

101-0032023-136

April 28, 2023

Honorable London N. Breed City Hall 1 Dr. Carlton B. Goodlett Place, Room 200 San Francisco, CA 94102

Re: Office of Community Investment and Infrastructure ("OCII") Housing Delivery Performance Assessment and Improvement Plan

Dear Mayor Breed,

In response to Executive Directive 23-01 Housing for All, I am pleased to submit OCII's Housing Delivery Performance Assessment and Improvement Plan. I believe that this Executive Directive will help us to deliver on, and exceed, the housing promises that have been made to the communities we serve over the years. Since Executive Directive 17-02, OCII has completed 2,261 units (including 1012 affordable units) within our project areas of Mission Bay, Transbay, and Hunters Point Shipyard/Candlestick Point. The attached plan outlines our efforts to maximize our housing production to assist in meeting the goals of San Francisco's 2023 Housing Element through completing our current pipeline, increasing density wherever possible, restarting development on Candlestick Point, and extending our ability to fund affordable housing through Senate Bill 593.

London N. Breed MAYOR

Thor Kaslofsky EXECUTIVE DIRECTOR

Bivett Brackett CHAIR

Alex Ludlum
Tamsen Drew
Dr. Carolyn Ransom-Scott
COMMISSIONERS

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We look forward to a close collaboration with your office, the relevant City departments, and the development community to achieve our shared goals. Please let us know if you have questions or would like to meet regarding this plan.

Sincerely,

Thor kaslofsky
Thor Kaslofsky
Executive Director

DocuSigned by:



Housing Delivery Performance Assessment and Improvement Plan

May 2023

OCII's Housing Delivery Role

The Office of Community Investment and Infrastructure ("OCII") is the Successor Agency to the former San Francisco Redevelopment Agency ("SFRA"). On February 1, 2012, SFRA was dissolved pursuant to state law. A combination of legislation and court decisions ultimately determined the authority of successor agencies that assumed the remaining redevelopment agencies' operations ("Dissolution Law"). Pursuant to the Dissolution Law and to Board of Supervisors Ordinance 215-12, the City and County of San Francisco created OCII as the Successor Agency to the SFRA. As Successor Agency, OCII's work activities are focused on work related to enforceable obligations that have been approved by the State Department of Finance ("DOF"). Those enforceable obligations are related to: (1) the Major Approved Development Projects (Mission Bay North and South Redevelopment Project, Transbay Redevelopment Project, Hunters Point Shipyard/Candlestick Point Redevelopment Project also known as the "Project Areas"); (2) the disposition of SFRA assets such as Yerba Buena Gardens, existing economic development agreements such as loans, grants, or owner participation agreements, and other real property and assets of SFRA that must be relinquished under the Dissolution Law; and (3) OCII's "Retained Housing Obligations" which include ensuring the development of affordable housing in the Project Areas. See Exhibit 1 for the status of OCII's housing obligations by Project Area and Exhibit 2 for OCII's projected starts and completions in the next five years.

OCII is the land use regulatory body for the Project Areas, as such OCII is responsible for review and approval of designs for infrastructure, private development, and affordable housing development within the Project Areas. OCII's affordable housing development obligations are in the Project Areas. The obligations include direct funding through loans or grants to "stand-alone" or 100% affordable housing developments. Obligations also include below market rate "inclusionary" housing that is required through OCII development agreements with private developers in connection with market rate housing, that receives no OCII subsidy.

OCII's affordable housing development obligations include direct oversight and underwriting along with services procured from the Mayor's Office of Housing and Community Development ("MOHCD"). In general, OCII is responsible for directly managing the development process through completion and then procures services from MOHCD staff to assist OCII with review and monitoring of marketing for both inclusionary and OCII funded projects, implementing the Certificate of Preference program, and assisting with the fiscal management and disbursement of OCII's funds, and other ancillary tasks as needed. Upon project completion, defined as constructed, occupied, and converted to permanent financing, OCII transfers the affordable housing assets, such as land, funding agreements, ground leases, and affordability restrictions for each completed project to MOHCD, which is OCII's housing successor and as such is then responsible for all asset management responsibilities for the transferred projects.

