

# HOUSING TRUST FUND FIVE-YEAR REPORT 2019-2023

Ordinance 230-12

Mayor's Office of Housing and Community Development



# TABLE OF CONTENTS

Executive Summary.....	1
Affordable Housing Development .....	2
Downpayment Assistance Loan Programs.....	4
Housing Stabilization Programs .....	5
Complete Neighborhood Program .....	6

---

## EXECUTIVE SUMMARY

In November 2012, San Francisco voters passed Proposition C to amend the City Charter and create the Housing Trust Fund (HTF). By this action, the City committed to a specific Housing Trust Fund contribution annually: \$20 million in 2013 as the Year 1 baseline, and an additional \$2.8 million over the previous year’s amount annually until the Housing Trust Fund reaches a total of \$50.8 million in 2024. Thereafter, the \$50.8 million shall be adjusted based on the annual percentage increase or decrease in the City’s General Fund discretionary revenues until 2043, at which time the Housing Trust Fund expires.

San Francisco Administrative Code §1.60 (Ord. 230-12) requires the Mayor’s Office of Housing and Community Development (MOHCD) to submit a report on the implementation and impacts of the Housing Trust Fund every five years, including an evaluation of programs and any recommendations for improvements. The first report was issued covering Fiscal Years 2013-14 through 2017-18; this report covers Fiscal Years 2018-19 through 2022-23.

The Housing Trust Fund has proven to be critical especially over the past five years as the local, state, and federal economies continue to weather impacts of the COVID-19 pandemic. State funding has become more competitive since 2018, and Housing Trust Fund contributions are even more crucial now in helping projects secure financing.

The Housing Trust Fund has four express purposes:

1. To create, acquire, and rehabilitate rental and ownership housing affordable for households earning up to 120% of the Area Median Income (AMI)\*<sup>1</sup>, including acquiring land for the development of affordable housing;
2. To provide down payment assistance for moderate-income homebuyers earning up to 120% AMI and first-responders such as police officers and firefighters (the “Down Payment Assistance Loan Program”);
3. To assist eligible households earning up to 120% AMI avoid foreclosure or eviction or improve the safety, accessibility or efficiency of their homes (the “Housing Stabilization Program”); and
4. To fund neighborhood improvements such as streetscapes, childcare facilities, and pedestrian safety projects (the “Infrastructure Grant Program”).

Since the Housing Trust Fund’s inception, MOHCD has expended, through June 30, 2023, approximately \$270 million toward these purposes. For the five-year reporting period of July 1, 2018, through June 30, 2023, MOHCD has expended approximately \$161 million of that total amount including: \$66.5 million for multifamily affordable housing development; \$13.3 million for downpayment assistance; \$44.6 million for housing stabilization programs; and \$3.1 million for neighborhood improvements. (See Table 1 on page 2 for details.)

---

1. Area Median Income (AMI) is updated every year by the Federal Department of Housing & Urban Development (HUD). HUD uses data from the census and the American Community Survey. They calculate 100% AMI for a family or 4 for cities and regions across the entire United States. In 2023, 120% AMI for a family of four is \$172,900.

