



# MEMO TO THE HISTORIC PRESERVATION COMMISSION

**HEARING DATE: OCTOBER 20, 2021**

October 13, 2021

**Case Number:** 2019-016230ENV  
**Project:** Housing Element 2022 Update Environmental Impact Report  
**Staff Contact:** Allison Vanderslice – 628.652.7505  
[allison.vanderslice@sfgov.org](mailto:allison.vanderslice@sfgov.org)

**Recommendation:** None – Review and Comment

## Purpose

The purpose of this hearing is for project staff to share an initial overview of the San Francisco Housing Element 2022 Update Environmental Impact Report (EIR) with regard to the analysis of historic resources, the potential historic resource mitigation measures under development, and the development of a preservation alternative. Following current practice, in order to implement Historic Preservation Commission resolution 0746, this hearing provides the HPC an opportunity to comment on the adequacy of the preservation alternative developed for the draft EIR.

## Background

The [Housing Element 2022 Update](#) (housing element update) is San Francisco's first housing plan that centers 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 and for those who want to call this city home.

The housing element update is required by state law to promote the development of sufficient housing units to meet the targets (Regional Housing Needs Allocation) assigned to San Francisco every eight years for very low, low, moderate, and above moderate household income levels. The goals, policies, and actions also need to accommodate the long-term projected growth in alignment with the Plan Bay Area. Accordingly, 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 last housing element update was adopted in 2014. Since then, the San Francisco Planning Department (department) pursued multiple initiatives that evaluated and analyzed housing needs and strategies in collaboration with our community partners. Phase I of this housing element update started in June 2020 and was focused on an extensive outreach and engagement process to discuss the shared values and key ideas heard during those recent multiple initiatives. Phase II began in April 2021 with the publication of the draft goals, policies and actions (Attachment A: First draft of the Housing Element goals, policies and actions), an informational hearing at the Planning Commission, and the kick-off of a second engagement process to vet the draft ideas through focus groups, a housing policy group and other community conversations.

### **San Francisco Housing Element 2022 Update Environmental Impact Report**

The housing element update EIR will identify the reasonably foreseeable indirect environmental impacts that could occur as a result of future actions that would implement the housing element update and development projects that would be consistent with it. The housing element update establishes goals, policies, and actions to address the existing and projected housing needs of San Francisco. As noted above, the goals, policies, and actions are required to plan for the regional housing targets allocated to San Francisco by regional agencies for the 2023–2031 cycle and to meet future housing demand in San Francisco. The housing element update will include overarching goals for the future of housing in San Francisco that respond both to state law requirements as well as local community values. The underlying policies and actions will guide development patterns and the allocation of resources to San Francisco neighborhoods.

#### ***EIR Scope and Approach***

The adoption of the housing element update would not, in and of itself, authorize any changes to zoning or other land use regulations or approve any development projects. The housing element update does not include any specific planning code amendments, zoning changes, development projects, or other implementing measures. As such, the housing element update would not result in any direct physical changes to the environment. Instead, the housing element update would result in reasonably foreseeable indirect changes. Specifically, the department assumes that adoption of the housing element update would lead to future actions, including planning code amendments and approval of development projects that would implement the goals, policies, and actions of the housing element update. Therefore, the EIR will identify and evaluate the reasonably foreseeable physical environmental impacts of future actions that would implement the goals, policies, and actions of the proposed housing element update.

The EIR will evaluate these reasonably foreseeable impacts of the housing element update at a programmatic level, in accordance with California Environmental Quality Act (CEQA) Guidelines section 15168. Programmatic analysis is appropriate for a project that will involve a series of actions that are (1) related geographically, (2) logical parts in a chain of contemplated actions, (3) connected as part of a continuing program, and (4) carried out under the same authorizing statute or regulatory authority and have similar environmental impacts that can be mitigated in similar ways.

CEQA Guidelines section 15168 encourages the use of program EIRs to streamline the review of later activities. As stated in section 15183, CEQA mandates streamlined review of projects that are consistent

with the development density established by general plan policies for which an EIR was certified. Accordingly, the department intends to use the housing element update EIR to streamline the CEQA environmental review process for future activities that are consistent with and that would implement the policies of the updated housing element following its adoption. Such activities could include legislation to enact changes in zoning and other land use regulations as well as approval actions for individual development projects. Pursuant to section 15183, the department will require additional CEQA review for future actions implementing the housing element update if it determines that they would result in project-specific significant impacts which are peculiar to the project or site.

To the extent that significant adverse effects on the physical environment are analyzed in the housing element update EIR, and to the extent that future actions implementing the housing element update result in significant adverse effects that were identified in the housing element update EIR, and are not peculiar to those future actions, then those future actions may not require EIRs in the future. Thus, such future actions may not require development of alternatives.

### ***Environmental Baseline***

The fundamental purpose of CEQA is to disclose to decision makers and the public how a proposed project or action would affect the physical environment and identify mitigation measures to lessen those effects. To conduct an analysis of a project's environmental effects, it is necessary to establish an environmental baseline against which the project's effects may be compared. For most projects, the baseline for CEQA environmental review is the existing environment in the project area, or the "existing conditions" at the time environmental review starts. However, CEQA Guidelines section 15125 also provides that a lead agency may use projected future conditions as the environmental baseline for projects where the use of existing conditions would be either misleading or without informative value to decision makers and the public.

The housing element update EIR assumes that if the proposed housing element update is not adopted, housing development would continue to occur in San Francisco under the policies and implementing measures of the existing 2014 housing element. Because the proposed action would be implemented gradually over many years and would be additive to the existing policies implemented under the 2014 housing element, this EIR uses a future baseline, different from existing conditions, because an analysis based on existing conditions would be without informative value, and potentially misleading, to decision makers and the public.

### ***2050 Environmental Baseline***

The analysis in the EIR uses projected future conditions (2050) as the baseline against which environmental impacts are assessed. The analysis of environmental impacts in the EIR will be based on a comparison of growth under the 2014 housing element in 2050 to growth under the proposed housing element 2022 update in 2050. The department projects that housing growth under the existing (2014) housing element would result in an increase of 102,000 new housing units by 2050, resulting in approximately 508,800 units. Therefore, 508,800 units is the 2050 environmental baseline for the EIR.

### **Summary of Proposed Action**

The housing element update would modify the policies of the general plan's housing element (2014). In coordination with regional and local projections, the housing element update policies and actions would plan to add approximately 150,000 units by 2050. This is estimated to be higher than the amount the

existing 2014 housing element policies is anticipated to accommodate within the same timeframe. The proposed draft policies seek to change the geographic distribution of where housing growth would otherwise occur in the city under existing policies, in alignment with State requirements to affirmatively further fair housing. In general, the proposed housing element update would shift an increased share of the city's future housing growth to transit corridors and low-density residential districts within high opportunity areas as defined by the State's high opportunity maps (See Attachment B - High Opportunities Map).

Key draft policies that would enable San Francisco to meet these goals include:

- Increase development capacity (increasing height and removing density controls) for sites along transit corridors to allow mid-rise multi-family buildings.
- Enable small, multi-family homes in [high opportunity neighborhoods](#) by either removing density controls or increasing the allowable number of units.
- Consider zoning changes in [Priority Geographies](#) only as they meet the needs of American Indian, Black, and other communities of color, and as outcomes of community-led efforts.

In high and highest resourced areas, the proposed action recommends promoting small and midrise multi-family development through height increase along certain transit corridors and through increased density limits in low density areas. The proposed action would promote more housing in the form of small and mid-rise multi-family buildings throughout high opportunity neighborhoods. As noted above, the housing element update does not include any specific planning code amendments, zoning changes, development projects, or other implementing measures.

### Identification of Significant Impacts to Built-Environment Historic Resources

The Housing Element 2022 Update proposes to add 150,000 housing units by 2050, or approximately 5,000 new housing units per year. As explained above, the Housing Element EIR will evaluate the anticipated impacts of future housing development under the proposed policies of the housing element update and compares those with existing 2014 housing policies through 2050.

CEQA Guidelines section 15064.5 defines historical resources as any object, building, structure, site, area, place, record, or manuscript that a lead agency determines to be historically significant or significant in the architectural, engineering, scientific, economic, agricultural, educational, social, political, military, or cultural annals of California may be considered to be a historical resource. Generally, a resource shall be considered by the lead agency to be "historically significant" if the resource meets the criteria for listing on the California Register of Historical Resources. The term built-environment historic resources is used to indicate built resources such as buildings, structures, and objects.

The housing element update includes the draft Policy IV.6 - Sustain the dynamic and unique cultural heritage of San Francisco's neighborhoods through the conservation of their historic architecture and cultural uses. This policy includes the following draft actions that encourage the conservation of historic resources:

- Designate historically and culturally significant buildings, landscapes, and districts for preservation using Planning Code Article 10 and 11 to ensure appropriate treatment of historic

properties that are important to the community and unlock historic preservation incentives for more potential housing development sites.

- Promote building rehabilitation and adaptive re-use through the regulatory review process.
- Apply historic design guidelines for new housing construction where applicable to respect the contextual design of community's existing historic resources.
- 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, education, and community capacity building efforts and through the regulatory review process.
- Utilize the regulatory review process to encourage the inclusion of public art, historical interpretation and educational opportunities in housing development projects in a manner that reflects neighborhood history and culture.

Policy IV.6 and the above draft actions will be evaluated in balance with the policies and actions that encourage the development of new housing units (see Attachment A). The historic resource analysis in the EIR will present a full review of policies that may result in future actions that will adversely impact historic resources.

The analysis for built-environment historic resources will take into consideration all currently known built-environment historic resources as identified for the purpose of CEQA review (see Attachment C – 2021 Built-Environment Historic Resources Map). After characterizing the identified built-environment historic resources that are known as of 2021, the EIR will present a 2050 built-environment historic resource forecast that will anticipate how San Francisco's built-environment historic resources setting will evolve over the lifespan of housing element update policies (i.e., until 2050) (see Attachment D – Draft 2050 Built-Environment Historic Resources Forecast Map). This forecast will be presented in terms of the percentage of parcels likely to contain historic resources by 2050, by neighborhood. The 2050 built-environment historic resource forecast is based on currently (2021) known resources, the percentage of evaluated and unevaluated parcels in a neighborhood, cultural districts, and cultural enclaves identified in historic context statements.

The EIR will then present the general types of housing development projects that may occur as a result of the housing element update policies. Due to the programmatic nature of the proposed action, the EIR will not fully describe every project that is reasonably anticipated to occur as a result of housing element update policies, nor will it anticipate precisely where a particular project might occur. Instead, the EIR will broadly describe the following representative project types that are reasonably anticipated to result from housing element update policies and actions:

- Rehabilitation projects that meet the Secretary's Standards;
- Rehabilitation or new development projects (including accessory dwelling units) that are compatible with surrounding historic districts and nearby built-environment historic resources;
- Projects involving demolition or alteration that materially impairs individually significant built-environment historic resources;
- Alteration, demolition, or new development projects that materially impair surrounding historic districts;

- Alteration, demolition, or new development projects that alter significant aspects of the setting of nearby built-environment historic resources and/or districts; and
- New development projects that generate construction vibration or projects that propose other construction activities that may damage nearby built-environment historic resources.

For each of these project types, the EIR will describe whether reasonably anticipated future housing development would result in a significant and unavoidable impact to a built-environment historic resource, whether impacts would be less than significant, or whether potential impacts would be reduced to less than significant through mitigation measures. This characterization will inform the subsequent discussion of which mitigation measures may be appropriate for a representative project type proposed in the future. Because demolition or substantial alterations that would result in material impairment are likely to occur in neighborhoods where the housing element update would promote new development, the EIR analysis likely will determine that the proposed action may result in a significant adverse effect to built-environment historic resources. While some of these effects may be reduced to less than significant with implementation of the mitigation measures listed below, some of these effects will likely remain significant and unavoidable with mitigation.

### **Potential Mitigation Measures**

Mitigation measures are currently under development as part of the built-environment historic resource analysis for the housing element update EIR. CEQA Guidelines section 15126.4 directs preparers of an EIR to identify feasible measures that could minimize significant adverse impacts. Mitigation measures are developed to avoid, minimize, rectify, reduce, or eliminate an impact or compensate for an impact resulting from project implementation. CEQA Guidelines section 15041 grants authority to the lead agency to require feasible changes in any or all activities involved in a project to lessen substantially or avoid significant effects on the environment.

Based on the likely EIR determination that the housing element update would have significant impacts on built-environment historic resources, the EIR will present a series of mitigation measures to reduce or avoid significant impacts on built-environment historic resources to the extent feasible. The preliminary list of measures below will continue to be refined and possibly expanded during development of the EIR impact analysis. They may be tailored to specific geographic (i.e., neighborhood-scaled) or thematic (resource-type) focus areas, as appropriate. For example, mitigation measures will be presented to address potential impacts to built-environment historic resources with cultural or social significance (such as buildings or structures significant for association with trends, events or people); these mitigation measures may differ from those applicable to resources with architectural significance.

The following potential list of mitigation measures is currently under consideration to determine their ability to reduce impacts to built-environment historic resources and assess their feasibility:

- Minimization
- Complete Citywide Survey
- Documentation
- Oral History
- Best Construction Practices Relocation Plan
- Salvage Plan
- Interpretation

- Historic Context Preparation
- Community Memorial Event
- Walking Tour
- Educational Program

### **Preservation Alternative**

An EIR requires a reasonable range of alternatives that meet most project objectives and reduce significant impacts. HPC resolution No. 076 provides direction on the development and evaluation of preservation alternatives if an EIR identifies a significant impact to historic resources. The HPC has requested that preservation alternatives be brought to them for review and comment as part of the preservation alternative development process.

One preservation alternative is under development for the housing element update EIR. The EIR will not have full and partial preservation alternatives given the policy nature of the project, which does not lend itself to such distinct alternatives (as compared to, for example, a project that consisted of the construction of a building or set of buildings).

The aim of the preservation alternative is to reduce significant impacts to built-environment historic resources while still meeting most of the housing element update goals. The preservation alternative will identify and revise some housing element update draft policies that focus specifically on directing physical development that could impact built-environment historic resources. The housing element update draft policies revised under the preservation alternative would aim to preserve built-environment historic resources by protecting parcels with individually significant built-environment historic resources from demolition, promoting the use of the Secretary of the Interior's Standards for Rehabilitation in the development of parcels with built-environment historic resources, and requiring development in historic districts to be compatible with historic districts. In order to meet housing element update goals, the preservation alternative focuses on neighborhoods in high opportunity areas. The housing element update EIR likely will determine that the preservation alternative would still have significant and unavoidable impacts to built-environment historic resources, and thus that the built-environment historic resource mitigation measures proposed in the EIR for the project would also be applicable to the preservation alternative.

### ***Preservation Alternative Policies***

The preservation alternative is anticipated to include revisions to draft housing element update policies that aim to reduce future action impacts to built-environment historic resources. The text below is based on the draft Phase I goals, policies, and actions released to the public on April 8, 2021 and presented to the planning commission on April 22, 2021. These policies will be refined based on the Phase II and III outreach. Phase II outreach was completed in September 2021 and Phase III outreach will occur between January and March of 2022. Proposed policy changes are presented below, with revisions to policy language shown in ***bold italics***:

### **Goal III. Foster racially and socially inclusive neighborhoods through distinct community strategies.**

#### **III.6 - Draft Phase I Policy**

Increase housing choice along Rapid bus and rail corridors and near major transit stops in High Opportunity Neighborhoods through zoning changes and streamlining approvals.



III.6 - Draft Revised Policy for Preservation Alternative

Increase housing choice along Rapid bus and rail corridors and near major transit stops in High Opportunity Neighborhoods through zoning changes and streamlining approvals *while preserving built-environment historic resources.*

III.7 - Draft Phase I Policy

Increase housing choice by allowing and facilitating small multi-family buildings in low density areas within High Opportunity Neighborhoods

III.7 - Revised Policy for Preservation Alternative

Increase housing choice by allowing and facilitating small multi-family buildings in low density areas within High Opportunity Neighborhoods *that are architecturally compatible with surrounding historic districts and that avoid demolition of individually significant built-environment historic resources.*

**Goal IV. Increase housing production to improve affordability for the city's current and future residents.**

IV.3 - Draft Phase I Policy

Reduce development constraints such as high construction cost and lengthy City permitting timeline to increase housing choices and improve affordability.

IV.3 - Revised Policy for Preservation Alternative

Reduce development constraints such as high construction cost and lengthy City permitting timeline to increase housing choices, improve affordability, *and preserve built-environment historic resources.*

IV.5 - Draft Phase I Policy

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.