In furtherance of contributing to the City's Housing Element goals, OCII is currently focusing on restarting the development work in Hunters Point Shipyard Phase 2 and Candlestick Point, which has been delayed due to market conditions, and has put forward state legislation that would expand OCII's ability to fund affordable housing. Status updates on both efforts are included below.

Hunters Point Shipyard Phase 2 and Candlestick Point

The Hunters Point Shipyard/Candlestick Point Project is composed of approximately 770 acres along the southeastern waterfront of San Francisco. The Hunters Point Shipyard area is divided into two phases of development. At full build out, Hunters Point Shipyard Phase 2 / Candlestick Point Project will create more than 10,672 units of housing (approximately one-third of which will be affordable), 326 acres of parks, over 4.8 million square feet of commercial space, and approximately \$86 million of community benefits such as homeownership assistance, workforce development, job training, educational assistance, and contributions to the Southeast Health Center. At completion, HPS/CP will generate more than 12,000 permanent jobs. Hunters Point Shipyard Phase 2 is delayed while the U.S. Department of the Navy ("Navy") concludes environmental re-testing of several Navy-owned parcels. To date 337 units have been completed on Candlestick Point. Two additional 100% affordable projects totaling 332 units are entitled at Candlestick Point and could begin construction once infrastructure is complete, and the remaining financing is secured. The schedule for the remainder of the development at Candlestick Point has not been updated. However, the Master Developer has indicated its intent to resume infrastructure construction in 2025. It is anticipated that the Master Developer will propose changes to the land use program in the summer/fall of 2023. Such changes may require several amendments to various DDA documents and the Redevelopment Plan during Fiscal Year 23-24.

Replacement Housing Legislation

In February 2023, California State Senator Scott Wiener introduced Senate Bill 593 which would allow a limited continuance of OCII's tax increment financing powers to fund up to 5,842 affordable housing units as replacement for units that were not replaced following the period of urban renewal between 1955 and 1975. This legislation was considered at the California Senate Governance and Finance Committee on March 29 and was passed and referred to the Housing Committee. If approved, the legislation would take effect in 2024 and OCII would then be able to further help achieve the City's Housing Element goals. We anticipate that among the first projects that would utilize this funding would be OCII's two remaining affordable housing parcels in Mission Bay South. We are seeking to increase the density of these parcels by up to 815 units (for a total of up to 980 units) so that the density of the affordable housing is consistent with appropriate zoning of the parcels and addresses the City's dire need for affordable housing and to achieve the Housing Element goals.

Performance Assessment

OCII approvals and timelines

As discussed above, OCII is responsible for the development of 100-percent affordable housing projects and is the land use authority for all projects within our Project Areas, including market-rate housing projects. As the land use authority, OCII performs the functions generally provided by the Planning Department in most of the City and County. OCII enforces land use and development standards legislated by the redevelopment plans and design control documents in each of these corresponding Project Areas. In addition, OCII development approval processes are dictated by Design Review and Document Approval Procedure ("DRDAP") documents that are unique to each Project Area, or in some cases, to each development project. The DRDAPs have been created to ensure "expeditious processing" of development applications in redevelopment project areas, and

to provide the development community clarity as to OCII submittal requirements and timeframes for review. The DRDAP procedures do not govern horizontal infrastructure development timelines.

The DRDAPs follow similar frameworks, with the exception that the Mission Bay and Hunters Point Shipyard Phase 2 and Candlestick Point DRDAPs include procedures for subdivision map, major phase and sub-phase review and the Hunters Point Shipyard Phase 1 DRDAP is divided into separate documents for horizontal design review and vertical design review. See Exhibit 3, Housing Projects Design Review and Entitlement Process, for detailed review timelines for each Project Area. Additionally, OCII reviews relevant permits for consistency with approved schematic designs and other entitlements.