**Table 1: Housing Trust Fund Five-Year Report Executive Summary**

<b>Program Area</b>	<b>FY18-19</b>	<b>FY19-20</b>	<b>FY20-21</b>	<b>FY21-22</b>	<b>FY22-23</b>	<b>Total</b>
<i>Affordable Housing Development</i>						
Multifamily Housing Development Loans	\$21,300,976	\$9,798,061	\$2,139,737	\$8,269,501	\$8,554,300	\$50,062,575
Multifamily Housing Development Loans (COP)	\$7,756,694	\$6,487,350	-	-	-	\$14,244,044
Acquisition and Preservation (Small/Big Sites)	\$246,301	\$3,207,780	-	\$1,792,264	\$4,878,170	\$10,124,515
Debt Service and Issuance	-	\$10,045,094	\$50,878	\$1,162,899	\$3,507,067	\$14,765,938
<b>Subtotal</b>	<b>\$29,303,972</b>	<b>\$29,538,285</b>	<b>\$2,190,615</b>	<b>\$11,224,664</b>	<b>\$16,939,537</b>	<b>\$99,321,588</b>
<i>Downpayment Assistance Loans</i>						
Downpayment Assistance Loan Program	\$3,834,662	-	-	\$4,842,261	\$903,360	\$9,580,283
First Responders Downpayment Assistance	\$999,978	-	-	\$2,187,493	\$499,672	\$3,687,143
Teacher Next Door Downpayment Assistance	-	-	-	\$20,000	\$180,000	\$200,000
<b>Subtotal</b>	<b>\$4,834,640</b>	<b>-</b>	<b>-</b>	<b>\$7,029,754</b>	<b>\$1,403,032</b>	<b>\$13,267,426</b>
<i>Housing Stabilization Programs</i>						
Housing Counseling and Assistance	\$1,110,378	\$1,181,408	\$1,467,410	-	\$234,941	\$3,994,137
Eviction Defense/Prevention & Tenant Housing Stabilization	\$2,971,165	\$3,352,916	\$5,633,464	\$8,437,579	\$8,241,704	\$28,636,828
Existing Homeowner Emergency Loans	\$191,985	\$175,676	\$151,809	\$116,996	\$15,942	\$652,408
<b>Subtotal</b>	<b>\$4,273,529</b>	<b>\$4,710,000</b>	<b>\$7,252,683</b>	<b>\$8,554,575</b>	<b>\$8,492,587</b>	<b>\$33,283,374</b>
<i>Complete Neighborhoods</i>						
Complete Neighborhoods Infrastructure Grants	\$1,388,331	\$505,485	\$929,803	\$188,428	\$89,566	\$3,101,613
<i>Program Delivery</i>						
Program Delivery	\$3,152,917	\$3,542,510	\$4,022,574	\$4,593,004	\$5,552,622	\$20,863,627
<b>Total Expenditures</b>	<b>\$42,953,380</b>	<b>\$38,296,281</b>	<b>\$14,396,675</b>	<b>\$31,590,425</b>	<b>\$32,477,344</b>	<b>\$159,713,113</b>

## **AFFORDABLE HOUSING DEVELOPMENT**

### **Program Description**

MOHCD provides funding through a variety of programs to create and preserve affordable housing at a wide range of income levels. This primarily includes providing capital financing through loans to nonprofit organizations for the construction of new affordable housing and the acquisition and rehabilitation of existing housing that is then converted into permanently affordable. These funds are combined with other sources—such as loans from private financial institutions, state funding programs, and federal low-income housing tax credits—to support the development of projects that nearly always include units specifically set aside for San Francisco’s most vulnerable populations, including people exiting homelessness, seniors, people living with disabilities, and individuals and families at risk of homelessness.

MOHCD’s Housing Preservation programs provide permanently affordable housing throughout San Francisco by acquiring and rehabilitating multifamily buildings that are vulnerable to market pressure and property sales and increased evictions. Acquired properties are rehabilitated and converted to permanently affordable housing with rents at an average of 80% AMI, and available to families earning up to 120% AMI. MOHCD also funds and supports the rehabilitation of its existing portfolio of affordable housing projects to ensure that all projects receiving MOHCD financing provide safe and sanitary housing that is financially sound and sustainable for decades to come.

## Evaluation of Impacts

For this reporting period, the Housing Trust Fund, in conjunction with other non-HTF fund sources, supported the development and preservation of 32 buildings and more than 1,350 homes for households earning less than 120% AMI. (See Table 2 below for details.)