IV.5 - Revised Policy for Preservation Alternative

Maximize the use of publicly-owned sites for permanently affordable housing in balance with *preserving publicly-owned built-environment historic resources and* community infrastructure and facilities needed that can be accommodated on those sites.

IV.10 - Draft Phase I Policy

Encourage provision of the maximum number of units when existing housing stock is proposed for major expansions or demolition.

IV.10 - Revised Policy for Preservation Alternative

Encourage provision of the maximum number of units when existing housing stock is proposed for major expansions or demolition *while preserving built-environment historic resources.*

**Goal V. Increase housing choices for the city's diverse cultural lifestyles, abilities, family structures, and income.**

V.4 - Draft Phase I Policy

Facilitate small multi-family buildings as a prominent housing type that private development can deliver to serve middle-income households.



V.4 - Revised Policy for Preservation Alternative

Facilitate small multi-family buildings as a prominent housing type that private development can deliver to serve middle-income households *while preserving built-environment historic resources and ensuring architectural compatibility with historic districts.*

**Goal VI. Promote neighborhoods that are well-connected, healthy, and rich with community culture.**

VI.5 - Draft Phase I Policy

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.

VI.5 - Revised Policy for Preservation Alternative

Apply urban design principles *and historic design guidelines* to ensure that new housing enables neighborhood culture, safety, and experience, connects naturally to other neighborhoods, and encourages social engagement and vitality.

Policy VI.6 – Draft Phase I Policy

Sustain the dynamic and unique cultural heritage of San Francisco’s neighborhoods through the conservation of their historic architecture and cultural uses.

Policy VI.6 – Revised Policy for Preservation Alternative

Sustain the dynamic and unique cultural heritage of San Francisco’s neighborhoods through the conservation, *preservation, and protection* of their historic architecture and cultural uses.

***Preservation Alternatives Analysis***

The goal of this preservation alternatives analysis is to explain modifications to the proposed action if the above preservation alternative policies are implemented. As noted above, the housing element update draft policies revised under the preservation alternative would aim to preserve built-environment historic resources by protecting parcels with individually significant built-environment historic resources from demolition, promoting the use of the Secretary of the Interior's Standards for Rehabilitation in the development of parcels with built-environment historic resources, and requiring development in historic districts to be compatible with historic districts.

The preservation alternative analysis will identify potential project types that are reasonably anticipated to result from the preservation alternative policies, which will likely include the following or similar potential project types:

- New construction in historic districts that would prioritize development of small and midrise multi-family development on non-contributing parcels and that would be compatible in scale, materials, and massing with the historic districts.
- ADU projects that meet the Standards, which would be the primary means of adding density to contributing properties within historic districts.
- New housing development projects on larger parcels that contain built-environment historic resources that would prioritize new development on vacant or non-character-defining areas of the parcel in order to reduce impacts to the built-environment historic resource.

- High-rise towers and other large housing development projects that would be developed primarily on parcels that neither contain built-environment historic resources nor are located in historic districts where they would be out of scale.

Additionally, mitigation measures would also be implemented to lessen significant impacts to built-environment historic resources.

The preservation analysis will determine the future housing potential of each neighborhood. The future housing potential will be based on characterization of known and potential built-environment resources. This determination will be based on the following factors: current distribution of known built-environment historic resources, both individually significant built-environment historic resources and historic districts; potential built-environment historic resources identified in adopted historic context statements; cultural enclaves identified in historic context statements; cultural districts; and the 2050 neighborhood forecast percentages. This analysis will consider the current development patterns in each neighborhood in order to inform the range of potential future housing development project types expected under preservation alternative policies and the foreseeable development under the 2050 baseline.

Based on this review, the preservation alternative analysis will identify neighborhoods within the high opportunity areas that are less likely to have potential for future housing development without resulting in significant impacts to historic resources. These are anticipated to be the following: Hayes Valley, Japantown, Marina, Pacific Heights, Presidio Heights, Seacliff, West of Twin Peaks, and Western Addition. Conversely, the preservation alternative analysis will also identify neighborhoods within the high opportunity areas that are more likely to have potential for future housing development while still reducing impacts to historic resources. These are anticipated to be the following: Glen Park, Inner Richmond, Inner Sunset, Lone Mountain – USF, Nob Hill, Oceanview – Merced – Ingleside, Outer Richmond, Russian Hill, Sunset/Parkside, and Twin Peaks. This analysis will factor in that future housing development will conform to the range of project types identified from the preservation alternative policies listed above.

The attached map shows the high opportunity neighborhoods likely to be identified in the preservation alternative analysis, along with the initial determination of whether more or less future housing development can be moved to those neighborhoods, while still likely reducing significant impacts to built-environment historic resources (See Attachment E – Draft Preservation Alternative Neighborhood Map).

### **Housing Element 2022 Update EIR Schedule**

Completed actions:

- Release of the Notice of Preparation (NOP) - June 16, 2021
- NOP Scoping Meeting - June 29, 2021

Future actions:

- Publication of the DEIR – Spring 2022
- HPC and PC DEIR hearings – Likely May 2022
- EIR Certification – Winter 2022/2023

### **Required Commission Action**

The Department seeks comments on the adequacy of the Draft Preservation Alternative.

### **Attachments:**

- A. First draft of the Housing Element goals, policies and actions
- B. High Opportunities Map and Definition
- C. 2021 Built-Environment Historic Resources Map
- D. Draft 2050 Built-Environment Historic Resources Forecast Map
- E. Draft Preservation Alternative Neighborhood Map

## Attachment A: First draft of the Housing Element goals, policies and actions

# Draft Housing Element 2022 Update

## Draft Goals, Policies, and Actions

### PLEASE READ FIRST

How to read the document/what are goals, policies, actions

I. **Housing Element Goals: Key statements that describe the outcomes we want to see in San Francisco when addressing housing needs.**

I.1 Policy: A policy is a statement of intent including principles or protocols that guide actions to achieve a desired outcome

- Actions: a measurable and tangible activity that an agent can take towards making the policy into reality. Each policy may have one or more actions, and one action can be linked to multiple policies across different goals. For this reason, an action will sometimes be repeated under more than one Goal/Policy.

### Glossary

**American Indian, Black, and other People of Color:** The terminology and other terms such as People of Color (often used as just “POC”), Black, Indigenous and People of Color (often used as “BIPOC”), or terms like Latinx or Asian-American serve to unify and affirm the parallel experiences of various individuals and diverse peoples into a collective group as a way to build power, unity and support for causes that benefit the whole group. Specifically naming American Indian and Black acknowledges that they have and continue to face the worst impacts of white supremacist culture.

- Note that Black Indigenous and People of Color (BIPOC) is a term currently growing in use. However, the local American Indian community has chosen the term American Indian, not the more general “indigenous” or “Native American” and to be acknowledged as First Nations people. The Planning Department respects this self-determination. The Department also acknowledges that specificity matters. For the purpose of this draft, we have always used “American Indian, Black, and other People of Color”. Working towards the final update, we can identify where additional disaggregation is needed if the nature of policies and actions warrant further specificity (e.g., if certain populations face great disparities)

**Priority Geographies:** Priority Geographies are neighborhoods with a higher density of vulnerable populations as defined by the San Francisco Department of Health, including but not limited to people of color, seniors, youth, people with disabilities, linguistically isolated households, and people living in poverty or unemployed.<sup>1</sup> (See Appendix A)

**Environmental Justice Communities:** Communities identified by the SF Planning’s Environmental Justice Framework with the purpose of implementing environmental justice policies in the General Plan.

**Vulnerable Groups:** Through the Housing Element process, we will create a clear definition of Vulnerable Groups. The Community Stabilization Initiative categories are: Senior (65+ years of age), Disabled, Families with children, American Indian, Black/African-American, Latinx/Hispanic, Asian, and Pacific Islander. However Vulnerable Groups can also include special groups such as: people with disabilities, mentally ill, victims of domestic violence, formerly incarcerated, unhoused: pregnant women, single mothers, etc.

**High Opportunity Neighborhoods:** Areas defined as “High Resource” or “Highest Resource” by the California Fair Housing Task Force in their Opportunity Map for San Francisco (See Appendix B). The opportunity maps were created by the State Department of Housing and Community Development to

---

<sup>1</sup> “Areas of Vulnerability, 2016”, Map, San Francisco Department of Public Health, Updated September 5, 2019, <https://data.sfgov.org/Geographic-Locations-and-Boundaries/Areas-of-Vulnerability-2016/kc4r-y88d>.

## Draft Housing Element 2022 Update

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. The underlying indicators include:

- Poverty
- Adult Education
- Employment
- Job Proximity
- Median home value
- Environmental pollution
- Math and reading proficiency
- High school graduation rate
- Student poverty rate
- Poverty and racial segregation

**Neighborhoods with higher rates of evictions/displacement:** Neighborhoods as defined and identified by the Urban Displacement Project<sup>2</sup>.

**Priority Development Areas:** Or PDAs are locally-identified, infill development opportunity areas within existing communities that are primed for a pedestrian- and bicycle-friendly environment served by transit.

---

<sup>2</sup> "SF Bay Area – Gentrification and Displacement", Map, Urban Displacement Project, <https://www.urbandisplacement.org/san-francisco/sf-bay-area-gentrification-and-displacement>.

## Framework: Six Goals

### **I. Recognize the right to housing as a foundation for health, and social and economic stability.**

Access to safe, healthy, and affordable housing is a social determinant of health. According to the 2019 Community Health Needs Assessment prepared by San Francisco Department of Public Health, *“Quality housing provides a place to prepare and store food, access to water and sanitation facilities, protection from the elements, and a safe place to rest. Stable/permanent housing can also provide individuals with a sense of security.”*<sup>3</sup>

The Covid-19 public health crisis clearly illustrated how lack of access to safe and affordable housing puts people’s health at risk in terms of disease transmission, mental health leading to loss of economic stability. The pandemic further exposed the existing racial disparities as communities of color endured higher infection and death rates partially due to poor living conditions. San Francisco’s dire homelessness crisis, with approximately 8,000 unhoused individuals, was also further magnified during the recent public health crisis.

The United Nations identified the right to adequate housing as the right to “live somewhere in security, peace and dignity.”<sup>4</sup> Recognizing the right to housing means expanding investments to secure sustained health and stability for unhoused residents, especially those who are chronically homeless. The right to housing creates a foundation for social and economic stability for people who live in substandard conditions, overcrowded situations, in emotional trauma or abuse, or simply have to choose between paying for housing or other basic needs such as food. Right to housing means reversing the disparities American Indian, Black, and other People of Color, along with other Vulnerable Groups face in experiencing homelessness, substandard living conditions, or living with trauma.

In response to the current COVID-19 health crisis, the City prioritized housing and shelter for our unhoused populations embracing the connection of housing and health. A foundation of right to housing will direct the City to scale up its resources, in the long-term, to house all the unhoused, provide supportive services, prevent homelessness, protect tenants, and provide financial assistance in order to ensure health and economic stability for vulnerable populations.

This goal, Goal 1, focuses on policies and actions to:

- Produce temporary and permanent supportive housing and services.
- Protect tenants.
- Preserve existing affordable housing.
- Produce housing affordable for very low and low-income households.
- Affirmatively address the inequities in accessing permanently affordable housing or other housing programs.

#### **Key Facts:**

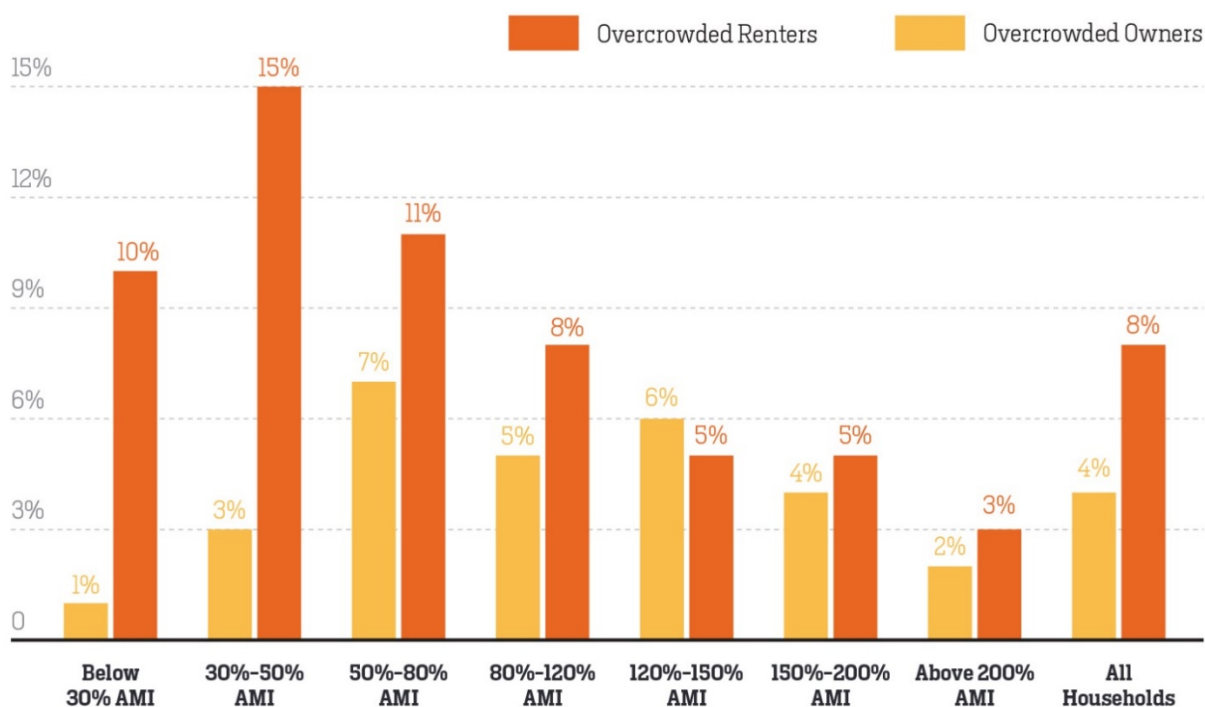
---

<sup>3</sup> “San Francisco Community Health Needs Assessment”, San Francisco Department of Public Health, 2019, [https://www.sfdph.org/dph/hc/HCAgen/2019/May%207/CHNA\\_2019\\_Report\\_041819\\_Stage%204.pdf](https://www.sfdph.org/dph/hc/HCAgen/2019/May%207/CHNA_2019_Report_041819_Stage%204.pdf).