OCII conveys land for development of 100% affordable housing via long term ground leases. These ground leases have a total term of 99 years. In addition to land conveyance, one of OCII's key tools in delivering affordable housing is the ability to secure funding through public financing and make direct loans to affordable housing developers. OCII acts as the "gap" lender, providing the necessary amount of financing once other sources have been exhausted. Typically, those sources include tax-exempt mortgage revenue bonds issued by the City, low-income housing tax credits ("LIHTC") and other state funding sources such as the Multifamily Housing Program and Infill and Infrastructure Program. When providing financing and entering into ground leases for affordable housing, OCII follows MOHCD policies and guidelines found here: https://sf.gov/information/multi-family-housing-forms-documents-policies-and-guidelines. Either the Citywide Affordable Housing Loan Committee or the HOPE SF Loan Committee ("Loan Committee") reviews and approves all OCII funding for affordable projects. Once Loan Committee has approved a funding request, the Commission on Community Investment and Infrastructure ("OCII Commission") provides final approval. Ground leases are approved by the OCII Commission along with funding requests.

Beginning in 2020, the State started allocating tax-exempt bond financing for affordable housing projects on a competitive basis, and such financing has been oversubscribed in every financing application round. This has resulted in most San Francisco projects, including OCII projects applying for financing in multiple rounds before being awarded funds. This has delayed housing delivery. San Francisco, and other high-cost areas, were disadvantaged based on scoring criteria that prioritized projects with lower costs. Due to advocacy from San Francisco, and other high-cost jurisdictions, the regulations were adjusted to also prioritize deep affordability, a key priority of City and OCII-funded affordable housing. This has resulted in more San Francisco projects being awarded tax-exempt bond and the associated 4% low-income housing tax credit financing in 2022, including both of OCII's projects in Hunters Point Shipyard Phase 1. However, the competitive nature of these funds will continue to affect the timelines of OCII (and other San Francisco) projects.

Design Review and Permitting Approvals

Successes

Since the 17-02 Executive Directive:

- 2,261 units in Project Areas have been completed. Of those units 1012 nearly half
 were affordable.
- OCII has approved schematic designs and entitled 2,545 units, with 1,493 of those units being affordable. Currently, there are 225 units under construction, 157 of those units are affordable. Two affordable projects totaling 185 units (including a total of three manager's units) in Hunters Point Shipyard Phase 1 are starting construction this May and will be completed in 2025. Another 335 of these affordable units are expected to start construction in FY 23-24.
- For Site Permits, OCII's average time from intake to completed review is 57 days (including developer response time), however OCII reviews concurrently with design development document ("DD") review as outlined in the DRDAPs for the Project Areas and in Exhibit 3 to ensure a timely approval of DDs and sign off on Site Permits.
- For Addenda, OCII's average time from intake to completed review is 44 days (including developer response time), however OCII reviews concurrently with other stations and does not provide final sign off until all other stations have approved.
- In recent affordable housing projects such as Hunters Point Shipyard Block 56 and Mission Bay South Block 9A, OCII has implemented an initial review for cost efficiency prior to the drafting of schematic designs. OCII design review and housing staff, developer staff and the design team have worked collaboratively to ensure the most cost-efficient design.
- OCII's Design Review, Housing, and Project Management teams have worked closely together and with the developers to ensure project timelines are met and cost containment efforts are maximized.
- Since Executive Directive 17-02, the overall time for Site Permit issuance for OCII's
 affordable projects decreased from over a year to an average of 5 months. The architectural
 addenda review time has also been reduced by several months and has not resulted in any
 project delays. (Note that the issuance timeline for this addendum is often several months
 longer than the review time as the developers do not pay for permit issuance until the
 construction financing has closed and construction has begun).

