

Citywide Affordable Housing Loan Committee

San Francisco Mayor's Office of Housing and Community Development
Department of Homelessness and Supportive Housing
Office of Community Investment and Infrastructure

Evaluation of Request for Funding: **Local Operating Subsidy Program (LOSP)
Contract Renewal**

Prepared By: Mike McLoone

Loan Committee Date: March 3, 2017

Sponsor Name: Tenderloin Neighborhood Development Corporation
Project Name: Mosaica Family Apartments
Project Address: 680 Florida Street 94110 (@19th Street)
Number of Units: 93 units including 24 units set aside for homeless families, (20 LOSP and 4 S+C)

PROPOSED FUNDING: Up to \$168,685 Year One budget
Up to \$3,616,321 through 15 years

1. SUMMARY AND BACKGROUND

Alabama Street Housing Associates, a California limited partnership ("the Mosaica Partnership"), an affiliate of Tenderloin Neighborhood Development Corporation ("TNDC"), is requesting \$3,616,321 in General Funds from the Local Operating Subsidy Program ("LOSP") to subsidize continuing operations for 20 units set aside for formerly homeless people at Mosaica Family Apartments (the "Project") for a period of 15 years.

The Mosaica Partnership is the ownership entity for both Mosaica Family Apartments and Mosaica Senior Apartments.

Mosaica Family Apartments, completed in October 2010, consists of 93 units of family housing with 20 units of supportive housing targeted to homeless families. 20 of the 92 affordable units are restricted to families at incomes of 30% of City AMI or below, with the remaining 72 units serves families at incomes of 60% of City AMI or below.

4 units in the project are supported by a subsidy from the HUD Shelter Plus Care program. These households and the households in the 20 LOSP supported units pay 30% of their income on rent. The remaining units are not supported with project-based subsidy, although one of the current households has a VASH voucher.

The unit mix consists of:

<u>Unit Mix</u>	<u>LOSP</u>	<u>OTHER</u>
1BR	3	3
2BR	13	30
3BR	2	37
4BR	2	2
TOTAL	20	72

TNDC partners with Lutheran Social Services and the Department of Homelessness and Supportive Housing (“DHS”) to provide supportive services to all of the residents.

The current LOSP grant agreement with The Mosaica Partnership covers a 9-year term, beginning in 2009 and for a total contract amount of \$2,115,296.

The general partner of the Mosaica Partnership was originally Stevenson Housing Corporation, an affiliate of Citizen’s Housing Corporation. TNDC’s affiliate Turk Street Inc., assumed the role of general partner effective October 15, 2010.

The Project’s current LOSP contract expires at the end of March, 2018, but the funding has lasted longer than originally projected; the remaining funds will be adequate to fund the needs of the project until the end of 2017. The Project is requesting a new 15-year LOSP contract with the funding period beginning on January 1, 2018.