<sup>4</sup> <https://www.ohchr.org/en/NewsEvents/Pages/DisplayNews.aspx?NewsID=20851&LangID=E>



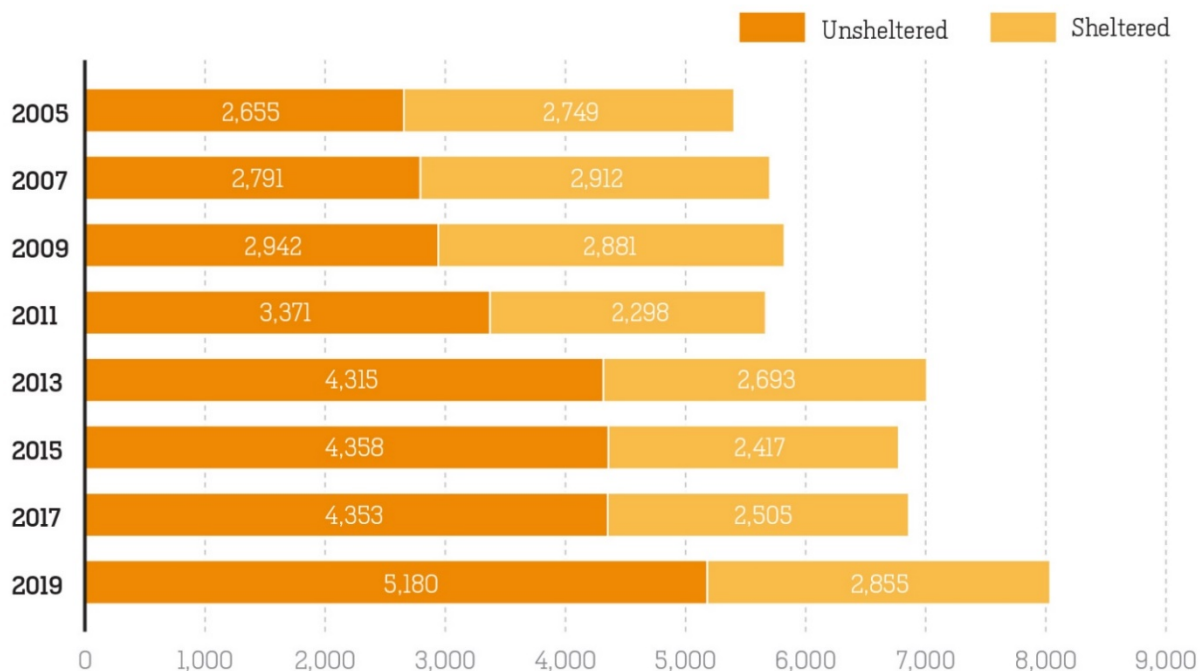
Figure 1. Crowding by Tenure and Income



Source: SF Planning Department Analysis of 2014-2018 IPUMS Data

Figure 2. Number of People Experiencing Homelessness by Shelter Status (Federal Standard)

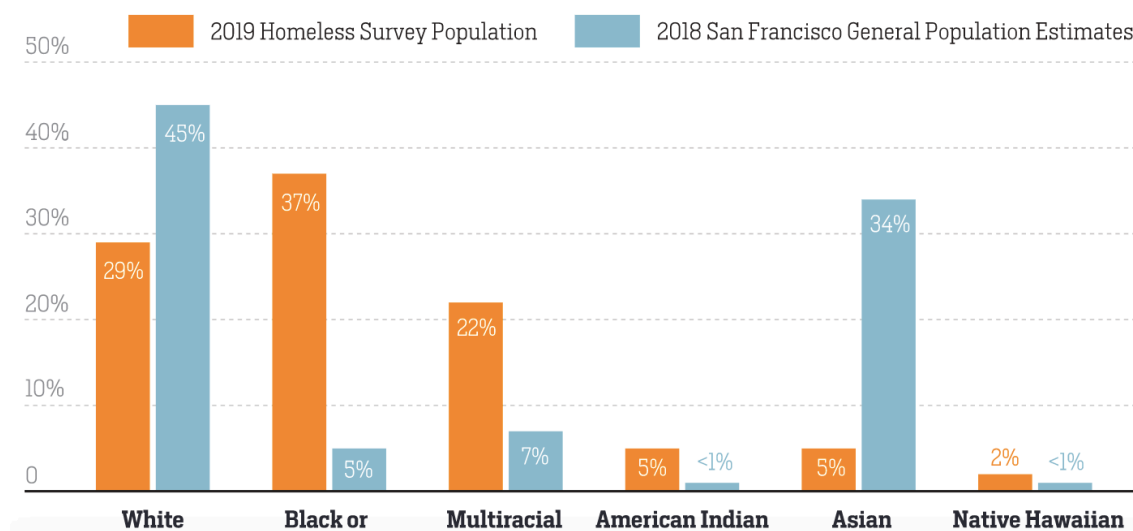
The number of San Francisco residents who are unhoused has grown by one third.



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

**Figure 3. Homeless Population by Race**

Black and American Indian people are greatly overrepresented in the City's unhoused population



Source: 2019 San Francisco Homeless Point-in-Time Count & Survey

## II. Repair the harms of historic racial, ethnic, and social discrimination for American Indian, Black, and other People of Color.

San Francisco has a long history of creating or enforcing laws, policies, and institutions that have perpetuated racial discrimination and led to disparate outcomes for American Indian, Black, and other People of Color. These discriminatory programs and actions began with the genocide and exploitation of American Indian people and dispossession of their resources. The City's 1870 Cubic Air Ordinance and 1880 Laundry Ordinance targeted San Francisco's Chinese population by limiting where they could live or work. In the 20<sup>th</sup> Century, discrimination continued with redlining, racial covenants, Japanese internment, urban renewal, and subprime loans, among others. The disparate outcomes of these discriminatory housing programs are reflected today - American Indian, Black, and other People of Color 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.

The San Francisco Planning Commission passed a [resolution](https://sfplanning.org/sites/default/files/s/documents/admin/R-20738_Centering_Planning_on_Racial_and_Social_Equity.pdf) on June 11, 2020, that described these inequities and the disparate outcomes in further detail.<sup>5</sup> The resolution acknowledges and apologizes for the history of racist, discriminatory, and inequitable planning policies 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.

Under the guidance of the resolution, a foundational pillar to overhaul the systemic racism and racial disparities is the *revision and redesign of housing planning and investment processes*. This goal, Goal II, focuses on policies and actions to:

<sup>5</sup> "Centering Planning on Racial and Social Equity", Resolution No. 20738, San Francisco Planning Commission, June 11, 2020, [https://sfplanning.org/sites/default/files/s/documents/admin/R-20738\\_Centering\\_Planning\\_on\\_Racial\\_and\\_Social\\_Equity.pdf](https://sfplanning.org/sites/default/files/s/documents/admin/R-20738_Centering_Planning_on_Racial_and_Social_Equity.pdf).

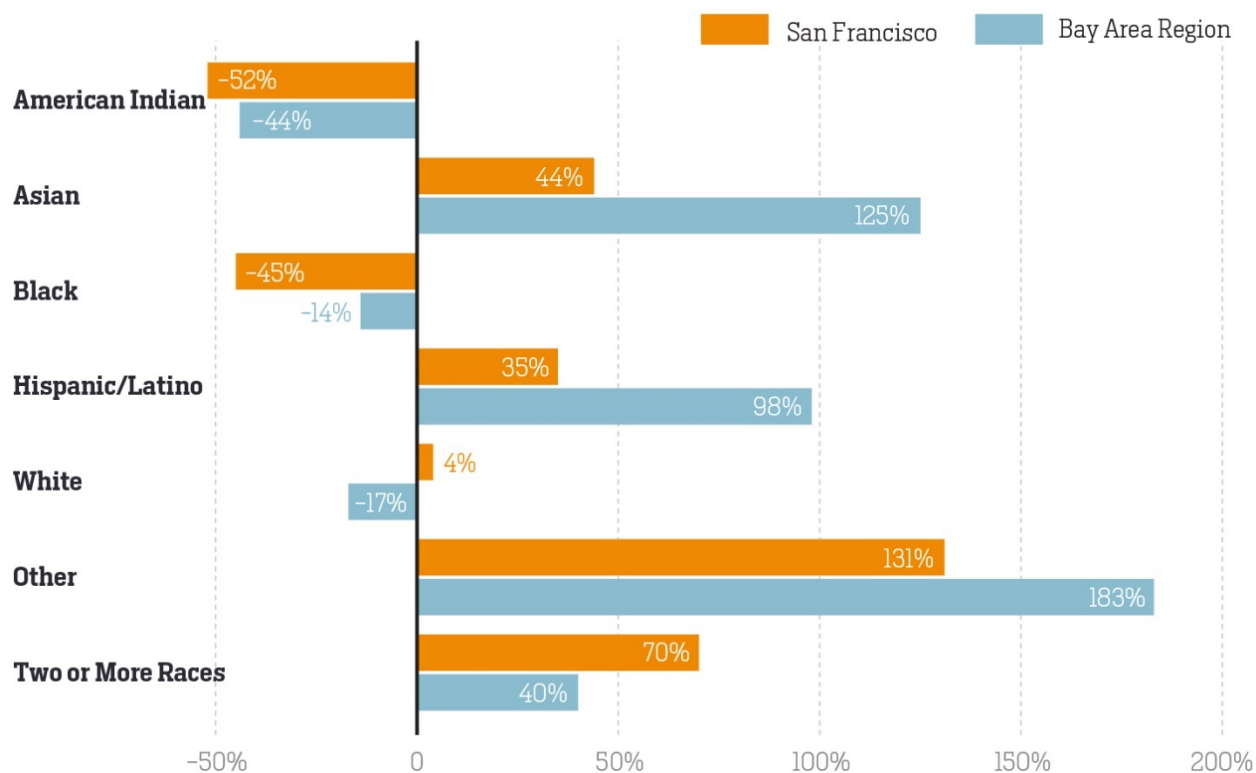
## Draft Housing Element 2022 Update

- Deepen understanding of the disparate housing outcomes and their connection to discriminatory housing programs and policies.
- Engage American Indian, Black and other People of Color in decision making capacities, and amplify their voice in community outreach for housing planning and development.
- Reallocate the City's resources to stabilize these communities and prioritize the return of those who have been displaced from the city.

### Key Facts:

**Figure 4. Percentage Change in population by Race & Ethnicity 1990 to 2018**

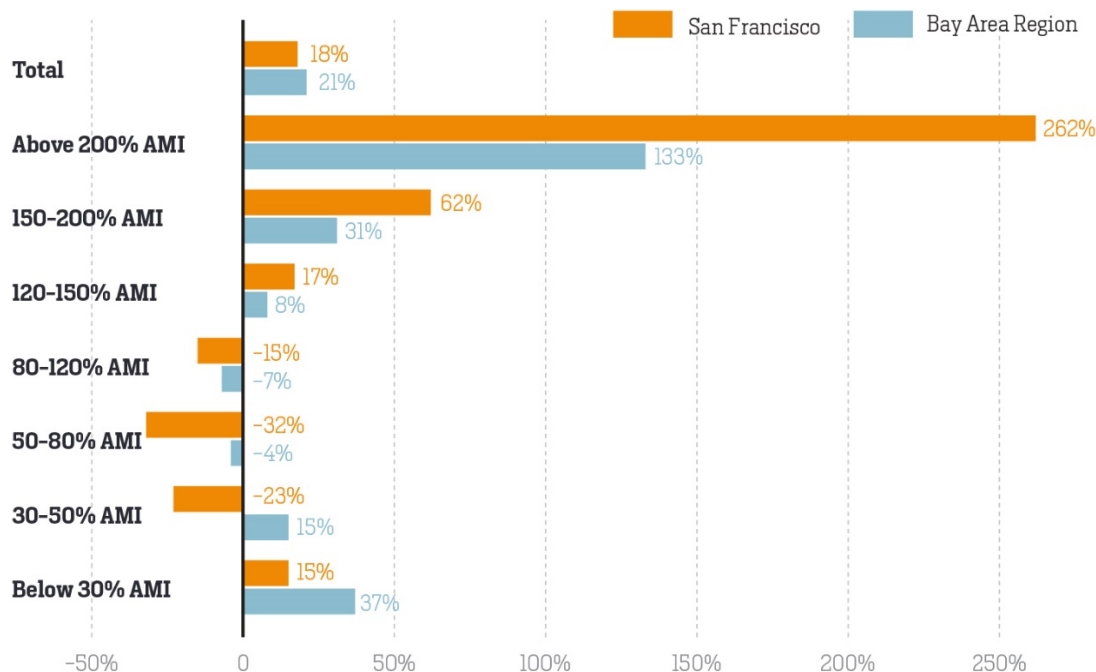
Relative to the surrounding region, San Francisco has seen a dramatic decline in American Indian and Black populations. Compared to the region, the city has seen a more dramatic decline in Black population and slower growth in Asian and Hispanic populations. The white population has grown in San Francisco even as it has fallen throughout the region.



Source: SF Planning Department Analysis of 2014-2018 IPUMS Data

**Figure 5. Percentage Change in population by income 1990 to 2018**

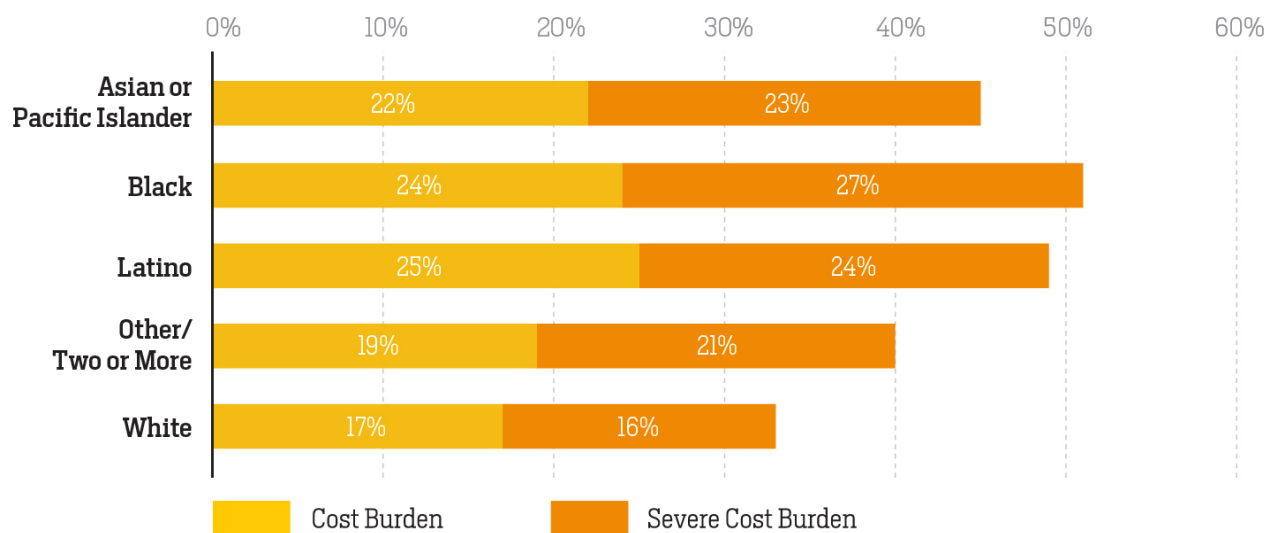
San Francisco's very low, low, and moderate-income population has fallen faster than the region while the high-income population has exploded.



Source: SF Planning Department Analysis of 2014-2018 IPUMS Data

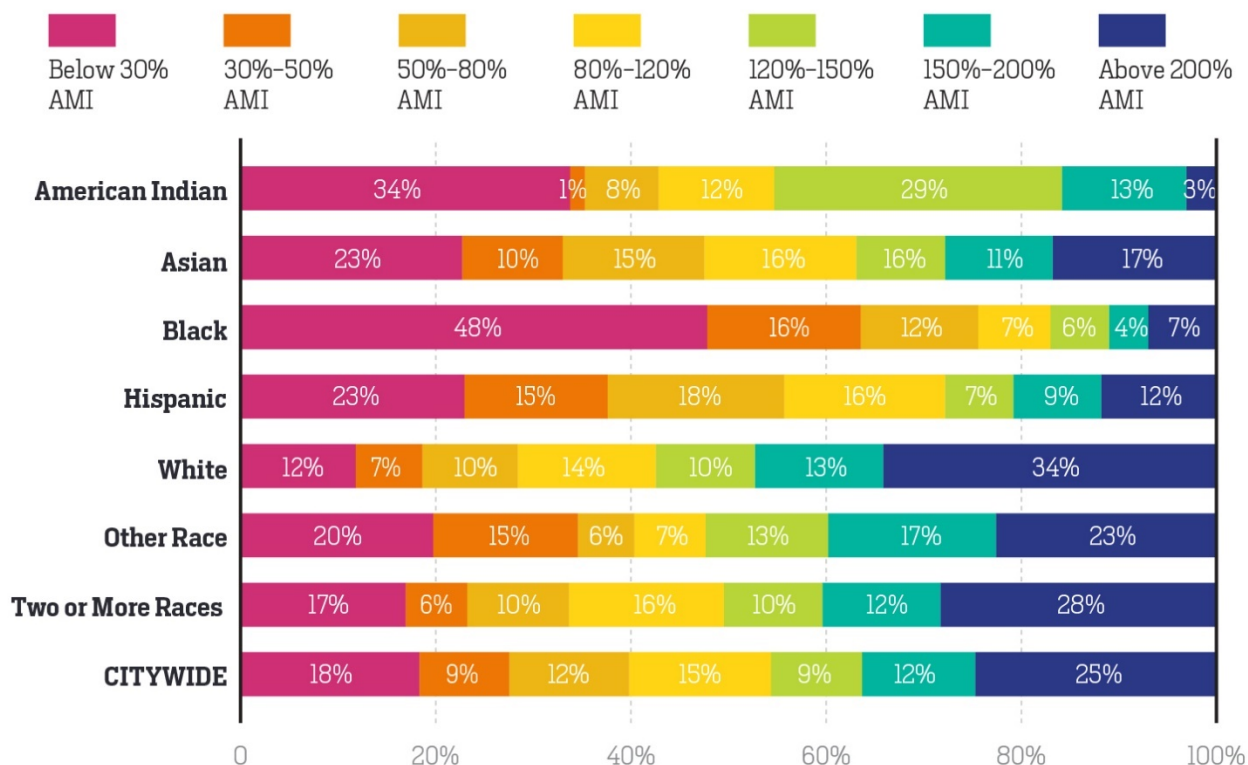
**Figure 6. Rent Burden by Race and Ethnicity**

American Indian, Black and Hispanic renters are much more likely to be paying a very high share of their income for housing costs (households are considered rent burdened when they pay more than 30% of income for rent, and extremely rent burdened that rate is 50%).