Areas for Improvement

- OCII must continue to focus on reducing timelines for approval whenever possible (see Exhibit 3).
- OCII must continue to focus on cost containment in all stages of design and development in collaboration with MOHCD, developers, contractors and other key stakeholders.

Loans/Ground Leases

Successes

• Since Housing Directive ED 17-02, OCII has committed \$285,477,405 in funding for 100% affordable projects. These funds represent 1,080 units total, 412 units have been completed, 148 units are under construction and 185 are starting construction by the end of FY 22-23. Another 335 of these units are expected to start construction in FY 23-24.

For Hunters Point Shipyard Phase 1 Blocks 52 and 54, a 112-unit affordable family development, OCII worked with the developer to provide financing to the project in two tranches, one for site preparation and one for the vertical project, to ensure a successful application for tax exempt bond and LIHTC financing. This resulted in the project being awarded financing and it is currently preparing to start construction. OCII is evaluating this and other financing methods to ensure that upcoming projects maximize their competitiveness for state and other financing sources.

Areas for Improvement

- OCII, in collaboration with MOHCD, must continue to advocate for regulation changes for the tax-exempt bond, LIHTC and other funding sources that benefit San Francisco projects.
- OCII must continue to focus on cost containment in collaboration with MOHCD, developers, contractors and other key stakeholders.

Housing Coordinator

OCII's Housing Program Manager oversees OCII's enforceable obligations related to affordable housing and acts as Housing Coordinator, reporting to the Executive Director on all matters related to Housing Directives and to the Deputy Executive Director-Programs and Projects on all other matters. Initially the Housing Coordinator was the Deputy Executive Director, Programs and Projects. The process improvements implemented under the initial Housing Coordinator are outlined below and are still in place. They have worked very well to improve coordination and communication between staff and departments within OCII. The proposed improvements to our design review timelines build upon our more efficient coordination. The Housing Manager has stepped into the Housing Coordinator role to raise the prioritization of this work and increase the efficiency of decision making.

Key staff

- Deputy Executive Director-Programs and Projects (position currently posted): Oversees all horizontal and vertical development in OCII's Project Areas.
- Senior Project Manager-Hunters Point Shipyard and Candlestick Point: Oversees development in the Hunters Point Shipyard and Candlestick Point.
- Project Manager-Transbay: Oversees development in Transbay.
- Project Manager-Mission Bay: Oversees development in Mission Bay North and South.
- Manager of Planning and Design Review: Oversees land use and development standards legislated by the redevelopment plans and design control documents in Project Areas.
- Housing Construction Specialist: Acts as a technical liaison among OCII's contractors, staff, and affected City departments to facilitate OCII's development of affordable housing.
- Housing Senior Development Specialists (3): Act as team leaders and/or subject matter experts for OCII affordable housing obligations and act as project managers for OCII affordable housing projects.
- Housing Development Specialists (1 current, 1 position posted): Act as project managers for OCII affordable housing projects.

 Associate Planners (2): Responsible for the design and permit review of OCII sponsored and funded projects as legislated by the redevelopment plans and design control documents in Project Areas.

