Enterprise

Bay Area Housing Finance Authority

Bay Area Affordable Housing Pipeline, May 2024

Ready to Build an Affordable Future

To understand the region’s capacity to meet its affordable housing goals, the **Bay Area Housing Finance Authority (BAHFA)** worked in partnership with **Enterprise Community Partners (Enterprise),** and the Bay Area's affordable housing sector, to update the database of affordable housing in predevelopment. This database, the **Bay Area Affordable Housing Pipeline (Pipeline)**, inventories affordable housing developments across the region that have yet to start construction.

There are currently **433 affordable housing developments** in the Pipeline across the 9-county Bay Area. These developments are in the predevelopment stage, meaning they still require funding to begin construction. Once built, these 433 developments will provide nearly **41,000 new affordable homes to low-income families and individuals**. The Pipeline is a testament to the ongoing effort of affordable housing developers and localities to meet the region's need of over 180,000 affordable homes.

Already, significant resources and time have been invested in these affordable homes – to secure entitlements, allocate local housing resources, engage the local community, and design the building. But additional resources are needed to move these projects to completion. The **proposed $10-20 billion regional bond measure** would raise significant revenue for affordable housing that would help address the funding needs identified in the Pipeline. Addressing present funding constraints is a significant step towards meeting our regional housing goals and ensuring that the Bay Area can be a home for all.

