals for housing projects that propose to build units targeted to any of the income levels for which the area is under-producing. Since the production goals are far higher than our zoned capacity, and far higher than developers will ever actually produce in San Francisco, this will lead to automatic approvals for every market rate development in San Francisco, thereby intentionally disenfranchising BIPOC and low income communities. Therefore, any land use plan, any Housing Element, that purports to prioritize equity would put at the top of its list needing to significantly amend or repeal SB-828 and SB-35.

2. During the last Housing Element cycle, San Francisco far exceeded its market rate housing production mandate. Based on the RHNA production mandates for the prior Housing Element, San Francisco produced far less affordable housing than required, and produced an excess of market rate, high-priced housing. Based on this failure, this new Housing Element 2022 should prioritize correcting this imbalance by promoting policies that result in affordable housing being built citywide first- before market rate housing. This would need to be coupled with an aggressive resource development plan that is dissociated from the production of market rate housing since these two types of development compete for the same scarce land. As we have seen for the past 8 year Housing Element cycle, over-producing market rate housing only makes housing more expensive. The only strategy for creating housing that's affordable is to build price-controlled ("affordable") housing at pricing levels that are indexed to actual incomes in San Francisco's neighborhoods.

Housing Streamlining Proposals
An Affordable Housing Streamlining charter amendment proposed for the June 2022 ballot threatens to remove all public comment and participation from the approval process for market-rate housing development, and would streamline 100% market rate developments. This is not the first, and will likely not be the last such proposal to come from politicians who believe in failed supply-side, trickle-down theories of housing economics. If Planning truly supports equity, it would make a statement in its Housing Element that these types of policies are antithetical to equity, because they do not provide any affordable housing, and they take away the ability for BIPOC and low income communities to engage in land use planning or project

approvals that create more affordable housing, community-serving businesses, and accessible open space.

Structural Inequity

There is no attempt by this Housing Element to push back or question any of these structural issues that prejudice in favor of the market, and in favor of profit-driven housing. By proposing nothing that would shift the balance of power around land use decisions and land ownership away from developers and toward BIPOC and low income communities, this Draft 2 is just a blueprint for Planning to continue to enable and streamline profit-driven, market rate housing development while removing the voice of any community that might raise objections. The government actions and aggregate policies discussed and referenced in this Housing Element are just as damaging as Redevelopment and Redlining, and all of the historic atrocities that this Draft 2 recounts and references.

Housing those who are Without Homes

The City's response to those who are without homes is not based in equity when the essence of what the City is responding to is the presence of homeless people in public spaces. We will never achieve racial equity in our approach to housing by clearing sidewalks instead of prioritizing the creation of stable, affordable, dignified housing options for all San Franciscans, including those with extremely low incomes.

As long as our approach is focused on making homelessness less visible or on criminalizing behaviors that homeless people can't help but engage in are not only ineffective, but also reinforce the racial, social and economic inequities that cause homelessness.

San Francisco can not claim to be committed to the right to housing if it continues to prioritize enforcement of "quality of life" laws to clear homeless people from public view; clearing encampments without offering services that lead to stable housing; confiscating tents and homeless people's personal property; and displacing homeless people from one block to the next each time housed neighbors complain about their presence. An equitable response for those who are homeless requires us to produce more housing solutions for the lowest-income San Franciscans.

To equitably address homelessness, we must stop:

- Using police or quasi-police forces to displace homeless people or push them from block to block;
- Relying on metrics like "tent counts" to measure progress in addressing homelessness and instead measure our ability to actually meet housing needs of people on the streets;
- Using shelters as temporary holding centers for encampment residents without offering real connections to housing and services;
- Relying on laws that criminalize behavior that homeless people can't help but engage in publicly such as sitting, resting, and seeking shelter.

Four Housing Element themes that REP-SF prioritized
Despite not being provided with enough time to review thoroughly and comment on all that Planning has included in this "Draft 2," we have been able to comment on some of the proposals. We have organized them below according to the four priority categories that REP-SF identified when REP-SF met with Planning regarding the first Draft.

1. **Priority Geographies and Opportunity Areas**
   a. We have concerns with how these are defined, who is left out, and what is allowable within these geographies. We are concerned that they pit communities against each other, but most importantly we feel that vulnerable communities should be leading these conversations.

Comment #1: P. 9, Policy 3: The goal of increasing "investments to purchase and operate existing tenant-occupied buildings as permanent affordable housing in western neighborhoods…" is currently being blocked by the Mayor and MOHCD. An allocation of funds was made by the D1 Supervisor during the 2021 budget process to support the ongoing effort to build westside affordable housing development and small sites capacity, but MOHCD has refused to issue the RFP for these funds.

Comment #2: P. 47-49, Policy 20 and 26: The section under which these two policies are under, Goal 3, state "Foster racially and socially inclusive neighborhoods through equitable distribution of investment and growth," with Objective 3.b specifically stating "Create a sense of belonging for all communities of color within Well-resourced Neighborhoods." These policies do nothing to achieve those goals. Instead, the use of the concept of racial and social equity is twisted to promote market-based solutions that are harmful and do not benefit BIPOC communities. These are policies that promote gentrification, displacement, and evictions. These policies also promote the expansion of market-rate rate housing through rezoning, and height and density increases. The market does not create any housing that is affordable or accessible to anyone who is not wealthy. Creating more market-rate housing does the opposite of fostering "racially and socially inclusive neighborhoods" and does nothing to "create a sense of belonging for all communities of color." Market-rate housing is out of reach to working-class and low-income BIPOC communities. The idea that this will somehow trickle down to BIPOC communities has never been supported by the reality of housing development in San Francisco.

Comment #3: P. 70, Policy 21: The Housing Element proposes preventive measures to protect against future displacement based on a to-be-determined Race & Social Equity Impact Analysis; however that does not address the massive displacement experienced by vulnerable communities to date, nor does it address the displacement effects that are inherent in a market-based development approach which this Draft 2 prioritizes.

2. **Amplify non Market-Based Solutions**

a. Centering market based strategies has been insufficient to achieve the affordability we need. We are concerned that the Housing Element has an over-reliance on market based strategies and too little emphasis on changing public policy and moving public investment towards solutions that achieve genuine affordability at the scale we need.

Comment #1: P. 7, Policy 1: Expanding rental assistance programs may be helpful in the short term, but in the long term, it is just a landlord subsidy. Will landlords forfeit their "right" to evict tenants if they receive rental subsidies? There is no substitute for permanently price controlled housing. We need to invest in permanent affordability, not in subsidies to for-profit landlords.

Comment #2: P. 8, Policy 1: "Pursue proactive/ affirmative enforcement of eviction protections programs… including annual reporting by owners that is enforced by site inspections and confirmation of owners occupancy and funded through owner fees." What will happen if the owner is found to have moved someone in after an OMI or Ellis eviction? Will they evict the new resident so the prior resident can move back in? Will a fee be levied instead? Will the Rent Board really expand its role to take on these new enforcement duties?

Comment #3: P. 8, Policy 1: Why would the city provide "incentives" to "property owners to rebuild buildings struck by fire…"? The city should enforce habitability codes, and if owners are not able to make the repairs, the city should work with its nonprofit developers to purchase the properties, rehab them, and re-rent them to the original tenants as affordable housing in perpetuity.

Comment #4: P. 8, Policy 1: Expanding rent control to buildings at least 25 years old works against equity. Even the flawed state rent control program under AB-1482 applies to buildings 15 years old and older.

Comment #5: P.9. Policy 3: Reform of the city's acquisition and rehabilitation program must be done directly with organizations that work with tenants and nonprofits that acquire buildings. Part of the reform must include re-evaluating the required AMI levels to fill vacant units so that lower AMI residents can fill vacant units (instead of filling vacant units with higher AMI residents up to 120%).

Comment #6: P.33. According to Figure 14, there were 120,037 applicants for the BMR program, resulting in only 602 occupants overall, which is a 0.5% placement rate. Looking at the African American community as an example, only 0.372% Black applicants successfully obtained a BMR unit. The sheer mismatch, both quantitatively and from a racial equity perspective, of the allocation of BMR units noted in Figure 14 demonstrates the failure of inclusionary housing as a strategy to respond to the affordability needs of San Francisco, and the need for the Housing Element to deprioritize market based strategies to achieve affordability.

Comment #7: P. 18. The point in time count undercounts doubled up families and unsheltered homeless people and is acknowledged as an undercount. This count should not be the basis for

creating targets for additional units of PSH needed in SF. The current coordinated entry assessment system should contain data on need for PSH as well as service level need. Use coordinated entry and assessments to help the City understand need rather than to prioritize the inadequate number of PSH units just for those "homeless enough" to qualify.

- should also include in home support services, nursing, and other health supports (in addition to behavioral health, case management, and childcare)
- evaluate the current prioritization system not just for people experiencing chronic homelessness, but for all persons experiencing homelessness. Do not tie a homeless person's eligibility for housing (housing referral status) to the number of available units, but to real need. Let our current assessment data be used to inform us about unmet need rather than to limit the number of unhoused people who are deemed eligible for housing.
- there is a big difference between traditional shelters and navigation centers. The fact that some homeless folks (based on housing referral status) can shelter in navigation centers (generally low-barrier, no curfew, no set mealtimes, you have a bed until you get housing, service rich environment) and others shelter in traditional shelters (curfew, no 24/7 access, beds last only 90 days whether you have housing to move in to after your stay or not, strict behavior rules, must give up pets or other possessions, lower level of service compared to navigation centers) is not equitable. Stop the practice of using shelter and navigation center to temporarily clear encampments by offering 7- or 30-day beds that do not connect to stable housing. No one should be exited from a shelter or navigation center back to the streets. Examine why 54% of navigation center exits are "unstable exits" back to the streets (https://hsh.sfgov.org/wp-content/uploads/2019/03/HSH-Nav-Slideshow-FINAL.pdf - slide 10)

Comment #8: Pages 19 - 20. Include IHSS and nursing services.

3. **Race, Equity and Affordability**
   a. In order to achieve true racial and social equity, we believe the Housing Element should put forward a blueprint with key milestones and metrics that materially impact the urgency of the affordability crisis and the vulnerability of working class Black, Indigenous, Immigrant, and People of Color communities.

Comment #1: P. 1, Point #3c: The areas that the Urban Displacement Project's displacement and gentrification analysis currently identifies as vulnerable or undergoing displacement or gentrification are based on a flawed methodology, so should not be referenced in Housing Element 2022.

Comment #2: P. 28, Policy 12: Policy 12.a (this point is also repeated on P.42 policy 12.d) is vague. What type of "housing development" supports cultural districts and the cultures of neighborhoods? Market rate housing development is destructive to the culture and fabric of communities of color and working class communities. This should be corrected to say

"affordable housing development." 12.c (this point is also repeated on P.43 policy 12.f) must be expanded to include the funding of all community developed strategies in Cultural Districts, especially through the CHHESS report, and not those only specific to businesses and services that attract residents.

Comment #3: P. 33, Policy 21 (also repeated on P.52 policy 21): The policies outlined here are vague and ineffective. What does it mean to "identify levels of investment to prevent displacement"? This policy acknowledges that upzoning ("zoning changes") and private development cause displacement, evictions, and gentrification in the stated "solutions" of expanding tenant services. What are the "guidelines" that will "avoid displacement" in rezonings and development projects? There must be a process for the city and Planning Department where any proposed zoning change and proposed project quantitatively shows that there is no negative impact in terms of gentrification, displacement, increase rent, evictions, or negative impacts to the cultural life of the community.

Comment #4: P. 63, Policy 24: The objective for this section is to "substantially expand the amount of permanently affordable housing," however, the policies outlined here do nothing to do that. Instead, they substantially expand market-rate housing, not affordable housing. What is policy 24.a proposing? Inclusionary rates should not be set based on the "financial feasibility" of private projects. For private projects, the city considers any level above what is currently required as being "not feasible" because the city's goal appears to be to support developers to make as much profit as possible. Density bonus projects provide more benefits for the developer, and less process, accountability, and affordability for the public. We should not advocate for private developers to take density bonuses. Allowing height increases and increased density at "transit nodes" does not increase affordable housing, it increases the production of market-rate housing, and denies lower income households the ability to live near transit infrastructure they need. Further, this rezoning and increase of market-rate development serves to increase displacement, eviction, and gentrification pressures. Maximizing market-rate housing simply maximizes market-rate housing. It does not increase affordable housing.

