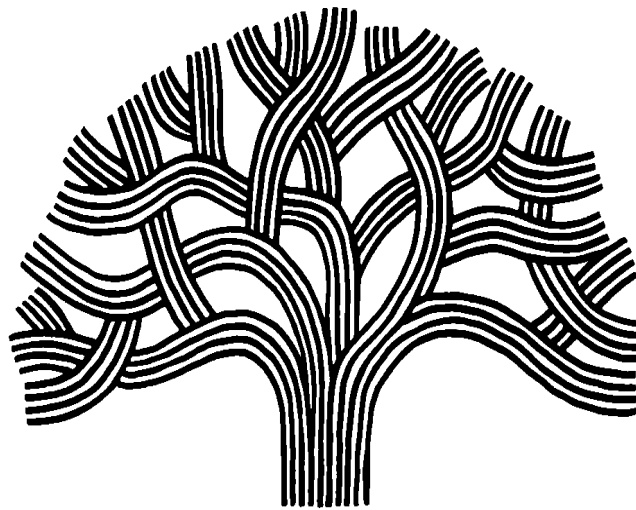


**CONSOLIDATED PLAN**  
**for**  
**Housing and Community Development**

**July 1, 2000 - June 30, 2005**

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June 27, 2000

**City of Oakland**  
**Community and Economic Development Agency**



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# **I. EXECUTIVE SUMMARY**



## **A. Summary of Priorities**

The City's Consolidated Plan for Housing and Community Development for Fiscal Years 2000-2005 describes the City's needs, priorities and a variety of strategies and actions that will be undertaken to address those identified needs and priorities that will be funded from a variety of sources. The Plan also includes an Action Plan for FY 2000-01 with planned uses for \$16,772,000 in Federal grant funds, plus \$2,400,000 in program income.

This planning document contains a comprehensive five-year strategic plan designed to achieve the following:

- Increase and maintain the supply of affordable supportive housing for low-income and special needs populations, including the homeless.
- Create a suitable living environment through neighborhood revitalization and improvements in public facilities and services.
- Expand economic opportunities for lower income households.

The City will address the following priorities over the next five years:

### **1. Housing**

- Preservation and Expansion of the Supply of Affordable Housing
- Assistance to First Time Homebuyers
- Encouragement of Housing Rehabilitation and Neighborhood Improvement
- Provision of rental Assistance for Extremely Low Income Families
- Prevention and Reduction of Homelessness
- Expansion of Housing Opportunities for Seniors and Persons with Special Needs.

### **2. Homelessness**

- Provide outreach and information/referrals to both sheltered and unsheltered homeless persons, enabling them to access the full range of services of the Continuum of Care.
- Maintain and expand, where possible, the existing inventory of emergency shelter beds and hotel/motel vouchers, and implement a winter shelter program.
- Maintain and expand, where possible, the current number of transitional housing units.
- Maintain expand, where possible, the current inventory of permanent supported housing.
- Expand programs aimed at Homeless Prevention.

### ***3. Economic Development***

- Attract, retain, and expand job opportunities
- Stimulate private investment to foster Oakland's business growth
- Revitalize neighborhood commercial areas
- Link economic development job opportunities with local job training and placement resources for Oakland's low to moderate income residents
- Redevelop Oakland's vacant and underutilized industrial and commercial areas
- Create sustainable development projects.

### ***4. Public Services and Infrastructure***

- Provision of Senior Services
- Provision of Youth Services
- Hunger Relief
- Provision of Childcare Services
- Battered and Abused Spouses (Domestic Violence Intervention Programs)
- Employment, Education and Job Training Programs
- Provision of Other Targeted Social Services
- Provision of Legal Services
- Infrastructure/Neighborhood Improvements
- Substance Abuse Intervention and Prevention Programs.

## B. FY 2000/01 Grant Funds and Uses

The City expects to receive the funds under four formula grant programs, and will allocate them as follows:

<b><i>Community Development Block Grant (CDBG)</i></b>	<b><i>\$10,274,000</i></b>
<b><i>Program Income</i></b>	<b><i>\$2,400,000</i></b>
Housing	\$5,219,000
Economic Development	3,190,070
Public Services	2,054,095
Infrastructure/Neighborhood Improvements	206,185
Planning/Administration	2,004,650
<b><i>HOME Investment Partnership Program</i></b>	<b><i>\$4,435,000</i></b>
First Time Homebuyer Program	\$1,250,000
Housing Development	2,219,750
CHDO Operating Support	221,750
Planning/Administration	443,500
Rehabilitation Loan Program	300,000
<b><i>Emergency Shelter Grant (ESG)</i></b>	<b><i>\$362,000</i></b>
Emergency Shelter Program	\$344,980
Essential Services	
Homeless Prevention	
Operations/Technical Assistance	
Rehabilitation and Renovations	
Planning/Administration	18,150
<b><i>Housing Opportunities for Persons With AIDS (HOPWA)</i></b>	<b><i>\$1,702,000</i></b>
Alameda County	\$1,259,480
Contra Costa County	425,500
Planning/Administration	17,020

Specific uses will be based on previously adopted AIDS Housing Plans in each county.

## **C. Planned Actions to Address Identified Needs and Priorities**

The Consolidated Plan identified a number of priorities to address the City's needs for housing and community development. Specific actions that will be undertaken during the program year to address those priorities include:

### ***Housing***

- Preservation and expansion of the supply of affordable housing: housing development and housing rehabilitation using local, state and federal funding sources.
- Assistance to first time homebuyers: mortgage assistance, housing counseling and mortgage credit certificates to first time homebuyers.
- Encouragement of housing rehabilitation and neighborhood revitalization: owner occupied housing rehabilitation programs, rental housing rehabilitation programs, paint programs for owner occupied housing, and minor and emergency home repair programs.
- Provision of Rental Assistance for Extremely low-income families: tenant based rental assistance.
- Prevention and reduction of homelessness: homeless outreach programs, health care programs, information and referral programs, shelter and voucher programs, transitional housing programs, rental assistance, legal assistance, eviction prevention, housing counseling, and tenant education programs.
- Expansion of housing opportunities of seniors and persons with special needs: access improvement program and development programs using local, state and federal funding sources.

### ***Homelessness***

- Continue to provide funding for the Homeless Mobile Outreach Program to perform outreach to unsheltered homeless encampments residents. Continue to coordinate with Alameda County Health Care for the Homeless to provide medical outreach to the sheltered homeless. Maintain existing outreach and information/referral programs.
- Provide funding to emergency shelter providers for shelter operating costs. Acquire, lease and/or rehabilitate emergency shelter facilities. Provide emergency shelter in the form of hotel/motel vouchers. Coordinate with Alameda County and the City of Berkeley to provide winter shelter.
- Provide technical assistance to service providers to develop new funding avenues for transitional and supported permanent housing units. Support and coordinate the establishment of a new residential transitional "jobs campus" to train homeless persons in employment and pre-employment skills.
- Provide funding for programs that provide rental assistance, eviction prevention, legal assistance, housing counseling and tenant education, to prevent incidents of homelessness from occurring.

## *Non-Housing Community Development*

### *Economic Development*

- Provide business financing, technical assistance, and entrepreneurial skill development
- Provide Commercial Façade Improvement Loans, site/project development assistance, public improvements, merchant association assistance, and technical assistance for twenty-five neighborhood commercial districts,
- Implement programs to achieve the goals of the Enhanced Enterprise Community Program
- Conduct job fairs and coordinate with local job training agencies to insure that Oakland residents are trained and ready to take advantage of economic development job opportunities
- Provide environmental information, and technical assistance to assist in the cleanup and reuse of toxic sites.

### *Public Services and Infrastructure (Neighborhood Improvements)*

The City will work with the CD District Boards to allocate funding to organizations that provide services that address the highest need. The City will also coordinate with other agencies such as Alameda County, etc., that also provide services to the populations identified as having the highest need.

#### Other CDBG-Funded Activities

- Training for boards of directors of community based nonprofits
- Technical assistance to nonprofits and CD District Boards (OCCUR)
- Program administration and monitoring

## **D. HUD Required Tables**

The tables on the following pages are required by HUD and are designed to summarize the needs, priorities, and the specific projects in the Consolidated Plan and Annual Plan. Tables 1A, 2A, and 2B are shown in the following pages and Table 3 is listed in Appendix D.). These tables, along with other useful tables, are also included where applicable in this document.

#### HUD Required Tables:

Table 1A:	Homeless and Special Needs Population
Table 2A:	Priority Needs Summary Table
Table 2B:	Community Development Needs
Table 3:	Consolidated Plan Listing of Proposed Projects for Local Jurisdictions (This table is shown in Appendix D.)