433

AFFORDABLE HOUSING DEVELOPMENTS IN PREDEVELOPMENT

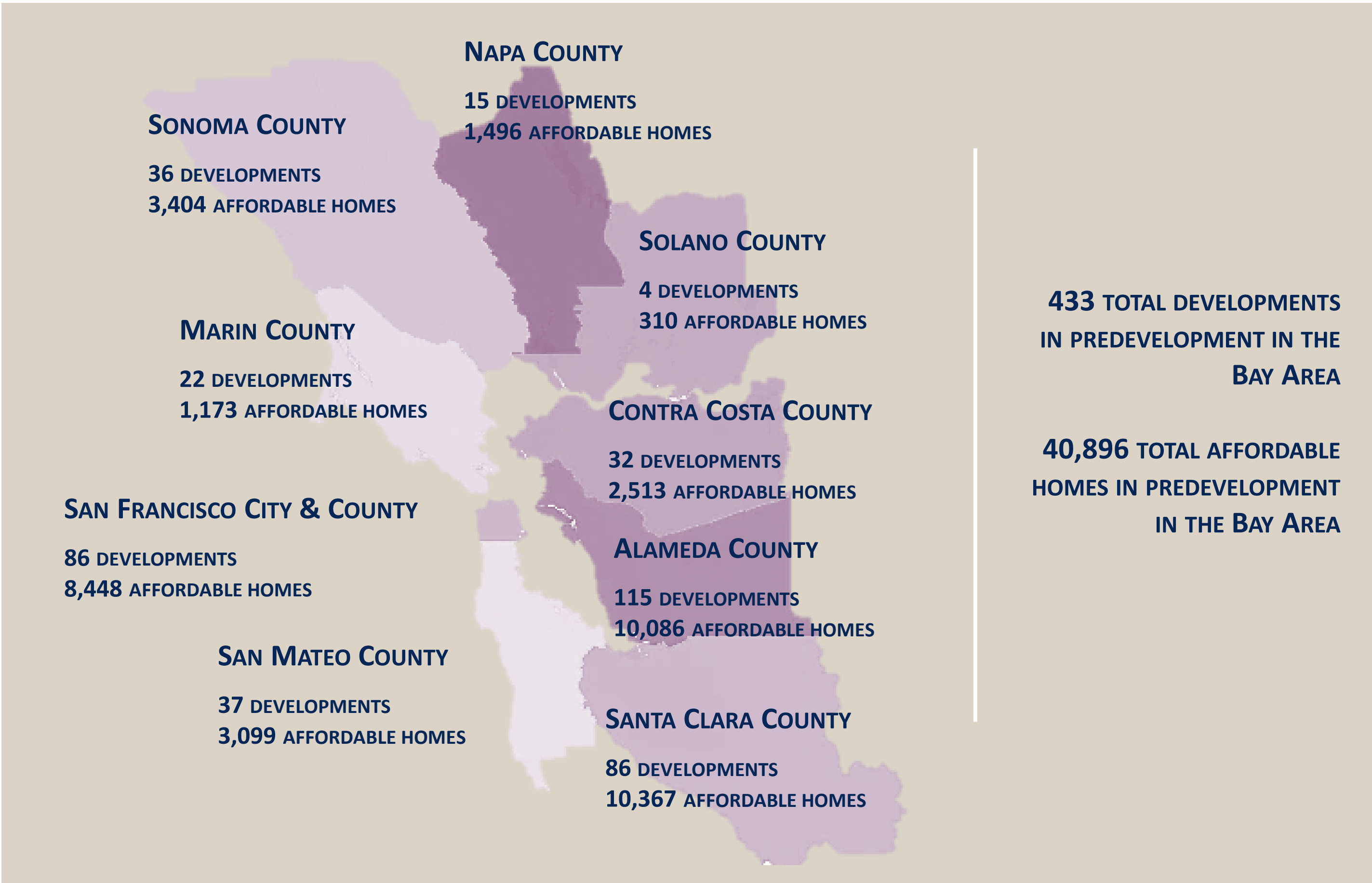
40,896

AFFORDABLE HOMES IN PREDEVELOPMENT

$9.7B

SUBSIDY NEEDED TO MOVE THIS AFFORDABLE HOUSING PIPELINE FORWARD

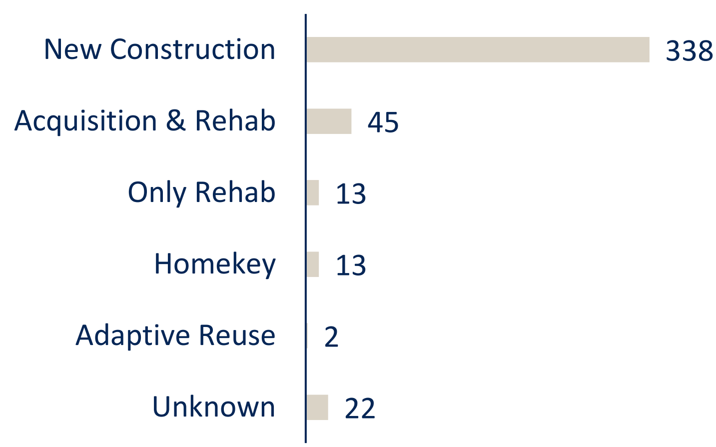
Exhibit 1. Bay Area affordable housing in predevelopment



Across the 9-county Bay Area, the 433 developments in the Pipeline must complete the necessary planning and community engagement, receive approvals from local governments, and secure adequate funding to move forward and begin construction. If these 433 developments had the financing to move forward tomorrow, they would bring 40,896 new affordable homes to low-income families.

Of the 433 developments in the pipeline, 78 percent are new construction. There are 45 developments that would acquire currently unsubsidized affordable housing and preserve it as deed-restricted affordable housing. The Pipeline also includes 13 "Only Rehab" developments, which are existing affordable housing undergoing rehabilitation and extending their affordability.

Exhibit 2. Pipeline by Development Type[1]



N=433 Developments

[1]Adaptive Reuse refers to projects that are repurposing formerly commercial uses for residential.

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“The numbers speak for themselves: 41,000 new affordable homes mean a healthier, vibrant, and more equitable Bay Area. Unlocking the Pipeline not only delivers immediate benefits to every community but is an investment in a better Bay Area for generations to come.”