2. PROJECT PERFORMANCE COMPARED WITH MOHCD SUPPORTIVE HOUSING AND LOSP PORTFOLIOS

2.1. 2015 Operating Expenses

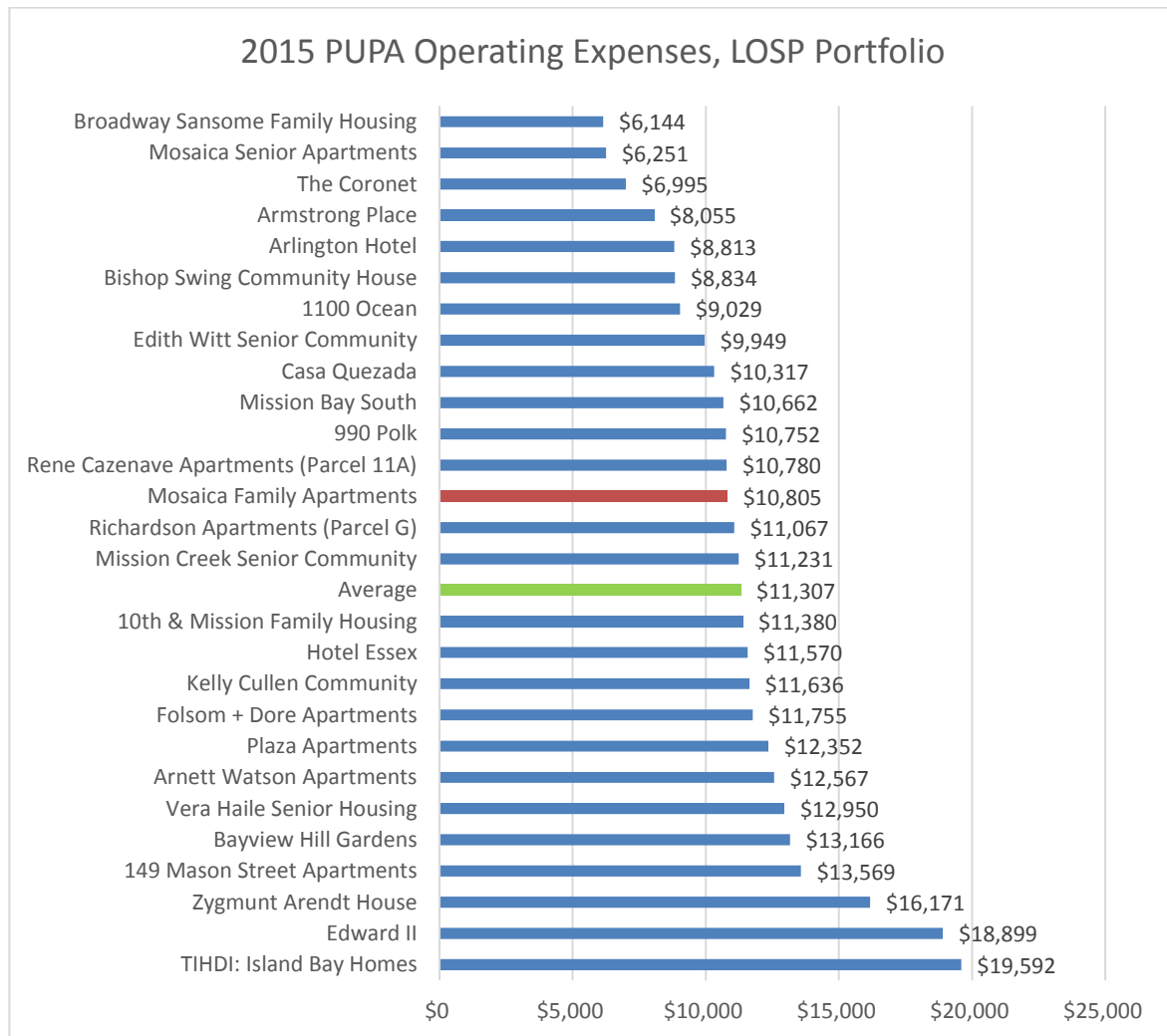
To evaluate the Project’s financial performance, operating expenses from 2015, the most current year for which actual operating expenses have been reported, were compared with the operating expenses of projects in MOHCD’s supportive housing and LOSP portfolios.

During 2015, MOHCD’s portfolio had 91 supportive housing projects. Average total operating expenses (before replacement reserve deposits and hard debt service), averaged \$9.7k per unit per year. PUPA operating expenses varied by project size, with Per Unit Per Annum (“PUPA”) operating expenses higher for smaller buildings and lower for larger buildings.

**Average Operating Expenses Per Unit Per Annum,
Supportive Housing Projects, 2015**

# Units	# Projects	Average PUPA Operating Expenses
100+	33	\$9,212
50-99	41	\$10,285
1-49	17	\$11,672
All	91	\$9,741

Within MOHCD’s LOSP portfolio of 27 projects, operating expenses PUPA ranged from a low of \$6.1k to a high of \$19.6k, and an average of \$11.3k. The Project’s 2015 operating expense PUPA, at \$10.8k, was below the average and ranks as the thirteenth lowest.



Within the LOSP portfolio, some projects have just 20% LOSP units, while others are 100% LOSP. Average PUPA operating expenses also varies by the percentage of LOSP units within the building. Buildings with a higher percentage of LOSP units were found to cost more to operate.