Process Improvements

Completed Process Improvements Executive Directive 17-02

- The previous Housing Coordinator established the following tools and processes:
 - Housing Tracker: includes project data as well as key Housing Development and Design Review milestones for all OCII housing projects and is updated by all key staff listed above on a monthly basis.
 - Permit Tracker: to track the progress of permits for OCII funded or sponsored housing projects and is updated by all key staff listed above on a monthly basis.
 - Daily Check-Ins: key managers meet daily for 15 minutes to facilitate communication related to housing delivery and other enforceable obligations.
 - Weekly Project Coordination Meetings: key staff meet to coordinate on OCII projects, monthly topics include Housing Tracker and Permit Tracker review.
- The Design Review team established the following tools and processes:
 - Standardized Plan-Check Checklists per Project Area to assist staff's expeditious processing.
 - Design Review Tracker: for each project staff maintain a spreadsheet tracker for all comments and responses to and from the developer.
 - On affordable housing projects (and on market-rate projects when the developer is cooperative) OCII design review staff schedule regular design-review check-ins to for staff to answer questions, solve problems, and provide final determinations as quickly as possible, in real time.
 - For building permits, OCII encourages courtesy review sets submitted early to ensure efficient plan checking for OCII requirements to reduce the possibility of requests for later plan changes that would disrupt progress at the stations.
- OCII participates in the Executive Directive Housing Coordinator Meetings and the Priority Permit Tracker Meetings convened by the Housing Delivery team. These forums have facilitated faster permit issuance for OCII-sponsored and funded housing as, discussed above, in the following ways:
 - OCII has used these forums and the relationships with reviewing agencies established through these forums to address issues with permits before they experience delays, or before the delays affect project schedules.
 - OCII has used the information provided from the Housing Coordinator and Priority Permit Tracking Meetings and relationships with reviewing agencies to better communicate with developers regarding permit issues.
- OCII collaboration with the Infrastructure Taskforce ("ITF") has benefitted OCII projects in the following ways:
 - Drafting acceptance legislation in advance of developer submitting complete documentation.
 - Coordinating Tentative/Final Map reviews and approvals through the Bureau of Street Use and Mapping.

 ITF lead has taken a proactive approach in contacting developers on permit related matters.

Proposed Process Improvements

- To facilitate housing delivery in the upcoming years, effective immediately OCII is proposing to reduce the timelines for our design review approvals as shown in Exhibit 3 in red.
- OCII's Manager of Design Review and Planning will draft a procedures document establishing best practices developed as part of Executive Directive 17-02 by the end of Q1 FY 23/24.
- Improved permit tracking software that would coalesce data from the Department of Building Inspection's online Permit Tracking System and Bluebeam drawing review database would help track permits in real time, gather data, and better analyze successes and areas for improvement with permitting. Developer response time is particularly hard to analyze in the current systems.
- Horizontal Permitting/Infrastructure Acceptance
 - Implement an internal permit tracking system for horizontal permits, that is updated in real time and accessible to reviewing agencies and housing delivery agencies.
 - Minimize project portfolio of ITF project managers to allow for more intensive/efficient interdepartmental coordination of projects.
 - It is currently the ITF project manager's responsibility to coordinate and collect comments from different reviewing departments. Sometimes not all of the departmental reviewers have responded, and it can be difficult for the ITF manager to identify these cases. For example, sometimes a problem arises when comments, reviews and inspections have been forwarded to the developer because the ITF project manager believes they have all comments and then there is additional review within the departments and there are subsequent changes. Possible strategies to mitigate these issues are:
 - Institute completeness reviews for infrastructure permits Reviewing agencies review submittal for completeness and ITF project manager notifies developers of deficiencies within 15 business days
 - The Housing Coordinator or an alternate designee within each reviewing department should:
 - Ensure comments are complete and accurate and that there are no conflicting comments.
 - Ensure all who need to review and comment have done so prior to sending comments to the ITF project manager or developer.
 - Ensure that reviewers understand the scope of the review (i.e. if it is amendment to a previously approved permit vs. a new permit).
 - Ensure inspections are conducted by the department in a timely fashion.
 - Ensure specific infrastructure plans and improvements apply to all projects (market rate and affordable), and no additional requirements are included.

Capacity Assessment and Plan

OCII has 55 staff positions available with only 36 currently filled. OCII has the capacity to hire additional staff within the current available positions to accomplish the goals and actions of the Housing Element. OCII is currently hiring a Housing Development Specialist focused on affordable housing projects and a Development Specialist focused on the Transbay and Hunters Point Shipyard/Candlestick Point Project Areas. See attached OCII Organizational Chart and Flowchart (Exhibits 4 and 5).