—Kate Hartley, Director,
Bay Area Housing Finance Authority

Exhibit 3. Pipeline & Housing Needs by County

COUNTY	AFFORDABLE HOUSING DEVELOPMENTS IN PREDEVELOPMENT	AFFORDABLE HOMES IN PREDEVELOPMENT	REGIONAL HOUSING NEEDS ALLOCATION AFFORDABLE HOMES 2023-2031 [2]	HOMELESS POINT-IN-TIME COUNT [3]
Alameda	115	10,086	37,197	9,747
Contra Costa	32	2,513	21,031	2,372
Marin	22	1,173	6,571	1,121
Napa	15	1,496	1,796	506
San Francisco	86	8,448	32,881	7,754
San Mateo	37	3,099	19,219	1,808
Santa Clara	86	10,367	50,923	9,903
Solano	4	310	4,415	1,179
Sonoma	36	3,404	6,301	2,266
Regional Total	433	40,896	180,334	36,656

[2] Every eight years, the State of California determines the total number of new homes the Bay Area needs to build—and how affordable those homes need to be—in order to meet the housing needs of people at all income levels. The Association of Bay Area Governments (ABAG) then allocates these goals across the 101 jurisdictions and 9 counties in the Bay Area, known as the Regional Housing Needs Allocation. For more information, see the Regional Housing Needs Allocation Plan: San Francisco Bay Area, 2023-2031, ABAG, https://abag.ca.gov/tools-resources/digital-library/final-rhna-methodology-report-2023-2031update11-22pdf. The affordable homes referenced in the table above refer to RHNA goals for low- and very low-income homes.

[3] Point-in-time (PIT) count data is collected and made available for each county on an annual basis, although counties generally do a full count every two years. The last comprehensive PIT count for the entire 9-county Bay Area was conducted in 2022, and these figures are used for all counties except Contra Costa, Napa, Santa Clara, and Sonoma, which updated their PIT counts in 2023. Information on PIT counts can be found here: https://www.huduser.gov/portal/datasets/ahar/2023-ahar-part-1-pit-estimates-of-homelessness-in-the-us.html

Exhibit 4. Pipeline Total Development Costs per Unit

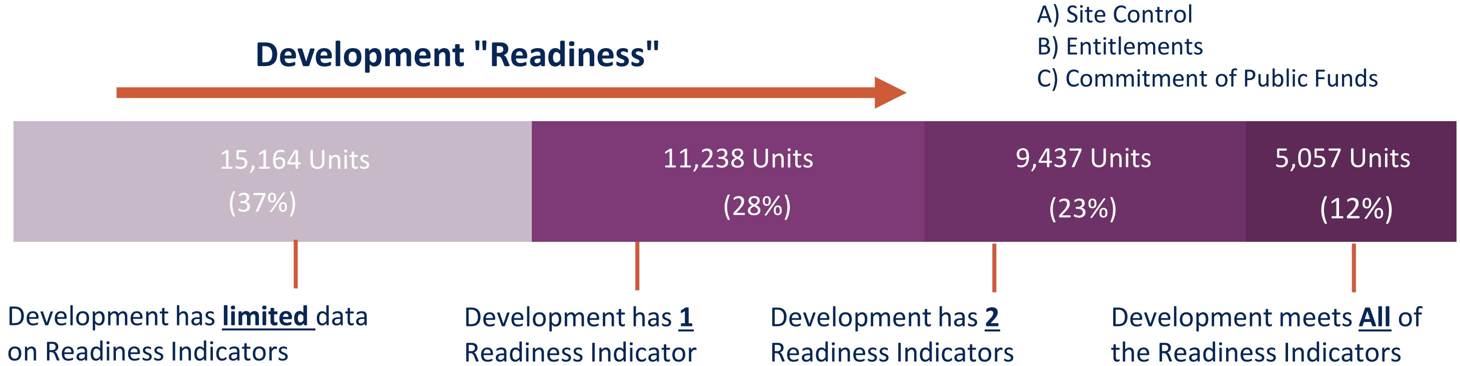
	All Developments		25% Lowest-Cost Developments	
COUNTY	**AVERAGE COST PER UNIT[4]**	**ESTIMATED SUBSIDY PER UNIT[5]**	**AVERAGE COST PER UNIT**	**ESTIMATED SUBSIDY PER UNIT**
Alameda	$825,000	$289,000	$472,000	$165,000
Contra Costa	$798,000	$280,000	$598,000	$209,000
Marin	$794,000	$279,000	$654,000	$229,000
Napa	$553,000	$193,000	$495,000	$173,000
San Francisco	$873,000	$305,000	$568,000	$199,000
San Mateo	$874,000	$306,000	$624,000	$218,000
Santa Clara	$868,000	$304,000	$751,000	$263,000
Solano	$671,000	$235,000	$491,000	$172,000
Sonoma	$634,000	$222,000	$582,000	$204,000
Bay Area	**$817,000**	**$286,000**	**$530,000**	**$185,000**