**HUD Table 1A: Homeless and Special Needs Population**

		<b>Estimated Need</b>	<b>Current Inventory</b>	<b>Unmet Need Gap</b>	<b>Relative Priority</b>
	<b>Individuals</b>				
<b>Beds/Units</b>	Emergency Shelter	572	140	432	L
	Transitional Housing	1526	322	1204	H
	Permanent Housing	2099	1673	426	H
	<b>Total</b>	<b>4198</b>	<b>2135</b>	<b>2063</b>	
<b>Estimated</b>	Job Training	3015	774	2241	H
<b>Supportive</b>	Case Management	3816	1915	1901	H
<b>Services</b>	Substance Abuse Treatment	2650	1087	1564	H
<b>Slots</b>	Mental Health Care	2120	477	1643	H
	Housing Placement	3816	1306	2510	H
	Life Skills Training	3816	1262	2554	M
	Other: Outreach/Drop In	2798	1776	1023	M
	Other: Health Care	3816	2981	835	M
	Chronic Substance Abusers	1832	1087	745	H
<b>Estimated</b>	Seriously Mentally Ill	1221	477	744	H
<b>Sub-</b>	Dually-Diagnosed	1585	392	1193	M
<b>Populations</b>	Veterans	1240	219	1021	H
	Persons with HIV/AIDS	763	367	396	M
	Victims of Domestic Violence	533	57	476	M
	Youth	636	159	477	M/H
	Other: Elderly	127	27	101	L

**HUD Table 1A: Homeless and Special Needs Population (continued)**

	<b>Persons In Families with Children</b>				
<b>Beds/Units</b>	Emergency Shelter	763	236	527	L
	Transitional Housing	1145	325	820	H
	Permanent Housing	636	419	217	M/H
	<b>Total</b>	<b>2544</b>	<b>980</b>	<b>1564</b>	
<b>Estimated</b>	Job Training	2035	563	1472	M/H
<b>Supportive</b>	Case Management	2544	1429	1115	H
<b>Services</b>	Substance Abuse Treatment	1272	1962	(690)	H
<b>Slots</b>	Mental Health Care	1060	225	835	H
	Housing Placement	2544	595	1949	H
	Life Skills Training	2544	489	2055	H
	Other: Outreach/Drop In	1060	668	392	L
	Other: Health Care	2544	994	1550	M
	Chronic Substance Abusers	1094	201	893	H
<b>Estimated</b>	Seriously Mentally Ill	814	140	674	H
<b>Sub-</b>	Dually-Diagnosed	509	80	429	H
<b>Populations</b>	Veterans	382	68	314	M
	Persons with HIV/AIDS	254	65	189	L
	Victims of Domestic Violence	802	132	670	M
	Youth	0	0	0	
	Other: Elderly	95	21	74	L

**HUD Table 2A: Priority Needs Summary Table**

<b>PRIORITY HOUSING NEEDS (households)</b>		<b>Priority Need Level High, Medium, Low</b>		<b>Unmet Need</b>	<b>Estimated Cost of Meeting Unmet Needs**</b>	<b>Goals</b>
Renter	Small Related	0-30%	H	7,775	\$219,138,375	200
		31-50%	H	4,036	\$40,198,560	350
		51-80%	M	2,324		450
	Large Related	0-30%	H	3,136	\$166,922,000	350
		31-50%	H	2,290	\$68,013,000	425
		51-80%	M	1,423	\$1,600,875	325
	Elderly	0-30%	H	5,224	\$100,614,240	175
		31-50%	M	1,944	\$18,633,240	190
		51-80%	M	760		
	All Other	0-30%	M	5,390	\$130,811,400	50
		31-50%	M	4,308	\$41,292,180	120
		51-80%	M	3,270		110
Owner		0-30%	H	4,167	\$104,175,000	120
		31-50%	H	3,183	\$79,575,000	320
		51-80%	H	2,980	\$74,500,000	200
Special Populations		0-80%	H	3,100*		475
Total Goals				83,210		3,860
Total 215 Goals				83,210		3,860
<b>Total Costs of Meeting Unmet Needs</b>					<b>\$1,018,543,970</b>	

\* May be included in other categories.

\*\*Formulas for deriving Costs: Fair Market Rents-Affordable Rents) x12 months x5 years=\$25,000 per homeowner.

**HUD Table 2B: Community Development Needs**

<b>PRIORITY COMMUNITY DEVELOPMENT NEEDS</b>	<b>Priority Need Level</b> High, Medium, Low, No Such Need	<b>Estimated Priority Units</b>	<b>Estimated Dollars to Address</b>
<b>PUBLIC FACILITY NEEDS</b>			
Neighborhood Facilities	M	2	\$5,000,000
Parks and/or Recreation Facilities			
Health Facilities			
Parking Facilities			
Solid Waste Disposal Improvements			
Asbestos Removal			
Non-Residential Historic Preservation			
Other Public Facility Needs			
<b>INFRASTRUCTURE</b>			
Water/Sewer Improvements			
Street Improvements			
Sidewalks			
Sewer Improvements			
Flood Drain Improvements			
Other Infrastructure Needs			
<b>PUBLIC SERVICE NEEDS</b>			
Handicapped Services	M	3,000	\$3,000,000
Transportation Services			
Substance Abuse Services	M	3,657	\$3,600,000
Employment Training	M	5,000	\$15,000,000
Health Services			
Other Public Service Needs	H	391,225	\$2,122,200
<b>ANTI-CRIME PROGRAMS</b>			
Crime Awareness			
Other Anti-Crime Programs	M	6,000	\$1,500,000

<b>YOUTH PROGRAMS</b>			
Youth Centers			
Child Care Centers			
Youth Services	H	23,800	\$3,375,000
Child Care Services	M	1,500	\$5,400,000
Other Youth Programs			
<b>SENIOR PROGRAMS</b>			
Senior Centers			
Senior Services	H	208,850	\$1,910,210
Other Senior Programs			
<b>ECONOMIC DEVELOPMENT</b>			
Rehab; Publicly- or Privately - Owned  Commercial/Industrial	H	350	\$4,350,000
CI Infrastructure Development	H	50	\$1,170,000
Other Commercial/Industrial Improvements (site development assistance, etc.)	H	25	\$750,000
Micro-Enterprise Assistance	H	4,000	\$262,000
ED Technical Assistance	H	8,000	\$610,000
Other Economic Development (Workforce Development- recruitment, training, referral, tax credits)	H	2,500 job placements	\$1,250,000
<b>PLANNING</b>			
Planning			
<b>TOTAL ESTIMATED DOLLARS NEEDED:</b>			<b>\$49,299,410</b>

## **II. CONSULTATION PROCESS**



## **A. Consultation Process**

The City consulted with a variety of agencies including the Oakland Housing Authority, the Alameda County Housing and Community Development Department, and a number of social service agencies that provide assistance to the homeless and other persons with special needs throughout the development of this Plan. City staff made several presentations to provide an overview of the process and solicit input and comments on identifying and prioritizing needs and strategies and how the Plan could be improved.

Staff consulted with public health agencies regarding lead-based paint issues, the Oakland Housing Authority to coordinate City and OHA activities, and adjacent jurisdictions (City of Berkeley, Alameda County HOME Consortium, Contra Costa County) regarding community development needs and coordination of the HOPWA program.

CEDA staff specifically consulted with the following agencies:

- Alameda County Continuum of Care Committee (consults with various homeless providers)
- Alameda County Department of Housing and Community Development
- Alameda County Lead Paint Poisoning Prevention Program
- Center for Independent Living (services for persons with disabilities)
- City of Oakland Life Enrichment Agency, Office of Aging, Health and Human Services
- City of Oakland ADA Programs & Facilities
- Contra Costa County Housing and Community Development
- East Bay Housing Organization (EBHO)
- Eden Information and Referral Service (lists of services/facilities for the homeless)
- Emergency Services Network of Alameda County (Homeless services/advocacy)
- Office of Disease Control and Prevention
- Oakland Housing Authority

CEDA staff met with and made presentations to the following City Boards and Commissions:

- Commission on Aging
- City Planning Commission
- Commission on Persons with Disabilities
- Community Action Agency Administrating Board
- Emergency Food Providers Advisory Committee
- Enhanced Enterprise Community Policy Board
- Health & Human Services Commission
- Library Advisory Commission
- Parks and Recreation Advisory Commission

Staff consulted with staff for the Youth Advisory Commission.

Presentations were made to the following Community Development District Boards:

- Central East Oakland, Chinatown/Central, Elmhurst, Fruitvale, North Oakland, San Antonio, and the Council of Seven Community Development District Chairpersons.

Comments were invited and requested on the draft Consolidated Plan. Additional information was also provided to and from various City Departments.

### **III. CITIZEN PARTICIPATION**



## **A. Development of Plan and Efforts to Broaden Participation**

### *Development of Plan*

This Consolidated Plan was prepared by staff in the Community and Economic Development Agency (CEDA), principally in the Housing and Community Development Division. This is the City's second five year plan, the City of Oakland published its first Consolidated Plan for Housing and Community Development May 15, 1995. That Plan covered the period from July 1, 1995 through June 30, 2000. Portions of that Plan were used as a basis to develop this Plan.

### *Organization and Contents of the Plan*

The Consolidated Plan contains a Community Profile describing demographics, needs, and resources; a Five Year Strategy describing the City's priorities for assistance and strategies for meeting those priorities; and an Annual Action Plan covering proposed activities for the first year of the plan, July 1, 2000 through June 30, 2001, including specific applications for funding under four formula grant programs operated by the U.S. Department of Housing and Urban Development (HUD). These programs include: Community Development Block Grant (CDBG), HOME Investment Partnerships, Housing Opportunities for Persons With AIDS (HOPWA), and Emergency Shelter Grant (ESG). The City carries out a number of activities in furtherance of its housing and community development strategy that do not involve the use of these formula grant funds

### *Efforts to Broaden Citizen Participation*

The development of this Consolidated Plan for 2000-2005 was the result of an extensive citizen participation process.

In an effort to broaden participation, several community meetings were held to directly solicit the input of residents on needs, priorities and strategies. These meetings were widely announced and publicized. Some agencies, such as the East Bay Asian Local Development Corporation (EBALDC), posted the announcements and distributed announcements to residents of their housing developments. The Sing Tao Daily published the meeting announcements in their newspaper. Announcements were mailed to more than 1200 community representatives, publicized in two newspapers and run on KTOP, the City's cable station. Copies of the notice were also mailed to a wide range of nonprofit organizations providing housing, homeless assistance and public services to promote community development. Notices were faxed to a consortium of agencies of church-based community colleges. Notices were also provided to the chairpersons of the seven Community Development District Boards that serve as the City's Citizen Participation bodies for the CDBG program. A Needs Assessment Survey was distributed at two of the meetings.