Comment #5: P. 78, Policy 32.b: Private mixed-use developments should not be given incentives such as reduction of conditional use authorizations or other entitlement "barriers" in order to include businesses, institutions, or services that support Cultural District needs. Private developments should be required to work with community members to provide space for small businesses, institutions, and/or services that meet the needs of the community and support Cultural District goals.

Comment #6: P. 79-80, Policy 33: Existing transit infrastructure and capacity is already lacking, especially given the pandemic where neighborhoods had to demand that transit service and lines be restored simply to pre-pandemic levels and not be cut. The reality of the transportation patterns of residents that inhabit new market-rate housing must be studied and understood. There is a higher use of cars, ride-sharing and delivery services by wealthier residents, who do not rely on public transportation in the way that working-class residents do. This must be

reflected in planning decisions, and has clear implications in the creation of new market-rate housing that contradict the goals of the city in reducing the use of private automobiles.

4. **Genuine Collaboration to Achieve Equity**
   a. The stakes are too high for us to be working against each other. We would like to offer a genuine partnership where we combine our power and our collective commitment to achieve real equity. That means vetting definitions and goals and centering strategies to achieve real equity in equitable partnership with impacted communities.

Comment #1: The final section of the Housing Element, "Priority Actions" on pages 92-95 that proposes developing a list of priorities through stakeholder engagement is worth taking a look at. However, it assumes that constructs such as "Priority Equity Geographies" are generally accepted terminology, although BIPOC and low income communities in San Francisco have not had a voice in defining these "Priority Equity Geographies".

We look forward to the next draft from Planning which we hope will be updated significantly so that it truly centers equity for BIPOC and low income communities.

Respectfully,

The Race & Equity in all Planning Coalition

cc: Miriam Chion, Community Equity Director, Planning Department
        Planning Commission Clerk, Jonas Ionin
        Board of Supervisors
        Board of Supervisors Legislative Aides

8 June 2021

Miriam Chion, Community Equity Director
San Francisco Planning Department

Dear Miriam,

Please accept this letter from the Race & Equity in all Planning Coalition which details all of our comments and feedback to the [Draft Goals of the Housing Element 2022 update](#).

Compiling these comments has taken a large scale coordinated effort among the REP Coalition organizations. Since Planning's online form squeezes comment and feedback into a set of binary indications of thumbs either up or down; categorically simplified rankings from "Strongly Agree" to "Neutral" and "Strongly Disagree"; and narrative feedback strictly constrained by character limits which disallows the comments to address nuance or complexity, we felt that it was important to provide our comprehensive feedback in this format.

Thank you for considering the community's full equity perspective as expressed in this letter. We look forward to continuing our dialog with Planning on these very important policy proposals relating to the Housing Element 2022 update.

Respectfully,

The Race & Equity in all Planning Coalition

cc: Rich Hillis, Planning Director
        Planning Commission
        Board of Supervisors

Clickable Table of Contents

1. **POLICY #1: Recognize the right to housing as a foundation for health, and social and economic stability**

   Policy 1.1 Expand permanently supportive housing and services for individuals and families experiencing homelessness
   1. The notion that private developers will satisfy their inclusionary requirements by providing permanent supportive housing is misguided. Developers don't like providing BMR units to begin with- and when they do, they push the AMI levels as high as possible.
   2. There needs to be a land use plan that ensures that Planning is working collaboratively with other city departments to identify sites- both publicly and privately owned- for new permanent supportive housing that will be developed, owned and managed by San Francisco-based, nonprofit supportive housing providers.

   Policy 1.2 Increase shelters and temporary housing in proportion to permanent solutions, including necessary services for unhoused populations
   1. Need to prioritize land and funding resources for permanent, supportive housing. Navigation centers are not a permanent solution, nor are Safe Parking sites. While Navigation centers and Safe Parking sites might be important short term resources, these should not be priorities especially for a long term land use and housing plan

   Policy 1.3 Affirmatively address the racial and social disparities among people experiencing homelessness by ensuring equitable access to shelter or housing…
   1. The "priority geographies" are unclear and have not been vetted- how were they arrived at (in 2016)- what criteria were used? REP Coalition organizations are unfamiliar with these "priority geographies," so we are not ready to accept these as a criterion for prioritization of resources.

   Policy 1.4 Prevent homelessness for people at risk of becoming unhoused…
   1. The "priority geographies" are unclear and have not been vetted- how were they arrived at (in 2016)- what criteria were used?
   2. Why are the criteria not updated per COVID and the vulnerabilities presented from COVID health issues and loss of income?
   3. Where does the number 5,000 come from - "develop a regional homelessness prevention approach to prevent 5,000 households from becoming homeless in San Francisco"? This seems incredibly low.
   4. What is this "regional" approach to homelessness prevention? Is there any additional information about this so we can evaluate it further, or have input?

   Policy 1.5 Prevent eviction of residents of subsidized housing or SROs
   1. Expanding case management services and removing barriers to housing stability such as assigned counselors regardless of where the resident lives are positive steps that need to be taken. However, many of the case managers and other support services are not provided with adequate funding or training and have unsustainably high caseloads all of which cause high turnover for these positions. These systemic deficiencies cause instability for residents regardless of the program design.

2. The housing retention requirements for non-profit providers are already fairly high on paper. The issue is enforcing and implementing them in a meaningful way so tenancies are actually maintained.

Policy 1.6   Elevate direct rental assistance as a primary strategy to secure housing stability and reduce rent burden.

1. Rental assistance is great but should not be a "primary strategy" for housing stability or for reducing rent burden. Rental assistance is primarily a way to subsidize landlords' profits.
2. This section doesn't seem to acknowledge COVID. The economic impacts on tenants - obligations for past and current rent obligations- will be with us for some time. Seems like this should be a priority.
3. What are the funding strategies for expanding these rental assistance programs?
4. Is this strategy really sustainable? It seems like this just supports the market. We need real, affordable housing where tenants are not vulnerable to eviction and speculation.

Policy 1.7   Preserve affordability of existing subsidized housing, gov't or coop owned housing where affordability req's are expiring.

1. Unclear what "use RAD models" means here. What about that model would help to preserve affordability? Bring in Low Income Housing Tax Credits (LIHTCs)? That seems unacceptable as it represents a privatization of public housing, the inclusion of private equity, and all the affordability and management problems that LIHTCs present.
2. We should instead be encouraging the increased public investment in affordable housing.
3. We should be investing in expansion of limited equity cooperative housing models.
4. We need a clear strategy for how the city will affirmatively seek to create additional subsidized, gov't, and coop housing when affordability requirements are expiring.

Policy 1.8   Preserve remaining affordable SROs

1. Increasing fines for illegal conversions seems weak. We need to further define what illegal conversions are- for instance expand the definition of Intermediate Length Occupancies (ILOs) and tighten up the definition of Short Term Rentals (STRs), put a tighter cap on both, and expand our enforcement of both with real investment and proactive enforcement.
2. We should also not be prioritizing master leasing. It's a much better investment to purchase SROs to be owned by nonprofits rather than paying master leases to for-profit owners that have no long term commitment to affordable, stable housing for low income tenants.

Policy 1.9   Minimize evictions for no-fault and at-fault

1. Require a public "change of use" hearing at Planning Commission for all Ellis Act filings so public comment can be heard. No action can be taken because of State preemption, but at least there would be a public disclosure of who is being evicted and why.
2. Fully fund the tenant right to counsel program and prioritize ALL tenants, not just "Vulnerable Groups".

3. Ellis Act reform should be a priority, but the minimum holding period of five years should not be what we're striving for. If a landlord wants to go out of business, they should sell the apartment building to someone who wants to continue that building in operation as an apartment building. It doesn't make sense that tenants should be kicked out of a building so a landlord can make more money by selling off the units as TIC's. If they want to pursue a different business model, they should sell the apartment building and go pursue a different business model at a different location.

4. Costa-Hawkins reform should be a priority, but why extend rent control to 25 years old buildings? Why not 15? It should be extended to the most recent allowable under law (ref AB1482).

Policy 1.10   Eliminate discrimination and advance equal housing access based on race, ethnicity...

1. There needs to be a commitment to increased resources for enforcement of equitable housing access.

Policy 1.11 Improve access to BMR units

1. Housing counseling and readiness will not significantly increase the number of BIPOC who are accepted to BMR units. There aren't very many units, and the rents and purchase prices are too high. Price and availability are the most significant barriers. BMR units are important as a strategy to compel for-profit developers to provide a community benefit, but BMR units are not in any way a significant component of an affordable housing strategy or an equity strategy.

2. One critical strategy that's missing from this section is to figure out a legislative strategy for decreasing HOA fees. We know that this is an issue at the State level, but this means that Planning should work with the Board of Supervisors, the Mayor's office and the City Attorney on a political and legal strategy for decreasing HOA fees, otherwise BMR ownership units will continue to be a farce.

3. Planning staff needs to encourage developers to provide BMR units on-site and not fee-out or defer to off-site units.

4. Increasing neighborhood preference doesn't necessarily make sense given that the trigger for BMR's is a market rate development of at least 10 units. Because the threshold is so high, and much of the development in lower density neighborhoods and zoning areas is less than 10 units, residents in these parts of the city who need BMR housing would never have a chance of getting in.

5. There shouldn't be an expansion of the Senior Operating Subsidy to provide public subsidies to developers. These units should be priced at lower levels so extremely low and very low income seniors can actually afford them.

6. Planning should work with the Board of Supervisors to increase the inclusionary requirements for projects that take either the State or Local density bonus, and make sure that these BMR units which should be on-site are targeted to low and very low income households. AMI levels for BMR units should also be significantly lowered to meet the primary demand and need for these units.

7. There needs to be a stronger standard to ensure that the future residents reflect the demographics of the surrounding area. There are countless examples of how the cities' lottery process fails local working class communities and communities of

color, those most in need, and yet often last in line, to benefit from these new developments. Therefore, the Housing Element should establish a racial equity metric in the lottery process.

Policy 1.12   During emergencies, allow for emergent policies that address housing insecurity and economic hardship

1. The goal "Support affordable housing by providing small-scale landlords with subsidy for unpaid rent" is confusing. Providing small landlords with financial support in order to address their economic insecurity caused by decreased rent revenues is important- **in exchange for rent relief and an eviction moratorium**- but it's very important to note that this is NOT affordable housing.
2. Instead of focusing resources on emergency shelter, we need to be providing permanent, supportive housing for all.
3. There should also be a delay on any substantial rehab requests that would cause tenants to be relocated for any significant duration.
4. There should be immediately available affordable housing for tenants that are displaced as a result of habitability violations and fires to no fault of their own. Landlords should be held accountable to address violations and habitability issues so tenants can be housed in a stable and healthy manner.
5. No need to continue to prioritize permits for new market rate housing. All prioritization should be on land use strategies that create greater stability and affordability.

2. **POLICY #2: Repair the harms of historic racial, ethnic, social discrimination for American Indian, Black and other People of Color.**

Policy II.1: Reframe the narrative of housing challenges to acknowledge and understand the discrimination against Communities of Color as a root cause for disparate outcomes.
   1. This all sounds good but the level of confidence in this reframed narrative cannot be very high when the new narrative originates from the creators of the old. This perspective must come from those communities that have been harmed by governmental abuse.

Policy II.2: Embrace the guidance of community leaders representing American Indian, Black, and other People of Color throughout the planning and implementation of housing solutions.
   1. What does this actually mean? Who gets to decide who community leaders are? This is meaningless unless this is a commitment to a process that allows communities to be empowered to determine who their 'leaders' are. The guidance that is provided must be a legitimate representation of the interests of that community. We have seen too many instances of the City making the determination of who represents a community, and what results is a coincidental alignment with plans that serve developer (not community) interests.

2. Budget allocations to city departments and agencies that support implementation of an equity framework will be suspect unless coming from the city's general fund and not from fees derived from developers. The fact that Planning's staff capacity is funded from fees paid by developers creates an inherent conflict of interest that drives the creation of profit incentives to facilitate revenue generation.
3. We question the legitimacy of appointed advisory bodies that have not been subject to vetting by the community. REP organizations have deep roots in our respective communities and are authentic voices among others to represent the city's underserved populations.

Policy II.3: Amplify and prioritize voices of American Indian, Black, and other People of Color in the City's engagement processes
1. Who gets to determine the voices that are heard? Our voices are not empowered if our communities do not get to determine who speaks for us, and how our input will be used. We have seen how surveys and focus groups and funded partnerships have been utilized by Planning to make it seem as though they are listening to the community. We have seen how only select people are allowed entry into these discussions and how voices may be listened to but not actually heard.
2. The REP coalition has gone to great lengths to include all our various communities and all the stakeholders that are concerned with equity in planning and we are uniquely positioned to represent our own interests. Having a parallel process of seeking representative voices that is carried out by Planning raises serious questions about whether Planning is truly interested in equity or more concerned with a process that they can control.