**Average Operating Expenses Per Unit Per Annum
by % of LOSP Units, 2015**

% of LOSP Units	# Projects	Average PUPA Operating Expenses
66% or more LOSP Units	11	\$12,251
20% - 66% LOSP Units	12	\$11,049
20% or less LOSP Units	4	\$9,487
<i>All</i>	<i>27</i>	<i>\$11,307</i>

The 20 units at the Project designated as LOSP units represent 22% of the unit share; the Project’s 2015 PUPA operating expenses of \$10.8k is below the average of \$11k for projects with a similar percentage of LOSP units.

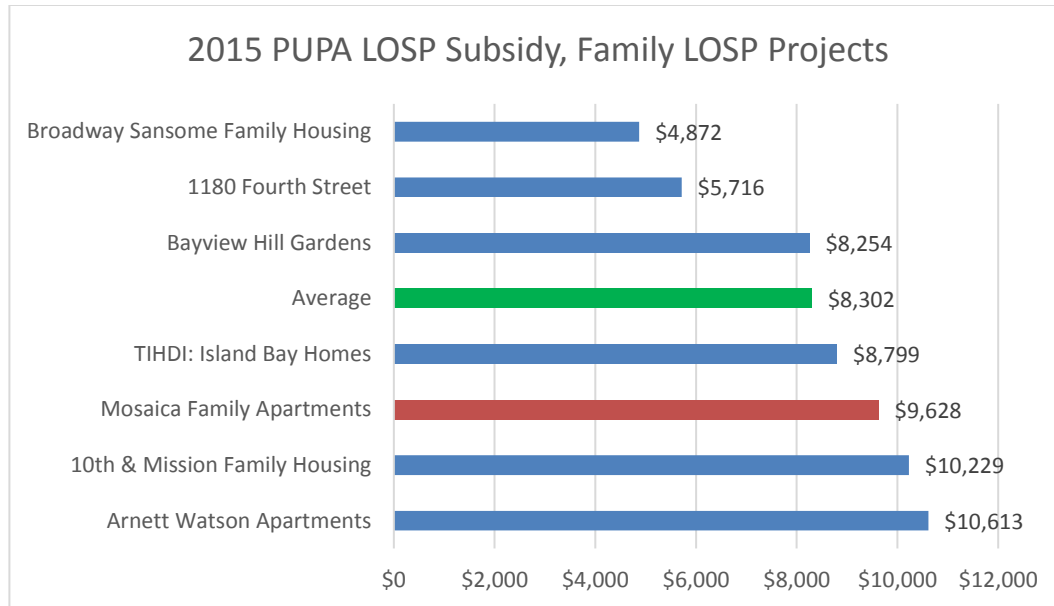
Drilling down to the general expense categories, the Project’s 2015 expenditures are around average for management, insurance and maintenance and repairs; and below average for salaries, administration and taxes/licenses; utilities for the Project are considerably higher than the average. TNDC acknowledge that the cost of utilities is high, particularly water, and is analyzing to understand the causes, see below for additional details.

Operating Expenses by Expense Categories, 2015

2015 PUPA Expenses	Mgmt	Salaries/ Benefits	Admin	Utilities	Taxes/ Licenses	Insurance	Maintenance/ Repairs
Mosaica Family Apartments	\$965	\$1,695	\$753	\$2,621	\$261	\$936	\$3,489
<i>LOSP Portfolio Average</i>	<i>\$927</i>	<i>\$2,369</i>	<i>\$1,297</i>	<i>\$1,568</i>	<i>\$365</i>	<i>\$964</i>	<i>\$3,412</i>

2.2. 2015 LOSP Subsidy

The per unit 2015 LOSP subsidy of \$9,628 is higher than the average per unit LOSP subsidy of \$8,858 across all LOSP projects. Compared with other LOSP projects that serve families, the per unit 2015 LOSP subsidy for the Project was also somewhat higher than the average of \$8,302.



3. PROJECT OPERATIONS

3.1. Annual Operating Income Evaluation

Tenant Rent: Tenant paid rents are projected to generate \$947,626 in 2017, the first year of budget data supplied in the operating budget workbook attached. Tenant rents are comprised of rents collected from the 68 non-subsidized units, targeted to family households up to 60% Unadjusted AMI, the 20 LOSP households and the 4 S+C households who pay 30% of their income on rent.