Announcements of these community meetings were delivered, mailed to, or publicized in:

- Asian Health Services
- Chinatown Chamber of Commerce
- Consortium of Agencies and Church-based Community colleges
- Community Development District Board General Mailing Lists
- East Bay Asian Local Development Corporation (EBALDC)

Emergency Housing contractors  
Latino Network  
Mayor's Commission on Persons with Disabilities  
Merchants and Neighborhood Associations  
Neighborhood List  
Non-profit housing groups  
Oakland Chinese Community Council  
Oakland Digest  
Oakland Merchants Leadership Forum – Associations & Mailing Lists  
Oakland Tribune  
Saint Bernard's Parish  
Saint Elizabeth's Catholic Church  
Sing Tao Daily Newspaper  
Spanish Speaking Citizens' Foundation.

A public hearing to solicit input from Oakland residents regarding housing and supportive service needs, non-housing community development needs, and to receive comments on the draft Plan was held during the regular City Council meeting on May 2, 2000 at 7:00 p.m. in the City Council Chambers at One City Hall Plaza. A second public hearing was held during the regular City Council meeting on June 6, 2000 to hear testimony on amending the current Citizen Participation Process for the Community Development Block Grant Program and the Consolidated Plan to Incorporate a Monitoring and Evaluation Component.

The Citizen Participation process to review proposals for Community Development Block Grant funds begins several months prior to the beginning of the fiscal year. Each of Oakland's Community Development (CD) District Boards reviewed targets and priorities established in the prior year Action Plan and the Consolidated Plan for July 1, 1995 – June 30, 2000 from September through December of 1999. The District Boards recommended no modifications to the service priorities and strategies for this year. These recommendations have formed the basis for the Proposed uses of CDBG funds for the 2000/01 program year and are based on the recommendations of the CD District Boards.

The draft Consolidated Plan for FY 2000-2005 was released for a 30-day public comment period on April 10, 2000. A public notice that provided a summary of the plan and a request for comments and notice of the public hearing to consider the draft Plan was published in the Oakland Tribune April 9 and 12, 2000. These dates were publicized at each of the meetings with the community, boards and commissions and printed on the fliers announcing the community meetings.

Copies of the draft plan were placed on file with the Office of the City Clerk and in the main branch of the Oakland Public Library. Copies were available at no charge from the offices of the Community and Economic Development Agency.

The goals of this Plan reflect the goals of the City Council.

## **B. Summary of Consolidated Plan Citizen Participation Process**

### ***1. Citizen Participation Process***

- A public hearing was held at the City Council meeting on December 7, 1999 to review and consider FY 1998/99 performance.
- Staff met and consulted with ten Boards and Commissions that serve the populations addressed in the Plan, met and consulted with the Community Development District Boards, the Council of Seven Chairpersons of the Community Development District Boards, East Bay Housing Organizations, the Latino Network and other community groups during January – April, 2000.
- City-wide community meetings were conducted Saturday, February 19; Thursday, March 23 and Thursday, March 30, 2000 to solicit input on housing and community development needs and priorities. More than 150 persons attended.
- A survey to assess housing and other community development needs was distributed and collected during the community meetings on March 23 and March 30, 2000. Citizens rated items as having a high, medium or low need/priority. All areas were rated as having a “High” need.
- A public notice was placed in the Oakland Tribune on April 9 and 12, 2000 announcing the availability of the draft Plan and the date, time and purpose of the Public Hearing to consider the proposed Consolidated Plan.
- A Public Hearing was held Tuesday, May 2, 2000 in the City Council Chambers.
- An additional Public Hearing was held Tuesday, June 6, 2000 in the Council Chambers.

### ***2. Process for Public Review and Comment***

A public notice was placed in the Oakland Tribune announcing the public hearing and the availability of the draft plan. Citizens were invited to provide comments and input

Copies of the draft Plan were available Monday, April 10, 2000 for a 30-day comment period and were placed on file at the main branch of the Oakland Public Library and in the Office of the City Clerk. Copies were available from the Community & Economic Development Agency. Notices were also distributed to a wide variety of nonprofit housing organizations, homeless service providers, public agencies and commissions, and other interested parties.

Written public comments were accepted by the Community & Economic Development Agency through May 9, 2000. A summary of all written comments received and a discussion of how such

comments were included, or an explanation as to why such comments were not included in the final documents is included.

### ***3. Summary/response to Citizen Comments***

As stated above, a summary/response to written comments, citizen comments received at the meetings and the public hearing is included in the Plan. Staff either revised the documents based on comments received or discussed proposed actions to follow. Comments will be addressed as follows:

- Verbal comments at public hearing
- Written comments
- City response to public comments
- Recommended Program Change

#### *Verbal Comments at Public Hearing*

At the Public Hearing on May 2, 2000, speakers expressed concern that more funds need to be allocated to housing projects. Some speakers expressed support of the Plan and the process and felt that it allowed broad and full participation. There was support to maintain the process and an appeal that the CDBG process not be changed without working with the Community Development District Boards. Someone stated that the Council of Seven Chairs do not solicit opinions.

Speakers expressed concern about the process and the availability and location of copies of the draft document as well as concern with the Citizen Participation Plan, that it should be overhauled; that there was insufficient outreach, especially to the homeless community, and that the statistical report indicating the number of handicapped persons served was incorrect.

Questions were raised regarding compliance with HUD's Section 504 regulations, units being set aside for disabled persons, and concern that the Section 202 housing program for seniors excludes younger people with disabilities.

A speaker stated that poor people are being planned out of the Plan; that the City needed to look at the target areas, the zoning program, restoration and to investigate the Code Compliance Investigators.

Comments were made that there is need for more affordable housing, evaluations, a more efficient and effective process, and more funds to programs and less to administration.

Speakers expressed appreciation that their projects were recommended for funding.

The Public Hearing on Tuesday, June 6, 2000, was held to hear testimony on the Consolidated Plan and on the recommendation to amend the current citizen participation process for the CDBG and the Consolidated Plan to incorporate a monitoring and evaluation component. 90 persons signed up to speak at the meeting. Most speakers spoke on the proposed change to the Citizen Participation

Process. Some were in favor of change and some were opposed. Several stated that the Council and the City had disregarded, disrespected, and dishonored the citizens as they had no input the recommended changes and requested that the Council and City work with the Boards to restructure the process. Speakers requested that the City fully fund OCCUR. Some spoke specifically on how some board meetings and elections have been conducted.

Other comments included a request to have a lease to own program for homeownership, that youth programs include recreational activities and health services,

Several meetings were held to obtain citizen input on housing and community development needs and priorities that should be included in the Plan. CEDA staff were present to answer questions. Several speakers addressed a number of issues. A summary of the concerns are:

- The need for additional affordable housing
- Concern that the process and procedures used to develop the Plan and obtain input were not adequate to fully involve Oakland residents.
- Insufficient community outreach and location of meetings at places not readily accessible to interested residents.
- The need for outreach in languages other than English to solicit participation and provide information on City programs to non-English speaking residents.
- Provide outreach to service providers
- Needs of monolingual and immigrant populations
- Funding for elementary school needs
- Provisions for the disabled, including sensitivity to disabilities that may not be obvious, including mental illness; some become a “Catch 22”
- Income limitations for rentals, especially those on SSI. Many cannot afford up-front costs
- Transitional housing is needed to served those with disabilities under age 60
- Subsidized housing is needed
- Disabled face barriers to access housing; some have mobility condition other than needing a wheelchair and need transfer bars and accessible bathrooms. Some fall through the cracks.
- Some are in the “extremely” low income category
- City is asked to encourage HUD to set a below market rate (BMR) for low incomes and to investigate tax incentive programs
- Consult with tenant and legal groups
- Restructure the Access Improvement Program
- Questions re: the Rental Rehab Program requirements, supplemental funds from other services, additional Disability Funding Program; increase in evictions due to the Ellis Act,
- After school programs
- Citizen Participation Plan
- Concerns about Section 8 vouchers; waiting list closed; need more public housing
- Community revitalization and infrastructure
- Information should be published in papers other than the Tribune, such as El Mundo, etc.
- Information should be placed on the web
- Increase access to temporary housing

- “Affordable” housing is not affordable – redefine definition
- Residents in District Oakland have special needs
- Need a cleaner Oakland, improve sidewalks and streets, steam clean potholes
- Sweep streets with water
- Code compliance – restoration, check on inspectors
- Need more funds for childcare and employment and training
- Homeless persons are sleeping on the street
- Many Cambodian immigrants live in overcrowded, unsafe living conditions
- Concerns about the rehab housing programs, target areas, time to process loans and cumbersome application forms.

### *Written Comments*

Written comments were received regarding the City’s Consolidated Plan, the development process, outreach and the Citizen Participation Plan. The comments were from a Community Development District Board, a Council member, a policy board, a non-profit organization and citizens. The majority of the comments were from a member of one of the District Boards. The City’s response follows most items.

Page 4- while I recognize that the work which goes into a document like this is huge as must be our lobbying effort, the figure for Planning and Administration under CDBG seems high - \$2,368,650.00 when the housing budget is only a little more than twice that number.

*An analysis is included in staff report to Council.*

Page 8 - There needs to be a clear explanation of staff’s choice of relative priority on this table.