The Pipeline's total development cost per unit varies significantly across counties (Exhibit 4). The cost also widely varies within counties, given the range of construction types, populations served, and site contexts. Urban infill developments serving people with more acute needs, for example, tend to be more expensive on a per-unit basis, but these developments advance other key climate and equity goals. Higher per-unit costs also lead to more subsidy per unit, requiring development teams to find additional funding sources either at the local or state level to make the project pencil. Industry efforts towards cost control would allow limited subsidy to build more affordable homes.

Significant time, resources, and community buy-in have already been invested in the overwhelming majority of developments in the Pipeline. However, these developments are unable to begin construction due to outstanding funding gaps. "Readiness" is assessed through a set of factors that accounts for whether a development has secured site control, entitlements, or a commitment of some public funds (Exhibit 5).[6] The more of these factors a development has secured, the closer it is to start construction.

Exhibit 5. Pipeline "Readiness"

Readiness Indicators[6] include:
A) Site Control
B) Entitlements
C) Commitment of Public Funds



[4] Projects that did not report total development cost were assigned the average total development cost per unit of all projects in the county that received both LIHTC and local subsidy, from 2021-2023. Values are rounded to the nearest thousand.
[5] Estimated subsidy per unit is modeled at 35% of Capital Stack. Based on awarded 4% LIHTC projects that received public funds from 2021-2023, 20% of their capital stack was local subsidy and 15% was state subsidy. Actual subsidy needed varies greatly based on construction type, LIHTC type, and housing type.
[6] Site Control refers to actual or anticipated ability to develop the site, including but not limited to a lease agreement, donation agreement, lease option, disposition and development agreement, purchase and sales agreement, and purchase option agreement. Entitlement refers to receiving local land use and environmental approval. Commitment of public funds does not mean all public funding has been secured, but that at least one agency has awarded funding to this project.

Exhibit 6. Funding Needed to Unlock the Pipeline

$9.7B SUBSIDY / SOFT DEBT	**$9.7B** TAX-EXEMPT BONDS[7]	**$11B** 4% LIHTC EQUITY
$1.3B 9% LIHTC EQUITY	**$1.1B** STATE TAX CREDIT EQUITY	

Understanding the Funding Need

An affordable housing development generally requires multiple funding sources to fully finance construction. This includes a commercial mortgage from a bank, Low-Income Housing Tax Credits (LIHTC), tax-exempt bonds, and various sources of subsidy or soft debt – also known as "gap" funding. This funding fills the "gap" between the cost of the development and the financing secured through debt, and LIHTC equity.

Local, regional, and state governments provide subsidy, which is often the first funding committed to a development and allows the development to then access additional financing. For this reason, subsidy is critical for developments to move forward. Unfortunately, this funding is also in limited supply across California and the Bay Area. On average, the Bay Area receives an annual allocation[8] of $740 million in funding from local and state sources - only about 8 percent of the current subsidy need. Oversubscription of state programs have made securing funding even more difficult.

Typical Capital Stack

Subsidy/ Soft Debt	Bonds & Other Local/State Programs
Hard Debt	Mortgage or Tax-Exempt Debt
Tax Credit Equity	Low-Income Housing Tax Credits (LIHTC)

In recent years, California's tax-exempt bonds are also oversubscribed thus securing 4% LIHTC is much more challenging, since bonds are a prerequisite for 4% LIHTC. The Bay Area receives an average annual allocation[8] of $890 million in tax-exempt bonds, significantly lower than the Pipeline need. In the past, these credits were readily available for eligible developments. Due to federal constraints, it has recently been a competitive program, which often delays developments from receiving the final funding they need.