**Table 2: Affordable Housing Development**

Program	Project	FY18-19	FY19-20	FY20-21	FY21-22	FY22-23	5-Year Total	# Units	AMIs Served
HOPE SF	Potrero Terrace HOPE SF Development Planning	\$199,764.50	\$532,479.38	\$425.64	-	-	\$732,669.52	N/A	-
Preservation	1411 Florida	-	-	-	\$299,000.00	-	\$299,000.00	7	80-120%
RAD	Plaza East RAD Emergency Repairs	-	-	-	\$1,333,629.00	\$488,573.63	\$1,822,202.63	N/A	N/A
Construction	1515 South Van Ness	-	-	-	-	\$880,090.84	\$880,090.84	167	TBD
Preservation	19-23 Precita	\$212,070.85	\$55,398.14	-	-	-	\$267,468.99	3	80%
Construction	1939 Market	-	-	-	\$598,970.83	\$1,045,571.63	\$1,644,542.46	185	TBD
Construction	2060 Folsom	-	-	-	-	\$499,999.00	\$499,999.00	127	Up to 60%
Preservation	South Park Scattered Sites	-	\$381,005.78	(\$381,005.78)	-	-	-	107	20-80%
RAD	2698 California	\$1,247,704.00	-	-	-	-	\$1,247,704.00	39	50%
Preservation	289 9th	-	\$66,835.40	\$49,021.55	\$544,170.05	\$140,000.00	\$800,027.00	16	50-80%
Preservation	305 San Carlos	-	-	-	\$333,000.00	-	\$333,000.00	12	80%
RAD	3138 Kamille (Bernal Dwellings)	\$1,298,439.01	\$607,937.01	-	-	-	\$1,906,376.02	159	50%
RAD	3138 Kamille (Bernal Dwellings)	-	-	-	\$1,961,307.65	-	\$1,961,307.65	<i>Repeated above</i>	<i>Repeated above</i>
Preservation	3182 -3198 24th	-	\$24,107.17	\$598,968.98	\$75,083.59	-	\$698,159.74	8	80%
Preservation	3280 17th	-	\$1,032,300.00	-	-	\$1,715,774.76	\$2,748,074.76	11	80%
Preservation	4101 Noriega (SFHA Scattered Sites)	-	\$462,792.62	\$1,183,347.30	\$852,786.56	-	\$2,498,926.48	8	50%
Construction	455 Fell	\$1,731,480.54	-	-	-	-	\$1,731,480.54	108	Up to 60%
Preservation	4830 Mission	-	\$6,319,000.00	-	-	\$2,176,590.09	\$8,495,590.09	21	80%
Preservation	520 Schrader	-	\$1,067,113.00	-	-	-	\$1,067,113.00	7	80%
Construction	555 Larkin	-	-	-	-	\$3,699,641.17	\$3,699,641.17	80	30-80%
Preservation	60 28th	-	-	-	\$232,000.00	-	\$232,000.00	6	80%
Preservation	654-658 Capp	-	-	-	\$800,000.00	-	\$800,000.00	7	80%
Preservation	65-69 Woodward	-	-	-	\$307,000.00	-	\$307,000.00	6	80%
RAD	Plaza East RAD	\$1,941,615.00	-	-	-	-	\$1,941,615.00	100	50%
RAD	Hayes Valley North RAD	\$17,018,390.75	-	-	-	\$900,677.00	\$17,919,067.75	83	50-60%
Construction	772 Pacific Ave	-	-	-	-	\$118,691.78	\$118,691.78	TBD	TBD
Preservation	777 Broadway (Throughline Scattered Sites)	-	-	\$554,398.59	\$245,601.41	-	\$800,000.00	30	80%
Preservation	937 Clay	-	-	\$589,214.80	\$1,152,643.68	\$845,825.60	\$2,587,684.08	73	80%
Preservation	937 Clay	-	\$7,686,140.49	-	-	-	\$7,686,140.49	<i>Repeated above</i>	<i>Repeated above</i>
Preservation	964-966 Oak (Purple House)	\$34,230.00	\$56,305.00	-	\$20,366.50	-	\$110,901.92	10	80%
Construction	Sunnydale HOPE SF - Phase 1A-3-Infrastructure	-	\$5,589.74	\$24,837.57	\$417,038.10	\$167,283.59	\$614,749.00	N/A	N/A
<b>TOTAL</b>		<b>\$23,683,694.65</b>	<b>\$18,297,003.73</b>	<b>\$2,619,208.65</b>	<b>\$9,172,597.37</b>	<b>\$12,678,719.09</b>	<b>\$66,451,223.91</b>	<b>1,380</b>	

MOHCD does not manage the construction of affordable housing or its ongoing operations. MOHCD provides financing and technical assistance to nonprofit organizations that lead this work. With the direct funding that MOHCD provides from the Housing Trust Fund, these nonprofits are able to bridge gaps in financing to ensure projects are delivered.

Additionally, by providing a dedicated source of funding, the Housing Trust Fund ensures ongoing funding for affordable housing production, even during emergencies or events that require unexpected General Fund expenditures. During the COVID-19 pandemic, when Mayor Breed and the City prioritized investing General Fund dollars in emergency operations to prevent the spread of COVID-19 and keep communities safe, the Housing Trust Fund ensured that projects in the affordable housing pipeline were still moving forward, providing much needed permanent housing and supporting jobs in construction and housing operations. As the City's economy continues to recover from the pandemic, the Housing Trust Fund continues to deliver affordable housing that serves a wide range of households so people can exit homelessness, seniors and people with disabilities can remain stably housed, and professionals such as teachers, educators, first responders, healthcare workers, transit operators, and others can afford to live in San Francisco.

### **Recommendations for Program Improvements**

MOHCD does not have any recommendations for improvements for this reporting period. The program is operating successfully.