Exhibit 1 Status of Housing Obligations by Project Area

TOTAL UNITS BY PROJECT AREA & STATUS						
	MBN	MBS	Transbay	HPSY-I	HPSY II/CP	Grand Total
Completed	2,964	3,096	2,196	505	337	9,098
In Construction		289		77		366
Predevelopment			1,016	813	1,263	3,092
Preliminary Planning		1,001			1,225	2,226
Future Development			80	33	7,847	7,960
Grand Total	2,964	4,386	3,292	1,428	10,672	22,742
% Complete	100%	71%	67%	35%	3%	40%

AFFORDABLE UNITS* BY PROJECT AREA & STATUS

	MBN	MBS	Transbay	HPSY-I	HPSY II/CP	Grand Total
Completed	698	758	721	102	333	2,612
In Construction		288		9		297
Predevelopment			639	262	397	1,298
Preliminary Planning		973			386	1,359
Future Development			79	33	2,247	2,359
Grand Total	698	2,019	1,439	406	3,363	7,925
% Affrdble by ProjAre	24%	46%	44%	28%	32%	35%

^{*}Does not include managers units

Exhibit 2 Projected 5 Year Housing Starts and Completions by Calendar Year

Construction Starts by Calendar Year	2022	2023	2024	2025	2026	5-Yr Totals
Mission Bay	148	ı	21	ı	538	707
Transbay	1	1	335	1	-	335
Hunters Pt Shipyard Ph 1	1	486	40	70	55	651
Candlestick Point	-	-	-	-	-	-
Total Units	148	486	396	70	593	1,693
# Affordable Units	148	216	339	7	542	1,252
Completions by Calendar Year	2022	2023	2024	2025	2026	5-Yr Totals
Mission Bay	141	ı	148	ı	21	310
Transbay	1	-	-	1	335	335
Hunters Pt Shipyard Ph 1	1	77	11	475	50	613
Candlestick Point	-	ı	-	ı	-	Ī
Total Units	141	77	159	475	406	1,258
# Affordable Units	140	9	149	215	340	853

Note:

The 538 units scheduled to start construction in Mission Bay in 2026 are dependent on Replacement Housing legislation being approved.

If the Master Developer for Hunters Point Shipyard Phase 2/Candlestick Point proceeds with infrastructure in 2025 two large affordable family projects totaling 332 units could start construction by 2026.

Exhibit 3

OCII Housing Projects Review and Entitlement Process

Unless otherwise noted, review times are defined as calendar days. Please note that OCII staff always seek to review in the shortest time possible, but in no event will take longer than the times shown here.

Transbay Zone 1

OCII prepares project-specific DRDAPs in Transbay Zone 1 on a block-by-block basis after developer selection and at the beginning of the design process. The Transbay DRDAPs mirror OCII's standard layout and timeframes, originally established under the Mission Bay DRDAPs in 1998 (see below). All updated review timelines shown below for Mission Bay North and South will also be applied to Transbay Zone 1 projects.

Mission Bay North and South (Major Phases all complete)

Application	Completeness	Substantive Review	Housing Directive 23- 01 Updated Substantive Review Timeline
Basic Concept Design	10 days (business)	60 days	45 days
Schematic Design	10 days (business)	45 days	
Design Development Documents	10 days (business)	30 days	
Construction Documents	Submitted simultaneously to DBI	10 days once submitted to DBI	

Hunters Point Shipyard Phase One (Vertical)

Application	Completeness	Substantive Review	Executive Directive 23-01 Updated Substantive Review Timeline
Basic Concept Design	15 business days	60 days	45 days
Schematic Design	15 business days	49 days	45 days
Design Development Documents	10 business days	49 days	
Construction Documents	Submitted simultaneously to DBI	10 days once submitted to DBI	