2015 gross rent from the 68 non-subsidized 1-bedroom units average \$1,005 per month, or about 44% AMI; initial incomes average at 37% AMI and current income of 41%.

LOSP and S+C-subsidized units are deeply affordable; average AMI in 2015 households was about 12% AMI for the S+C units, and 21.65% for the LOSP units; the average tenant-paid rent in the S+C units is approximately \$173 and \$335 for the LOSP units.

MOHCD noticed in late 2016 that the rents reported by TNDC for some LOSP units appeared to exceed 30% of gross household income; TNDC has confirmed that the Utility Allowance paid by LOSP tenancies was not included when calculating tenant rent. TNDC is working to identify when the problem began and will provide refunds for all LOSP HH's that were overcharged. The analysis has not yet been finalized, but currently shows that a total of 12 LOSP units were overcharged; the overcharges date back to March 2009 for

some of the units, and the total amount overcharged is \$27k. It is anticipated that the project will have adequate surplus from CY2016 to cover this additional cost.

HUD Rental Subsidy: All of the revenue for the Shelter Plus Care units is earmarked as non-LOSP revenue. 2015 contract rent for the 4 Shelter Plus Care subsidized units is 3BR(2): \$3,927; 2BR: \$3,320; 1BR: \$2,562. The projected 2017 rental subsidy amount, at \$191,424, or \$15,952 per month, reflects an increase of 135% since 2015; the project will benefit significantly from the impact of the increased FMRs in 2017.

LOSP Subsidy: The LOSP subsidy is designed to fill any operating deficit existing for the LOSP units. The first year LOSP subsidy requested for the 20 LOSP units is \$168,685 (\$8,434/PUPA and \$703/PUPM) and is shown in the attached operating budget. This is a significant reduction of 25% in the amount of the LOSP subsidy requested for 2017 under the existing contract (\$224,834). This reduction is attributable to the revised approach that is being used to split the expenses between the LOSP and non-LOSP units, see section 3.2 below for additional info.

Other Income: Approximately \$35k is anticipated to be generated from laundry, various tenant charges and miscellaneous income, and will be split pro-rata among the LOSP and non-LOSP units. As tenant charges can be tracked to the specific LOSP/non-LOSP unit, those revenues will be booked accordingly.

Vacancy: The operating budget assumes a 1% vacancy on the LOSP and non-LOSP units, based on project history; the average vacancy over the past 4 years is .88%.

3.2. Annual Operating Expenses Evaluation

The annual operating expenses projected for 2017 of the operating budget, before debt service and reserves, are projected at \$1,045,586 or \$11,243 PUPA. This reflects a 4.05% increase above 2015 operating expenses, which is a bit less than the average rate of increase of 5.5% for the past 4 years.

Allocation between LOSP/Non-LOSP Units:

In buildings where less than 100% of the affordable units are LOSP, the LOSP budget allocates income and expenses pro-rata across LOSP/Non-LOSP units.

In recognition that the share of income or expense for some budget items may not happen according to the pro-rata split, and especially in recognition that LOSP tenancies may cost the project more than the pro-rata split provides, MOHCD allows the use of alternative splits. Sponsors must provide rationale for any alternative or project splits that are proposed.

At the time when the Project's current LOSP budget and contract was approved, MOHCD allowed project sponsors to use an alternative split for all operating budget line items.

MOHCD policy now requires sponsors to seek approval for alternative splits for specific line-items. Some items are allowed either an alternative split, or a projected split based on actuals, which is allowed if the sponsor's accounting system is able to track income and expenses at the program level.

The pro-rata allocation for the Project is 22% LOSP units and 78% non-LOSP units.

At the time when the current LOSP contract was approved, MOHCD approved the project sponsor's request to use an alternative split of 31% LOSP units and 69% non-LOSP units that was applied to all line items.

Under the new contract for the Project, the pro-rata allocation is 22% LOSP units and 78% non-LOSP units. TNDC has not proposed to use any alternative splits.

The Project consistently generated surplus over the life of the project. This is a sign that prior alternative split across LOSP/Non-LOSP units was overly conservative. TNDC's decision to no longer use the alternative split further affirms that the prior operating budget assumptions were inaccurate.