Policy II.4: Measure racial and social equity in each step of the planning process for housing to assess and pursue ways to achieve beneficial outcomes for American Indian, Black, and other People of Color.
1. This should be a given but it does relate to oversight of the planning process. This oversight is not defined here but should be the primary means of ensuring accountability to this endeavor, and therefore, the most important aspect of a race and equity policy. If the task of determining milestones and assessing performance is at the discretion of Planning then we are not changing any of the practices that have historically harmed our communities. If Planning's measuring stick is incremented by microns while ours is incremented by meters, then we have incompatibly different perspectives on outcomes.

Policy II.5: Bring back People of Color displaced from the city by strengthening racial and cultural anchors and increasing housing opportunities in support of building wealth.
1. The REP coalition supports these policy statements, but the measures of achievement must be subject to scrutiny by our collective communities. We should be able to assess whether these policies are being carried out in a way that sufficiently redresses the historic harm that has been done.

Policy II.6: Prioritize health improvement investments within Environmental Justice Communities to ensure that housing reduces existing health disparities.
1. Culturally competent outreach is important, but there also must be a process where impacted communities have the ability to determine how remediation is conducted, and enforcement that is accountable and responsive to impacted communities.

[RETURN TO THE TOP](#)

3. **POLICY #3: Foster racially and socially inclusive neighborhoods through distinct community strategies**

Policy III.1: Eliminate community displacement of American Indian, Black, and other People of Color in Priority Geographies.

- **"Dedicate a minimum budget for permanently affordable housing in priority geographies within the 10-year Capital Planning to support funding for planned affordable housing in these areas and with a goal of 50% of RHNA permanently affordable housing targets within the next two cycles (by 2038) in [priority geographies](#)."**
  - Comments:
    - The term Priority Geographies is a term that is "imposed" and has not been thoroughly vetted. It assumes that it includes all and is agreed upon by vulnerable communities.
  - Specific Questions:
    - Has the community signed off on these priority geographies? What communities and neighborhoods are missing? Why is eliminating displacement limited to priority geographies? How will vulnerable pockets of people outside of priority geographies be protected? Example: Half of the Latino Cultural District is not even covered. Chinatown? Westside?
  - Specific standards that we believe will enable the city to achieve racial and social equity:
    - Where geographic lines are drawn, it must be a transparent process that centers equity with vulnerable communities at the decision-making table
    - Avoid policies that concentrate/focus on upzoning, permit streamlining and other development incentives disproportionately in communities of color and low income communities at risk of or facing gentrification and displacement pressures.
    - Prioritize protections against displacement, 100% affordable, public, and nonprofit housing for development incentives like increased density and accelerated permitting in vulnerable communities.
    - The budget for permanently affordable housing should be as large as possible (maximum instead of "minimum") in the 10-year Capital Planning.

- **Develop and implement community-developed strategies in Cultural Districts to retain and grow culturally associated businesses and services that attract residents back to the area**.
  - Comments:
    - This should not just be about attracting residents but about protecting existing residents and existing small businesses
  - Specific Questions:
    - What or who does this keep out? What or who does it keep in?
  - Specific standards that we believe will enable the city to achieve racial and social equity:
    - Price points that are affordable to local residents and local families
    - People of color businesses that come from within the community
- **"Support non-profit developers of new permanently affordable housing developments in Priority Geographies through dedicated funding from GO BONDs or other eligible funding resources to include affordable neighborhood serving uses such as grocery stores, healthcare clinics, or institutional community uses such as child-care facilities, community facilities, job training centers, social services as part of their ground floor use programming."**
  - Comments:
    - Agreed.
  - Specific Questions:
    - Has the community signed off on these priority geographies? What communities and neighborhoods are missing?
  - Specific standards that we believe will enable the city to achieve racial and social equity:
    - At affordable price points.
- **"Support the development of businesses owned by American Indian, Black, and other People of Color in affordable housing buildings."**
  - Comments:
    - All non profit developers approach this work differently. There is a need to uphold a common goal and standard.
  - Specific Questions:
    - What specific policies above and beyond what currently exists will help achieve this goal?
  - Specific standards that we believe will enable the city to achieve racial and social equity:
    - These people of color-owned businesses should be locally rooted by people who have authentic relationships to their local communities.
    - Support development of worker-owned businesses.
    - Price points that are affordable to local residents and local families

- **"Continue and expand efforts to target education and housing readiness counseling programs, including in-language trainings, to support the neighborhood preference program."**
    - Comments:
        - These neighborhood preference programs have not lived up to their promise. Too few neighborhood residents are able to benefit from new affordable housing units.
    - Specific Questions:
        - What are the metrics that ensure that demographics of residents who move into affordable housing units reflect demographics of surrounding low income communities?
    - Specific standards that we believe will enable the city to achieve racial and social equity:
        - Apply and implement metrics to ensure that demographics of residents who move into affordable housing units reflect demographics of surrounding low income neighborhoods.
        - Strong community collaborations and partnerships with community based organizations
- **"Explore increasing neighborhood preference allocation for Below Market Rate units in Priority Geographies if possible per the Federal Fair Housing regulations."**
    - Comments:
        - These neighborhood preference programs have not lived up to their promise. Too few neighborhood residents are able to benefit from new affordable housing units.
    - Specific Questions:
        - What are the metrics that ensure that demographics of residents who move into affordable housing units reflect demographics of surrounding low income communities?
    - Specific standards that we believe will enable the city to achieve racial and social equity:
        - Ensure that there is equitable investment and 100% affordable housing development in all districts, so that certain communities are not at a disadvantage because their neighborhoods don't get a lot of 100% affordable housing built.
        - Apply and implement metrics to ensure that demographics of residents who move into affordable housing units reflect demographics of surrounding low income neighborhoods.
        - Strong community collaborations and partnerships with community based organizations

- **"Increase housing affordable to extremely low and very low-income households in Priority Geographies through modifications in inclusionary requirements and prioritizing approval for development projects that serve these income groups."**
    - Comments:
        - We don't agree with relaxing inclusionary requirements or streamlining the approval process for these market rate developments
    - Specific Questions:
        - How can we increase affordability and target lower AMI levels in BMR units, while strengthening processes for community input and participation to ensure that all development is responsive to the needs of BIPOC and low income communities?
    - Specific standards that we believe will enable the city to achieve racial and social equity:
        - Market rate developers need to provide as many BMR units targeted to as low incomes as possible.
        - For-profit developers must be held accountable by Planning to proactively engage BIPOC and low income communities early on in their development process, and shape their developments to be responsive to the needs of BIPOC and low income communities.
- **"Identify and support development of opportunity sites including publicly-owned underutilized sites and large privately-owned sites to respond to both housing needs and community infrastructure especially within Priority Geographies."**
    - Comments:
        - Need to do away with top down planning processes at these private and public sites and replace with bottom up processes
    - Specific Questions:
        - How can REP and Planning work together to create processes that honor the voices and vision of BIPOC and low income communities to determine how these sites are developed?
    - Specific standards that we believe will enable the city to achieve racial and social equity:
        - Publicly owned sites, regardless of location, must be 100% affordable.
        - Area Median Incomes (AMI) in these projects should reflect local neighborhood incomes not regional MOHCD thresholds
- **"Continue to support and expedite delivery of the permanently affordable housing projects in Redevelopment Areas led by the Office of Community Investment and Infrastructure (OCII)."**
    - Comments:
        - None
    - Specific Questions:
        - None
    - Specific standards that we believe will enable the city to achieve racial and social equity:
        - Ensure strong standards of environmental health and safety

- **"Continue to support implementation of HOPE SF projects without displacement of the current residents."**
    - Comments:
        - None
    - Specific Questions:
        - None
    - Specific standards that we believe will enable the city to achieve racial and social equity:
        - Publicly owned sites, regardless of location, must be 100% affordable.
        - Any increases in density on these publicly owned sites should be 100% affordable

Policy III.2: Expand investments in Priority Geographies to advance equitable access to resources while ensuring community stability.

- **"Develop equity metrics and criteria to identify the necessary infrastructure improvements to guide all investment decisions made through a variety of policies and procedures including: Capital Planning, General Plan Elements, Interagency Plan Implementation Committee or Citizen Advisory Council review."**
    - Comments:
        - The Housing Element shouldn't just say that metrics will be developed but actually spell them out following an authentic community vetting process.
    - Specific Questions:
        - How will Planning work with REP to create this community-led process?
    - Specific standards that we believe will enable the city to achieve racial and social equity:
        - Equity metrics need to be vetted through authentic community organizations and coalitions
- **"Prioritize Priority Geographies in investments to improve transit service, as well as other community infrastructure improvements to parks, streetscape, and neighborhood amenities."**
    - Comments:
        - Improving infrastructure typically leads to increased land and housing speculation, leading to displacement of BIPOC and low income residents.
    - Specific Questions:
        - Has the community signed off on these priority geographies? What communities and neighborhoods are missing?
        - How will we ensure stability and affordability for existing BIPOC and low income residents so they can be the beneficiaries of these community improvements?
    - Specific standards that we believe will enable the city to achieve racial and social equity:
        - Public investments must be accompanied by strong anti-displacement protections, in order to prevent speculation and gentrification.

- **"Increase funding for community-based organizations serving American Indian, Black, and other People of Color, and Priority Geographies for anti-displacement services, such as legal services, code enforcement outreach, tenant counseling, mediation, and housing-related financial assistance."**
  - Comments:
    - We believe a reparations framework is necessary here.
    - This area should also include community development organizations and organizations doing community planning work.
  - Specific Questions:
    - Where will this funding come from? Will Planning work with REP, the Board of Supervisors and the Mayor to identify a revenue generating strategy, or a strategy for allocating existing funds for these purposes?
  - Specific standards that we believe will enable the city to achieve racial and social equity:
    - There should be a specific standard for increase in funding, for example, increase funding x10 for these investments
- **"Support and expand indigenous community leadership navigation of services and systems to provide tenants' rights education, similar to the existing Code Enforcement Outreach Program that is offered within the Department of Building Inspection; consider expanding this culturally competent program to other People of Color (American Indian, Black, and other People of Color)."**
  - Comments:
    - This program is already accessible to BIPOC and low income tenants throughout San Francisco, through the network of community based organizations, all of which are in REP.
    - The impediments for holding landlords to standards of habitability are the City's bureaucratic and legal processes.
  - Specific Questions:
    - Can Planning work with DBI and other city departments and the Anti-Displacement Coalition and other organizations that participate in CEOP to create greater accountability for landlords?
    - Maybe we can also consider a landlord licensing program as exists in many other cities?
  - Specific standards that we believe will enable the city to achieve racial and social equity:
    - Landlords should be held at least to the California State standards of habitability for all properties they own.

Policy III.3: Prioritize the City's acquisition rehabilitation program to serve Priority Geographies and neighborhoods with higher rates of eviction and displacement.
- Esta lucha es bastante grande
- Que bajos recursos sean verdaderos, la burocracia es cruel y humillante - muchas veces se excluyen la gente que incluyen a las formas/processo de creación
- Muchos requisitos debido a la burocracia
- Also discussed that this can divide communities/orgs given there might be a protagonist

complex of who can purchase/make impact - should be a multi org effort
- Also discussion about who is eligible (people below extremely low, undocumented, wage-earners?)