BAHFA can help address these gaps by providing regional subsidies to make Bay Area projects competitive for state and federal funds, as well as providing a non-LIHTC path for developments to move the Bay Area's affordable housing pipeline forward.

[7] This demand reflects the need for developments to request at least 50% of their total development cost in tax-exempt bonds, per federal law, in order to qualify for 4% tax credits. The Affordable Housing Credit Improvement Act has the potential to lower this tax-exempt bond threshold to 30%, increasing the availability of 4% tax credits.

[8] This is the historical annual average of subsidy (local and state), tax-exempt bonds, and 9% equity Bay Area LIHTC projects receiving public funds received from 2021-2023. Bay Area projects not receiving public funds are not included in these totals. Bay Area projects not receiving public funds also receive tax-exempt bonds, an average of $610 million annually.

[9] Tax-exempt bonds, administered by the California Debt Limit Allocation Committee, differ from the local, regional, and state bond measures. Tax-exempt bonds, are required to qualify the project for 4% tax credits. Meanwhile, local, regional, and state general obligation bonds provide separate subsidy dollars.

Looking Ahead

Through the persistent efforts of partners across the region, there are tens of thousands of affordable homes waiting to be unlocked. The Pipeline provides our communities with an understanding of the scale of resources needed to make these homes a reality.

To help address these needs, BAHFA is currently exploring a $10-20 billion regional bond measure for November 2024. As the state and local jurisdictions face fiscal difficulties, the affordable homes in the Pipeline serve as a reminder of the critical need to maintain investments in affordable housing to sustain our collective momentum in housing our most vulnerable residents.

Methodology

The 2023 Bay Area Affordable Housing Pipeline was completed by the Bay Area Housing Finance Authority and Enterprise's Northern California team between the Fall of 2023 and February 2024. The analysis estimated the affordable housing pipeline, defined as affordable housing developments at any stage of predevelopment or under construction, across the nine-county Bay Area (Alameda, Contra Costa, Marin, Napa, San Francisco, San Mateo, Santa Clara, Solano, and Sonoma). In order to capture the most complete information, the team collected data from several sources:

- Public data on applications for state programs, regardless of award status (e.g., 4% and 9% Low-Income Housing Tax Credit (LIHTC), Multifamily Housing Program.)
- Local public data from city and county housing departments and authorities
- Proprietary data from affordable housing developers and financial partners

Duplicate developments were identified and removed using project name, cross-referenced for city, county, developer, and/or unit count if available. Data from affordable housing developers was the most up-to-date and detailed, compared to public data. After de-duplication, 44 percent of developments were reported via public data only, 24 percent were reported via proprietary data only, and 32 percent were reported via both data source types.

While this data reflects our best approximation of the regional pipeline, The Pipeline is likely an underestimate of developments in predevelopment. This dataset does not include all developments, such as those that do not seek local funding (often built by for-profit affordable housing developers), developments that have yet to seek public funding, and developments that were not reported by jurisdictions or developers.

Developments were required to have either unit count or total development cost to be included in the analysis. There were 25 developments that did not meet this threshold and were therefore excluded.

In order to calculate the funding needed to unlock the Pipeline of affordable homes, the team relied on both data reported directly from affordable housing developers, as well as estimates. For each development, the team summarized or estimated the capital stack for that individual development, including its tax credit equity, tax-exempt bond demand, and subsidy or soft debt. In cases where some or all data points were not provided, the team relied on the following assumptions to calculate estimates, as needed:

- Average per-unit cost by county for projects receiving local subsidy, 2021-2023 Bay Area LIHTC Awards
- Average tax credit equity for 4% and 9% LIHTC projects receiving local subsidy, 2021-2023 Bay Area LIHTC Awards
- Average capital stack proportions for projects receiving local subsidy, 2021-2023 Bay Area LIHTC Awards

Funding not yet secured for each development was then adjusted for inflation and aggregated to calculate total need.

CONTACT

Amiel Leaño Atanacio, aatanacio@enterprisecommunity.org

Shania Santana, ssantana@enterprisecommunity.org

Ruben Anguiano, ranguiano@bayareametro.gov