Source: San Francisco Housing Needs and Trends Report. Data: ACS (IPUMS-USA)

Figure 7. Median Household Income by Race



Source: 2018 5-year American Community Survey

### III. Foster racially and socially inclusive neighborhoods through distinct community strategies.

State law requirements for Affirmatively Furthering Fair Housing call for meaningful actions to achieve racially and socially integrated living patterns and to address segregation<sup>6</sup>. The Othering and Belonging Institute (OBI) at UC Berkeley defines segregation “as an attempt to deny and prevent association with another group, and a strategy that institutionalizes othering [emphasis added] of racial or social groups through inequitable resource distributions.”<sup>7</sup> OBI identifies two ways to address residential segregation: “1) preserve integration where it exists, and 2) give enhanced opportunities and incentives for at least some people to move out of segregated communities and into different-race communities”<sup>8</sup>. OBI establishes that “restrictive zoning (...) long played a role in creating or perpetuating racial residential segregation both directly and indirectly,”<sup>9</sup> and identifies *curtailing restrictive zoning practices* as one strategy to address racial residential segregation. OBI emphasizes that “the problem is with zoning that prohibits multi-family homes.”<sup>10</sup>

<sup>6</sup> “AB-686 Housing discrimination: affirmatively further fair housing”, Assembly Bill No. 686, State of California, September 30, 2018, [https://leginfo.ca.gov/faces/billTextClient.xhtml?bill\\_id=201720180AB686](https://leginfo.ca.gov/faces/billTextClient.xhtml?bill_id=201720180AB686).

<sup>7</sup> John A. Powell and Stephen Menendian, “The Problem of Othering: Towards Inclusiveness and Belonging”, Othering and Belonging Institute, July 2016, <http://www.otheringandbelonging.org/the-problem-of-othering>.

<sup>8</sup> Stephen Menendian, Samir Gambhir, and Arthur Gales, “Racial Segregation in the San Francisco Bay Area, Part 5: Remedies, Solutions, and Targets”, Othering and Belonging Institute, August 11, 2020, <https://belonging.berkeley.edu/racial-segregation-san-francisco-bay-area-part-5>.

<sup>9</sup> Ibid.

<sup>10</sup> Ibid.

In San Francisco, 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. These are also the neighborhoods with higher concentrations of people of color and low-income households. At the same time, neighborhoods with greater access to parks and quality schools, and with higher median incomes have seen the least new housing developed over the last few decades and have remained racially and economically segregated. These neighborhoods are the same areas where multi-family homes are not currently allowed or where zoning restrictions render them too expensive to deliver.

The City should foster a sense of belonging through building inclusive neighborhoods while recognizing that specific actions to achieve this goal will rely on community dialogue and collaboration. In addressing historic inequities, the goal of greater integration is twofold: one to eliminate barriers to neighborhoods that are pre-dominantly home to people of color<sup>11</sup> while investing in improved resources for these communities, *and* to open access to wealthy or white opportunity rich communities, for people of color and low-income households.

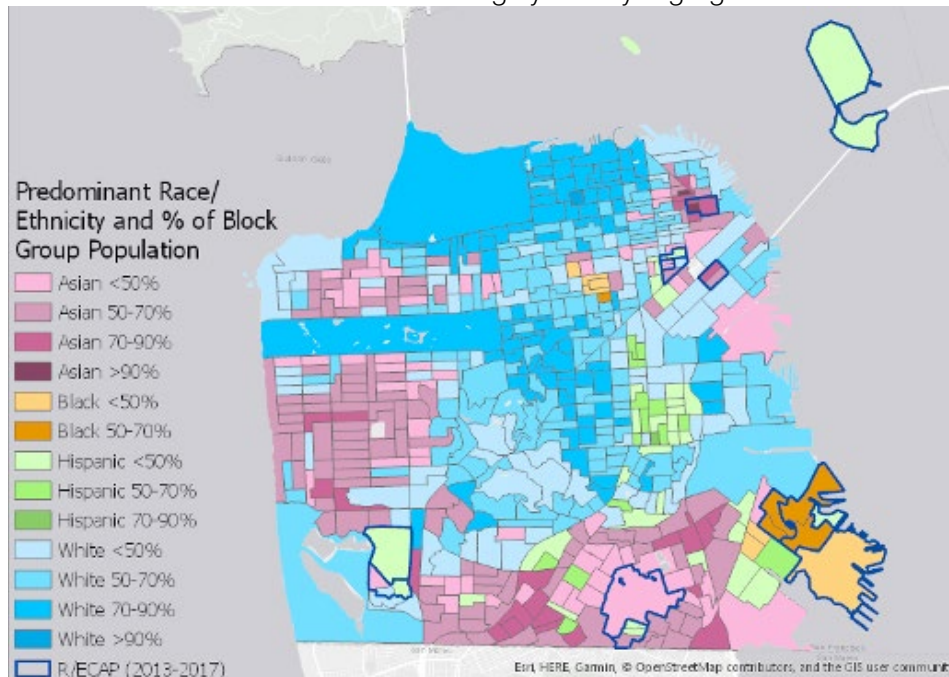
This goal, Goal III, focuses on policies and actions to:

- Affirmatively further fair housing when allocating resources to preserve existing housing, protect tenants, and expand homeownership opportunities.
- Stabilize and eliminate displacement of communities of color.
- Improve infrastructure and community facilities in areas with concentration of low-income households and communities of color.
- Reverse segregated living patterns by distributing growth equitably throughout the city and increasing multi-family housing where it is illegal or infeasible.

### Key Facts:

**Figure 8. Racially and Ethnically Concentrated Areas**

San Francisco remains largely racially segregated.



Source: ESRI (2013-2017 ACS)

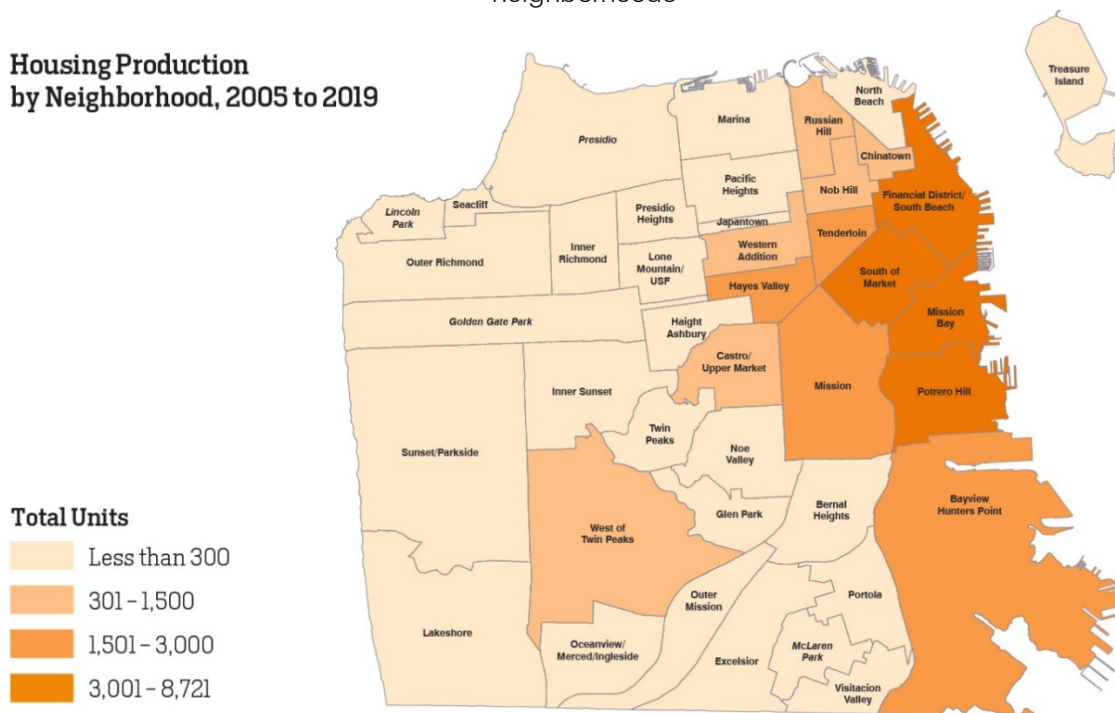
<sup>11</sup> Referred to as “racialized spaces” in Ibram Kendi, “How to Be an Antiracist” (One World, August 13, 2019).



**Figure 9. Housing Production by Neighborhood 2005 to 2019**

The majority of new housing that has been built in recent years has been concentrated in east side neighborhoods

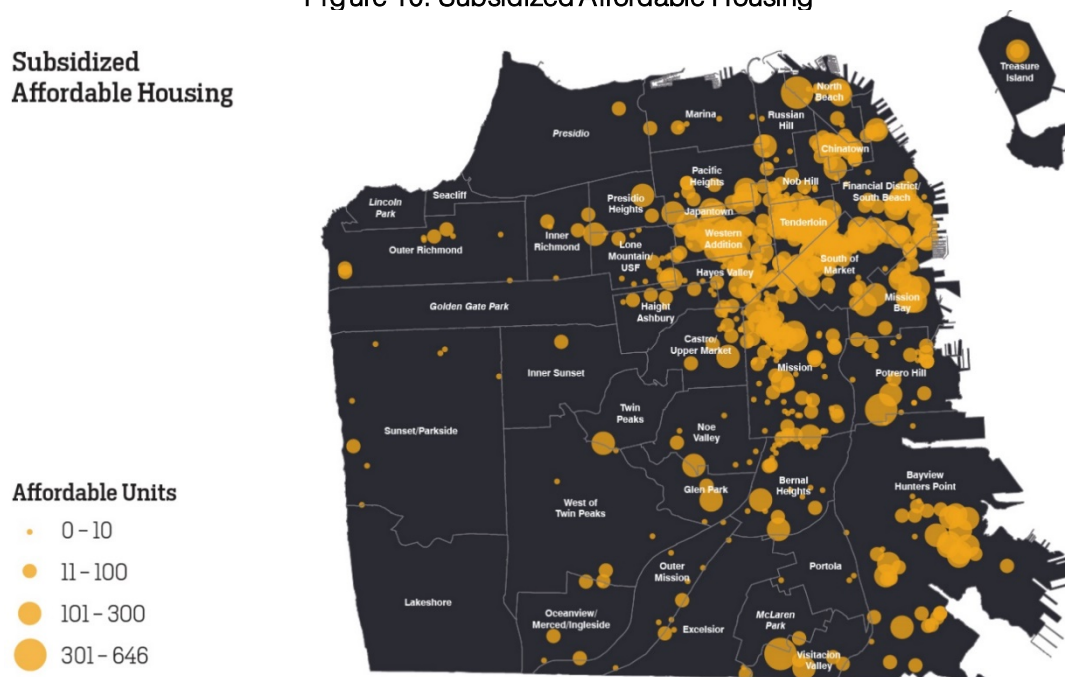
**Housing Production  
by Neighborhood, 2005 to 2019**



Source: Planning Department Analysis of Housing Completes Data

**Figure 10. Subsidized Affordable Housing**

**Subsidized  
Affordable Housing**



Source: Planning Department Analysis of data from California Housing Partnership, TCAC, HUD, and MOHCD



#### **IV. Increase housing production to improve affordability for the city's current and future residents.**

San Francisco has been in a state of affordability crisis in the past couple decades, a crisis felt by low-, moderate-, or, more recently, middle-income households. Current residents or workforce wanting to call San Francisco home cannot afford the housing they need. While this crisis is fueled from the consistent housing shortage throughout the state, San Francisco has reached the top of unaffordable cities to live in the nation.

During the economic boom of the last decade, the city attracted major job growth particularly high salaried jobs. The increasing interest from high earning households to live in the city, along with historic low housing production rates drove up the rental and sales prices, and triggered waves of displacement especially of low-income communities of color. This challenge has been compounded by a significant decline of public funding for permanently affordable housing from the Federal or State governments over the past four decades, and with the loss of tax increment funds due to the dissolution of Redevelopment Agencies within the last decade. The decline of public investment in housing means housing is a commodity in our economy rather than a place to live and prosper. The shortage of public funding is felt even worse in San Francisco and the region where cost of construction is one of the highest in the nation. Securing State affordable housing funds is 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, the skilled labor priced out of living in the region, and complex review permitting processes along with increased investment risk all contribute to ballooning the per unit cost of housing delivery.

There has been a growing commitment to address housing scarcity in California and more recently with the new Federal administration. Cities throughout the state are required to facilitate sufficient housing that not only responds to natural population growth but also address existing housing needs measured by households who bear high housing cost burden, or those who live in overcrowding conditions, or by low rates of available units on the market for rent or sale<sup>12</sup>. San Francisco's [Regional Housing Needs Allocation](#) for 2023-2031 is currently estimated at 82,000 units, over three times the targets of the current regional planning cycle (2014-2022). Substantial increase in public funding is needed to move towards recognizing housing as a right. At the same time, reversing the long-standing affordability crisis in San Francisco is predicated on bringing down the cost of housing development: to ensure public dollars can go farther in building more affordable houses *and* to allow private builders to build homes that moderate and middle-income households can afford.

This goal, Goal IV, focuses on policies and actions to:

- Expand funding to build permanently affordable housing to meet our state mandated regional targets
- Reduce constraints and barriers to housing development to improve affordability of housing and production for very low, low, moderate, and middle-income households
- Reduce the share of existing housing stock that is out of the residential market

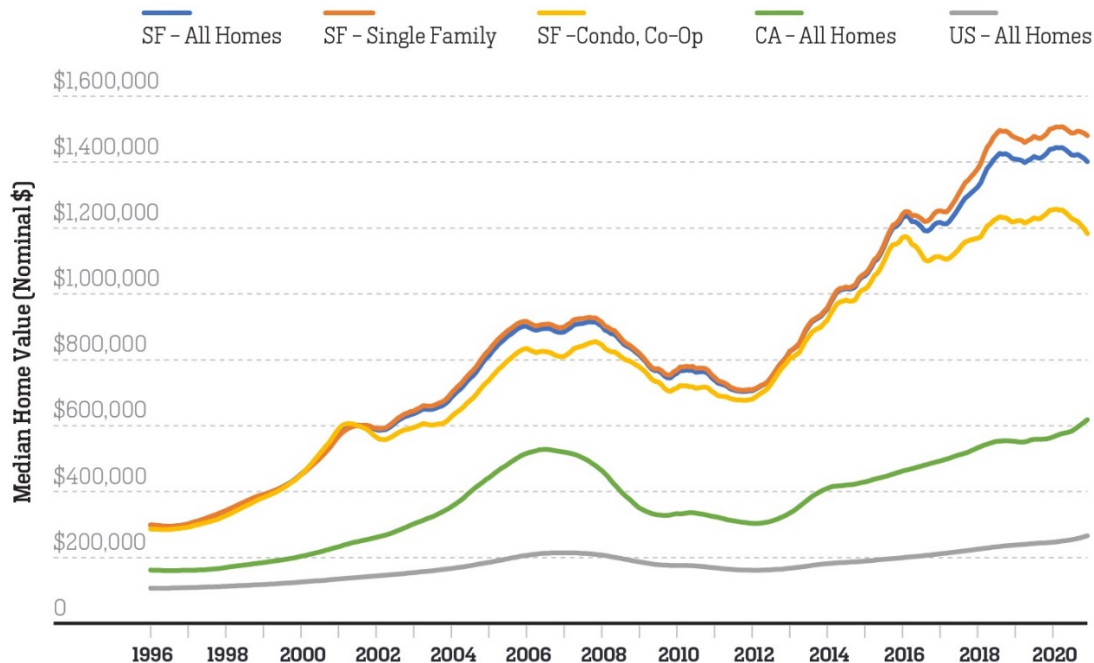
---

<sup>12</sup> Every eight years, the California Department of Housing and Community Development (HCD) identifies the total number of homes for which each region in California must plan in order to meet the housing needs of people at all income levels. The Association of Bay Area Governments as part of the Bay Area Metro identifies a methodology to allocate those total numbers to each local jurisdiction which is called the Regional Housing Needs Allocation (RHNA). These allocations used to be only based on population growth forecast. Recent State legislation require RHNA to incorporate the existing housing needs as well measured by a target vacancy rate, overcrowding, and cost burden. San Francisco's RHNA for the 2014-2022 planning cycle was 28,869 units while the 2023-2031 is estimated for 82,840 units.