- **"Prioritize purchases for the acquisitions and rehabilitation program that serve extremely low income and unhoused populations."**
    - Comments:
        - The small sites acquisition program is not expansive enough to meet this need.
        - Debe ver algo más claro sobre las organizaciones que pueden comprar edificios - clausuras sobre él % y que requisitos existen para que la gente pueda moverse - no más barreras para tener vivienda
        - We need to be prioritizing land acquisitions as well, to ensure that we have a pipeline of sites ready to be developed for 100% affordable housing.
    - Specific Questions:
        - How can Planning and REP work together to convene strategic meetings with MOHCD to create an aggressive land banking and small sites acquisition program to meet the city's goals for increasing stability and affordability?
    - Specific standards that we believe will enable the city to achieve racial and social equity:
        - Implement a robust land banking program with significant dedicated funding, scaled around a list of priority sites identified by .
- **"Increase capacity building investments for non-profits in neighborhoods on the west side of the city with high rates of evictions and displacement."**
    - Comments:
        - These organizations should be supported to build capacity in many areas, including organizing, community planning, community development, tenants rights, eviction defense, etc.
        - Toda las comunidades y organización tiene que estar en la misma página - todas trabajando juntas, no separadas
    - Specific Questions:
        - What is Planning's role with respect to this capacity building work? For instance, the request from Westside organizations to continue funding for this capacity building work into 2021-22 was not included in the Mayor's budget.
    - Specific standards that we believe will enable the city to achieve racial and social equity:
        - There should be a specific standard for increase in funding, for example, increase funding x10 for these investments
- **"Provide incentives for private owners to sell to non-profits affordable housing developers similar to the exemption for the Real Estate Transfer Tax passed in 2020 (Prop I) when selling properties to non-profits."**
    - Comments:
        - Buena idea de apoyar el comprar en la comunidad pero más cambios y cuidado en cómo participar.
    - Specific Questions:

- How can these programs provide opportunities for tenants to purchase these buildings they reside in?
- Specific standards that we believe will enable the city to achieve racial and social equity:
    - Enable tenants, not just non profits, to be able to purchase these buildings through a limited equity, nonprofit, cooperative model.

Policy III.4: Increase homeownership opportunities for American Indian, Black, and other People of Color especially within Priority Geographies to allow for wealth building and reversing historic inequities within these communities.

- **Target increased investment in the Down Payment Assistance Loan Program to households who live in Priority Geographies.**
    - Comments: Ownership is absolutely essential, for short and long term stability. However, the concept of wealth creation through real estate is one of the causes of growing inequality and displacement. Using the DALP and other assistance for BIPOC and low income San Franciscans to be able to purchase homes will lead to greater long term stability, but we should be prioritizing long term affordability as well- not just for the initial purchaser, but for subsequent owners as well. Then, providing services to help these homeowners build their wealth through means other than through their homes will provide a greater long term benefit for both the homeowners and the community at large.

    - Specific Questions:
        - Has the community signed off on these priority geographies? What communities and neighborhoods are missing?
    - Specific standards that we believe will enable the city to achieve racial and social equity:
        - There should be a specific standard for increase in funding, for example, increase funding x10 for these investments
- **Increase targeted outreach and financial readiness education including in-language trainings to American Indian, Black, and People of Color.**
    - Comments:
        - None
    - Specific Questions:
        - None
    - Specific standards that we believe will enable the city to achieve racial and social equity:
        - There should be a specific standard for increase in funding, for example, increase funding x10 for these investments
- **Create new homeownership programs to enable the Black community to grow and thrive by maintaining and expanding their property ownership including mixed-use buildings.**
    - Comments:
        - We do not understand this strategy which is focused solely on homeownership for "the Black community" and "mixed-use buildings".

- Specific Questions:
    - What is meant by "mixed-use buildings"? and why is this mentioned as a specific strategy only for the Black community?
- Specific standards that we believe will enable the city to achieve racial and social equity:
    - There should be a specific standard for increase in funding, for example, increase funding x10 for these investments

Policy III.5: Ensure equitable geographic distribution of new multi-family housing throughout the city to reverse the impacts of exclusionary zoning practices and reduce the burden of concentrating new housing within Priority Geographies.

- **Establish a goal of building 50 percent of the regional housing targets at each income-level, increasing over the long-term, to be built in High Opportunity Neighborhoods within the next two RHNA cycles (by 2038) through zoning changes, streamlining approvals, and encouraging the use of state and local density programs.**
    - Comments:
        - REP rejects both the notion that market rate housing will solve our issues of segregation, un-affordability, gentrification and displacement. Our only experience with market rate housing is that it makes each of these destabilizing factors worse.
        - Streamlining approvals means taking power and agency away from communities, especially BIPOC and low income communities, and therefore, work directly against racial and social equity.
    - Specific Questions:
        - Has the community signed off on these "High Opportunity Neighborhoods"? What communities and neighborhoods are missing?
    - Specific standards that we believe will enable the city to achieve racial and social equity:
        - Use typology in Urban Displacement Project
            - In geographies susceptible to displacement, at risk of displacement, ongoing displacement, ongoing gentrification
                - Market rate housing works against racial and social equity.
                - 100% affordable with deep affordability should be prioritized
            - In geographies that are characterized as stable moderate/mixed income
                - Market rate housing works against racial and social equity.
                - All AMIs below market rate should be addressed

- **Engage with communities in the new expanded Priority Development Areas in Sunset Corridors, Forest Hill/West Portal, Balboa Park & Southwest Corridors, Richmond Corridors, Lombard Street, 19th Avenue, Central City Neighborhoods to ensure community stability and increased housing choice within these areas.**
    - Comments:

- Priority Development Areas and priority geographies are not competent equity mapping.
- Priority Development Areas haven't been vetted by vulnerable communities
- Priority Development Areas contradict sensitive communities
  - Specific Questions:
    - What does increased housing choice actually mean?
    - What strategies do you propose for community stability?
  - Specific standards that we believe will enable the city to achieve racial and social equity:
    - Focus resources, land use planning, and interdepartmental coordination to identify, purchase and develop sites in all neighborhoods for 100% affordable housing.

- **Limit zoning changes within Priority Geographies to the specific needs of American Indian, Black, and other Communities of Color.**
  - Comments:
    - It is unclear whether American Indian, Black and other Communities of Color led the process to define and select these "Priority Geographies."
    - The process for engaging American Indian, Black and ther Communities of Color in defining these zoning changes limitations is crucial. These identified communities need to lead these conversations and be the decision makers.
  - Specific Questions:
    - It's unclear what zoning changes are being proposed and what limitations are being proposed for these zoning changes.
  - Specific standards that we believe will enable the city to achieve racial and social equity:
    - Need to incorporate lenses around economic class in addition to race/ethnicity lens so that low income and working class communities are also centered in these planning processes.
    - No market rate housing in sensitive communities.
    - Truly inclusive, community-led, community based planning processes should determine development priorities.
    - Priority Development areas and Priority Geographies are not competent equity mapping.

Policy III.6: Increase housing choice along Rapid bus and rail corridors and near major transit stops in High Opportunity Neighborhoods through zoning changes and streamlining approvals.

- **Increase capacity for residential development through changes to height limits, removal of density controls, and other zoning changes to improve feasibility of multi-family buildings especially midrise buildings along SFMTA's Rapid networks and major nodes such as Geary blvd., Judah Street, 19th Ave, Lombard Street, Ocean Ave, Taraval Street, West Portal Ave, and Van Ness Ave.**

- Comments:
    - Unlike new, wealthier residents, the existing residents vulnerable to displacement through this gentrification rely on these transit corridors for actual transit -- and they should be prioritized for their use.
    - We are concerned that "increasing housing choice" means that Planning intends to prioritize new market rate housing. Since BIPOC and low income residents rely on these transit corridors and infrastructure, all new housing near this infrastructure needs to be 100% affordable, otherwise BIPOC and low income communities will be forced out and priced out by the new market rate housing and accompanying speculation.
- Specific Questions:
    - From the Needs Assessment: the majority of the 85,000 households that came to San Francisco between 1990-2018 are over 200% of AMI. Why are we prioritizing market-rate housing for these wealthier newcomers who will not be taking many of these Rapid Network routes such as the 14R bus.
    - What is the equity lens that will prevent these wealthy new residents from gentrifying and displacing low-income BIPOC residents who live along many of these routes?
- Specific standards that we believe will enable the city to achieve racial and social equity:
    - "High Opportunity" is not a competent measure of safety - "Highest Resource" coupled with exempting current UC Berkeley Urban Displacement Project "Sensitive Communities" is an at least improved level of safety to build MR housing.

- **Identify community benefits that would allow streamlined approval of midrise multi-family buildings within High Opportunity Areas, such as units serving middle-income households, inclusionary requirements, land dedication for permanently affordable housing, or ground floor space for neighborhood serving community facilities or businesses.**

    - Comments:
        - No streamlined approval of new market rate housing. No pre-identification of "community benefits". These should be part and parcel of a project- and not a condition leading to streamlined approval.
    - Specific Questions:
        - Has the community signed off on these high opportunity geographies? What communities and neighborhoods are missing?
    - Specific standards that we believe will enable the city to achieve racial and social equity:
        - Streamlining project approvals does not advance racial or social equity.

- **Explore the possibility of high-rise towers at major transit nodes along Rapid bus and rail corridors within High Opportunity Neighborhood parallel with needed infrastructure improvements.**

  - Comments:
    - Unlike new, wealthier residents, the existing residents vulnerable to displacement through this gentrification rely on these transit corridors for actual transit -- and they should be prioritized for their use.
    - We are concerned that Planning intends for these high-rise towers to be market rate housing. Since BIPOC and low income residents rely on these transit corridors and infrastructure, all new housing near this infrastructure needs to be 100% affordable, otherwise BIPOC and low income communities will be forced out and priced out by the new market rate housing and accompanying speculation.
  - Specific Questions:
    - From the Needs Assessment: the majority of the 85,000 households that came to San Francisco between 1990-2018 are over 200% of AMI. Why are we prioritizing market-rate housing for these wealthier newcomers who will not be taking many of these Rapid Network routes such as the 14R bus.
    - What is the equity lens that will prevent these wealthy new residents from gentrifying and displacing low-income BIPOC residents who live along many of these routes?
  - Specific standards that we believe will enable the city to achieve racial and social equity:
    - "High Opportunity" is not a competent measure of safety - "Highest Resource" coupled with exempting current UC Berkeley Urban Displacement Project "Sensitive Communities" is an at least improved level of safety to build MR housing.

Policy III.7: Increase housing choice by allowing and facilitating small multi-family buildings in low-density areas within High Opportunity Neighborhoods.

- **Transition to using building form and scale (e.g. Height and bulk requirements) and unit minimums to regulate development instead of lot-based unit maximums in low-density zoned residential districts in High Opportunity Neighborhoods.**

  - Comments:
    - This entire section seeks to find incentives for market rate development which will never solve the affordable housing problems that communities across San Francisco face. For-profit developers will always seek to maximize profits- they will never have equity or affordability as their goals or as features of their business plans.
  - Specific Questions:
    - How would this change impact the incentives to build family-sized units?

- Specific standards that we believe will enable the city to achieve racial and social equity:
    - "High Opportunity" is not a competent equity measure - "Highest Resource" coupled with exempting current UC Berkeley Urban Displacement Project "Sensitive Communities" is an at least improved level of safety to build MR housing.

- **Identify community benefits that would allow streamlined approval of small multi-family buildings in High Opportunity Areas such as units serving middle-income households, affordable housing fees, or ground floor space for neighborhood serving community facilities or businesses.**

    - Comments:
        - No streamlined approval of new market rate housing. Community benefits should be part and parcel of a project- and not a pre-identified list that allows for streamlined approvals.
    - Specific Questions:
        - Has the community signed off on these high opportunity geographies? What communities and neighborhoods are missing?
    - Specific standards that we believe will enable the city to achieve racial and social equity:
        - "High Opportunity" is not a competent equity measure - "Highest Resource" coupled with exempting current UC Berkeley Urban Displacement Project "Sensitive Communities" is an at least improved level of safety to build market rate housing.
        - Streamlining project approvals do not advance racial equity.

- **Improve financial feasibility of small multi-family buildings by promoting appropriate construction types, financing, or incentives to small-scale developers**
    - Comments:
        - It's unclear why Planning feels that the role of our Planning department should be to help for-profit developers with implementing their market rate housing developments. These developments only increase housing priced, speculation, displacement and gentrification. We need to focus our city resources on solving the challenge of increasing housing that is affordable for BIPOC and low income people.
    - Specific Questions:
        - How do you define small multi-family buildings?
        - What kinds of incentives do you mean?
    - Specific standards that we believe will enable the city to achieve racial and social equity:
        - We need to focus our city resources on creating opportunities for affordable housing, and providing resources to stabilize and develop affordable housing at all scales.

Policy III.8: Enable low and moderate-income households particularly American Indian, Black, and other People of Color to live and prosper in High Opportunity Neighborhoods through increasing units that are permanently affordable.

- **Increase housing affordable to extremely and very low-income households in High Opportunity Areas through City funded permanently affordable housing projects.**

  - Comments:
    - Affordable housing should be increased in all neighborhoods.
  - Specific Questions:
    - Why is affordable housing only focused on "High Opportunity Neighborhoods"? Were these neighborhoods defined by American Indian, Black and other People of Color?
  - Specific standards that we believe will enable the city to achieve racial and social equity:
    - Prioritize 100% affordable housing throughout San Francisco to achieve desegregation, affordability and stability.