Staffing:

Staffing is anticipated to remain the same as current staffing levels. The staffing plan includes 5.8 FTE.

<u>Position</u>	<u>FTE</u>	<u>Notes</u>
General Manager II	.9	1FTE shared by Mosaica Family (.9) & Senior (.1)
Assistant Manager	.9	1FTE shared by Mosaica Family (.9) & Senior (.1)
Custodian	1.8	.72 @ \$18/hour, .72 @ \$15/hr, .4 @ 16/hr; Shared with Mosaica Senior
Maintenance Supervisor	1.8	2 FTE shared with Mosaica Senior; .9 @ \$18/hr, .9 @ \$29/hr
Night Manager	.4	Resides in Mgr Unit, paid via rent credit
TOTAL	5.8	= 1 staff per 16 households, 1 staff per 56 residents

Management Fees:

The Sponsor proposes to collect \$64 per unit per month in property management fees, as allowed per HUD published their management fee schedule, and will escalate at 3.5%, per MOHCD policy.

Asset Management Fee: The Sponsor proposes an above the line General Partner Asset Management fee of \$15,000, with no escalation; this is well under the cap allowed by MOHCD policy.

Salaries and Benefits: Salaries and benefits are budgeted at \$163,595 or \$1,759 per unit per year, and covers the salary and benefits of the Resident Manager and Assistant Manager.

Administration: Administration line items are budgeted at \$86,963, or \$935 per unit per year, and cover typical functions such as legal, office supplies and equipment, bookkeeping and accounting, computers and telephones. The only notable increase is the bookkeeping fee, which is up by over \$3k or 24% from 2015. TNDC is raising this fee based on an analysis that the prior bookkeeping fees were not adequately covering accounting team expenses.

Utilities: Utilities (gas, water/sewer, common electric) are budgeted at \$255,514, or \$2,747 per unit per year. The building is not individually metered for water; the costs for Mosaica Family, Mosaica Senior and Mosaica Commercial is based on covenant with assumed percentages. As noted above, the PUPA for Utilities for Mosaica Family appears to be

high. TNDC is using software that analyzes consumption and has found that on a per-resident basis, consumption is within norms. TNDC also reported that one of the commercial tenants was a high user of Water, but that has been stopped. TNDC has agreed to analyze further to determine if the per-project allocation should be revised, and will also assess the cost/benefit of adding metering for Water for the commercial spaces.

Taxes: Taxes are budgeted at \$26,017, or \$280 per unit per year.

Insurance: Insurance is budgeted at \$91,356, or \$982 per unit per year, for property and liability and worker's compensation insurance.

Maintenance and Repair: Maintenance and repair costs in Year One are budgeted at \$329,058, or \$3,538 per unit per year. This line item includes payroll for 1.8 FTE custodial staff and 1.8 FTE maintenance staff; contracts for a janitorial contracting, pest control, grounds, misc. maintenance contracting, and elevator; supplies and garbage and trash removal.

Supportive Services: Supportive services is budgeted at \$6,659, or \$72 per unit per year, in Year One. The salary of a one TNDC services staff is allocated across 12 properties. (HSH provides an annual supportive services contract of approximately \$267k which is separate from this operating budget.)

Replacement Reserve Deposits: Replacement reserve deposits are shown at \$600 per unit per year, as required by MOHCD. The next CNA is due to be performed in 2018. Based on the projections from the 2013 CNA, the RR balance will be at or above \$400k until year 18, 2034, when the balance drops under \$100k; the ending balance after year 20 is just under \$200k.

Operating Reserve Deposits: The project has an operating reserve account with a 2017 beginning balance of \$255,798, which meets MOHCD's required balance of 25% of the prior year's operating expenses. Contributions from the operating budget of about \$10k are projected to be needed over time to maintain the 25% minimum balance.

Debt Service: The project has annual debt service payments of \$42,000 to HCD which is the .42% administrative fee for its loan.

Partnership Management and Investor Services Fees: The project pays \$12,000 for an annual partnership management fee and another \$3,000 for the Limited Partner Asset Management Fee, neither is escalated over time.