Hunters Point Shipyard Phase 2, Candlestick Point

Application	Completeness	Substantive Review*	Executive Directive 23-01 Updated Substantive Review Timeline
Major Phase	15 business days	80 days	45 days
Sub-Phase	15 business days	80 days**	45 days
Schematic Design (max 65' height)	15 business days	60 days**	45 days
Schematic Design (+65' height)	15 business days	80 days**	65 days
Design Development (max 65' height)	15 business days	60 days**	45 days
Design Development (+65' height)	15 business days	80 days**	65 days
Construction Documents (max 65' height)	15 business days	60 days**	45 days
Construction Documents (+65' height)	15 business days	80 days**	65 days

^{*} City Agency Review is 30 days, within this time period, pursuant to an Interagency Cooperation Agreement.

^{**} Added time related to Pre-Submission Conferences and Simultaneous Submittals for Sub-Phase Applications and Vertical Applications in Hunters Point Shipyard Phase 2, Candlestick Point.

Application	Pre-Submission Conference	Substantive Review	Executive Directive 23-01 Updated Substantive Review Timeline
Sub-Phase Application	20 days prior to submittal	80 days	45 days
Sub-Phase Application without Pre-Submission Conference	N/A	110 days (20 days added to above)	65 days
Vertical Applications	15 days prior to submittal	60 days (max 65' height) or 80 days (+65' height)	45 days (max 65' height) or 65 days (+65' height)
Vertical Applications without Pre- Submission Conference	N/A	+20 days added to above	

Simultaneous Submittals	Completeness	Substantive Review
First Schematic Design submitted with Sub-Phase Application	N/A	+30 days added to above
If more than one Schematic Design submitted with Sub- Phase Application	N/A	+21 days added to above per additional Schematic Design Application
One or more Schematic Design Applications submitted within 15 days of another	+15 days added to above	N/A
One or more Design Development Applications submitted within 15 days of another	+15 days added to above	N/A
One or more Construction Documents submitted within 15 days of another	+15 days added to above	N/A

Exhibit 4 OCII Organizational Chart

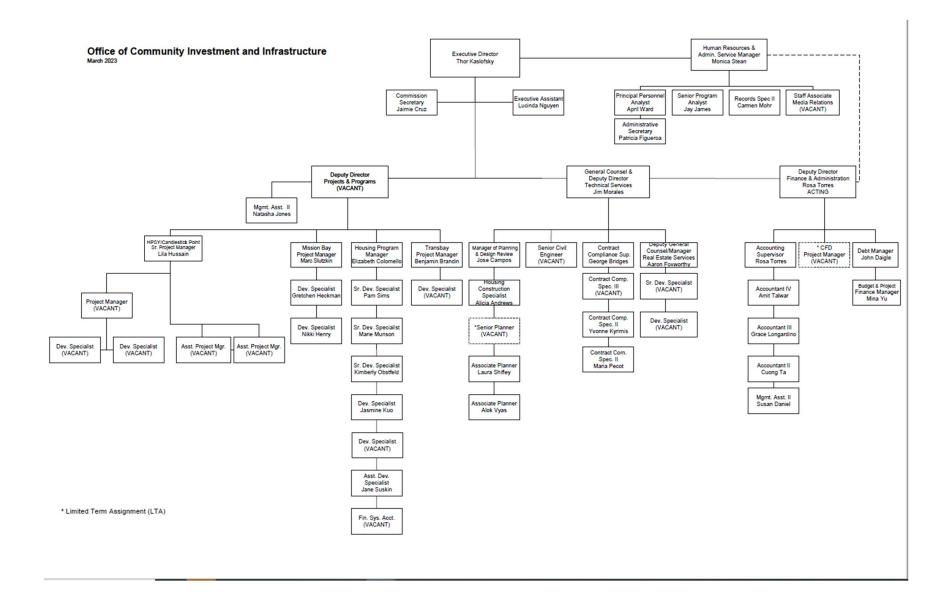


Exhibit 5

OCII Review Process Flowchart