- **Create a funded land banking program to purchase sites that could accommodate at least 50 units on each site in High Opportunity neighborhoods, such as church sites and partnership with interfaith council.**

  - Comments:
    - This strategy will need to be coordinated with MOHCD as they have fought against land banking efforts for many years.
  - Specific Questions:
    - Why is this strategy only confined to "High Opportunity Neighborhoods"? and why is this strategy only targeted at sites that can accommodate 50+ units?
  - Specific standards that we believe will enable the city to achieve racial and social equity:
    - Publicly owned sites, or sites acquired with public monies, regardless of location, must be 100% affordable.

- **Expand ministerial review to smaller sized residentially zoned parcels to improve feasibility of developing permanently affordable housing on these sites.**
  - Comments:
    - Ministerial review should only be available for 100% affordable housing.
  - Specific Questions:
    - What is the definition of "affordable housing" as proposed in this section?
  - Specific standards that we believe will enable the city to achieve racial and social equity:
    - Community process to decide how to prioritize affordable housing investments in local communities

- **Pursue public private partnerships on public sites to deliver a maximum number of permanently affordable units on those sites by leveraging private investments in market-rate units with public funding permanently affordable.**
    - Comments:
        - Public sites must be developed as 100% affordable housing.
    - Specific Questions:
        - How is the city defining "public private partnerships"? How will these partnerships ensure that we develop public sites with 100% affordable housing?
    - Specific standards that we believe will enable the city to achieve racial and social equity:
        - Publicly owned sites, regardless of location, must be 100% affordable.
        - No sell-off of public land

- **Establish a goal of dedicating 50 percent of the City's permanently affordable housing budget within 10-year capital planning cycles for High Opportunity Neighborhoods while dedicating a minimum budget to support funding for planned affordable housing in Priority Geographies.**
    - Comments:
        - See standard below
    - Specific Questions:
        - Has the community signed off on these priority geographies? What communities and neighborhoods are missing? Why is eliminating displacement limited to priority geographies? Example: Half of the Latino Cultural District is not even covered. Chinatown? Westside?
    - Specific standards that we believe will enable the city to achieve racial and social equity:
        - "High Opportunity" is not a competent measure.
        - 100% affordable with deep affordability should be prioritized

- **Create and expand funding for programs that offer case management, financial literacy education, and housing readiness to low-income American Indian, Black and other People of Color households who seek housing choices in High Opportunity Areas, along with providing incentives and counseling to landlords to offer their unit.**
    - Comments:
        - These programs should be directed by these vulnerable communities.
    - Specific Questions:
        - What will the process be for creating and expanding this funding - and for selecting the programs that will be supported?
    - Specific standards that we believe will enable the city to achieve racial and social equity:

4. **POLICY #4: Increase housing production to improve affordability for the city's current and future residents**
- Issue #1: The assumption that increasing housing production increases affordability. There is no evidence that this strategy has ever worked.
- Issue #2: This current policy is not designed to support the city's current population. Rather, it intends to replace current residents with those who are increasingly affluent.
- Issue #3: There is no clear definition of "affordable housing" so the concern is that affordable housing will become out of reach for those who need it most.
- Issue #4: No strategy identified for increasing local sources of funding for housing that's affordable for extremely low income households.

> **IV.1 Create a dedicated and consistent local funding stream and advocate for State and Federal funding to support building permanently affordable housing for very low-, low-, and moderate-income households that meets the Regional Housing Needs Allocation targets.**
>
> - **Identify local bonds and consistent sources of funding for permanently affordable housing in the City's Capital Planning process.**
>   Comment: Bonds require ⅔ vote to pass as do other dedicated sources of new revenue. They are worthwhile pursuing, but can be challenging to pass. Designing these revenue measures and prioritizing their uses need to be led by BIPOC and low income communities.
> - **Develop and deploy public financing tools to leverage the City's co-investments such as an Infrastructure Finance District or expanded tax programs for affordable homeownership and workforce housing (e.g., financing products that lower direct City subsidy for affordable housing).**
>   Comment: Sources of revenue for affordable housing should not be dependent on increasing property values or other speculative schemes. Funding affordable housing through land speculation will perpetuate the problems that have already been created.
> - **Create an implementation plan for the annual funding through the new gross receipt tax to increase supportive housing and take advantage of the State-wide streamlining opportunities for this type of housing.**
>   Comment: Communities are not in favor of removing community engagement through state pre-emptions.
> - **Develop and support alternative and philanthropic funding sources to deliver permanently affordable housing faster and at a cheaper per unit cost through tools such as the Housing Accelerator Fund or creating a Land Equity Fund.**
>   Comment: Support the Bay Area Housing Financing Authority to propose a regional progressive tax as a permanently affordable housing funding source.
> - **Advocate for federal legislation to increase Low-Income Housing Tax Credits and Private Activity Bonds, or advocate for voter approvals to reduce the minimum thresholds for tax exempt bond financing (currently at 50 percent) and to help unlock more Low-Income Housing Tax Credits.**

Comment: The Low Income Housing Tax Credit program has been devastating for tenants, and has extraordinarily high fixed costs leading to developments needing to be at least 75 units in size before they are financially feasible. This excludes most sites in the city from affordable housing development. In order to expand the possibilities for developing new affordable housing in every neighborhood, we need to generate significant sources of local revenue, and use the LIHTC only on larger sites that yield sufficient units.

- **Advocate for State legislation to change the voter approval threshold for General Obligation Bonds from two-thirds to 55 percent.**
  Comment: None
- **Advocate for State legislation to expand non-competitive permanently affordable housing funding sources.**
  Comment: None
- **Advocate for voter approval paths to create new sources of funding such as Proposition 13 reform for commercial property tax, to support local jurisdictions in delivering their permanently affordable housing targets.**
  Comment: None

IV.2 Maintain sufficient development capacity to respond to the increasing housing need and the scarcity of housing supply within San Francisco and the region.

Continue to maintain sufficient development capacity that accommodates the San Francisco's Regional Housing Needs Allocations determined by the State and regional agencies as well as long term housing need projections.
Comment: We need to define "sufficient" and "development capacity". For instance, does this refer to zoning capacity? Or does it refer to our nonprofit affordable housing developer network? Another concern is that we don't know what affordable housing development capacity we need, because this city has never been able to keep up with its RHNA goals for affordable housing. We, however, have far too much capacity constantly over-producing market rate housing.

Pursue zoning changes to increase development capacity that accommodates equitable distribution of growth throughout the city particularly in High Opportunity Neighborhoods and new Priority Development Areas
Comment: Since SF has over-produced market rate housing through the prior RHNA period, the only equity approach would be to focus housing production on 100% affordable strategies. Market rate housing increases housing and land speculation and yields only upward pressure on housing prices.

Collaborate with regional agencies and other jurisdictions within the region to coordinate on strategic policies that respond to the relationship between commute patterns and types of housing needed
Comment: Yes, but we should be clear that our Bay Area neighbors need to pull their weight in producing and maintaining affordable housing.

IV.3 Reduce development constraints such as high construction cost and lengthy City-permitting timeline to increase housing choices and improve affordability.
Comment: These are extremely vaguely phrased. What are "development constraints" and how will they be "reduced"? How is the city going to reduce construction costs? Require that construction workers be paid less? Somehow reduce the price of lumber? What housing choices do not exist that the city feels it needs to create? How will any of these ill-defined strategies lead to improved affordability?

Expand the use of cost-efficient construction types such as modular and materials such as cross laminated timber.
Comment: Typically, if developers cut their development costs, they don't pass those savings on in the form of reduced rents or sales prices. Rather, they pocket the difference as profit. If Planning is going to expend city resources to enable cost efficiencies in the development industry, it must demand long term price concessions in return.

Support a more efficient construction process by increasing flexibility of lot size limits for allowing lot consolidation.
Comment: Questionable policy. We need to abandon the notion that creating an oversupply of market rate housing units will generate sufficient housing to address the long term housing needs of vulnerable communities and communities of color.

Expand Impact Fee exemption to a broader range of permanently affordable housing projects including those with units affordable up to 120% of AMI on projects that rely on philanthropic subsidies.
Comment: it's unclear what "permanently affordable housing projects" are charged impact fees. Where does this apply? And what affordable housing projects target up to 120% of AMI? It's unclear what problem this strategy is trying to solve.

Reduce the per unit cost of publicly funded permanently affordable housing through streamlining the implementation of associated development approvals such as the PG&E requirements in accommodating Public Utilities Commission (PUC) provided low-cost electric service, or the multi-agency review of disability access.
Comment: This seems very specific and technical, and therefore, needs further explanation so people can understand what the problem is and how this proposed solution addresses that problem.

Expand the construction workforce through training programs in partnership with non-City apprenticeship programs and expand the Local Hire program to allow more projects to participate.
Comment: None

Reduce approval time and process by eliminating Planning Commission hearings for State Density Bonus project applications that do not otherwise require them.
Comment: Absolutely do not eliminate Planning commission hearings for State Density Bonus project applications. This is a developer giveaway. The public has to have the opportunity to weigh in on projects that potentially impact them and affect their communities. The fact that these projects inflict even greater physical and economic impacts on communities than non-density bonus projects means that there should be increased public participation and input rather than less.

Streamline permitting review and approval process for large master planned projects to accelerate construction timelines of infrastructure improvements.
Comment: Given the fact that there are tens of thousands of units that Planning has already approved that have not started their building permit process, it is unclear what problem this is trying to solve. Planning has already been incredibly efficient with reviewing and approving new development projects, including large master planned projects like Parkmerced and Balboa Reservoir. The impacts of these large master planned developments are so large that public input and participation are vitally necessary especially in order to have any hope of equitable outcomes.

Expand projects types that are eligible for streamlined or ministerial review (relying on Prop E models or SB35) beyond projects with 50-100 percent permanently affordable housing.
Comment: As stated above, there should be no "streamlined" approval for market rate housing. This strategy works against equity goals and outcomes.

Continue to implement the Mayoral Executive Directives to accelerate creating new housing (Mayor Breed's Executive Directive 18-01 and Mayor Lee's Executive Directive 17-02).
Comment: As stated above, there should be no "streamlined" approval for market rate housing. This strategy works against equity goals and outcomes.

Develop Objective Design Standards that reduce subjective design review of housing projects while ensuring that new development in existing neighborhoods adheres to key urban design principles.
Comment: All neighborhoods must benefit from high quality design. As stated above, however, there should be no "streamlined" approval for market rate housing. This strategy works against equity goals and outcomes.

Pursue California Environmental Quality Act (CEQA) Streamlining for projects through Community Plan Exemptions or by adopting Housing Sustainability Districts where possible.

Comment: As stated above, there should be no "streamlined" approval for market rate housing. This strategy works against equity goals and outcomes.

Prioritize Planning Department staff resources on review of Discretionary Review applications that contain tenant protection issues and those within Priority Geographies over applications in High Opportunity Neighborhoods that do not involve tenant considerations.

Comment: As stated above, the REP Coalition does not understand these references to Priority Geographies and High Opportunity Neighborhoods- why should tenant protections only be focused on these areas?

IV.4 Maximize the number of permanently affordable housing units constructed through private development without public subsidy.

Comment: The REP Coalition does not understand this strategy. Market rate developers have demonstrated that they want to provide the minimum number of BMR units and at as high AMI levels as they are able.

Through the Inclusionary Technical Analysis Committee, review the inclusionary rates on a regular basis to ensure development projects maintain financial feasibility in all neighborhoods in order to maximize total number of below- market rate units delivered without public subsidy.

Comment: Whenever politicians re-open the discussion of feasibility of inclusionary units, developers cry poor, and we end up with a reduction of the number of units required and an increase in the AMI targeting. Therefore, it seems like this strategy will only increase market rate housing and decrease the number of affordable units, and make the BMR units less affordable.

Prioritize maximum permanently affordable housing as a major benefit of new development agreements alongside other benefits such as community facilities or transit investments.

Comment: Other strategies advocate for reduction in community benefits and "streamlining" which reduce leverage for increasing community benefits and affordable housing. Rather than requiring development agreements, Planning should put BIPOC and low income communities in leadership roles for determining how their communities should develop, requiring public facilities and transit investments which would then be explicitly required of developers rather than being negotiated without the community having any leverage.

Support and streamline the approval process for development projects that maximize the total number of below-market rate units via State Density Bonus or other density bonus programs, or other Code complying regulatory paths.
Comment: As stated above, there should be no "streamlined" approval for market rate housing. This strategy works against equity goals and outcomes.