---

## **DOWNPAYMENT ASSISTANCE LOAN PROGRAMS**

### **Program Description**

The Downpayment Assistance Loan Program (DALP) provides deferred payment loans up to \$500,000 to qualified low- and middle-income (up to 200% AMI) first-time homebuyers to buy a market-rate principal residence in San Francisco. Housing Trust Funds are used to fund DALP loans serving households at 120% AMI and below. The DALP is a silent second loan that requires no monthly payments for 30 years. The principal amount plus an equitable share of appreciation are due and payable at the end of the term, or are repaid upon sale or transfer.

The First Responder Downpayment Assistance Program provides qualified Police, Sheriff, and Fire Department homebuyers up to \$500,000 toward the purchase of their first San Francisco market-rate home.

Additionally, beginning in FY21-22, Housing Trust Funds were used to implement the Teacher Next Door program, which offers up to \$40,000 in assistance through a forgivable loan to SFUSD middle-income educators working in the San Francisco Unified School District, for the purchase of their first home.

### **Evaluation of Impacts**

Between FY18-19 and FY22-23, 47 households received downpayment assistance loans sourced from the Housing Trust Fund. (See Table 3 on page 5 for details.)

31 households received downpayment assistance through general Downpayment Assistance Loan Program (DALP) for the purchase of a market-rate home. Six households received the Teacher Next Door forgivable loans. Among these, four purchased market-rate homes and one purchased a Below Market Rate (BMR) home. Ten Police, Sheriff, and Fire Department employees received downpayment assistance loans through the First Responder DALP for the purchase of market-rate homes.

**Table 3: Downpayment Assistance Loan Programs**

Program	FY18-19	FY19-20	FY20-21	FY21-22	FY22-23	Total	# Households	AMIs Served
Downpayment Assistance Loan Program	\$3,834,662	-	-	\$4,842,261	\$903,360	\$9,580,283	31	Up to 120% AMI
First Responders Downpayment Assistance	\$999,978	-	-	\$2,187,493	\$499,672	\$3,687,143	10	Up to 200% AMI
Teacher Next Door Downpayment Assistance	-	-	-	\$20,000	\$180,000	\$200,000	6	Up to 200% AMI
<b>TOTAL</b>	<b>\$4,834,640</b>			<b>\$7,049,754</b>	<b>\$1,583,032</b>	<b>\$13,467,426</b>	<b>47</b>	

**Recommendations for Improvements**

MOHCD does not have any recommendations for improvements for this reporting period. The program is operating successfully.

**HOUSING STABILIZATION PROGRAMS**

**Program Description**

Preventing the displacement of San Franciscans from their homes is both affordable housing preservation and cultural preservation. MOHCD funds community-based organizations through grants and operating subsidies to deliver essential anti-displacement and housing stabilization services.

Over the past five years, MOHCD modified its housing stabilization programs to focus on key investment areas and provide equitable support for renters and homeowners. Currently, Housing Trust Fund dollars support MOHCD’s work in six areas related to housing stabilization: eviction legal assistance, including the Tenant Right to Counsel program; housing counseling, education, and outreach; tenant-landlord mediation and technical assistance; ongoing tenant-based subsidies; converting market-rate housing to permanently affordable through acquisition and preservation programs; and emergency assistance for homeowners and renters. The Housing Trust Fund has thus effectively helped prevent thousands of San Franciscans from displacement through evictions or foreclosures by funding these housing stabilization programs.

***Eviction Legal Assistance***

In June 2018, San Francisco voters passed the No Eviction Without Representation Act to establish the Tenant Right to Counsel program, which provides free legal assistance for residents facing eviction and free full-scope legal assistance for eligible cases.

***Housing Counseling, Education, and Outreach***

This program expands equitable access to affordable housing opportunities through technical assistance for residents searching for housing. Programs also help residents successfully submit applications for City-funded affordable housing. HTF dollars also fund tenants’ rights efforts, including accessible, multilingual educational materials and resources to ensure that tenants are fully aware of their rights under local, state, and federal laws.

***Tenant-Landlord Mediation and Technical Assistance***

Providing professional mediation services for tenants and landlords facing conflicts prevents evictions because it de-escalates tensions between tenants and landlords, provides accurate and thorough information about both tenants’ and landlords’ rights and legal requirements, and connects tenants with appropriate resources to secure housing elsewhere should the conflict be irresolvable. These services are provided through multiple neighborhood-based CBOs.