*We will provide this explanation ASAP.*

Page 8-I don't understand the disparity between the number used for chronic substance abusers (3,615) and the numbers for substance abuse treatment slots - estimated need (1844), current inventory (325) and unmet need (1,519).

*This is a subtraction error. Please note that there are two tables, one on page 8 and one on page 9. The one on page 8 is for individuals, while the one on page 9 is for persons in families with children. This division is required by HUD for this report. We have the numbers in a different way, with a combined total for all of 3,615. The number on page 8 for chronic substance abusers should be 1,844 (which matches the estimated need on that page). Please note that 1,844 (on page 8) plus 1,771 (on page 9) equals 3,615. We also double-checked our other numbers, and there is one more error, again a subtraction error. On page 8 under current inventory, the number should be 370 rather than 325. The unmet need on page 8, therefore, would become 1,474 (1,844 minus 370). Thanks for catching this error.*

Page 11 Shows no money designated for infrastructure. I know in West Oakland we still have some streets with no curbs and sidewalks and the funding for these has traditionally been through CDBG.

The CDBG Board has approved in concept funding these last few locations but that should be included in the plan.

*We are trying to get an estimate of cost from Public Works.*

Page 114 and 115-number H-c-1 says 300 units on page 114 and 600 units on page 115 to address owner occupied housing rehab. I hope it is 600 because the need is great - we don't want to erode this comparably stable population in my district.

*600 is correct.*

Page 128 - No resources are designated for eviction prevention. How would this be funded?

*We do not know why this box is blank. It should read "CDBG, ESG, and General Fund". The general fund dollars are part of the small amount of general fund allocated to the Emergency Housing Program. Again, thanks for catching this.*

Page 136 - sustainable development is supposed to be our overarching principle. Here it seems to be tacked on instead of taking the opportunity to describe what sustainable development is and how all of these efforts (to address low wages, housing, childcare, social services, etc) are all sustainable development projects.

*The Agency will implement a variety of strategies to address low wages, housing, childcare, social services.*

Page 138 - the last paragraph on OCC says OCC surveys over 1,2000 businesses. Is the comma in the wrong place or are there too many zeroes?

*1,200 is the correct number.*

Page 144 and 145 I don't understand the relationship between the number on page 144 for substance abuse intervention and prevention (250) and page 145 estimated priority units for substance abuse services (3,657).

Page 145 same table shows no money for curbs and sidewalks

*We are seeking estimates from Public Works.*

Page 147 - There is no discussion of the effects of incompatible mixed use on livable housing and the need for funding to move businesses and housing to undo the problem.

*This is a problem that exists in Oakland, particularly in West Oakland, and is being addressed through rezoning. There is no specific mention of this issue, but it is one that effects development opportunities for both housing and non-housing uses. We will add the issue as an impediment and note that the zoning changes are designed to address it. This will allow future funds to be allocated for this purpose.*

Page 151 - shows the Hope VI projects are planning at least 1 for 1 replacement of existing public housing as well as new moderate rental and ownership units. Considering the waiting list, however, this will leave us with an increasing need.

*Yes, this is correct. However, the federal government is no longer even requiring one-for-one replacement and the Housing Authority is to be commended for adopting this policy. More funding, probably federal, would be required to replace the units.*

Page 164- under county gaps we should include funding for substance abuse treatment. These tables should also emphasize the lack of adequate funding for childcare and Head Start.

*We are seeking a realistic estimate from the County.*

Page 170 - under Coordination of Resources, should state the problem of the city's requirement for going after tax credits means that housing developed for very low income is not being built.

The strategy identifies that there is great need for very low income rental housing. The ONLY source that provides sufficient funds to address this need is direct federal funding (Section 8). The requirement for tax credits is really subsumed under the requirement to seek other funding. The City, or another source could be used to further subsidize non tax credit housing, but the cost would produce very few units with the limited resources available to the City.

Page 171 - where are we talking about using converted military facilities?

*The strategy basically describes how we are going to use the funds available. It does not specify sites. If converted military facilities were made available for affordable housing, etc. the City could use the funds in the plan to develop on those sites.*

Page 171 - last bullet - Mr. Spees and myself on the ABAG board have also been working toward that end. I, in particular, endured countless hours on the housing methodology committee and regional planning committee to address these issues and understand the problem. The efforts toward solution should not just be attributed to the mayor and city manager. It is clear that funding for other services that cities need regionally must be linked to whether that city builds affordable housing units.

*This information has been added in the document.*

Page 192 - Lease Purchase Program - 'household income must not exceed 140% (?) of the area median.' What does that number mean or is it a misprint?

*The number has been corrected to 40%.*

Page 203 - Home Maintenance and Improvement and Section 108 - totaling these does not' add up to either the 300 units or 600 units (page 114 and 115 discrepancy). How many owner occupied units

will we really be able to rehabilitate?

*The 600 units referenced in Table 2C is a 5-year goal (July 2000 – June 2005). The smaller numbers are for this next fiscal year's Annual Action Plan (July 1, 2000 – June 30, 2001).*

Page 208 How does this contract amount for Sentinel Fair Housing compare to existing contract because they are saying that the number of calls they are receiving has multiplied tremendously.

*The level of service remains constant at 550 households .*

Page 243 - the DOL grant for West Oakland out of work/out of school youth should be added.

*PIC and several partners applied for and received one of 5 demonstration Youth opportunity grants from the Department of Labor. The grant focuses on out of school/out of work youth who live in –the census tracts in the Enterprise Zone area of West Oakland. Do whatever it takes to find, target, recruit and train the youth to get them employed and on their way to self sufficiency.*

Page numbers for the Summary of Public Comments and appendices are out of sync.

*The page numbers will be corrected in the final document.*

*Questions that were restated from the same source have only been listed once; includes note if duplicated.*

1. The total funds given to Oakland according to the 1997-1998 and 1998-1999 IDIS states over \$82 million total funds given to Oakland yet Council, etc. only gets an accounting of \$25 million. Can **Council, etc. influence how remaining funds are spent? What happened to all the money? (Listed twice)**

*The \$82 million includes projects beyond 1997-98. The City of Oakland converted to IDIS FY 1997/98. Projects were rolled over that date from 1994 forward and are included in this total. All funds are accounted for and have been spent according to HUD regulations.*

2. According to guidelines, etc. not supposed to give to same groups year after year yet boards repeatedly do. **Why is this allowed even though there is a guideline set and passed in 1995?**

Chairperson is adamant that the CD board supplies only "seed money" to get program off the ground but data says otherwise.

*The guidelines do not require that a group not receive funds from year to year. The Districts are free to recommend funding to any organization they deem worthy and that performs activities that are CDBG eligible.*

3. Costs for items seem sometimes out of line--\$90,000 for daycare for three infants and 3 women? \$24599 for 5 children? Why is **there not any monitoring programs?** This needs to occur not only to make sure services are rendered but to make sure they are consistent with actual costs. These are our tax dollars. See below.

*Additional monitoring and evaluation functions are being proposed.*

4. **CEDA is paid to monitor programs but programs are rarely monitored.** Monitoring is a separate entry to CEDA administration expenses. Board members supposed to be trained and boards should have monitoring committees but don't. Why? If funded, than why aren't they being monitored properly? Yet reports to HUD claim otherwise.

*CEDA receives funds for grant administration that includes monitoring. Several types of monitoring takes place:*

- *On-site fiscal and program monitoring occurs for all projects that receive \$25,000 or more; desk reviews are conducted for those that receive less than \$25,000 and a visit may be requested.*
- *The District Coordinators monitor their projects.*
- *The agencies submit monthly reports regarding program status.*
- *Consistent Board monitoring has been lacking for several reasons that include lack of follow-through and availability.*

*Evaluations were done on 10% of programs until 1999. See above.*

5. **Reallocation of NCR funds**-NCR funds are counted as going towards a specific purpose economic revitalization. If these funds are reallocated, this changes the percentage allocated for that purpose. **Is CEDA counting the dollars spent as originally planned (economic) or are allocated as housing. Can this be done?** Since funds changed to housing, percentages towards housing may actually be higher than stated in consolidated plan by up to millions of dollars. (Listed twice)

*There was no allocation of NCR funds to Housing activities.*

6. Since 1995, large programs and expenditures are approved only at Council of Seven Chairs level often leaving community totally out of the loop. Chairpersons are not soliciting opinions of their respective boards and decisions are often the opinion of the individual and not the community that he or she is supposed to represent. The Public Participation Plan needs to be changed to make decisions more accountable. *(was listed twice)*

*A new procedure is being explored.*

7. **In addition to monitoring funds, CEDA gets a community awareness fund to pay for outreach for CD activities including mailings, brochures, videos, TV, etc. This item is also a separate entry to administration, at least in past. Especially if it is a separate budget, why isn't **there better outreach to community?** (was listed twice)**

*The funds set aside for community awareness have been reduced significantly.*

8. Proposal Committee Meetings--because public funding is granted and is supposed to be the entire focus of the CD board to begin with, these meetings must be public so that process can be monitored and witnessed. Minutes should be taken and recorded. Selection should include a rationale or form to be turned in for each applicant so that decisions are transparent to public record. **Why should council approve the recommended list of grantees when the Brown Act/Sunshine Ordinance was not followed?** (listed twice)

*Pursuant to the City Council approved bylaws for the Central East Oakland Board, the Chairperson is authorized to appoint sub-committees of the Board. The City requires that the Proposal Review Committee be a minimum of three (3) and a maximum of five (5) persons to ensure that the sub-committee is never a quorum of the Board.*