Expand density bonus programs to allow additional below market rate unit in exchange for Planning Code modifications or exemptions.
Comment: As stated above, there should be no "streamlined" approval for market rate housing. This strategy works against equity goals and outcomes. Density bonus projects only serve to accelerate displacement, speculation and gentrification.

IV.5 Maximize the use of publicly-owned sites for permanently affordable housing in balance with community infrastructure and facilities needed that can be accommodated on those sites.

> **Support maximum number of permanently affordable housing units as well as improved transit facilities on SFMTA owned sites slated for development such as the Presidio Bus Yard, and the Potrero Bus Yard, through leveraging private investment in market-rate units with public funding.**
> Comment: All publicly owned sites must be developed as 100% affordable housing. For every public site we sell to a for profit developer for market rate housing, we will need to purchase new sites at market rate for affordable housing. This is an incredibly inefficient use of public resources. If the concern is not having enough money to develop all those affordable housing units, then consider those developments on large public sites as being phased developments.

> **Identify City-owned surplus sites and other underutilized publicly-owned sites and prioritize city resources to plan for and develop housing on those sites.**
> Comment: All publicly owned sites must be developed as 100% affordable housing.

IV.6 Require new commercial developments and large employers, hospitals, and educational institutions to help meet housing demand generated by job growth.

> **Evaluate feasibility of utilizing a portion of existing or future growth in fees and taxes generated by large employers to fund affordable housing on an ongoing- basis, in order to complement the one-time jobs housing linkage fees assessed on developers of commercial space.**
> Comment: None

Encourage and provide opportunities for large commercial developments to build housing or dedicate land in lieu of their jobs housing linkage fee.
Comment: Tying an affordable housing requirement to commercial developments is encouraged. REP has not determined whether it is acceptable to allow a land dedication in lieu of paying a jobs housing linkage fee.

Provide paths for large employers to contribute funding in partnership with non- profit developers to provide homeownership opportunities.
Comment: REP does NOT support this proposal which then creates a quid pro quo for nonprofit developers to support these employers' expansions and development ambitions. Employers should pay fees to the city, and nonprofit developers should then apply for those funds.

Maintain the jobs housing linkage program and adjust the fee levels based on an updated nexus study on a regular basis.
Comment: This seems like a good idea, as long as the updates happen on a regular basis, and the process is transparent and not influenced by lobbying by the businesses that pay, or might have to pay the fee.

Explore expanding jobs housing linkage fees to large employer institutional developments (medical and educational) who are currently not subject to jobs housing linkage fees.
Comment. Yes. And expand the jobs housing linkage fees to large employers that might have multiple locations - each of which has just a few employees, but in the aggregate have hundreds or thousands of employees in San Francisco such as certain formula beverage and food service and retail businesses.

Pursue partnerships such as institutional master plans where large employer institutions that are not subject to job housing linkage fees (hospitals and educational institutions) to plan for the housing demand of their employees (such as the 2021 Memorandum of Understanding with the University of California, San Francisco).
Comment: We do not understand the rationale for excluding large employer institutions from jobs housing linkage fees. Why have an MOU with these institutions? Why not require them to pay a jobs housing linkage fee?

IV.7 Address the impediments to constructing approved housing that is already approved, especially large master plans and development agreements such as Treasure Island, Candlestick Park, Hunters Point Shipyard, Parkmerced, HOPE SF projects, Schlage Lock.
Comment: It is not up to the Planning Department to facilitate construction of market rate housing. Equitable outcomes necessitate the government doing

everything it can, mobilizing all resources, to facilitate construction of 100% affordable housing. If developers have received entitlements, and are not able to move those projects forward into construction, the city should have a program for purchasing those sites so they can be developed as 100% affordable housing.

Explore public-private partnership solutions for front-ending the necessary funding for infrastructure investments, such as direct City investment in infrastructure, allocation of public financing for infrastructure improvements, or issuance of other public debt to fund infrastructure improvements.
Comment: Public private partnerships always favor the private, for-profit entity. These lead to outcomes that work directly against equity. The infrastructure is required to add value to private, for-profit enterprise rather than providing equitable outcomes where people with low incomes benefit from the new infrastructure investment. No private (for-profit) entity is interested in equitable outcomes- they will only pursue a public-private partnership where they stand to profit from the actions of government.

Advocate for regional and State funds through the existing infrastructure bank or other paths to help finance the infrastructure needs of large urban infill and redevelopment projects.
Comment: We do not understand this strategy. What is an "existing infrastructure bank"? What "other paths to help finance…" are there? Please clarify so we can evaluate what this strategy is proposing.

IV.8 Maximize the use of existing housing stock for residential use by discouraging vacancy, short-term use, and speculative resale.

Explore legislating a vacancy tax for residential units that stay empty for long periods of a year or used as secondary or vacation homes.
Comment: A tax requires a ballot measure while a fee can be implemented legislatively. It would be best to explore both possible strategies.

Explore regulatory paths, including a tax or other regulatory structures, for speculative resale of residential units, particularly those which seek to extract value out of evicting tenants, or rapid reselling to more lucrative markets.
Comment: This proposal is confusing. A tax is not a "regulatory path"- so it does not make sense to "explore regulatory paths, including a path or other regulatory structures". It would be better to have a taxation strategy, and another strategy that looks at regulatory paths and structures- and to be clear about what those regulatory paths and strategies might be so we can evaluate their equity impacts. On a conceptual level, however, diminishing or disincentivizing speculative, extractive activities seems to makes sense.

Continue to improve compliance, enforcement, and restrictions on short-term rentals
Comment: This makes sense, but Planning still has not implemented the Intermediate Length Occupancy program. ILOs are causing a larger impact on gentrification, speculation and displacement than STRs at this point because there is no enforcement of the caps and restrictions.

IV.9 Preserve the affordability of unauthorized dwelling units while improving safety and habitability.

Provide more paths for legalizations through financial support such as low- interest or forgivable loans for property owners.
Comment: Yes. And include outreach to homeowners so they are aware of the program.

Update the Conditional Use findings requirements for removal of unauthorized dwelling units to account for tenancy, and to identify alternative findings to the current financial hardship analysis to measure the cost burden of legalization.
Comment: None

Provide more paths for legalization by removing requirements that are not critical for health or safety (such as minimum ceiling heights) and would help reduce the costs of legalization.
Comment: No. Minimum ceiling heights should remain required.

IV.10 Encourage provision of the maximum number of units when existing housing stock is proposed for major expansions or demolition. NO

Continue to apply the requirements of State Law to replace any affordable or rent-controlled units demolished with permanently affordable units at equivalent affordability rates of the unit prior to demolition (SB330).
Comment: We do not support codifying SB 330 into the Housing Element 2022. SB 330 expires in 2025. This would be terrible for tenants who will be displaced without adequate protections, or provisions including relocation compensation, or somewhere to move to.
Equivalent affordability rates does not mean at the same affordable (rent controlled rent).

Pursue code and policy changes to encourage new housing projects and major expansion projects build to maximum allowable unit density and discourage major expansions of existing single-family homes where additional units are otherwise permitted.
Comment: This is the antithesis of good planning- and also works against equity goals. Pursuing the proliferation of market rate units and tenant displacement works directly against equity. Increasing market rate housing production only does one

thing- it increases the stock of unaffordable housing. It does nothing to improve affordability or equity.

5. **POLICY #5: Increase housing choices for the city's diverse cultures, lifestyles, abilities, family structures, and income levels.**

   V.1: Promote and facilitate aging in place for seniors and multi-generational living.
   - **Create or support financing programs that help low and moderate income homeowners upgrade their homes for age-related disability issues or build ADUs to age in the same building.**
     Comment: None
   - **Increase permanently affordable senior housing along transit corridors to improve mobility of aging adults and seniors.**
     Comment: None
   - **Identify and address the challenges faced by residential care facilities to prevent their loss, such as increasing flexibility in how the use is defined under the Planning Code.**
     Comment: None
   - **Support and explore expanding the Home Match Program to match seniors with people looking for housing that can provide in-home care support in exchange for affordable rent.**
     Comment: This program needs to be carefully managed in order to safeguard seniors against elder abuse- financial and/ or physical.

   V.2: Prevent the outmigration of families with children and support the needs of families to grow.
   - **Encourage provision of child-friendly amenities within new buildings through tools such as a design review checklist.**
     Comment: Development of any design review checklist(s) must be led by BIPOC and low-income residents.
   - **Allow flexibility in the development of ground floor rooms in Single Family Homes to accommodate changing family needs such as additional bedrooms, full bathroom, or laundry.**
     Comment: None
   - **Continue the multi-bedroom unit mix requirements**
     Comment: It's unclear what these requirements are since there is no reference. Therefore, we are unable to evaluate this strategy.
   - **Support and incentivize housing, especially permanently affordable housing with multiple bedrooms for families, near existing high-rated public schools.**

Comment: There should be no incentivizing of market rate housing. The market can take care of itself. Permanently affordable family housing near public schools is critical, but we shouldn't be prioritizing "high-rated" schools. We should encourage equitable investment in all our schools, and support our families' children attending them and succeeding.

- **Collaborate with the SFUSD to identify priority in the school assignment process for low-income families and those living in permanently affordable housing.**
Comment: These decisions should be led by BIPOC and low income residents.

V.3: Retain and increase the moderate and middle-income households through building permanently affordable workforce housing.

- **Continue to support educator housing programs and seek to expand its application to other public-sector essential workers such as transit operators and hospital workers.**
Comment: We should prioritize permanently affordable housing accessible to a range of incomes rather than creating enclaves by employment sectors. The market will not provide affordable housing. We need a land use plan that recognizes this and plans strategically for affordable housing - price restricted housing.

- **Pursue new partnership models to allow non-City financing of moderate and middle income homeownership through parallel development of smaller sized lots that are scattered (such as Habitat for Humanity models).**
Comment: It's unclear what a "new partnership" model is that's being referenced. The Habitat model is clear- that's for homeowners who both are physically able to provide much of their own construction labor, and are also able to pay the mortgage for their new home. But we cannot comment on this strategy because the partnership concept is not clear.

- **Pursue partnership models to purchase privately-owned entitled sites where construction may be stalling.**
Comment: Same as the prior strategy- it is not clear what a "partnership model" is and how that addresses feasibility issues for projects that have stalled.

- **Continue funding to the First Responders Down Payment Assistance Loan Program and the SFUSD Educators Down Payment Assistance Loan Program.**
Comment: None

V.4: Facilitate small multi-family buildings as a prominent housing type that private development can deliver to serve middle income households.

- **Identify and promote construction types, financing and design that would make small multi-family buildings feasible.**
Comment: Why would Planning expend resources to help developers build more market rate housing? If our housing policies and strategies are truly centering equity, all resources would be focused on developing strategies for producing affordable housing.

- **Identify and adopt incentives that could make small multi-family buildings possible, such as exemptions from some fees, modified inclusionary requirement, streamlined approval and demolition review.**
  Comment: Why would Planning expend resources to help developers build more market rate housing? If our housing policies and strategies are truly centering equity, all resources would be focused on developing strategies for producing affordable housing. As noted above, streamlining and fee exemptions are disempowering to communities and lead to perpetuation of inequitable outcomes.
- **Transition to using building form and scale (eg Height and bulk requirements) and unit minimums to regulate development instead of lot-based unit maximums in the low-density zoned residential districts in High Opportunity Neighborhoods.**
  Comment: We are not understanding how "unit minimums" would be applied. Is this a strategy to make sure that developers don't develop 9 units to avoid inclusionary requirements? We are also not clear which parts of the city are targeted by the language "low-density zoned residential districts in High Opportunity Neighborhoods", so it is impossible for us to evaluate this strategy.
- **Identify certain community benefits that would allow streamlined approval of small multi-family buildings in High Opportunity Areas such as units serving middle-income households, affordable housing fees, or ground floor space for neighborhood serving community facilities or businesses.**
  Comment: Market rate housing will never be affordable, or at least not permanently affordable. Market rate, for-profit developers operating without any price restrictions will always charge as much as they can. There should be no streamlining or relaxation of fees or BMR obligations. This strategy shifts even more power away from BIPOC and low income San Franciscans and gives more power and profit to for-profit developers which is unacceptable.