## Emergency Assistance

Unexpected loss of income or increase in household costs all too often force families and individuals to the brink of eviction and homelessness. Through its CBO partners, MOHCD funds a range of emergency assistance programs for renters and homeowners to remain stably housed and prevent community displacement. HTF funding supports the Homeowner Emergency Loan Program (HELP), which assists low-income homeowners avoid foreclosure by providing no-interest loans to pay for unaffordable HOA special assessments or mortgage and property tax arrears.

## Evaluation of Impacts

In the first five years of HTF's implementation, MOHCD's housing stabilization programs focused on low- and moderate-income homeowners. MOHCD has expanded these programs to equitably serve renters, given that an estimated 65% of San Franciscans are renters, and the majority of these households that earn less than 80% AMI are considered rent burdened, as detailed in the Housing Element 2022 Update. Additionally, renters of color and other historically disadvantaged or vulnerable households (e.g., transgender, LGBTQ+, seniors, people with disabilities, and formerly incarcerated individuals) are disproportionately affected by evictions and severe rent burdens, especially in the private rental market where buildings are more vulnerable to market pressure.

Additionally, lower-income single-family homeowners—which are disproportionately households of color—often do not have the resources to pay for special assessments, significant one-time emergent needs.

**Table 4: Housing Stabilization Programs**

Program	FY18-19	FY19-20	FY20-21	FY21-22	FY22-23	Total
Housing Counseling and Assistance	\$1,110,378	\$1,181,408	\$1,467,410	-	\$234,941	\$3,994,137
Eviction Defense/Prevention and Tenant Housing Stabilization	\$2,971,165	\$3,352,916	\$5,633,464	\$8,437,579	\$8,241,704	\$28,636,828
Existing Homeowner Loans	\$191,985	\$175,676	\$151,809	\$116,996	\$15,942	\$652,408
<b>TOTAL</b>	<b>\$4,519,830</b>	<b>\$7,917,780</b>	<b>\$8,489,888</b>	<b>\$10,346,839</b>	<b>\$13,370,757</b>	<b>\$44,645,094</b>

## Recommendations for Program Improvements

An ongoing challenge for the right to counsel program has been the difficulty in identifying sufficient attorneys with the skills necessary to provide full scope legal representation, given the challenging job market and the fact that nonprofit salaries are not very competitive with those salaries available to attorneys in the private sector. The program does need to be able to be sufficiently resourced to be able to be able to attract and retain attorneys sufficient to meet the ongoing need for this service.

## COMPLETE NEIGHBORHOOD PROGRAM

### Program Description

The Housing Trust Fund's Complete Neighborhood Program (CNP) provides grants and loans to nonprofit organizations for community improvement capital projects that serve low-income families and individuals. In addition to protecting and expanding services like career centers, family supports, childcare, job training, and other supportive programs, capital funds are used to ensure that these facilities are accessible and meet health and safety standards. Funded projects are solicited through a public, competitive procurement process on an annual basis as funds are available.

## Evaluation of Impacts

Housing Trust Fund dollars have provided a reliable source of financing for projects to use as leverage or match in securing additional funding. As construction and other development costs have increased in recent years, this ensures project delivery.

The implementation of CNP also helps achieve geographic and racial equity goals. When requesting funding, nonprofits must include state goals and objectives for advancing racial equity in the project's neighborhood and report on these goals after funds are spent. Specific demographic information is published in MOHCD's Annual Report.

**Table 5: Complete Neighborhood Programs**

Fiscal Year	Agency	Amount Funded	Project Description	Sup. District*
2018 - 2019	San Francisco Parks Alliance	\$41,674	Fabricate and Install Garden Sheds	10
2018 - 2019	San Francisco Parks Alliance	\$22,000	Trail Maintenance	7
2018 - 2019	San Francisco Parks Alliance	\$301,087	Design and Build Public Pathway	9
2018 - 2019	Mission Kids	\$350,000	Design and Engineering for a Childcare Center	9
2019 - 2020	Lower Polk Community Benefit District	\$50,000.00	Design of Cable Car Terminus at California and Van Ness	5
2019 - 2020	Ingleside Community Fund	\$119,300.00	Public Gateway Arch	7

\* Supervisorial district listed is from the fiscal year listed.

## Recommendations for Improvements

MOHCD does not have any recommendations for improvements for this reporting period.

---

## Staff Contact

Sheila Nickolopoulos, Director of Policy and Legislative Affairs  
sheila.nickolopoulos@sfgov.org