*You should be advised that City Council has directed that the Chairperson and each member of the Proposal Review Committee receive a complete set of all proposals received prior to the Board hearing presentations from organizations requesting funding and before the full Board acts upon the recommendations from the Proposal Review Committee. City Council has also directed that each Board member receives an Executive Summary of Proposals that will be coming before the Board. These sub-committee meetings are not public meetings; therefore, the public can be excluded. The five (5) members of the sub-committee only recommended projects, it was the full Board that voted on what eight (8) projects would be recommended to City Council.*

9. Each of the CD boards have identical council approved bylaws yet with some boards, these bylaws are not being followed especially with reference to procedures such as elections and noticing of public. How can this be allowed to continue? **Should those grantees which came boards that did not have the proposals reviewed publicly witnessed be thrown out? Should elections where bylaws not being followed be thrown out?**

*Notices of board meetings are mailed one (1) week in advance of the meeting date and elections are conducted in accordance with City Council approved bylaws. City Council eliminated designated board seats so that board membership can come from throughout the CD Districts.*

10. Public Hearings/Public Participation Plan and HUD **regulations**

- **Notice-Must include a summary of the proposed consolidated plan in newspaper in**

**addition to making copies available.**

- The citizen participation plan requires the jurisdiction to consider any comments or views of citizens received in writing, or orally at the public hearings, in preparing the final consolidated plan. A summary of these comments or views, and a summary of any comments or views not accepted and the reasons therefore, shall be attached to the final consolidated plan. Is CEDA including **all comments**? What about multiple entries about same topic. Needs to reflect the level of true public concern. CAN ASK FOR PUBLIC PARTICIPATION PLAN TO REQUIRE INCLUSION OF ALL COMMENTS.

*The City is in compliance. For example, see page 7 of the 1999/2000 Action Plan under 'Written comments' – "One hundred sixty three written comments were received..."*

- The citizen participation plan must state how and when adequate advance notice will be given to citizens of each hearing, with sufficient information published about the subject of the hearing to permit informed comment. **Publishing small print notices in the newspaper a few days before the hearing does not constitute adequate notice.** (Although HUD is not specifying the length of notice required, it would consider two weeks adequate.)

*Notices were published April 9 and 12 to announce the May 2, 2000 hearing. The notices are always published in advance to announce the availability of the draft.*

- The citizen participation plan must identify how the needs of non-English speaking residents will be met in the case of public hearings where a significant number of non-English speaking residents can be reasonably expected to participate.

*Included*

- **HUD regulations require public hearings at "all stages" of the process.** Oakland needs to have separate hearings with enough time for public to study, meet, and propose needs, etc. between these different topics. Past performance must be unlinked to the needs hearings. See comment below. Once needs are met, what is being done to adequately prioritize these needs? Who is prioritizing needs?

*Needs were prioritized based on community responses.*

REWRITE THE PUBLIC PARTICIPATION PLAN--this is a chance to change they way things are done.

*Revised Plan is being reviewed by the Council and Committee for approval.*

**Council, residents, and especially persons of low income in affected area should review, comment and participate to see what is working, what is not, etc. in order to formulate the proposed plan. These entities, not city staff, should drive the writing of the plan.** This has to be done well in advance to the community needs/prioritization meetings. Because no real hearing is done with proper outreach, public is not informed. Oakland has also traditionally combined the performance and needs hearings into a single hearing before city council. This has been the extent of the hearings in the past. [Only by public outcry has there been any further hearings this cycle]. (Listed twice)

5. Amendments to the Consolidated Plan/Action Plan (not applicable, this time)

**HUD can disapprove the Final Consolidated Plan/Action Plan:**

1. If public participation requirements were not followed. [City is supposed to have a public participation plan related to the consolidated plan. Oakland's is not current nor is it accurately being followed. Note the city and public can change it to make sure it is adequate with additional noticing requirements, etc. etc.];
2. If social services not consulted;
3. If any of the "certifications" are not accurate;
4. If the Consolidated Plan/Action Plan doesn't meet the "purposes" of the CDBG or HOME laws. [Note these "purposes" are very general];
5. If "a plan fails to satisfy all the required elements in this part.

**Note--citizens can write to disapprove a plan. This rarely, if ever, will cause HUD to revoke promised funds. What it does, however, is allow more time to get a plan that the community wants and is reflective of the needs**

**Concerns and Issues in Performance of Oakland's Housing/CDBG Programs**

- Locations of Programs--Often in small geographic areas or to the other extreme the program itself is out of area. For those programs which are out of area, are Central East Oaklander's (or from other area) truly being served? Sometimes the location of program is on same block as board members. Question of who is on board of these programs, where do they live, etc? Also some of staff works at more than one funded program.

*Funds can be allocated to any areas as long as the activity is eligible and serves low-moderate income clients.*

- **Reallocation of NCR funds** of CEO to the housing project on International/Seminary. The report states that board approved the reallocations, yet board members do not recall such items being voted on at least in this context. Truthful? Misrepresentation? Even if voted on by board,

what about other neighborhoods, etc. outreach, etc.? This sort of item should have been voted on at council level. Has this type of event occurred in other districts?

*Response on this project listed under questions regarding Central East Oakland*

- Practice of Oakland to get statistics, etc. from Fair Housing/Sentinel, ECHO(Eden), OCCUR regarding current state of housing in county yet these non-profits are being funded by the city. (ECHO -\$150,000/yr, Fair Housing/Sentinel \$220,000 year, OCCUR~\$175,000). This is a conflict of interest. What are the terms of contracts?

*CDBG contracts are awarded through a competitive RFP (Request for Proposals) process. As a condition of their contracts, the service providers submit monthly reports with demographic and income information of the people who they serve. This information is occasionally compiled and trends observed.*

- **CEDA is paid to monitor programs but programs are rarely monitored.** Monitoring is a separate entry to CEDA administration expenses. Board members supposed to be trained and boards should have monitoring committees but don't. Why? If funded, than why aren't they being monitored properly? Yet reports to HUD claim otherwise.

*The projects are monitored properly. The agencies submit monthly status reports; the Coordinators monitor their projects, City staff conducts on-site fiscal and program monitoring of projects that receive \$25,000 or more; and conducts a desk review for projects that receive less than \$25,000. Staff can request on-site monitoring of projects that receive less than \$25,000.*

*Board monitoring has been less than adequate even when staff attempted to train the Board members. Board monitoring is a City decision, but is not required by HUD.*

- Reprogramming Funds--does funds originally allocated for social programs must be reallocated to programs and likewise does those funds originally allocated for housing be allocated for housing?

*Yes*

### **Additional Questions Specific to Central East Oakland**

#### **Seminary/International Development Questions and Concerns**

Year	Event
1995	<ul style="list-style-type: none"><li>• \$37,512 given to acquire land to CEO Housing and Neighborhood Development Corporation</li><li>• Up to \$212,000 of NCR funds set aside to develop land</li></ul>
1996	<ul style="list-style-type: none"><li>• \$57939 budgeted for CEO and Housing and Development Corp</li></ul>
1997	<ul style="list-style-type: none"><li>• \$57939 to CEO CDC (change in development/grantee?)</li><li>• Up to \$283,207 NCR funds set aside to develop land</li></ul>
1998	<ul style="list-style-type: none"><li>• <u>Vote to direct CEO NCR funds for project--how much?</u></li></ul>
1999	<ul style="list-style-type: none"><li>• Reprogram funds to pay taxes and incidentals (not in report) + later in</li></ul>

- year additional \$1200 approved
- Again states that CEO CD counsel has recommended that balance of NCR funds go to the Seminary site (p.41)

**See # 2 below**

1. Where has the total amount given gone? Is it/has it been sitting in a bank account drawing interest? Given away? Given to Larry/CDC? NCR funds up to \$500,000 spent or put aside in addition to CDBG funds from board. Who really authorized these expenditures?

*Same as in #2 below - see attached memorandum*

2. **IDIS 1998-1999 IDIS Activity 378, page 11**--As of 6/30/99 obtained city of Oakland funding commitment for \$2,300,000 in HOME, HDG, and CDBG funds, \$522,000 in conventional financing, \$150,000 in HOPWA funds, and \$106,000 AHP loan/grant. How is the money broken up? How much was NCR funds? How much comes from what year's money? Interest earned? (Listed twice)

*CEO CDC Housing Project – 1406 Seminary Avenue & 6600 International Blvd. See attached memorandum dated June 2, 2000 on the subject “Central East Oakland Questions”*

**Other Concerns (Specific for Central East Oakland)**

1. **Geographic Locations, etc. of grantees**--see above for all of Oakland but especially Casa Vicentia, Supporting Future Growth, Professional Careers Association/Life Skills Academy. In particular this latter program was told brand new program yet funded three years running. Who are the board members, and who works there?

*See previous response.*

2. **Highland Foundation--suspicious** because not in index for one year and name of program not written in another two years.

*The project was funded from CEO public service/infrastructure funds. It appears to have been inadvertently omitted from the list.*

3. **Proposal Committee**--see above but specifically even though some members of board and public requested to be in attendance, meeting was private and no one was invited.

*See previous response.*

4. **Project Re-Connect for 2000-2001 budget.** Asked for \$30,000 but CEO giving \$35,000. Why?

Central East Oakland Board wanted to expand service delivery to a larger number of clients.

5. **Other Issues--general** membership 85% from a single neighborhood and as a result board members are likewise from this one area. Not representative of the whole district. Election--by-laws not followed.