Key Facts:

**Figure 11. Median Home Value in San Francisco, California, and the United States 1996-2020**

The cost of a home has been rising much faster in San Francisco than in other parts of the state and the nation and this trend has accelerated over the past decade



Source: Zillow Home Value Index (All Homes, Single Family, Condo, Co-Op, Smoothed, Seasonally Adjusted) - City, State, Metro & U.S. Levels

**Figure 12. Annual affordable housing production by income level (2006-2018)**

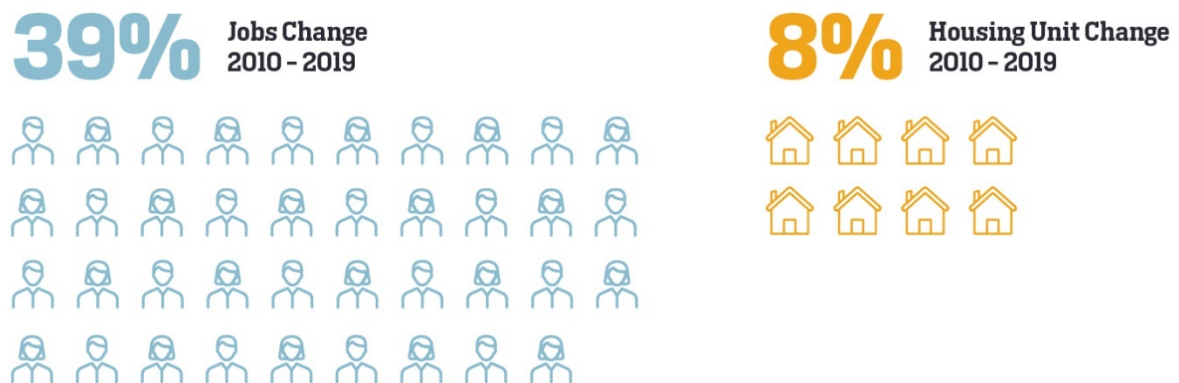
City of San Francisco Planning Department Housing Inventory Reports, 2006 to 2018; Strategic Economics, 2020.



\* Does not include new or legalized ADUs.

Source: Department Housing Inventory Reports, 2006 to 2018; Strategic Economics, 2020.

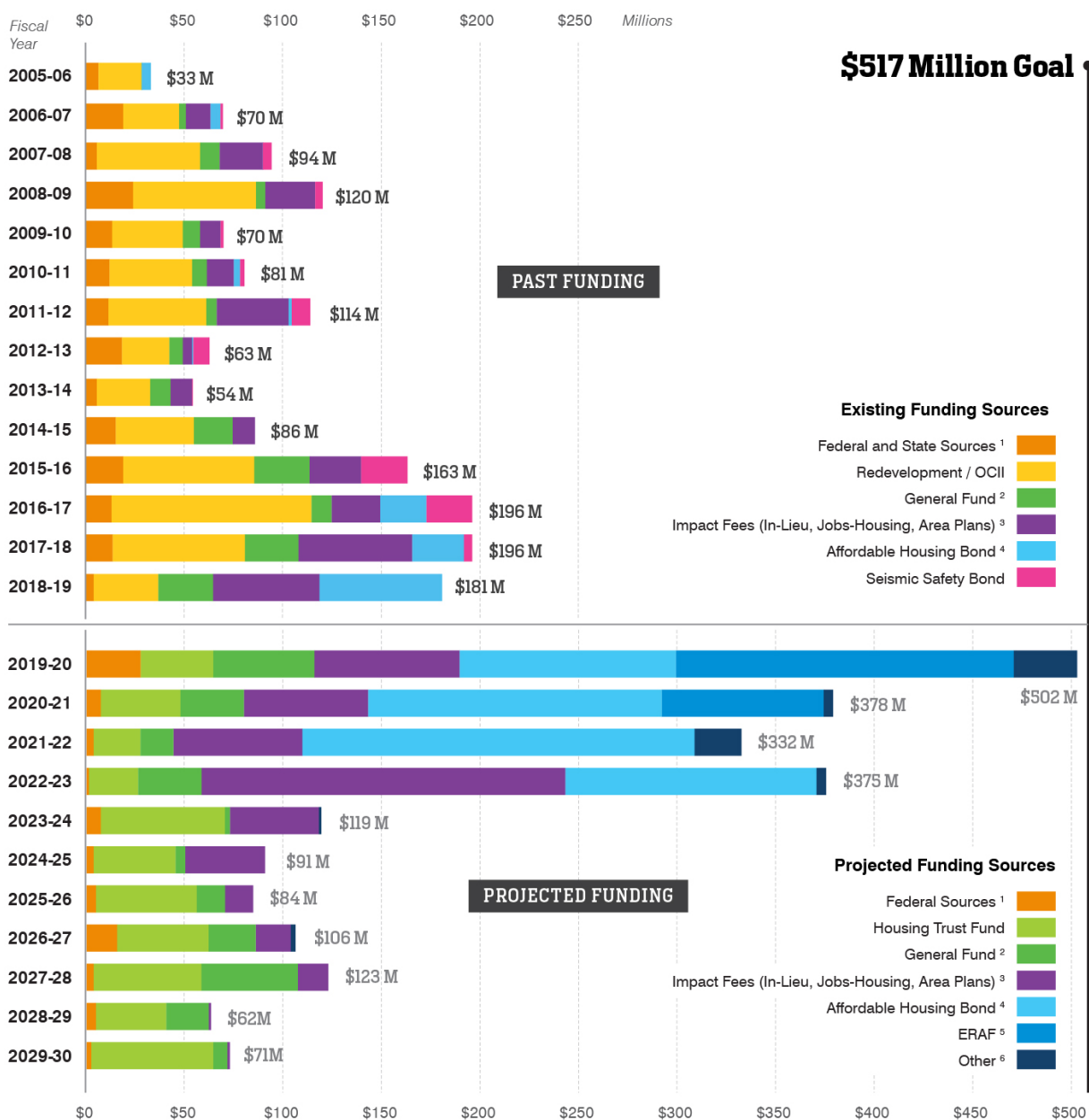
Figure 13. Percent Change Jobs vs Housing Units 2010-2019



Source: 2010, 2019 BLS QCEW; 2010 1-Year ACS, 2019 1-Year ACS Table B2500.

Figure 14. City of San Francisco Affordable Housing Past Funding by Source in Millions, 2006-2019

**Affordable Housing Expenditures by Source Past (2006-2019) and Projected (2020-2030)**



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

Figure 15. Selection of Affordable Housing Funding Propositions and Ordinances since 2012

**2020**

<i>Name</i>	<i>Year</i>	<i>Description</i>
Proposition C, Creation of a Housing Trust Fund	2012	Establishes the Housing Trust Fund, by setting aside General Fund revenues
Proposition A, Affordable Housing Bond	2015	Authorizes a \$310 million general obligation affordable housing bond.
Proposition C, PASS Program	2016	Authorizes the repurposing of previously unused bond capacity for the Preservation and Seismic Safety Program, or PASS
Proposition C, Gross Receipts Tax of Homelessness Services	2018	Authorizes a new tax on businesses earning more than \$50 million in gross receipts in order to fund homelessness services and housing
Ordinance on use of excess ERAF revenue	2019	Ordinance approved by Board of Supervisors allowing use of excess Education Revenue Augmentation Fund (ERAF) for affordable housing
Proposition A, Affordable Housing Bond	2019	Authorizes a \$600 million general obligation affordable housing bond. Permanently increases transfer tax rate on sales and leases of 35 years or more of real estate, to 5.50% on those transactions of \$10 million to \$25 million, and to 6.00% on those transactions of \$25 million or more, for an estimated average revenue of \$196 million a year
Prop I, Real Estate Transfer Tax	2020	Places additional tax permanently on some businesses when highest-paid managerial employee earns more than 100 times the median compensation paid to their employees, where the additional tax rate would be between 0.1%–0.6% of gross receipts or between 0.4%–2.4% of payroll expense for those businesses in San Francisco, for an estimated revenue of between \$60-140 million a year
Proposition L, Business Tax Based on Comparison of Top Executive's Pay to Employees' Pay	2020	

*Source: City of San Francisco Planning Department, 2020; Strategic Economics, 2020; City of San Francisco Planning Department, 2020; Strategic Economics, 2020*

## **V. Increase housing choices for the city's diverse cultures, lifestyles, abilities, family structures, and income levels.**

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. As the cost of living in San Francisco has ballooned over the years, the city is losing such diversity that once defined its identity. Many are forced to find housing that meet their needs but is located across the bay or further away, and endure long commute hours, with negative impacts on air pollution and quality of life. Seniors and aging adults are unable to afford living conditions that match their diminishing abilities. Upward economic mobility seems increasingly out of reach for low-income families and People of Color. Middle-income households find themselves ineligible for permanently affordable housing and yet priced out of the housing market. A two-person educator household is likely cost burdened or living in housing that does not meet their interest to grow 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.

Major opportunities exist in San Francisco to reverse these trends. Waves of new accessory dwelling units are opening possibilities for multi-generational families, smaller families, or aging in place. Permanently affordable housing opportunities are increasing for moderate-income households within City-funded or mixed-income buildings. Two to three-bedroom units in new buildings allow opportunities for families with multiple children or roommates living together. New group housing buildings provide homes to young teachers or artists. Smaller multi-family buildings, if promoted, can offer options for moderate and middle-income households once again. The City should pursue major

efforts to expand opportunities to meet the housing needs of San Franciscans as they form various family and household structures throughout their lives.

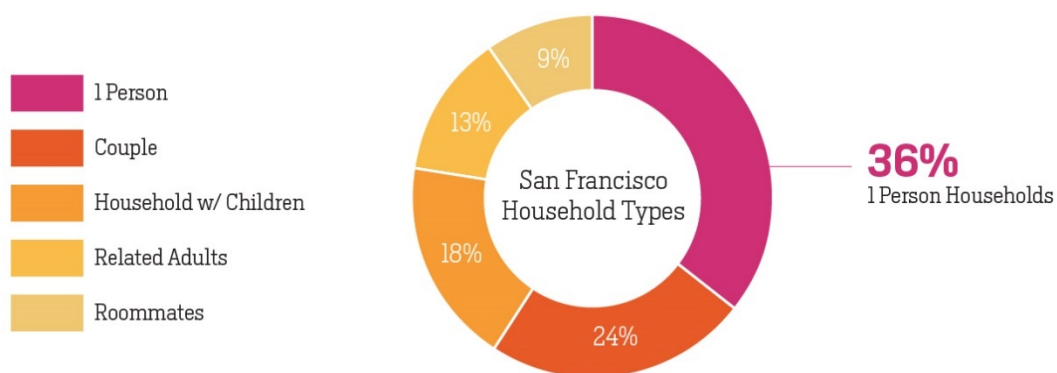
This goal, Goal V, focuses on policies and actions to:

- Produce housing that meets a greater range of diverse needs including housing types that are new or have not been common in the recent past such as small multi-family housing (4-20 units), accessory dwelling units, group housing, coop housing among others.
- Improve economic opportunity with increased homeownership opportunities.

### Key Facts:

**Figure 16. San Francisco Households by Type**

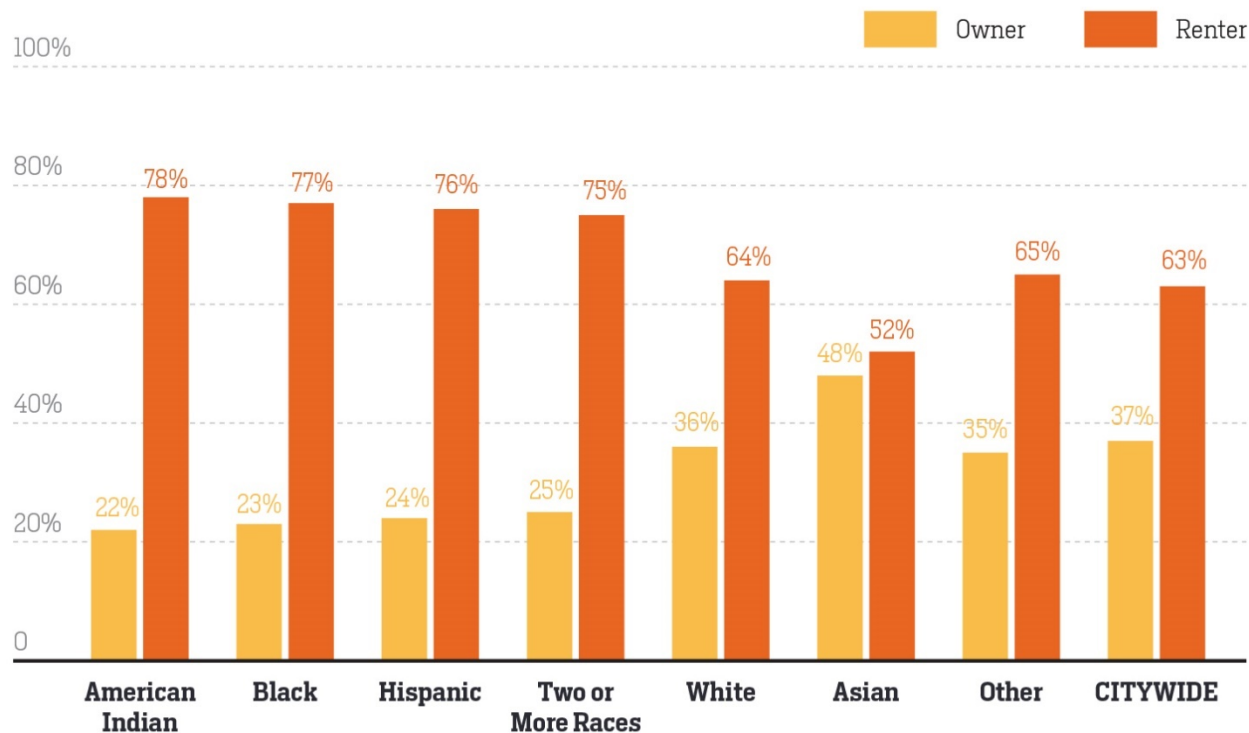
San Francisco's diverse population needs a diversity of housing unit types.



Source: SF Planning Department Analysis of 2014-2018 IPUMS Data.

**Figure 17. Tenure by Race**

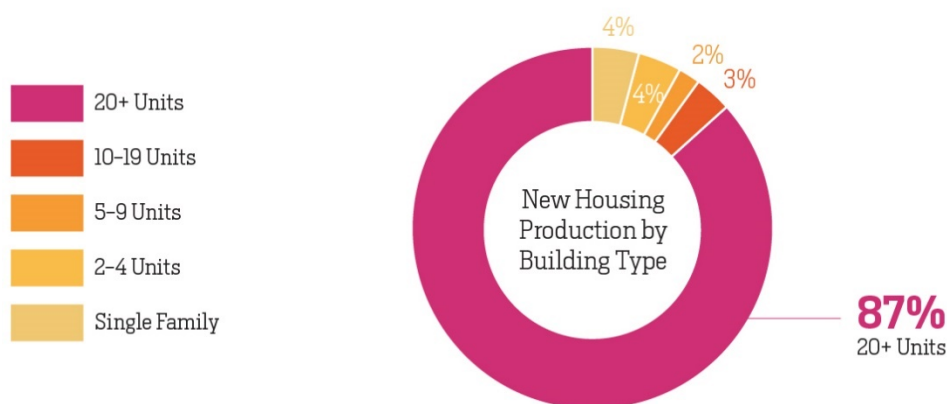
Access to homeownership is concentrated by race. American Indian, Black and Latinx households are far less likely to own their homes than other San Franciscans



Source: SF Planning Department Analysis of 2014-2018 IPUMS Data

**Figure 18. New Housing Production 2005-2019 by Building Size**

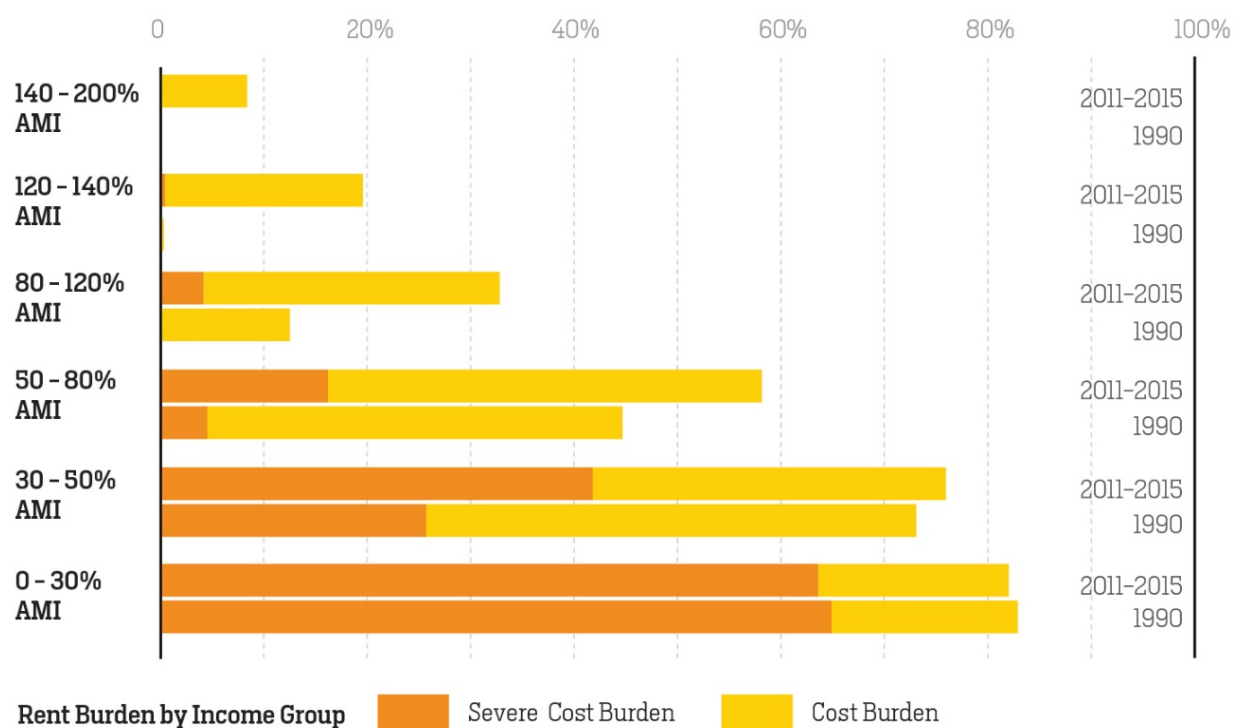
Less than 10% units constructed in that last 15 years are in small multi-unit buildings (4-19 units).