V.5: Promote group housing as an entry-level housing option for moderate income households, particularly single-person households.
- **Allow conversion of existing single-family homes to group housing units.**
  Comment: The REP Coalition rejects strategies that encourage new group housing or conversions to group housing until there is an inclusive, BIPOC and low income community led conversation about what group housing actually is, and its impacts on our communities.
- **Set minimum quality of life standards for group housing such as access to common open space.**
  Comment: The REP Coalition rejects strategies that encourage new group housing or conversions to group housing until there is an inclusive, BIPOC and low income community led conversation about what group housing actually is, and its impacts on our communities.
- **Allow group housing as a principally permitted use where residential use is allowed.**
  Comment: The REP Coalition rejects strategies that encourage new group housing or conversions to group housing until there is an inclusive, BIPOC and low income

community led conversation about what group housing actually is, and its impacts on our communities.

V.6: Continue to support and expand the Accessory Dwelling Unit (ADU) program.
- **Continue to streamline the permit process through interagency coordination (eg Roundtable Review) implement an integrated online permitting system to support permit streamlining and government transparency.**
  Comment: It is not clear what a "roundtable review" is, who it involves, who it empowers, but streamlined permitting seems to cancel the voices of BIPOC and low income communities and works against equity and transparency.
- **Provide advanced notice to existing tenants when adding an ADU in a building, minimize the conversion of existing shared spaces and amenities such as in-building laundry, and ensure the Rent Ordinance provides protections if such removals take place.**
  Comment: It's unclear whether this strategy is recommending changes to the Rent Ordinance or if it is just asking that the Rent Board process reduction in services or unlawful eviction complaints (which they already do). This strategy is confusing and unclear, but it seems to want to protect tenants from having their parking or storage or other common area uses taken away?
- **Create an affordable ADU program to serve low-income households.**
  Comment: As long as these ADUs are permanently affordable, price restricted, this seems like a great strategy.
- **Encourage Junior ADUs as an effective and low-cost way of adding habitable space within existing single-family homes…**
  Comment: It's unclear how small JADUs are. These units should meet habitability standards. They should also be restricted as permanently affordable, price restricted units, otherwise, over time, landlords will increase the prices of these units to the point where they are no longer "affordable" for low income households.
- **Advocate for State legislation to provide more flexibility for detached ADUs in denser cities with smaller lots.**
  Comment: What is a "denser city"? Isn't this the plan for San Francisco? Or are other cities incorporated into this strategy? And what's a "smaller lot"? Smaller than what? Please clarify this strategy so we can understand it and comment on it.
- **Continue to expand public outreach for the ADU program including virtually accessible information and in-language materials.**
  Comment: None

V.7: Strengthen homeownership programs to allow upward mobility for families
- **Evaluate opportunities for greater wealth building within the City's existing homeownership programs.**
  Comment: Wealth building through property is one of the reasons we've gotten to this point of BIPOC and low income communities being displaced by for-profit development and speculation. We need to start looking at homes as providing stability and anchoring communities. Wealth creation then happens through being

paid a decent wage, and not having that wage siphoned off by extraordinary housing costs.

- **Advocate for State Legislation that would allow for scaled Homeowners Association fees for BMR homeowners in mixed income buildings in order to ensure equal access to shared building services and amenities at equitable prices.**
  Comment: This is an extremely important strategy, to advocate for State legislation that allows for scaled HOA fees for BMR homeowners. But, to be clear, the reason this is important is not so low income homeowners can go to the gym. The reason this is important is that the HOA fees make the monthly payments so high that low income purchasers of BMR units cannot afford BMR ownership units. BMR ownership units are typically a farce, because the sales prices are set to comply with the BMR program, but the HOA fees are so high that qualifying households are still unable to purchase the units. It's not about being able to go to the gym for a lower monthly fee; it's about being able to have an affordable home.
- **Include scaled fees for any building services or amenities in rental or homeownership projects with Below Market Rate households.**
  Comment: None
- **Continue to provide legal representation and other support services that are culturally competent for BMR unit owners and residents to avoid foreclosures and/ or address discrimination.**
  Comment: None
- **Create an exception to the requirement for first-time homebuyers of BMR units allow households to purchase another BMR unit and sell their current unit in cases where household size changes or another reasonable accommodation is required, in order to respond to changing housing needs.**
  Comment: None

6. **POLICY #6: Promote neighborhoods that are well connected, healthy and rich with community culture.**

   Policy VI.1: Facilitate neighborhoods where proximity to daily needs promote social connections, support the City's sustainability goals, and advance a healthy environment.
   - **"Incentivize and support new housing developments that include affordable and essential neighborhood serving uses such as grocery stores, childcare centers, healthcare clinics on the ground floor through programs such as streamlined approval for community benefits, or rental subsidies."**
   Comment: We cannot rely on private development to provide the necessary components of complete and healthy neighborhoods. Private development at a minimum should already be required to provide community serving uses, there should be no additional incentives or streamlining for community benefits or rental subsidies. And "community benefits" should not be predetermined, but should be

responsive to the needs of BIPOC and low income communities. The network of cultural districts should also be empowered to lead on these decisions.

- **Support mixed-use buildings during regulatory review process and encourage commercial space or other compatible uses on the ground floor.**
  Comment: BIPOC and low income communities, and especially the network of cultural districts should be empowered to establish what ground floor uses should be encouraged and should lead the "regulatory review process".
- **Incentivize new permanently affordable housing developments to include below market rate commercial leases for community-based organizations serving the neighborhood community.**
  Comment: BIPOC and low income communities, and especially the network of cultural districts should be empowered to establish prioritization of commercial and services uses.
- **Plan for and dedicate funding for pedestrian and bicycle infrastructure and safety improvements to encourage walking and biking when accessing to daily needs.**
  Comment: None
- **Create and fund an interagency working group to plan and design for walkable neighborhoods and proximity to daily needs.**
  Comment: This must also be led by advocates for seniors, people with disabilities, youth and families.
- **Expand and allow neighborhood serving uses, such as retail, restaurants, and hair salons within areas that are primarily residential especially on corner parcels.**
  Comment: BIPOC and low income communities, and especially the network of cultural districts should be empowered to establish prioritization of commercial and services uses. As we have seen very clearly during the pandemic, we need to encourage public health clinics that are physically and culturally/ linguistically accessible especially in BIPOC and low income areas across the city.
- **"Improve flexibility on allowing home-based businesses and activities and work from home."**

Comment: This should be more thoroughly discussed - what does this look like in the context of planning, development, and approvals? How will this be sensitive to and inclusive of non traditional, culturally distinct, or informal work and the associated permission required to conduct business at home?

Policy VI.2: Ensure transportation investments and new housing are planned in parallel to advance well-connected neighborhoods and equitable access to transit.

General Comments to this Policy:
a. Upzoning and removing density controls do not provide more "housing choices." These tactics create more unaffordable luxury market-rate housing that does not meet the needs of current residents, especially the needs of BIPOC and low income residents.

b. With the increase in ride-sharing, especially during COVID when there has been a significant dip in transit ridership, the city must study the transit patterns of wealthy residents. Are occupants of new market-rate housing going to be waiting for a crowded bus, or use ride-sharing services? 100% affordable housing near transit infrastructure must be prioritized.

c. There is no current transit infrastructure that can support the type of "transit oriented development" that is being proposed. There is not even a plan in place to increase transit capacity to meet even current levels of demand. Increasing the burden on transit and other city infrastructure without the capacity to meet it is bad city planning.

- **Increase housing choice through changes to height limits, removal of density controls and other zoning changes to improve feasibility of multi-family buildings along SFMTA Rapid Lines.**
  Comment: Removing density controls works against the goal of increased family housing along transit lines as stated elsewhere. We are already seeing how removing density controls leads to proliferation of micro-units and group housing which are tiny, unaffordable units that are not family friendly. It is confusing that this strategy refers both to removing density controls and "multi-family" buildings. These are two entirely different typologies.
- **Establish a goal of building 50% of the regional housing targets at each income level to be built in High Opportunity Neighborhoods within the next two RHNA cycles (by 2038) through zoning changes, streamlining approvals and encouraging use of state and local density programs.**
  Comment: As stated above, REP is against any streamlining, or other strategies that disempower BIPOC and low income communities while empowering for-profit developers who will use whatever advantage conferred to them to build more unaffordable housing.
- **Plan for and dedicate funding to transportation infrastructure improvement to support areas slated for increased housing choice.**
  Comment: What is an area that is "slated for increased housing choice"? This isn't defined anywhere, but seems to be a euphemism for areas that will be zoned for greater density of market rate housing. In order to build a more equitable city, development along and proximate to transportation infrastructure must be all permanently affordable.
- **Plan and dedicate funding for improved transit services by enhancing operating revenues for the SFMTA.**
  Comment: None
- **Prioritize transit service improvements, such as increasing frequency of service, in Priority Geographies and Environmental Justice Communities to support equitable mobility.**
  Comment: We question the methodology that has targeted this strategy to Priority Geographies.

- **Pursue interagency coordination to plan for improvements to transit, pedestrian and bike infrastructure and service, and providing those improvements before housing projects are completed.**

Policy VI.3: Advance equitable access to high-quality amenities, and resources as part of a healthy and equitable environment and in parallel with planning for increased housing.

- **Plan for community facilities citywide, such as parks, rec centers, schools, libraries in a manner that secures equitable resources in Priority Geographies, Environmental Justice Communities, and areas slated for growth, building on processes such as the Community Facilities Framework, Interagency Plan Implementation Committee.**

Comments:

a. Access to public parks, rec centers, and schools is essential to a healthy and complete neighborhood. However, this objective is directly countered by the proposed upzonings, removal of density controls, and deregulation of planning's processes. This is seen for example in the South of Market where housing production is greatly increased, yet there is no concurrent increase in parks, rec centers, school and other necessary amenities. Privately Owned Public Open Spaces (POPOS) don't count as providing "equitable access to high-quality amenities" as BIPOC and low income residents are not in control of how these spaces are designed or used, and either feel excluded or are excluded in practice by the office or luxury housing developments they're associated with.

b. Private development should not be allowed to shadow existing parks, rec center open spaces, or schoolyards.

c. Allocating resources for vulnerable communities to pursue and leverage cooperative approaches to entrepreneurship.

d. How will "high-quality amenities" be defined? If they are truly "equitable" it would seem that BIPOC and low income communities and the network of cultural districts would define what "high-quality amenities" means.

- **Pursue interagency coordination to facilitate planning for and providing equitable access to community facilities.**
  Comments: No additional comments

Policy VI.4: Advance equitable access to a healthy environment through improved air quality, and resilience to natural hazards and climate change impacts, particularly in Environmental Justice Communities.

Comments: These proposed design standards must incorporate input from BIPOC and low income communities and the network of cultural districts.

Policy VI.5: Apply urban design principles to ensure that new housing enables neighborhood culture, safety, and experience, connects naturally to other neighborhoods, and encourages social engagement and vitality.

Comments:
- David: is making me think about how gentrification works visually, Question about the phrase "The private development process must be opened up and led by communities on the ground. " and what "open up means". Who has the power to shape those decisions and how do we broaden up that process, how do we make it as much grass roots as possible
- Hernan: If we think about the Mission, a lot of people have moved out and the current residents are not the same residents who used to be here 5 years ago, they are not the same as the natives. When saying safety is a double edge sword and is usually at the expense of one community. Ex: article on the undocumented community and how if you were undocumented you were worthy of being tortured/suffering, the idea that someone "looks" stereotypically undocumented deems them of mistreatment, so when they say safety what does that mean
- Francisco: how are we structuring ourselves to get our members to be active participants in this process.
- Also discussed - how is "safety" defined and for who when creating urban landscape, who can participate in what spaces given society stereotypes

>
> a. Urban design should be culturally relevant and responsive to the existing community and cultures.
> b. All aspects of development, including design, should be led by residents and community members. The private development process must be opened up and led by communities on the ground.

Policy VI.6: Sustain the dynamic and unique cultural heritage of San Francisco's neighborhoods through the conservation of their historic architecture and cultural uses.

> Comments:
> a. Cultural districts must be incorporated and supported, including the implementation of the Cultural Heritage, Housing, and Economic Sustainability Strategies (CHHESS).
> b. The city must evaluate policies, plans, developments, and projects against the goals of historic cultural communities, and cultural districts, to ensure that no harm is being inflicted on existing communities.
> c. Intangible cultural heritage and history must also be incorporated as part of the Planning review process.