*See previous response.*

6. **Converted Reprogrammed Funds--See** concern with city-wide. Sometimes the converted CDBG funds have gone to programs outside of CEO yet claimed for CEO. Example is Clinica de La Raza--1998-1999 p.87.

*CD Boards can vote to use its Neighborhood Improvements/Public Service funds in another district as long as the activity is an eligible CDBG activity.*

**1995-1996 Grantees for Central East Oakland**

<b>Project-Program</b>	<b>Amount</b>	<b>Comments</b>
<b>Back on Track II*After School Program--p. 112</b>		<b>\$42061 <u>61st/Brann</u></b>
<b>CEO Housing and Neigh Dev't Corp--p. 4</b>	<b>\$37512</b>	<b>Acquire land at Sem/EI4</b>
<b>NCR funds to pursue development-p. 166</b>	<b>&lt;\$227487</b>	<b>CEO board advises balance to pursue dev't at Sem/EI4th</b>
<b><u>Intertribal Friendship House--p.15</u></b>	<b>\$51300</b>	<b><u>523 E 14th Ave</u></b>
<b>Supporting Future Growth Child Development Center*~Havenscourt and Fleming--p. 141</b>	<b>\$15531</b>	<b>10 children</b>
<b><u>Adult Day Care Center*~p. 186</u></b>	<b>\$473749</b>	<b>budgeted</b>
<b><u>Boys and Girls Club/Career ~ 119</u></b>	<b>\$720163</b>	<b><u>8530 EI4th</u></b>
<b>Highland Foundation*--p. 123</b>	<b>\$50,000</b>	<b>2845 64tn Avenue (health ed</b>
	<b>and</b>	<b>services)--says ongoing program</b>
<b>New Generation Child Care Center, Capital Improvements--p. 18</b>	<b>\$3942</b>	<b>6038 Brann (dev't stage)</b>
<b>Rainbow Rec Center--p. 48</b>	<b>\$2914</b>	<b>Ext. lighting</b>
<b>Fremont Pool Rehab.--pp. 36, 44, 46</b>	<b><u>\$15636</u></b>	<b>Balance to go back to CEO fund</b>
<b>All Saints Turning Pt. Recovery Center--p. 33</b>	<b>\$2420</b>	<b><u>4745 Foothill (new roof)</u></b>
<b>EGYPT Theater*~p. 31</b>	<b><u>\$4575</u></b>	<b><u>Paint, heat, ext. lighting</u></b>
<b><u>Small Citizen's Center</u></b>	<b><u>\$4150</u></b>	<b><u>6203 Avenal (completed)--1994</u></b>
<b>Melrose ~ 123</b>	<b><u>\$5514</u></b>	<b><u>Part time librarian</u></b>
<b>Big Broth/Big Sisters-Mentoring Project--p. 118</b>		<b>\$24480</b>
<b>Project Outreach (Food pantry)*~p 66</b>	<b><u>\$160Th52</u></b>	<b><u>6 districts including CEO</u></b>
<b><u>Project Re~Connect*~p. 109</u></b>	<b><u>\$91527</u></b>	<b><u>3 districts including CEO</u></b>
<b>Black Women Organized for Edu. Dev~t*~p. 131</b>		<b>\$39170 2 districts including CEO</b>
<b>Teenage Parents Day Care*~p. 142</b>	<b>\$93523</b>	<b>5730 Market (3 mothers and 3 children)</b>

\*Funded multiple years

- MacArthur Merchants Association--p. 196--\$129672 What was done?
- 1995 budget \$16,000/year to monitor programs; community awareness program \$34,000 to disseminate information about CD efforts, brochures, exhibits, video, etc. Note these funds are in addition to administration costs.

**1996-1997 Grantees for CE Oakland**

<b>Program</b>	<b>Amount</b>
<b>Project Outreach (Food pantry)*~p 60</b>	<b>\$26502 (CEO only)</b>
<b>Adult Day Care Center (San Leandro)*~p. 84</b>	<b>\$43749</b>
<b>Legal Assistance for Seniors--p. 85</b>	<b>\$62500 (7 districts)</b>
<b>Project Re~Connect*~p 110</b>	<b>\$107065 (7 districts)</b>
<b>Career Beginnings/Boys and Girls*~p 117</b>	<b>\$115297 (CE Oakland)</b>
<b>Melrose Library*~p 119</b>	<b>\$4279</b>
<b>Black Women Organized for Ed Dev~t*~p. 132</b>	<b>\$49442 (3 districts)</b>
<b>Supporting Future Growth Dev't ~p.141</b>	<b>\$24599 (CEO only)</b>
Supporting Future Growth Dev't Center*~High St--p 148	\$24599 (CEO only)
Supporting Future Growth Dev't Center*~Havenscourt~p. 149	\$24599 (CEO only)
Teenage Parents Child Care*~p. 143	\$113090 (3 mothers 6 infants)
EGYPT Theater*~p. 23	\$320
Back on Track II*~p.113	\$29848
Highland Foundation*~p. 119	\$90865

\*Funded multiple years

East Oakland CD Corporation for CEO Housing and Dev't Corp \$57939--p. Intertribal Friendship House \$51200 --why is CEO paying if not in district? NCR CEO--balance to be used for Seminary/International \$262508--p. 173

Highland Project funded year before only project I could see which is not in either index and it also has had the name of the project removed the following year.

*These are all observations made by the person commenting. No response is requested or required.*

**1997-1998 Grantees for Central East) Oakland C**

<b><u>Project-Program</u></b>	<b><u>Amount</u></b>	<b><u>Comments</u></b>
<b><u>Back on Track II-After School ~ 10</u></b>	<b><u>\$9189</u></b>	
<b><u>EOCDC/Housing Project-- .7</u></b>	<b><u>\$57939</u></b>	
<b>NCR funds for above-- .43</b>	<b>&lt;<u>\$283207</u></b>	<b>What happened to money?</b>
<b>Supporting Future Growth Child Development</b>	<b>\$9992</b>	
Boys and Girls Club/Career ~ 23	\$115297	8530 E14th
Mystery Program (Frick Jr. High)--p. 33	\$53318	2845 64th Avenue
Highland Foundation?		
New Generation Child Care Center, Capital	\$3942	6038 Brann
Improvements-p 55		
<b>Project Re~Connect*~p 5</b>	<b>\$66608</b>	

Oak. Lic. Day Care Oper. Assoc.--. 24                      \$4446                      5730 Market

\*Funded multiple years

Community Awareness budget \$20,000

NCR Public Improvement CEO--acquisition and development into mixed use, commercial and residential facility--\$283207 budgeted

**1998-1999 Grantees for Central East Oakland**

<b><u>Project-Program</u></b>	<b><u>Amount</u></b>	<b><u>Address/Telephone</u></b>
Alameda County--Model Neighborhood Program --p114 (Highland Foundation), p 161 Parks and Rec, Foothill Meadow Park Lighting--\$ ? p. 140		\$51091 2845 64 <sup>th</sup>
<b><u>Back on Track*~p. 9</u></b>	<b><u>\$5881</u></b>	
Women's Employment Resource--p 150	<b><u>\$?</u></b>	
<b><u>Brookdale Discov Ctr Computers--p. 140,141</u></b>	<b><u>\$?</u></b>	
<b><u>Interface Institute~p. 9</u></b>	<b><u>\$?</u></b>	
Project Outreach/East Oakland Food Pant --- 133		<b><u>\$73900</u></b>
Supporting Future Growth Child Development	\$25000	
Center/Outreach and Intervention Program*~~ .174		
Department of Aging, Central East Oakland Senior Center*~p. 133	\$55839	
Mystery Program (Frick Jr. High)--p. 33	\$53318	2845 54th Avenue
<b><u>Highland Foundation?</u></b>	not disbursed	
Woman's Employment Resources/Family Stability	\$50000	
<b><u>Project for Single Parents</u></b>		
Professional Careers Association-Life Skills <b><u>Academy*</u></b>	\$49000	

\*Funded multiple years

**1999-2000 Grantees for Central East Oakland-Note didn't reference IDIS for this year**

<b>Project-Program</b>	<b>Amount</b>	<b>Address/Telephone</b>
Alameda County--Model Neighborhood project~ 2	\$29,757	2845 64th Avenue
Casa Vincentia--Exit/After care Partnership Program*-project 109		\$44176 3210 62nd Avenue, 729-0316
Child Assault Prevention Program--Safe Strong and Free--project 94	\$10124	6701 E 14th
Department of Aging, Central East Oakland Senior Center* - project 5		\$50925 1100 64thAve
East Oakland Community Project--Emergency Shelter Project--project 116	\$62276	5725 E 14th

<b>Life Enrichment Agency--Rainbow Rec</b>	<b>\$11044</b>	<b>5800 E 14th</b>
<b>Furnishings--project 121</b>		
<b>Mayors Hunger Relief Program--Emergency</b>		<b>\$27917 250 FOP</b>
<b>Brown Bag*-project 95</b>		
<b>Professional Careers Association--Life Skills</b>		<b>\$70559 3300 MacArthur</b>

\*Funded multiple years

*These are more observations made by the person commenting. No response is required.*

**1998-1999 IDIS (Integrated Disbursement and Information System)--CO4PRO3**

p.1 IDIS--Total **Authorized funds** \$82,336,999.98--If this is the total funds, why does council, etc. only get an accounting of \$25 million? Can it influence change on how the remaining money spent? What is the rest for? (1997-1998 this amount is \$82,336,999 also)

*Amount includes converted projects from 1994*

p. **173 IDIS-Project 03311998, Activity 1111** Central East Oakland Community District Board elected to use the fund (NCR funds for CEO!) allocated to its district. NCR public improvements to develop 22 units of low-income housing for its residents. Funds have been transferred from NCR units to housing dept. NCR is no longer responsible for the reporting of this activity. Housing in now taking the lead on this activity. Does not have amount of funds only note that it was transferred. 6600 International and 5400 Seminary. Where is the money?