Source: SF Planning Department, "Annual Housing Inventory 2019".

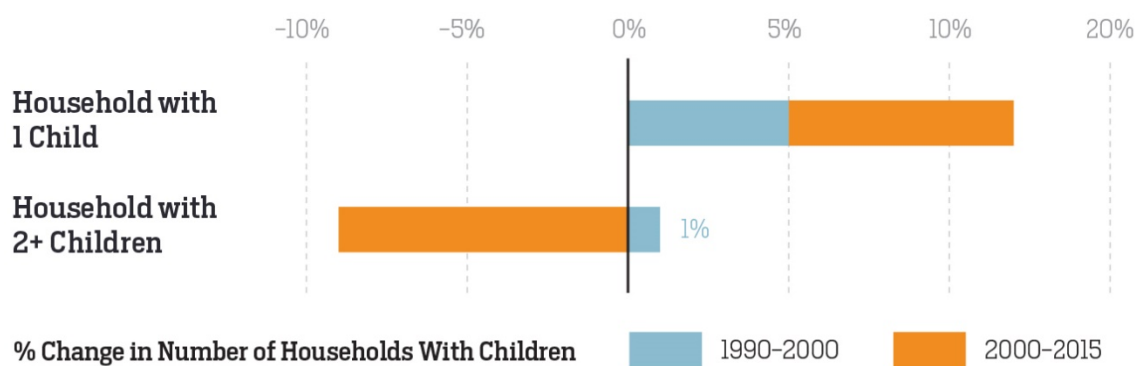


Figure 19. Rent Burden by Income Group

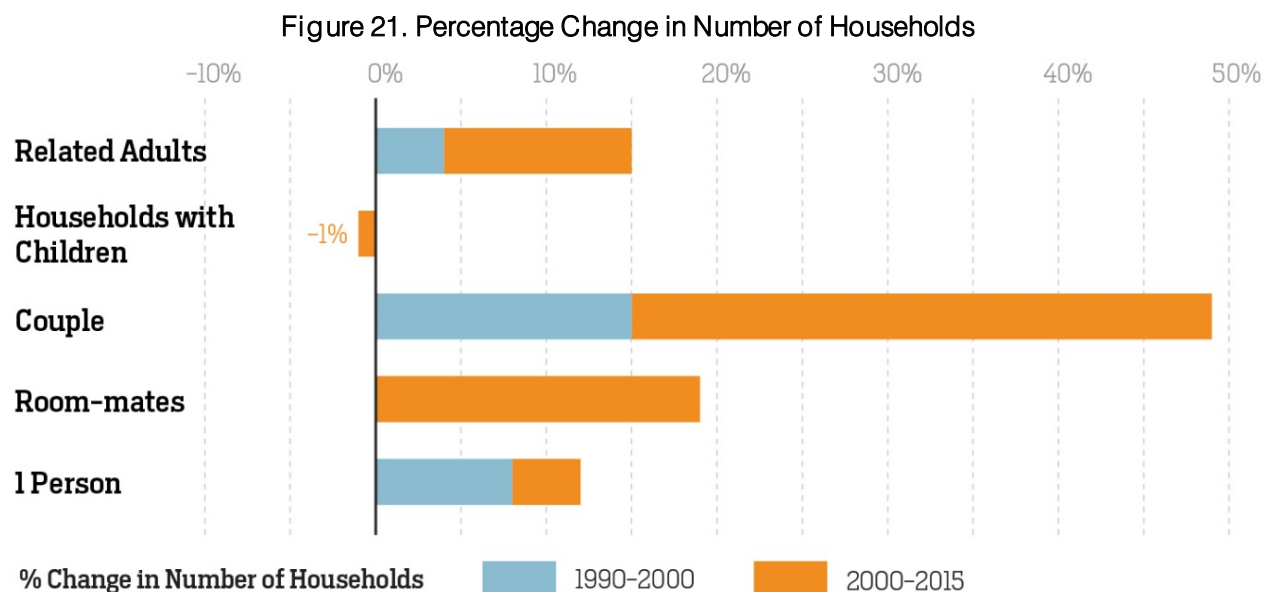


Source: San Francisco Housing Needs and Trends Report. Data: Decennial Census (1990 and 2000) and ACS (2015) (IPUMS-USA).

Figure 20. % Change in Number of Households with Children



Source: San Francisco Housing Needs and Trends Report. Data: Decennial Census (1990 and 2000) and ACS (2015)



Source: SF Planning Department Analysis of 2014-2018 IPUMS Data.

## **VI. Promote neighborhoods that are well-connected, healthy, and rich with community culture.**

Housing means more than what a building or unit could offer to support the functioning and vitality of daily lives. Neighborhoods play an important role in determining the quality of life for the residents. Proximity to an effective transit system provides access to jobs centers and amenities citywide. San Francisco is a Transit-First city. Improving the quality of the transit infrastructure is both reliant on and a necessity for supporting more housing and growing neighborhoods.

A healthy neighborhood allows the residents to make healthy choices to walk or bike for their daily needs: grocery stores, health care facilities, quality schools, or childcare. These choices also allow neighbors to socially connect at their local market, park, library, or playground and build a strong community culture. Neighborhoods that offer shared connections across cultures, heritage, race, and ethnicity through events, activities, art and architecture provide a sense of community.

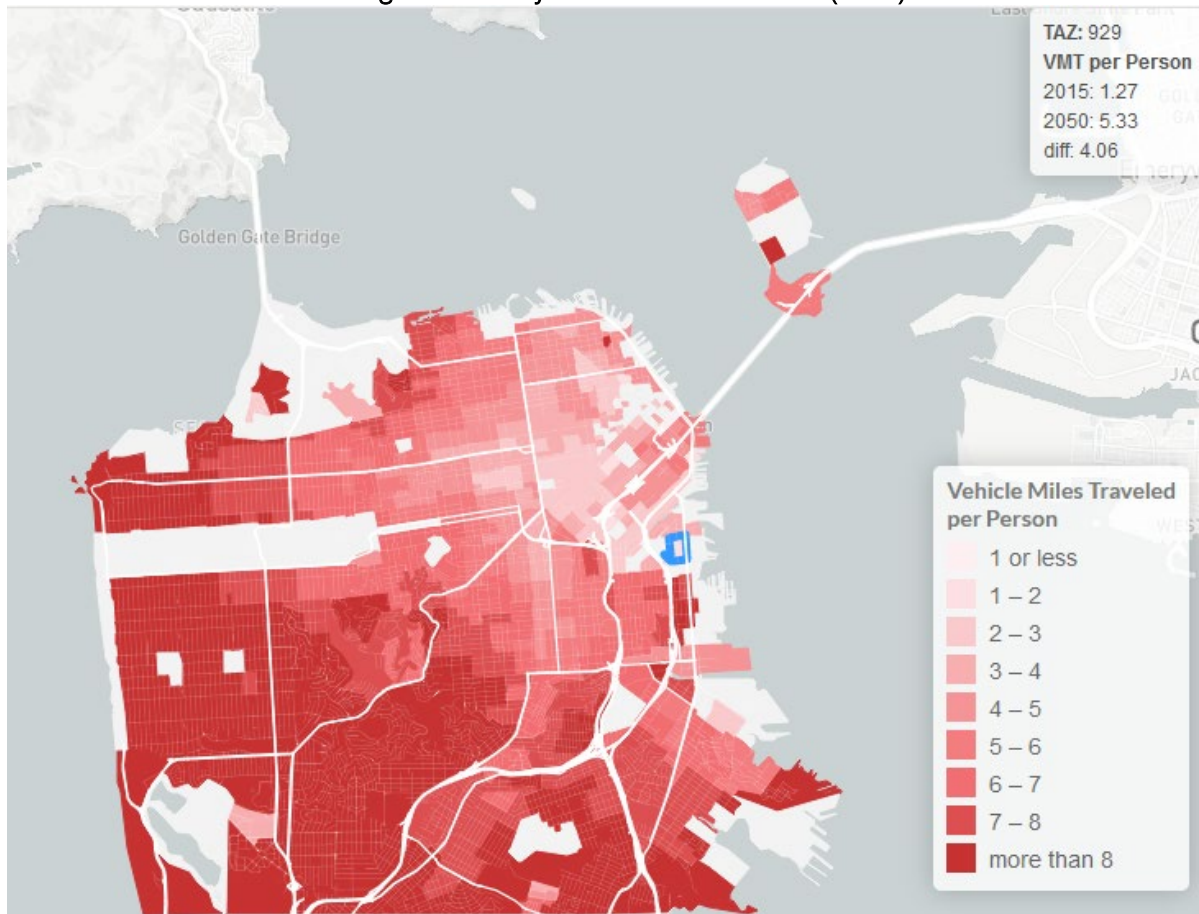
A healthy environment also ensures resiliency for all, particularly the most vulnerable, in the face of increasing heat waves, air pollution due to wildfires, and flooding due to sea level rise and erratic rain events. Addressing environmental justice for communities that have faced longstanding inequities for decades means living in homes and neighborhoods with access to clean air, water, and soil, as well as parks, green spaces, and community facilities.

While the Housing Element does not directly guide neighborhood assets, infrastructure, or design, this goal, Goal 6 focuses policies and actions to:

- Direct how new residential buildings or changes to the existing housing can contribute to investing in neighborhood improvements or advance community culture.
- Guide amendments to other General Plan Elements such as Urban Design, Transportation, and Commerce and Industry to bring neighborhood improvements and equitable resource allocation.

Key Facts:

Figure 21. Daily Vehicle Miles Traveled (2015)



Source: ConnectSF.

## Draft Goals, Policies and Actions

### I. Recognize the right to housing as a foundation for health, and social and economic stability.

- I.1 Expand [permanently supportive housing](#) and services for individuals and families experiencing homelessness.
- Facilitate building permanently supportive housing to house 5,000 unhoused households through annual budget for capital, operating and services funding.
  - Secure and advocate for additional State and federal funding for permanent supportive housing such as [Project Homekey](#).
  - Create an implementation plan for the annual funding resulting from the new [gross receipt tax](#) to increase acquisition and construction of permanently supportive housing.
  - Utilize the [State-wide streamlining opportunities](#) to expedite and increase the production of permanent supportive housing.
  - Support [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.
  - Allow private development to satisfy their [inclusionary requirements](#) by providing permanent supportive housing.
  - Create and expand incentives for private landlords to use Housing Choice Vouchers to rent their units to extremely-low income households.
  - Increase the share of non-lottery homeless housing within City-funded permanently affordable housing projects (currently around 20-30 percent).
  - Expand and improve supportive services within housing projects including sustained care for mental health or substance abuse issues, case management, and childcare.
  - Strengthen the “Step up Housing” or [housing ladder](#) strategy to support formerly unhoused residents in moving to less-supportive settings, freeing up supportive housing units for unhoused people
- I.2 Increase [shelters and temporary housing](#), in proportion to permanent solutions, including necessary services for unhoused populations.
- Continue to expand temporary shelter capacity such as navigation centers to eliminate unsheltered homelessness, considering proportional investment targets where for every new shelter bed, the City invests in two permanently supportive housing units, and homelessness prevention programs for four individuals.
  - Remove Planning Code limitations to building homeless shelters and navigation centers throughout the city.
  - Establish and maintain a system of off-street Safe Parking sites for those vehicle dwellers seeking conventional housing, and explore a complementary on-street refuge parking permit system providing overflow accommodation for qualified housing-committed individuals and families awaiting intake in a Safe Parking facility or other shelter.
  - Create more types of shelters in the system, including clean and sober shelters, safe consuming shelters that include amenities and supportive services.

- I.3 Affirmatively address the racial and social disparities among people experiencing homelessness by ensuring equitable access to shelter or housing for American Indian, Black, families with children, seniors, LGBTQ+, pregnant women, veterans, people with disabilities, and those suffering from mental health and substance abuse issues.
- Prioritize residents of Priority Geographies and Vulnerable Groups for placement in temporary shelters, and permanent supportive housing through the [Coordinated Entry](#) assessment.
  - Identify and remove barriers to entry for both temporary shelters, [transitional](#) and permanent supportive housing for unhoused individuals and families, particularly for individuals with mental health and/or substance abuse issues.
  - Acknowledge and develop strategies to address the unique housing and services needs of specific Vulnerable Groups, including veterans, youth, and LGBTQ+, especially transgender, populations.
- I.4 Prevent homelessness for people at risk of becoming unhoused including people with previous experiences of homelessness, living without a lease, families with young children, pregnant, formerly incarcerated, or with adverse childhood experiences.
- Prioritize homeless prevention investments, such as rental assistance, to people who live in Priority Geographies and are at risk of becoming unhoused including people with previous experiences of homelessness, living without a lease, families with young children, pregnant, formerly incarcerated, or with adverse childhood experiences.
  - Develop a regional homelessness prevention approach to prevent 5,000 households for becoming homeless in San Francisco
  - Increase the flexibility of homelessness prevention resource/programs
  - Expand and improve transitional housing programs and local housing subsidy programs for people coming out of jails, prisons and immigration detention centers, and those coming out of substance use treatment.
- I.5 Prevent eviction of residents of subsidized housing or [residential Single Room Occupancy \(SRO\) hotels](#).
- Expand and sustain services for mental health and substance use care, social work, and other supportive services for residents of [permanent supportive housing](#) or SROs.
  - Expand on-site case management services that are focused on removing barriers to housing stability to support non-profit housing providers in avoiding evictions of their tenants.
  - Continue and expand housing retention requirements to support non-profit housing providers in avoiding evictions of their tenants.
  - Continue to provide mobile services for residents in scattered site supportive housing, for example the new Flexible Housing Subsidy Pool program.
  - Adopt trauma-informed supportive service provision as a standard practice throughout the City's [Homeless Response System](#), ensuring all service providers and property managers are properly trained.
  - Improve safety transfer programs for people experiencing violent crime and domestic violence.
  - Consider case management models that assign a support counselor to an individual, regardless of where that person lives to continue support with residential transitions.