3.3. 20-Year Cash Flow

The attached 20-Year Cash Flow Projection shows the estimated amount of annual LOSP subsidy that will be needed for the 15-year grant period. The projection was made using MOHCD's standard underwriting guidelines, with certain adjustments made based on prior trends.

- Non-LOSP tenant rent income trends at 2.5% per year based on MOHCD guidelines, while LOSP tenant rents trend at 0% per year. TNDC has indicated that LOSP tenant rents are difficult to predict and may decrease from year to year. Laundry income, tenant charges, and miscellaneous income trend at 2.5%, per underwriting guidelines.

- Operating expenses trend at 3.5% per year, per MOHCD Underwriting Guidelines, with the exception of:
 - Health Insurance and Other Benefits: 7% annual escalation due to history; for the past 4 years, the average increase has been over 20%.
 - Utilities: 4.5% annual escalation is proposed for Water due to both historical and projected increases.
 - Real Estate Taxes are projected to increase by only 1.2%, based on history.

With the above assumptions, the proforma projects that the non-LOSP units will generate a total of just under \$500k in repayments to MOHCD over years 1-15 (2031) of the new LOSP contract; the non-LOSP units are projected to begin running a deficit in year 16, increasing from -\$3k to -\$86k in year 20.

Year 15 of the tax credit compliance period for the Project is in 2023. TNDC anticipates a withdrawal of the limited partner by 2022, and will begin exploring re-syndication and other refinancing possibilities in 2020 to address the anticipated operating deficits on the non-LOSP units.

4. SUPPORT SERVICES EVALUATION

Through a separate contract with HSH, Lutheran Social Services provides supportive services to 20 formerly homeless families. The current contract term is 7/1/14-6/30/18 in the amount of \$267,862, which is tracked in a services budget that is managed separately from the operating budget attached to this evaluation. A total of 3 FTE are funded under the contract, which equates with ratios of 1 staff per 7 LOSP households, or 1 staff per 20 LOSP residents.

The goals of services is to empower tenants to become more self-sufficient, retain their housing or move to other appropriate housing, promote community building and tenant participation, and maintain a safe, supportive and stable environment that fosters independence. Support services include but are not limited to tenant outreach, intake and assessment, case management, benefits advocacy and assistance, offsite service referrals, mediation with property management, conflict resolution, support groups, social events and organized tenant activities, monthly community meetings, and clinical consultation.

HSH is pleased with the quality of services provided at the Project as well as coordination between services and property management, which has resulted in a very low turnover percentage; there was one eviction in 2015. The program is meeting service and outcome objectives.

5. CONCLUSION

The Mosaica Family project appears to be operating stably. The amount of funding in the new LOSP contract is considerably less than what was authorized under the prior LOSP contract and more accurately reflects the actual costs of serving the Project's LOSP households.

If the proposed new 15-year LOSP contract is approved, the remaining LOSP subsidy requested for 2017, \$82,689, will be disbursed by August 2017, based on the underwriting done for this approval, but under the authority of the existing LOSP contract. The full \$168,685 LOSP subsidy requested for calendar year 2018 is anticipated to be disbursed in early January 2018. All disbursements moving forward would happen on a calendar year basis in January each year.

6. RECOMMENDED CONDITIONS

To ensure that the Project remains sustainable, TNDC will continue to monitor expenses closely, with extra attention paid to how the Utilities costs are split across Mosaica Senior, Mosaica Family and the Mosaica Commercial. TNDC will also explore the cost/benefit of adding meters to more precisely track actual Water and Gas usage by project.

7. LOAN COMMITTEE MODIFICATIONS

LOAN COMMITTEE RECOMMENDATION

Approval indicates approval with modifications, when so determined by the Committee.


APPROVE. DISAPPROVE. TAKE NO ACTION.



Olson Lee, Director
Mayor's Office of Housing

Date: 3/3/17

APPROVE. DISAPPROVE. TAKE NO ACTION.



Kerry Abbott, Deputy Director for Programs
Department of Homelessness and Supportive Housing

Date: 3-3-17

APPROVE. DISAPPROVE. TAKE NO ACTION.