*See previous response re: Central East Oakland Housing Corporation.*

**Page 160--- Activity No. 1029; Project Id 0116/1997** \$166,564 EEC Community Building Internship Program As of 6/30/99 24 interns selected to participate in program. Interns responsible for increasing economic self-sufficiency, increasing community vitality, improving community health and increasing community political empowerment. Interns were successful in completing the four categories and benchmark activities. If there were these 24 interns, then why wasn't there any staff to help EEC/EEC board? Or is this some other program? Or is the money being siphoned off somewhere else?

*The 24 interns were community workers that were employed by a third party contractor. They never provided administrative support to the EEC Policy Board. When their contractual obligations were completed, their services were discontinued. Oakland was not successful in its efforts to receive a HUD Round II Empowerment Zone designation; therefore, the City is in the process of redesigning and refocusing its remaining EEC program, including what level of administrative support is appropriate.*

*There were two staff at that time.*

**2000-2001 Grantees Central East Oakland (Not yet ratified)**

<b>Project-Program</b>	<b>Amount</b>	<b>Address/Telephone</b>
<b>Alameda County--Model Neighborhood 31st St,</b>	<b>\$50000</b>	<b>Charlyn Spencer, 1411 E 437-8365</b>
<b>Casa Vincentia--Exit/After care Partnership Program*</b>	<b>\$42637.66</b>	<b>Barbara Jackson, 3210 62nd Avenue, 729-0316</b>
<b>Project Reconnect*</b>	<b>\$35000 (asked for \$30000)</b>	<b>Jean Lucinda, 3580 Laurel 482-1738</b>
<b>Supporting Future Growth Child Dev't Center*</b>	<b>\$25000</b>	<b>Gloria Banks, 5909 Camden 567-8362</b>
<b>Life Enrichment Agency--Street Tree Program</b>	<b>\$8300</b>	<b>Treva Avery, 250 Frank Ogawa Plaza (FOP), 238-2025</b>
<b>Life Enrichment Agency--Senior Companion</b>	<b>FOP,</b>	<b>\$12819 Andrea Turner, 250 238-3121</b>
<b>Mayors Hunger Relief Program--Emergency</b>	<b>FOP,</b>	<b>\$25000 Henry Mozel, 250 238-6896</b>
<b>Brown Bag* Legal Assistance for Seniors</b>	<b>\$2348</b>	<b>614 Grand Avenue/832-3040</b>
<b>Boys and Girls Club of America--Smart Moves</b>	<b>and 6809</b>	<b>\$30000 1223 65th Avenue Branford, Cal Stanley, 444-8211</b>
<b>Professional Careers Association--Life Skills International Academy*</b>		<b>\$77115 Jill Arington, 5800 2618313</b>

- funded in multiple years

Note Project Re-connect--CEO approved more than asked for

*More notes and observations by commenter. No response required.*

**The Consolidated Plan (A summary of procedures and problems).** See Center for Community Change's summary of the ConPlan--in fact most of below is a summary of this agency's summary of the Consolidated Plan with additional input specific for Oakland.

**1. Identifying Needs--should reflect both the public and the ideas of social service agencies.**

- **CDBG and CHAS** laws require a public hearing to get people's view on housing and community development needs.

- HUD regulations require this hearing to take place before a proposed consolidated plan/action plan is published. (What HUD does not set is guidelines to what is a reasonable time before a proposed Consolidated Plan is available. As a consequence, Oakland is publishing it almost on top of the hearings, ignoring the needs priorities mentioned by the community)
- At the last public hearing at Eastmont Town Center a "survey" was passed around with a multiple choice answer form in which the audience was asked to fill in with a No. two pencil. Some of the questions had as an answer "other" with a space to fill in yet the original survey or key was never collected. Form had no way to identify it belonging to a single distinct individual. (Very easily open to fraud).

*Staff did not intend to associate the surveys with any individual.*

- Community/Economic Revitalization ?
- **Once needs are assessed, there needs to be a prioritization process. The** hearings, etc. have not addressed this issue. At least there has never been a rating to verbalize which needs are more important and especially which needs are more important to those of low(er) income. **What needs are more important? Who decides these priorities?**

*Needs were prioritized based on responses from the community*

## 2. Proposed Consolidated Plan/Action

- ◆ Jurisdiction must tell the public how the related to community and economic development and infrastructure. If a community doesn't know specifically for what the money could be used, than they (Who? City?) are not asking the questions)
- ◆ While preparing for plan, a jurisdiction must consult with public and private agencies that provide housing, health services and social services. (Depending on agency, either heavily solicited or ignored--this often leads to conflict of interest- recommendations to fund more of the housing, health services, etc. which was solicited.
- **A summary of the consolidated plan or action plan must be in a newspaper. [I don't think city follows this regulation—is so, is it not recognizable as such?]** **HUD regulations require public hearings at "all stages" of the process, "including at least the development of needs, review of proposed activities, and review of program performance".** [The problem arises that HUD only specifies two required hearings a year at two different stages, this allows jurisdiction to combine some of the aspects]. By the end of the two hearings, needs, proposed uses of money, and past performance must be addressed. Oakland needs to have separate hearings with enough time for public to study, meet, and propose needs, etc. between these different topics.
- Completed copies must be in public places, such as libraries. [I don't think Oakland does this except perhaps the Main library]

*As stated in the notice, copies are available for viewing in the offices of the City Clerk and the Main Library. Copies may be obtained from CEDA offices free of charge.*

- A reasonable number of the proposed Consolidated Plan/Action Plan must be provided for free. [Although the city will provide the plan, an individual must go in person--if not advertised, how is a citizen to know?]

*The availability of the draft plan has always been advertised in the paper as part of the notice of the hearing prior to the plan being made available.*

- **Public must have at least 30 days to review and comment** [City is providing exactly 30 days--also with history of editing comments, no real changes will be likely.]

### **3. Final Consolidated Plan or Action Plan**

- Due 45 days before start of jurisdiction's "program year".
- **The jurisdiction must "consider" the public's comments about the proposed consolidated plan/action plan.**
- **Summary of public comments must be attached.** Some jurisdictions include all comments. [Because of the term "consider" and allowance of summaries, this allows the practice of editing.]
- **HUD says jurisdiction must explain why people's suggestions were not used.** [However, if summarized sometimes it doesn't even make it to the document--nothing to explain]
- **HUD can disapprove the Final Consolidated Plan/Action Plan:**
  1. If public participation requirements were not followed. [City is supposed to have a public participation plan. Oakland's is not current nor is it accurately being followed. Note the city and public can change it to make sure it is adequate with additional noticing requirements, etc. etc.];
  2. If social services not consulted
  3. If any of the "certifications" are not accurate;
  4. If the Consolidated Plan/Action Plan doesn't meet the "purposes" of the CDBG or HOME laws. [Note these "purposes" are very general];
  5. If "a plan fails to satisfy all the required elements in this part.

**Note--citizens can write to disapprove a plan. This rarely, if ever, will cause HUD to revoke promised funds. What it does, however, is allow more time to get a plan that the community wants and is reflective of the needs.**

### **4. The Annual Performance Report (SEE SEPARATE SUMMARY OF OAKLAND'S PERFORMANCE, especially CEO)**

- Jurisdiction shows what it actually did to meet housing and community development needs.
- The performance report must include a description of:
  - Money available and how it was spent.

- Location of projects
  - Number of families and individuals assisted.
  - Number of people assisted by income category including those with incomes below 30% median.
  - The race and ethnic status of those assisted.
  - The actions to "affirmatively further" fair housing.
- How does the use actual use of the CDBG compare with the "high priorities" set out in the consolidated plan's "strategic plan"?

*Funds are allocated to projects based on identified priorities.*

- HUD reviews the Performance Report, and can hold up the money if the report is not "satisfactory"
- Public Participation (see above for proposed plan--exception is 15 days to review and comment rather than 30 days)

#### **5. Amendments to the Consolidated Plan/Action Plan** (not applicable, this time)

**OTHER CONSIDERATIONS AND RECOMMENDATIONS** (applicable to all future as well as current hearings)

**Public participation plan must be revisited.** The plan must "provide for" and "encourage" public involvement in coming up with the Consolidated Plan/Action Plan, any "substantial amendment" and the Annual Performance Report. Specifically the plan must:

Encourage involvement by low income people, especially in the low income neighborhoods and areas in which moneys may be spent.

- Jurisdictions are "expected to **take whatever actions are appropriate**" to encourage **involvement by people** of color, people who do not speak English, **and disabled persons**. [Until public outcry, there was NO attempt to do this--did staff notice in any languages other than English? Alternative noticing?] Jurisdiction must encourage involvement of residents of public and assisted housing.
- **Public hearings must be held after "adequate" notice to the public. Oakland does not meet these requirements**
  - **The regulations** specifically say " **publishing small print notices in the newspaper a few days before the hearing is not adequate notice**". [Should also include advertisements in alternative newspapers in different languages, neighborhoods, ethnic groups. Noticing should also include radio and television ads because persons of lower economic bracket often can not afford to subscribe to or read the "mainstream" newspapers.]
  - ~ The regulations say "two weeks notice is adequate"
  - ~ The notice **must give enough information about the subject of the hearing so the people can prepare public comments**. [Notice in agenda and newspaper hardly does this--if people don't know what hearing is for, they won't come]

- Public hearings must be held at convenient times. [Ideally at variety of times including weekends and evenings].