- I.6 Elevate direct rental assistance as a primary strategy to secure housing stability and reduce rent burden.
- Expand rental assistance programs including emergency, ongoing tenant-based, and time-limited assistance (such as Rapid Rehousing).
  - Maximize the use of ongoing tenant-based rental assistance to secure income eligibility for extremely and very low-income households who otherwise do not qualify for Below Market Rate units
  - Increase the timeframe during which time-limited rental assistance is offered, through programs such as Rapid Rehousing, to enable households to secure stable employment.
  - Target this assistance to Vulnerable Groups and those who live in Priority Geographies, and areas with higher rates of displacement.
  - Dedicate rental assistance funding to cap rent payments at 30 percent of household income for SRO residents.
- I.7 Preserve affordability of existing subsidized housing, government, or cooperative owned housing where the affordability requirements are soon to expire
- Use Rental Assistance Demonstration (RAD) models or government-owned transitional housing for those temporarily displaced by permanently affordable housing rehabilitation or redevelopment.
  - Support the preservation and rehabilitation of privately-owned cooperative models with one-to-one replacement requirements, right-to-return, and relocation plans.
  - Provide technical assistance and support to limited equity cooperatives regarding governance, finance, management and marketing
  - 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.
- I.8 Preserve the remaining affordable Single Room Occupancy (SRO) units as a housing choice for the extremely and very low-income households.
- Prioritize purchase of SRO residential hotels for the acquisition and rehabilitation program investments or master lease starting with the existing master-lease portfolio.
  - Identify SRO residential hotels in advanced state of disrepair where demolition and new permanent supportive housing is appropriate compared to costly rehabilitation and ensure a right to return for tenants.
  - Increase fines for illegal conversions of SROs or prevention of tenancy of their residents.
  - Expand protections for right to return for SRO tenants displaced by fire, flood and earthquake
- I.9 Minimize evictions for both no-fault and at-fault eviction through tenant rights education and counseling, eviction defense, mediation, and rental assistance programs.
- Pursue proactive/affirmative enforcement of eviction protection programs especially for Owner Move-in and Ellis Act evictions such as requiring owners to submit annual reports, inspecting units where reports are not submitted, confirming owner living in the unit, and consideration of owner fees for funding such inspections.

- Implement creation of the Housing inventory of rental housing to collect data including rental rates, vacancy, and services included in the rent to inform effective anti-displacement programs.
- Fully fund the tenant right to counsel program and prioritize Vulnerable Groups.
- Ensure adequate legal services to support eviction prevention including support for rent increase hearings, habitability issues, or tenancy hearings with the Housing Authority.
- Increase relocation assistance for tenants for both temporary and permanent evictions.
- Increase the time period during which relocation compensation is required when using temporary evictions (currently three months).
- Qualify nuisance or other just cause evictions to limit abuse due to vague definitions.
- Pursue affirmative litigation models to proactively enforce eviction protection and avoid predatory practices or tenant harassment, such programs include Oakland's Community Lawyering & Civil Rights program or Chicago's Residential Landlord and Tenant Ordinance.
- Advocate for State legislation to reform the Ellis Act (Government Code Chapter 12.75) to stabilize rental housing, for example by imposing a minimum holding period of five years before the Act can be used to evict tenants.
- Advocate for State legislation to reform the Costa-Hawkins Housing Law to allow cities to better stabilize tenants, for example by allowing cities to extend rent control to multifamily housing that is at least 25 years old.

I.10 Eliminate discrimination and advance equal housing access based on race, ethnicity, immigration status, HIV+, LGBTQ+, and people with disabilities, or prior incarceration.

- Amend the City's Fair Chance Ordinance to incorporate best practices such as Oakland's and Seattle's to expand housing access for people with criminal records to units that are privately-owned, Housing Choice Voucher units, and other Federal Housing Authority units.
- Continue to increase rental housing counseling, rental readiness, discharge planning and case management for social services that is trauma-informed, culturally competent, and/or gender affirming to improve access to housing for Vulnerable Groups such as those who are HIV+, LGBTQ+, and people with disabilities.
- Invest in housing, shelter and supportive services provided exclusively by and for transgender people, including emergency housing.

I.11 Improve access to the available Below Market Rate units especially for Vulnerable Groups.

- Strengthen efforts to increase the percentage of below-market rate units awarded to American Indian, Black, and other People of Color through targeting education and housing readiness counseling including in-language services to residents of Priority Geographies.
- Expand and target outreach, education, and housing readiness counseling to families living in overcrowded units, Single Room Occupancy residential hotels (SROs), single-parents with children, and families with special-needs children to increase their chance to apply to the Below Market Rate unit lottery and their likelihood of them being awarded those units.



- Explore increasing neighborhood preference allocation for Below Market Rate units in Priority Geographies if possible per the Federal Fair Housing regulations.
- Explore expansion of the Senior Operating Subsidy (SOS) program pilot program to allow extremely and very-low income seniors to be eligible for the senior below-market rate units
- Build on the City's Fair Chance Ordinance to support re-entry efforts for formerly incarcerated individuals by identifying strategies to help them access affordable housing opportunities.
- 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.
- Invest in housing, shelter and supportive services provided exclusively by and for transgender people, including emergency housing.
- Continue to monitor and strengthen enforcement of Below Market-Rate units to avoid fraud and abuse of units and to unlock more units for those eligible and in need.
- Continue to provide housing affordable to all applicants on the Plus Housing List.

I.12 During emergencies, such as the COVID-19 pandemic, earthquakes or fires, allow for emergent policies that address housing insecurity and economic hardship.

- Advocate for State Legislation that would allow for people to be able to break their leases without penalty during state- or city-declared emergencies or crises.
- Create eviction moratoriums and other tenant protections during times of emergency related economic crises.
- Support affordable housing by providing small-scale landlords with subsidy for unpaid rent during rent increase and eviction moratoriums.
- Advocate for state legislation to reduce long-term credit and record impacts on those unable to pay rent or mortgages during economic crises.
- Provide emergency shelter for those unhoused and in overcrowded conditions that supports other emergency-specific needs, such as physical safety, quarantine, or weather protection.
- Consider use conversions or state programs, such as Homekey, to provide permanent housing for those transitioning out of emergency shelter conditions who do not have housing to return to.
- Provide staff to or coordination with Public Health Department and housing agencies to support efforts that stabilize housing for vulnerable residents during challenging or changing conditions.
- Prioritize City operations such as permitting, project review, and public hearings for development applications that include housing to support its on-going production and construction labor.

## **II. Repair the harms of historic racial, ethnic, social discrimination for American Indian, Black, and other People of Color.**

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.

- Acknowledge and identify the historic discriminatory programs and policies, and their disparate impacts on American Indian, Black, and other People of

Color as part of Phase 2 of the San Francisco Planning Department's Racial Equity Action Plan, building upon the Planning Commission's and the Historic Preservation Commission's resolutions that center planning on racial and social equity.

- Support the completion and implementation of Racial Equity Action Plans for all City agencies relevant to the provision of housing and housing services.
- Standardize a list of indicators that measure housing needs and challenges for American Indian, Black, and other People of Color to incorporate into any analysis supporting community planning processes or proposed housing policy or legislation.

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.

- Ensure elevated representation of American Indian, Black, and other Communities of Color in decision making bodies such as Community Advisory Councils (CACs).
- Increase Planning Department resources and staff allocation to build capacity and partnerships with Community-based organizations that primarily serve and represent American Indian, Black, other People of Color across all department functions, including long-range planning, program implementation, and regulatory review.
- 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 \(CHHESS\)](#).
- 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.

II.3 Amplify and prioritize voices of American Indian, Black, and other People of Color in the City's engagement processes.

- Fund and coordinate 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.
- Engage and gather input from underserved and underrepresented communities in the early stages of neighborhood and community planning processes and housing policy development through focus groups, surveys, and during community engagement events through funded partnerships with community-based organizations that primarily serve and represent People of Color
- Implement culturally competent outreach relevant to various groups such as youth, seniors, various ethnicities, and cultures, including materials in various languages, simple language, and trauma-informed communications for American Indian, Black, and other People of Color, and low-income populations.
- Share best practices with private developers for meaningful, robust, and culturally competent outreach and engagement.
- Update requirements for project sponsors for certain development projects, such as those subject to Preliminary Project Assessment process, to engage

with interested Cultural Districts and other community-based organizations that serve Vulnerable Groups located in proximity to the project; such engagement should occur in timely manner that allows these communities to shape the project prior to formal application submittals.

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.

- Develop and align department-wide metrics to evaluate progress on housing policies advancing racial equity based on and consistent with the San Francisco Equity Index prepared by the Office of Racial Equity.
- Assess and implement resources in the City's housing work program areas and investments that proactively advance racial and social equity.
- Develop and implement an impact analysis approach that seeks to identify racial, social, and health inequities related to plans or development projects of certain scope or scale and identify mitigation measures or alternative strategies.

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.

- Pursue community ownership, co-housing, limited equity, stewardship, and land trust models, specifically within Priority Geographies and Cultural Districts.
- Implement the right to return legislation for residents of public housing and explore expanding right to return opportunities for those previously displaced.
- Continue efforts to offer affordable homeownership opportunities to communities displaced by past discriminatory government programs. Such government programs include the Redevelopment and Urban Renewal or the Indian Relocation Act.
- Identify, preserve, and expand cultural and community assets and anchors (arts, historic buildings/sites, cultural events, and cultural institutions) for American Indian and Black communities through community-led processes such as the **American Indian Cultural District**, the **African American Arts and Culture District's** Cultural History Housing and Economic Sustainability Strategies (CHHESS), or historic context statements.
- Identify opportunities to dedicate land to the American Indian Community to redress the historic dispossession of resources affecting these communities, Indian Relocation Act, or other historic efforts that broke the cohesion of this community.

II.6 Prioritize health improvement investments within [Environmental Justice Communities](#) to ensure that housing reduces existing health disparities.

- Identify the public health needs of neighborhoods through community planning processes or large-scale development projects by engaging community-based organizations, and San Francisco Public Health Department, and other City agencies; public health needs include addressing air, soil, and noise pollution, sea level rise vulnerability, access to parks, open spaces, healthy food, and community safety.
- Expand funding for acquisition and rehabilitation programs to remove mold and other health hazards.

- When building housing on environmentally contaminated sites located in [Environmental Justice Communities](#) and Priority Geographies, require developers to conduct culturally competent outreach in adjacent communities to inform them about remediation processes and ensure stronger accountability and oversight.

### **III. Foster racially and socially inclusive neighborhoods through distinct community strategies.**

#### **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.
- 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.
- 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.
- Support the development of businesses owned by American Indian, Black, and other People of Color in affordable housing buildings.
- Continue and expand efforts to target education and housing readiness counseling programs, including in-language trainings, to support the neighborhood preference program.
- Explore increasing neighborhood preference allocation for Below Market Rate units in Priority Geographies if possible per the Federal Fair Housing regulations.
- Increase housing affordable to extremely low and very low-income households in Priority Geographies through modifications in [inclusionary requirement](#) and prioritizing approval for development projects that serve these income groups.
- 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.
- 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).
- Continue to support implementation of HOPE SF projects without displacement of the current residents.

#### **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.

- Prioritize Priority Geographies in investments to improve transit service, as well as other community infrastructure improvements to parks, streetscape, and neighborhood amenities.
- 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.
- 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).

III.3 Prioritize the City's acquisition and rehabilitation program to serve Priority Geographies and neighborhoods with higher rates of eviction and displacement.

- Prioritize purchases for the acquisitions and rehabilitation program that serve extremely low income and unhoused populations.
- Increase capacity building investments for non-profits in neighborhoods on the west side of the city with high rates of evictions and displacement.
- 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.

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 [Downpayment Assistance Loan Program](#) to households who live in Priority Geographies.
- Increase targeted outreach and financial readiness education including in-language trainings to American Indian, Black, and People of Color.
- Create new homeownership programs to enable the Black community to grow and thrive by maintaining and expanding their property ownership including mixed-use buildings.

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.
- 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.
- Limit zoning changes within Priority Geographies to the specific needs of American Indian, Black, and other Communities of Color.

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, 19<sup>th</sup> Ave, Lombard Street, Ocean Ave, Taravel Street, West Portal Ave, and Van Ness Ave.
- 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.
- 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.

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.
- 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.
- Improve financial feasibility of small multi-family buildings by promoting appropriate construction types, financing, or incentives to small-scale developers.

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.
- 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.
- Expand ministerial review to smaller sized residentially zoned parcels to improve feasibility of developing permanently affordable housing on these sites.
- 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
- 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 .

- 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.

#### **IV. Increase housing production to improve affordability for the city's current and future residents.**

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.
- 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).
- 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.
- 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.
- Support the [Bay Area Housing Financing Authority](#) to propose a regional 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](#).
- Advocate for State legislation to change the voter approval threshold for General Obligation Bonds from two-thirds to 55 percent.
- Advocate for State legislation to expand non-competitive permanently affordable housing funding sources.
- 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.

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.
- 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



- 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

IV.3 Reduce development constraints such as high construction cost and lengthy City-permitting timeline to increase housing choices and improve affordability.

- Expand the use of cost-efficient construction types such as modular and materials such as cross laminated timber.
- Support more efficient construction process by increasing flexibility of lot size limits for allowing lot consolidation.
- 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.
- 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.
- 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.
- Reduce approval time and process by eliminating Planning Commission hearings for State Density Bonus project applications that do not otherwise require them.
- Streamline permitting review and approval process for large master planned projects to accelerate construction timelines of infrastructure improvements.
- 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.
- 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).
- 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.
- Pursue California Environmental Quality Act (CEQA) Streamlining for projects through Community Plan Exemptions or by adopting Housing Sustainability Districts where possible.
- 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 that do not involve tenant considerations.

IV.4 Maximize the number of permanently affordable housing units constructed through private development without public subsidy.

- 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.

- Prioritize maximum permanently affordable housing as a major benefit of new development agreements alongside other benefits such as community facilities or transit investments.
- 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.
- Expand density bonus programs to allow additional below market rate unit in exchange for Planning Code modifications or exemptions.

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 the 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.
- Identify City-owned surplus sites and other underutilized publicly-owned sites and prioritize city resources to plan for and develop housing on those sites.

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.
- Encourage and provide opportunities for large commercial developments to build housing or dedicate land in lieu of their jobs housing linkage fee.
- Provide paths for large employers to contribute funding in partnership with non-profit developers to provide homeownership opportunities.
- Maintain the jobs housing linkage program and adjust the fee levels based on an updated nexus study on a regular basis
- Explore expanding jobs housing linkage fees to large employer institutional developments (medical and educational) who are currently not subject to jobs housing linkage fees.
- 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).

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.

- 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.

- 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.

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.
- 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.
- Continue to improve compliance, enforcement, and restrictions on short-term rentals.

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.
- 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.
- 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.

IV.10 Encourage provision of the maximum number of units when existing housing stock is proposed for major expansions or demolition.

- 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).
- 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.

## **V. Increase housing choices for the city's diverse cultural lifestyles, abilities, family structures, and income.**

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 [Accessory Dwelling Units \(ADUs\)](#) to age in the same building.
- Increase permanently affordable senior housing along transit corridors to improve mobility of aging adults and seniors.
- 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
- 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.

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.
- 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.
- Continue the multi-bedroom unit mix requirements.
- Support and incentivize housing, especially permanently affordable housing with multiple bedrooms for families, near existing high-rated public schools.
- Collaborate with the San Francisco Unified School District to identify priority in the school assignment process for low-income families and those living in permanently affordable housing.

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.
- 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).
- Pursue partnership models to purchase privately-owned entitled sites where construction may be stalling.
- Continue funding to the [First Responders Down Payment Assistance Loan Program](#) and the [SFUSD Educators Down Payment Assistance Loan Program](#).

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.
- 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.
- 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 the low-density zoned residential districts in High Opportunity Neighborhoods.
- 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.

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.
- Set minimum quality-of-life standards for group housing, such as access to common open space.

- Allow group housing as a principally permitted use where residential use is allowed.

V.6 Continue to support and expand the [Accessory Dwelling Unit \(ADU\) program](#).

- Continue to streamline the permit process through interagency coordination (e.g. Roundtable Review) implement an integrated online permitting system to support permit streamlining and government 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.
- Create an affordable [ADU program](#) to serve low-income households.
- 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.
- Advocate for State legislation to provide more flexibility for detached [ADUs](#) in denser cities with smaller lots.
- Continue to expand public outreach for the [ADU program](#) including virtually accessible information and in-language materials.

V.7 Strengthen homeownership programs to allow upward mobility for families.

- Evaluate opportunities for greater wealth building within the City's existing homeownership programs
- Advocate for State Legislation that would allow for scaled Homeowners Association fees for [Below Market Rate homeowners](#) in mixed-income buildings in order to ensure equal access to shared building services and amenities at equitable prices.
- Include scaled fees for any building services or amenities in rental or homeownership projects with [Below Market Rate households](#).
- Continue to provide legal representation and other support services that are culturally competent for [Below Market Rate unit owners and residents](#) to avoid foreclosures and/or address discrimination.
- Create an exception to the requirement for first-time homebuyers of [Below Market Rate](#) units allow households 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 housing needs.