Nadja Sesay, Interim Director
Office of Community Investment and Infrastructure

Date: 3/3/17

- Attachments:
- A. LOSP Program Description
 - B. 1st Year Operating Budget
 - C. 20-year Operating Pro Forma
 - D. LOSP Funding Schedule A

Attachment A: LOSP Program Description

As part of the City and County of San Francisco's effort to address the needs of the growing homeless population, the City has prioritized the development of non-profit owned and operated permanent supportive housing for formerly homeless individuals and families. While capital financing can be leveraged for this population, stakeholders realized these units cannot be feasibly operated at the scale needed if they rely solely on scarce federal or state operating subsidies.

In June 2004, the City launched its *Ten Year Plan to Abolish Chronic Homelessness* (the 2004 10-Year Plan), a multifaceted approach that included a locally funded operating subsidy as a key element and established the Local Operating Subsidy Program (LOSP) in 2006 to support the creation of permanent supportive housing at a large scale. The operating subsidy leverages capital financing by integrating homeless units into Low Income Housing Tax Credit projects without burdening them with operating deficits. LOSP was created by the Mayor's Office of Housing and Community Development (MOHCD) in partnership with the Department of Public Health (DPH) and the Human Services Agency (HSA).

On July 1, 2016, the City's diverse programs addressing homelessness were brought under the new Department of Homelessness and Supportive Housing (HSH), which combines key homeless-serving programs and contracts previously located across several City departments. The new department consolidates the functions of DPH Direct Access to Housing (DAH) and HSA Housing & Homeless programs. San Francisco is developing a Coordinated Entry System (CES) for all homeless populations to best match households to the appropriate intervention and ensure those with the highest needs are prioritized.

Through 15-year grant agreements with MOHCD, which are subject to annual appropriations by the Board of Supervisors, LOSP pays the difference between the cost of operating housing for homeless persons and all other sources of operating revenue for a given project, such as tenant rental payments, commercial space lease payments, or other operating subsidies. HSH refers homeless applicants to the housing units as well as provides services funding to the projects under a separate contract.

This request is a contract renewal of the initial 9-year LOSP grant agreement for Mosaica Family Apartments. As discussed in the Loan Evaluation, MOHCD and HSH have evaluated the Project's performance during the initial contract period and have determined that the property has been well run, and that services provided address the needs of the tenants. Accordingly, MOHCD staff is recommending a renewal of the LOSP grant agreement for a 15-year period, beginning in January 2018, for a full 15-year period from 2018 through the end of 2032.

Contract periods for LOSP contract renewals will transition from a fiscal year basis to a calendar year basis. The full \$168,685 LOSP subsidy requested for calendar year 2018 is anticipated to be disbursed in early January 2018 (minus any surplus reported from 2016), and all disbursements moving forward would be on a calendar year basis.

Attachment B: 1st Year Operating Budget

Attachment C: 20-year Operating Proforma

Attachment D: LOSP Funding Schedule A

LOSP FUNDING SCHEDULE	
Project Address:	Mosaica Family Apartments
Project Start Date:	1/1/2018

Exhibit A

Calendar Year	Full Year Funding Amount	# Months to Fund	Total Disbursement for Calendar Year	Estimated Disbursement Date
CY-1 2018	\$168,685	12	\$168,685	1/1/2018
CY-2 2019	\$177,565	12	\$177,565	1/1/2019
CY-3 2020	\$186,835	12	\$186,835	1/1/2020
CY-4 2021	\$196,482	12	\$196,482	1/1/2021
CY-5 2022	\$203,220	12	\$203,220	1/1/2022
CY-6 2023	\$213,666	12	\$213,666	1/1/2023
CY-7 2024	\$224,538	12	\$224,538	1/1/2024
CY-8 2025	\$235,855	12	\$235,855	1/1/2025
CY-9 2026	\$247,635	12	\$247,635	1/1/2026
CY-10 2027	\$259,899	12	\$259,899	1/1/2027
CY-11 2028	\$272,668	12	\$272,668	1/1/2028
CY-12 2029	\$285,965	12	\$285,965	1/1/2029
CY-13 2030	\$299,813	12	\$299,813	1/1/2030
CY-14 2031	\$314,236	12	\$314,236	1/1/2031
CY-15 2032	\$329,259	12	\$329,259	1/1/2032
Total Contract Amount:			\$3,616,321	