RETURN TO THE TOP

February 24, 2022

Kimia Haddadan, Senior Planner
San Francisco Planning Department
49 S Van Ness Ave, Suite 1400
San Francisco, CA 94103

Re: Prioritizing Educational Equity and School Integration in San Francisco's Housing Element 2022 Update

Dear Ms. Haddadan,

On behalf of the undersigned housing and education advocates, we are writing to provide recommendations for the San Francisco Planning Department (SF Planning) to prioritize educational equity and school integration in the City's Housing Element 2022 Update. We enthusiastically support SF Planning's focus on racial and economic equity and integration in the Housing Element Update. However, we are concerned by the removal of various references to the intersection of housing and schools from Draft 2 that were present in Draft 1.[1] We urge the City to re-incorporate and expand attention to the schools-housing nexus in the final 2022 Housing Element. In doing so, the Housing Element will better plan for San Francisco's families and, in turn, be a leader among California cities. This letter describes how connecting housing policy with education goals can advance housing equity in San Francisco and offers three sets of strategies to bring this goal to fruition.

The persistent link between where students live and where they go to school means that housing and educational inequities cannot be solved in siloes. As a result of policies and practices that have limited access to high-opportunity neighborhoods, students of color and low-income students in San Francisco are more likely to live in low-income neighborhoods in the eastern part of the city where low-performing schools are concentrated.[2] Despite the San Francisco Unified School District (SFUSD)'s decades-long attempt to break the link between neighborhood and school quality through its choice-based school assignment policy, many students in low-income neighborhoods continue to attend schools close to where they live due to convenience, lack of transportation, and lack of time and information to navigate the complicated school application process.[3] As a result, San Francisco's neighborhoods and schools

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[1] For example, Draft 1 of the 2022 Housing Element Update included a goal to "Support and incentivize housing, especially permanently affordable housing with multiple bedrooms for families, near existing high-rated public schools."

[2] San Francisco Planning Department. (2020, March). *San Francisco Housing Affordability Strategies.* San Francisco Planning Department. https://default. sfplanning.org/publications_reports/Housing_Affordability_Strategies_ Report.pdf.

[3] Knight, H. (n.d.). Learning Together, Living Apart: Is desegregation dead? *San Francisco Chronicle.* https://www.sfchronicle.com/schools-desegregation/.

remain highly segregated.[4] The resulting inequities in housing and education threaten the City's future economic and cultural vitality.

Affordable housing strategies that increase access to high-performing schools can simultaneously address housing and educational equity. Housing is made more equitable because high-performing schools tend to be located in high-opportunity neighborhoods with other amenities like good jobs, safe public spaces, and clean air that facilitate positive long-term outcomes. Education is made more equitable because increasing access to high-performing schools promotes school integration, which has long-term educational and economic benefits for low-income students and students of color, and social and civic benefits for all students.[5] Furthermore, the benefits of school and housing integration extend across generations – children who attend integrated schools are more likely to live in integrated neighborhoods and send their children to integrated schools as adults.[6]

The current moment offers a unique opportunity for San Francisco to meet its goals of housing affordability and equity while promoting school integration. At the same time that San Francisco is updating its Housing Element, SFUSD is implementing a new zone-based school assignment policy for elementary schools starting in the 2023-2024 school year.[7] Both plans center racial and economic equity and integration as key goals. Additionally, the federal Affirmatively Furthering Fair Housing (AFFH) rule and the State of California's AFFH law have introduced stronger requirements and accountability for cities to address segregation through their housing policy.

The following strategies are recommended for incorporation into the 2022 Housing Element Update:

1. **Increase affordable housing, especially multi-family housing that can accommodate families with school-aged children, near high-performing schools.** To aid this strategy, the City should:

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[4] Menendian, Stephen, and Samir Gambhir. (2018). *Racial Segregation in the San Francisco Bay Area, Part 1.* Othering & Belonging Institute. https://belonging. berkeley.edu/racial-segregation-san-francisco-bay-area-part-1.

[5] Johnson, Rucker C. 2019. *Children of the Dream: Why School Integration Works.* New York: Basic Books; Turner, Margery Austin, Matthew M. Chingos, and Natalie Spievack. (2021). *White People's Choices Perpetuate School and Neighborhood Segregation: What Would It Take to Change Them?* Washington, DC: Urban Institute.

[6] Braddock, Jomills H., II, and Amaryllis Del Carmen Gonzalez. (2010). "Social Isolation and Social Cohesion: The Effects of K-12 Neighborhood and School Segregation on Intergroup Orientations." Teachers College Record 112 (6): 1631–53; Goldsmith, Pat Rubio. 2010. "Learning Apart, Living Apart: How the Racial and Ethnic Segregation of Schools and Colleges Perpetuates Residential Segregation." Teachers College Record 112 (6): 1602–30.

[7] San Francisco Unified School District. (2020, December). *San Francisco Unified School District and County Office of Education, Board Policy 5101.2, Elementary School Student Assignment.* San Francisco Unified School District. https://go.boarddocs. com/ca/sfusd/Board.nsf/files/BVYUGB7BF68F/$file/BP%205101.2%2C%20 Elementary% 20School%20Student%20Assignment.pdf.

a. Acquire existing multi-family rental properties near high-performing schools and support developers to remove them from the market and restrict them as permanently affordable housing.

b. Acquire land near high-performing schools and facilitate development of affordable housing on those sites.

c. Target areas near high-performing schools for upzoning to enable denser housing construction (and thus more units).

d. Increase inclusionary zoning requirements in areas near high-performing schools to generate additional affordable units.

2. **Strengthen housing policies and supports that help low-income families live near high-performing schools.** The City should consider the following to achieve this goal:

a. Pair new housing units built in areas near high-performing schools with project-based vouchers (PBVs) to ensure affordability.

b. Provide voucher holders with information about units near high-performing schools through mobility counseling.

c. Increase voucher exception payment standards for areas near high-performing schools to the highest level possible to ensure that the level of assistance is sufficient to afford rent in expensive areas.

d. Remove barriers to moving to neighborhoods with high-performing schools by providing families with grants for security deposits and moving expenses.

e. Offer one-time cash payments to landlords who rent properties near high-performing schools to voucher holders.

f. Incorporate waitlist preference for families with young children to maximize the effects of moving to high-opportunity neighborhoods and enrolling in high-performing schools.

g. Increase the level of first-generation homeowner downpayment assistance offered to families buying homes near high-performing schools in order to increase the feasibility of moving into more expensive neighborhoods.

3. **Increase coordination between MOHCD and SF Planning and SFUSD and SFMTA to pursue strategies that increase access to high-performing schools for students living in assisted housing.** Strategies to achieve this goal include:

a. Collaborate with SFUSD to identify priority for students who live in assisted housing or historically underserved areas in the new zone-based school assignment policy.

b. Collaborate with SFUSD and SFMTA to ensure the provision of efficient transportation options for students living in affordable housing who want to attend high-performing schools outside their neighborhood.

While these strategies have the potential to substantially improve both housing and educational equity, they should not take the place of investment in housing and schools in low-income communities and communities of color. These investments have opportunity-enhancing effects on the surrounding area and are critical for meeting the needs of people who cannot or do not want to move.[8] Simultaneous pursuit of the coordinated housing and school integration strategies outlined in this letter and investment in historically disinvested neighborhoods is the most promising path to equity.

Again, we applaud the prioritization of equity and integration demonstrated in the current draft of San Francisco's 2022 Housing Element Update. We welcome the opportunity to further discuss how our recommendations can advance those goals with you and your colleagues. Thank you for your consideration.

Sincerely,

Natalie Spievack
Master of City Planning Candidate
University of California, Berkeley

Jeffrey M. Vincent
Deputy Director and Co-Founder
UC Berkeley Center for Cities and Schools

Deborah L. McKoy
Executive Director and Founder
UC Berkeley Center for Cities and Schools

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[8] Diamond, R., & McQuade, T. (2019). Who Wants Affordable Housing in Their Backyard? An Equilibrium Analysis of Low-Income Property Development. *Journal of Political Economy,* 127(3), 1063-1117.

Fw: Support more homes for all in SF's upcoming housing plan

Haddadan, Kimia (CPC) <kimia.haddadan@sfgov.org>

Wed 2/16/2022 9:13 AM

To: Caltagirone, Shelley (CPC) <shelley.caltagirone@sfgov.org>

Kimia Haddadan, Senior Housing Policy Planner
Community Equity Division

San Francisco Planning
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San Francisco Property Information Map

Expanded in-person services at the Permit Center at 49 South Van Ness Avenue are available. Most other San Francisco Planning functions are being conducted remotely. Our staff are available by e-mail, and the Planning and Historic Preservation Commissions are convening remotely. The public is encouraged to participate. Find more information on our services here.

From: CPC-Commissions Secretary <commissions.secretary@sfgov.org>
Sent: Wednesday, February 16, 2022 8:35 AM
Cc: Haddadan, Kimia (CPC) <kimia.haddadan@sfgov.org>; Feliciano, Josephine (CPC) <josephine.feliciano@sfgov.org>
Subject: FW: Support more homes for all in SF's upcoming housing plan

Commission Affairs
San Francisco Planning
49 South Van Ness Avenue, Suite 1400, San Francisco, CA 94103
Direct: 628.652.7600 | www.sfplanning.org
San Francisco Property Information Map

From: Laurie Fraker <info@email.actionnetwork.org>
Sent: Tuesday, February 15, 2022 6:55 PM
To: CPC-Commissions Secretary <commissions.secretary@sfgov.org>
Subject: Support more homes for all in SF's upcoming housing plan

This message is from outside the City email system. Do not open links or attachments from untrusted sources.

Planning Commission Staff Commission Affairs,
I am sending this email in reference to case number 2019-016230CWP. The California
Department of Housing and Community Development (HCD) has tasked San Francisco with
writing a Housing Element for the 6th update cycle, illustrating how we will build 82,069 new
homes between 2023 and 2031. We will have to more than double San Francisco's yearly
housing production to meet this target. How do we do that? The answer lies in the Housing

Element: the set of goals, objectives, and programs that we write, and which HCD certifies next year.

San Francisco's next Housing Element can and should commit to three simple goals:

1. Streamline housing approvals to reduce building costs and make new homes for residents available sooner.

2. Prioritize new housing for high-opportunity neighborhoods on the west side, where low-income and BIPOC communities have historically been excluded.

3. Pursue a social housing program that builds high-quality housing for people of all income levels.

Housing Element law requires San Francisco to define quantified objectives, establish programs with timelines, and identity constraints to building housing. We have a lot of work to do—San Francisco has some of the worst constraints on building housing in the state. According to a September 2021 report published by UC Berkeley, San Francisco had the highest median approval time for housing projects in the entire state between 2014-2017. Half of all housing projects took more than 26 months to receive approval. To address our housing shortage, we must expedite the process of approving housing, especially subsidized affordable housing. Unfortunately, our current housing approval process allows practically anyone to veto or delay housing projects. San Francisco must establish ministerial approval for housing projects and eliminate discretionary reviews that delay projects for months. San Francisco must also commit to adhering to state housing law, including the Housing Accountability Act, the Housing Crisis Act of 2019, and the Permit Streamlining Act.

State law also requires San Francisco to submit sites to HCD that are capable of supporting the construction of 82,069 new homes. However, an August 2021 research paper published by UCLA Lewis Center shows that for the last seven years San Francisco has built housing on just 7.3% of all the sites we told HCD we would build new homes in our last Housing Element. The site inventory we compile this year must include the probability of development for each parcel, to ensure that we meet the letter of the law and to provide elected officials with enough information to rezone sites as needed.

Further, Assembly Bill 686 (Santiago, 2018) requires that San Francisco analyze impediments to fair housing in its next Housing Element. We have plenty of those, too. The 2020 Housing Inventory shows that for the period 2010–2020, 89% of all new housing was built in planning districts with the highest BIPOC populations in the city, on the east side. These areas have the worst pollution and overcrowding in SF. We must put a stop to this. In the next housing element, San Francisco must commit to building 50% of new housing in 2031 in high-opportunity neighborhoods which have historically excluded low-income and BIPOC communities. Many of these neighborhoods enjoy access to high quality transit, ample green space, and excellent air quality. Prioritizing these areas for housing supports the city's climate action plan and commitment to environmental justice. Building more housing on the west side will also comply with the state's mandate to affirmatively further fair housing under AB 686.

San Francisco can and should also follow the lead of elected officials like California Assemblymember Alex Lee, who is working on a social housing bill (AB 387). The City has the resources to plan and execute on a program to build municipally-owned housing, and to make that housing affordable to people of all income levels in every neighborhood. Prop K, passed in November 2020, explicitly authorized this goal and City leaders should follow through.

Now is the time for San Francisco Planning to embrace building housing projects faster, in greater numbers, and in all neighborhoods. We can—and must—meet our state-mandated obligations and alleviate our decades-long housing shortage and the crises of displacement and affordability.

Laurie Fraker

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