## **VI. Promote neighborhoods that are well-connected, healthy, and rich with community culture.**

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.
- Support mixed-use buildings during regulatory review process and encourage commercial space or other compatible uses on the ground floor.
- Incentivize new permanently affordable housing developments to include below market rate commercial leases for community-based organizations serving the

neighborhood community (e.g., business development grants, and fee waivers).

- Plan for and dedicate funding for pedestrian and bicycle infrastructure and safety improvements to encourage walking and biking when accessing to daily needs.
- Create and fund an interagency working group to plan and design for walkable neighborhoods and proximity to daily needs.
- Expand and allow neighborhood serving uses, such as retail, restaurants, and hair salons within areas that are primarily residential especially on corner parcels.
- Improve flexibility on allowing home-based businesses and activities and work from home.

VI.2 Ensure transportation investments and new housing are planned in parallel to advance well-connected neighborhoods and equitable access to transit.

- 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's Rapid Lines](#) and major nodes such as Geary Blvd., Judah Street, 19th Ave, Lombard Street, Ocean Ave, Taraval Street, West Portal Ave, and Van Ness Ave.
- Establish a goal of building 50 percent of the [regional housing targets](#) at each income-level to be built in High Opportunity Neighborhoods within the next two [Regional Housing Needs Allocation](#) cycles (by 2038) through zoning changes, streamlining approvals, and encouraging the use of [state and local density programs](#).
- Plan for and dedicate funding to transportation infrastructure improvement to support areas slated for increased housing choice
- Plan and dedicate funding for improved transit services by enhancing operating revenues for the SFMTA.
- Prioritize transit service improvements, such as increasing frequency of service, in Priority Geographies and [Environmental Justice Communities](#) to support equitable mobility.
- Pursue interagency coordination to plan for improvements to transit, pedestrian, and bike infrastructure and service, and providing those improvements before housing projects are completed.

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, recreation 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](#).
- Pursue interagency coordination to facilitate planning for and providing equitable access to community facilities.

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](#).

- Create and expand programs that improve indoor air quality, such as [Article 38](#), and strengthen building standards that locate unit fenestration and ventilation systems away from heavy traffic roadways
- Support and streamline permits for energy retrofit, heating, ventilation and air conditioning (HVAC), and weatherization upgrades.
- Strengthen building standards to ensure that new housing developments limit sound intrusion.
- Encourage locating childcare, senior facilities, and other sensitive uses away from freeways and other major arterials through project review process.
- Continue to connect residents and housing developments with technical support and financing programs for earthquake safety retrofits.
- 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.
- Strengthen existing requirements to incorporate on-site stormwater management and flood resilience.
- Provide design guidance to increase flood resilience where sea level rise risks are high.

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.

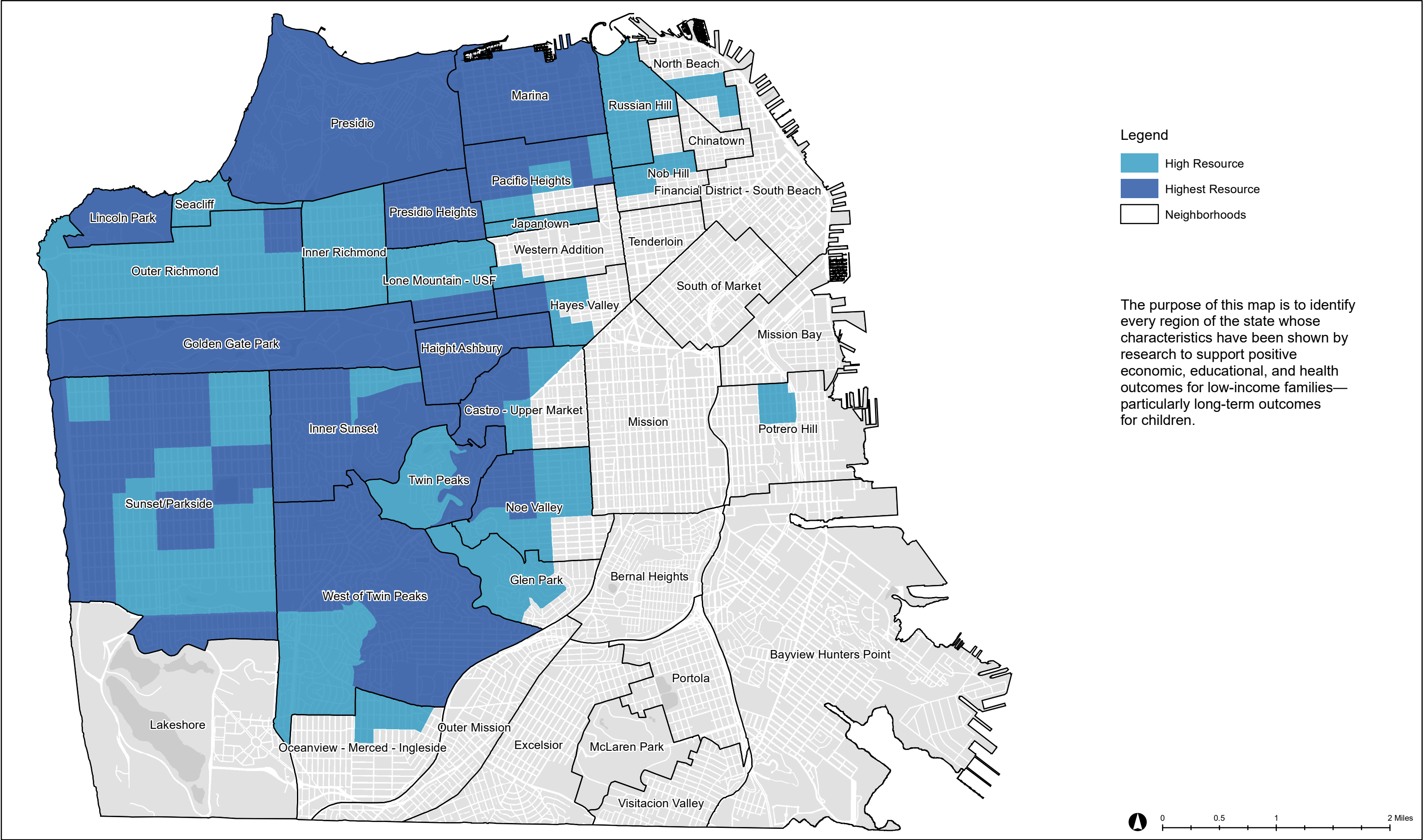
- Comply with the approved and applicable design guidelines as assigned by zoning, including but not limited to the [Residential Design Guidelines](#), the [Urban Design Guidelines](#), and the [Ground Floor Residential Design Guidelines](#).
- Adhere to guidelines in the [Better Streets Plan](#) when new housing creates improvements to sidewalks, streets, and other public spaces.
- Place uses and design visibility at the ground floor in a manner that supports social engagement and vibrancy in neighborhoods
- Shape housing massing and open space to optimize the experience of sunlight, shade, wind, and temperature for people inside and outside.
- Prioritize the use of natural and durable materials in housing to support its longevity and humanize the experience of the neighborhood.
- Encourage personal, familial, and cultural expression in housing design to foster specificity of people and place.
- Include porches, stoops, and accessible open space near sidewalks to invite social engagement and belonging.
- Use lighting and signage to invite and engage, rather than exclude or diminish, neighbors and the general public.
- Design the public realm in neighborhoods to be safe and visually and socially dynamic to encourage walking, rolling, cycling, and the use of public transportation.
- Consider proximity of services, resources, open space, and businesses to housing to support walking, rolling, and cycling.

VI.6 Sustain the dynamic and unique [cultural heritage](#) of San Francisco's neighborhoods through the conservation of their historic architecture and cultural uses.

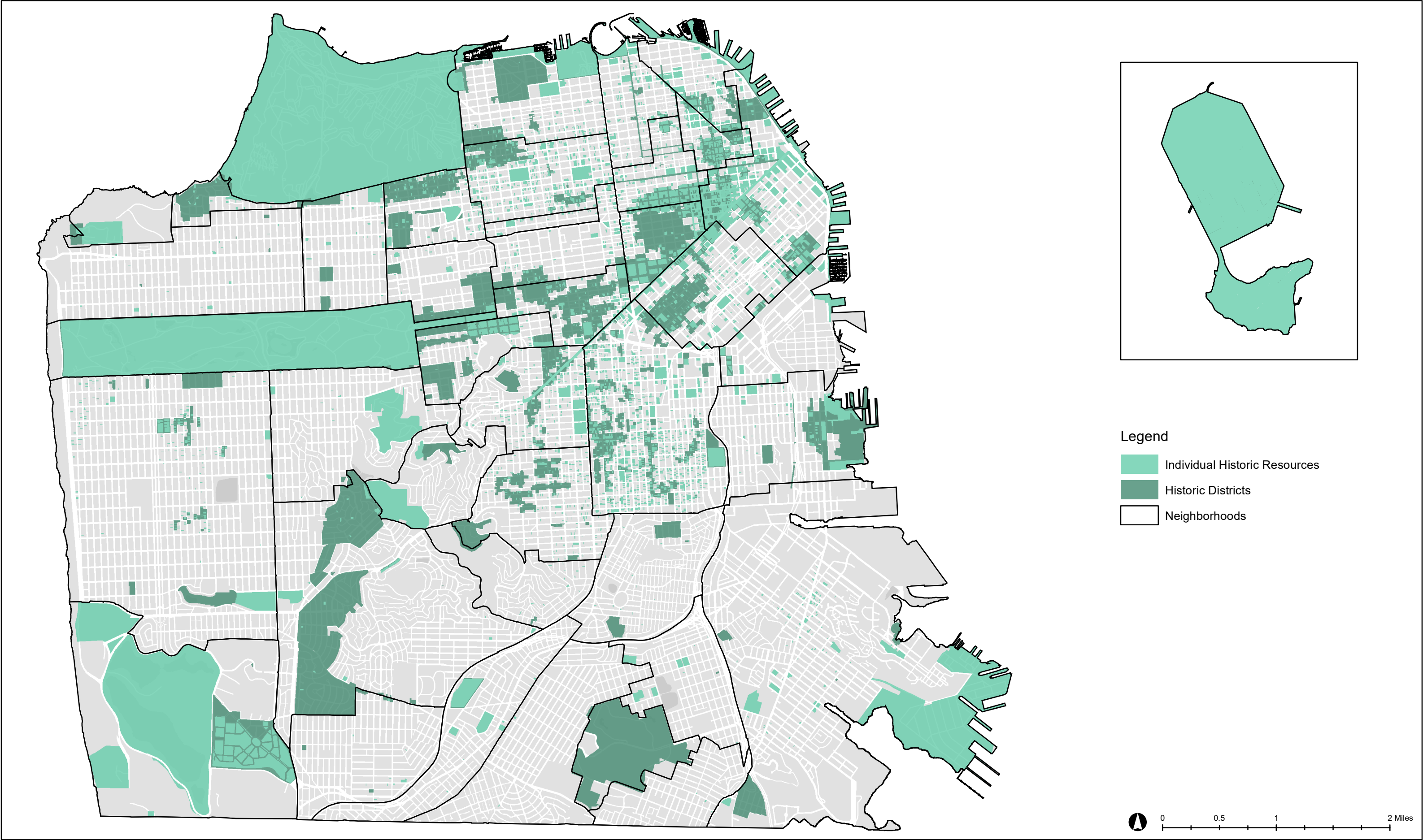


- Utilize the [Cultural Districts program](#) and related strategies that support cultural activities, uses, traditions, and spaces that strengthens unique racial, social, and cultural aspects of San Francisco communities through neighborhood investments or housing development.
- Increase grant funding 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 \(CHHESS\)](#).
- Designate historically and culturally significant buildings, landscapes, and districts for preservation using Planning Code [Article 10](#) and [11](#) to ensure appropriate treatment of historic properties that are important to the community and unlock historic preservation incentives for more potential housing development sites.
- Promote building rehabilitation and adaptive re-use through the regulatory review process.
- Apply historic design guidelines for new housing construction where applicable to respect the contextual design of community's existing historic resources.
- 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, education, and community capacity building efforts and through the regulatory review process.
- Utilize the regulatory review process to encourage the inclusion of public art, historical interpretation and educational opportunities in housing development projects in a manner that reflects neighborhood history and culture.

## Attachment B: High Opportunities Map and Definition

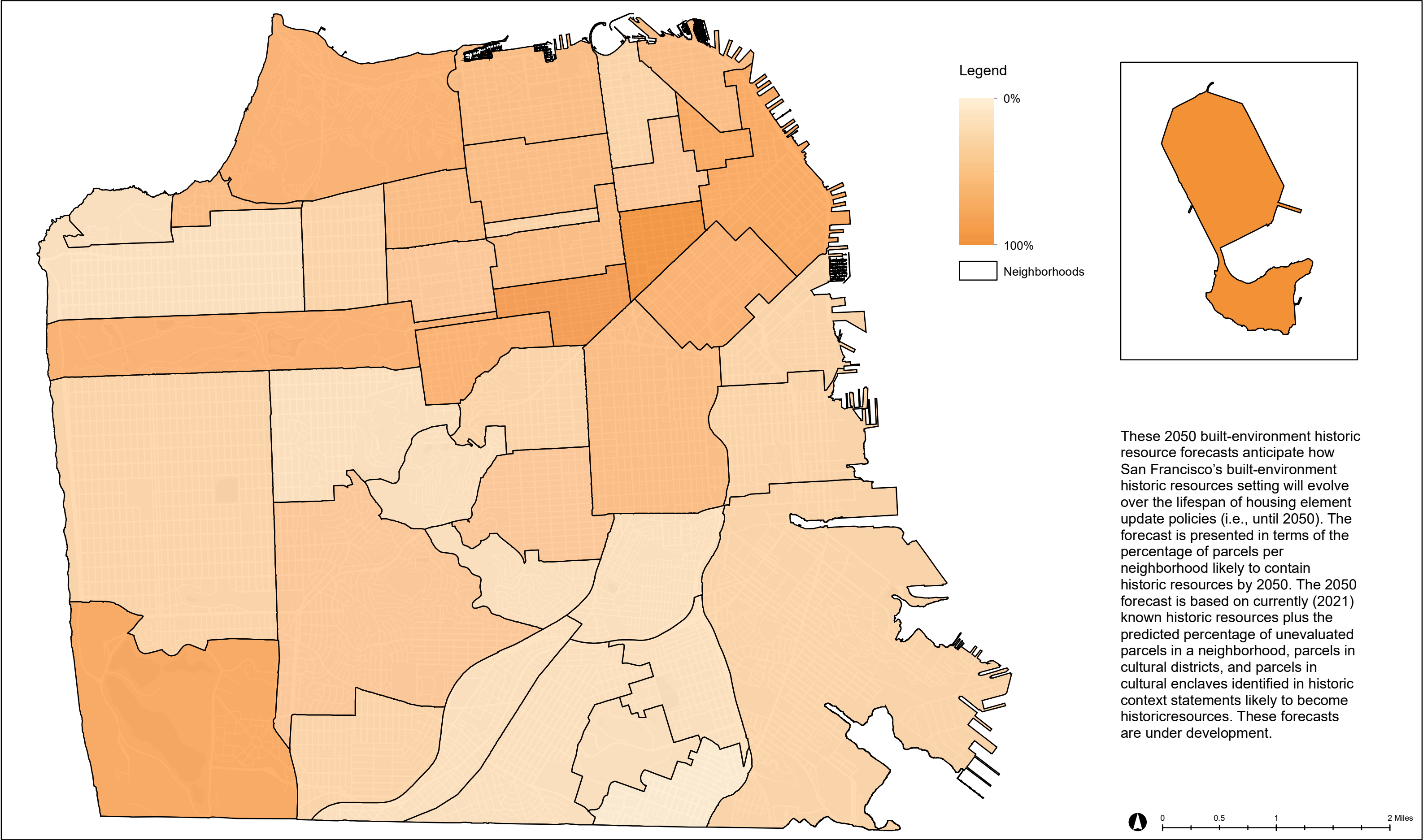


# Attachment C: 2021 Built-Environment Historic Resources Map



Attachment D: Draft 2050 Built-Environment  
Historic Resources Forecast Map







Attachment E: Draft Preservation Alternative  
Neighborhood Map