*The community meetings were held both in the evenings and on a weekend.*

- Public hearings must be held in places easy for people to get to [and ideally where the persons in need live and are not intimidated].

*The community meetings were held in three different areas of the City.*

- Where there is a "significant" number of people who do not speak English, the public participation plan must state how they can be involved. [This must include more than translation at meetings but include adequate noticing in the newspapers etc. in the language other than English.]

*The first meeting was also noticed in Spanish; the flier advertising the last two community meetings were translated both in Spanish and Chinese.*

- People must be able to review records for the last five years that are relative to the Consolidated Plan and any use of federal money covered by the Consolidated Plan. (See past performance summary).
- Jurisdiction must respond to written public comments.

*Jurisdiction has and will include a response in the final Plan.*

**Change number of hearings to allow true participation addressing each aspect of the plan--** past performance, needs, prioritization, evaluation and comment of proposed plan.

**Get written explanations in response to all public comments. Change** the practice of Oakland to edit or summarize public comments. Some jurisdictions require entire public comment to be included. This will assure a plan more reflective of the citizens.

Suggestions from Enhanced Enterprise Community (EEC) Policy Board:

The EEC represents the West Oakland, Fruitvale/San Antonio and East Oakland neighborhoods and submitted the following recommendations:

- Fund programs such as the Management Academy (funding ended). Educate residents on how to effectively use their local government and public officials.

*An RFP to apply for funding has been provided.*

- Promote a lead safe environment. Train more residents (such as the Advocate Program with Head Start) to go to residences to identify and evaluate those residences that may have lead poisoning in them.

*The City of Oakland has been active in this endeavor for many years. As a member of the Alameda County Lead Poison Prevention Program (ACLPPP) Joint Powers Authority (which includes Oakland, Berkeley, Alameda & Emeryville), the City continues to be an active partner by incorporating Lead-Safe housing rehabilitation procedures on all of our rehabilitation projects.*

*Beginning September 15, 2000 federal legislation will become effective which mandates intensive lead assessment and abatement measures on all federally funded housing programs. The City has been working closely with ACLPPP to ensure that all City staff has been trained and certified in proper identification and remediation of lead hazards. As of June 2000, all Rehabilitation Services staff has completed the required lead hazard training, and are preparing to complete testing for certification.*

*The ACLPPP offers education about prevention, identification, risk reduction, lead-safe building/renovation practices to property owners, contractors, and health care providers. Also offered to contractors is a certification program, which will identify them as a “lead-certified” building professional.*

*Residents needing further information on training programs, or to request lead assessments on their residences, or testing for their children, should contact the **Alameda County Lead Poisoning Prevention Program 2000 Embarcadero, Suite 300, Oakland, CA 94606 (510) 567-8282.***

- Fund programs that focus on making sure that all schools have access to computers training, and that all recreational centers and libraries provide these services to the whole community, youth and adults.

*The Oakland Unified School District (OUSD) is a CDBG recipient and can apply for funding for computer training.*

- Provide staffing to the Workforce Development Agency to monitor and document how many jobs residents in Oakland are securing, for what duration, and at what rate of pay, particularly in the EEC zones.

*The unit is staffed; information and data are collected and reports prepared. Suggest you work with the supervisor to obtain the information needed.*

- Fund programs that focus on increasing parent participation in the schools.

*RFPs for the CDBG funding process was provided to circulate among agencies.*

- Develop a program that will house sports facilities within the schools.

*OUSD is an eligible subrecipient of CDBG funds and will be encouraged to develop such a program if they feel there is sufficient need.*

- Increase home ownership opportunities to Oakland residents, aggressively install a Lease to Own Housing Program.

*Underway for July 2000.*

- Aggressively fund programs for emergency shelters to help curtail the homeless problems that Oakland is not addressing.

*This year the City of Oakland partnered with Alameda County and the City of Berkeley to finance the first jointly sponsored winter emergency shelter in Oakland. It was located at the Army Base and provided 100 beds during the winter through April 30<sup>th</sup>. Oakland used CDBG funds, as well as ESG funds for its share of the funding. We hope to be able to fund another such winter shelter next year.*

We know the need is great. Resources are few, however, and there is a whole continuum of care for homeless persons, the infrastructure of which must be maintained in order to serve all aspects of homeless needs. We will certainly continue to fund shelters as much as possible in light of the competing and equally important needs.

- Fund programs that will provide housing counseling, opportunities and encouragement to residents partnering to purchase multi-family units.

*We would be pleased to provide housing counseling services for this purpose. We do have a small staff to provide housing counseling and are very willing to include counseling for residents partnering to purchase multi-family units.*

- Increase resources for the First Time Home Buyers Program. Increase its funding annually by at least 15% to assist in accommodating the demand for housing.

*The First Time Homebuyers Program could use additional funds, but there are no readily available local sources. We are working with local private lenders to expand opportunities for homeownership.*

- Partner with the Oakland Housing Authority to up-grade Section 8 Certificates and Vouchers to encourage landlords to continue to support this program.

*We are partnering with the Housing Authority to keep as many properties in the program as possible.*

- Provide funds for programs that provide training on First Aid and Earthquake procedures to

residents and schools.

*The City's Office of Emergency Preparedness already provides this training.*

- Fund a program that will assist senior citizens and low income residents to help bring their property up to code requirements. Example; provide a grant program for seniors that are on fixed incomes or give them a loan that is only to be repaid when their property is sold.

*The Residential Lending Section of CEDA's Housing and Community Development Division administers several housing rehabilitation programs – some are specifically for seniors and all are for low – moderate income residents.*

*The programs suggested in the comments have been offered to low-income homeowners from the City for more than 15 years. Please see attached matrix labeled **Home Maintenance Programs**, for a brief description of currently available programs.*

- Fund a program that will monitor Federally funded grants to non-profits to evaluate their results, especially Welfare to Work efforts.

*The Federal government requires that administering jurisdictions monitor their programs. The City monitors the programs they fund, FY 1999/2000 contracts will be evaluated.*

## HOME MAINTENANCE PROGRAMS

NAME	PURPOSE	LOAN AMOUNTS	LOAN TERM	ELIGIBILITY
1) HMIP DEFERRED PAYMENT LOAN (Home Maintenance & Improvement Program)	To provide rehab resources to any low-income homeowner unable to qualify for an interest bearing loan.	Up to \$40,000 secured by a Deed of Trust.	No interest on loan. No monthly payments. Due and payable if house is sold or title is transferred. For borrower under 62 years of age, income will be reassessed every three years to determine ability to pay.	Borrower income cannot exceed 50% of area median. Property must be owner-occupied and located in a <b>Targeted</b> Revitalization Neighborhood
2) HMIP AMORTIZED LOAN	To provide low interest rehab loans to low-and moderate-income owner-occupants of 1-4-unit dwellings.	\$40,000 for single family unit plus \$5,000 for each additional unit up to 4 units. Secured by a Deed of Trust.	Up to 20 years; fixed interest rate of 6%. Monthly payments of principal and interest.	80% of area median and must demonstrate financial/credit capacity to make payments. Property must be owner-occupied and located in a <b>Targeted</b> Revitalization Neighborhood
3) ACCESS IMPROVEMENT PROGRAM (AIP)	To provide grants for accessibility modifications for rental and owner-occupied properties.	50% of the cost of access modification up to \$15,000. A maximum \$4,000 grant is available toward construction of new accessible units in buildings of 3 or fewer units.	N/A	Property owners of existing units. Property owners for new construction.
4) EMERGENCY HOME REPAIR PROGRAM (EHRP)	To provide loans for emergency home repairs which exceed the amount available under the Minor Home Repair Program.	Up to \$7,500.00	No interest; no payments due and payable if home is sold or title is transferred. Secured by a Deed of Trust.	Property must be owner-occupied. Borrower income cannot exceed 50% of area median. Repair must constitute a health &/or safety hazard.
5) MINOR HOME REPAIR PROGRAM	To provide grants for emergency home repairs for homeowners.	Maximum grant is \$1,500.	N/A	Homeowners who are 62 years or older or disabled and whose income does not exceed 50% of area median.
6) SELF-HELP PAINT/FREE PAINT PROGRAM	To improve appearance & to address lead paint remediation of owner-occupied homes.	N/A	Grant	Owner-occupied properties in the Seven Community Development Districts. Income cannot exceed 80% of area median. A limited number of low income, elderly or disabled owners may qualify to have their homes painted by contractors.

***INCOME LIMITS FOR HOME MAINTENANCE PROGRAMS***

HOUSEHOLD SIZE	50% AND BELOW AREA MEDIAN INCOME	80% AND BELOW AREA MEDIAN INCOME
1	\$23,650	\$33,150
2	\$27,050	\$40,150
3	\$30,400	\$45,200
4	\$33,800	\$50,200
5	\$36,500	\$54,200
6	\$39,200	\$58,250
7	\$41,900	\$62,250
8	\$44,600	\$66,250

Income Limits are revised annually.

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*City Response to Public Comments*

Additional meetings were scheduled after the first meeting to address citizens concerns regarding the number of meetings and locations. Two additional community meetings were held – one in East Oakland that was translated in Spanish, and one in the downtown area that had Chinese translation available. Presentations were made to the Community Development (CD) District Boards during the month of March and the Council of Seven Community Development District Chairpersons. Discussion of the Consolidated Plan will be an agenda item at each meeting of the Council of Seven CD District Chairpersons until the Plan is submitted to HUD. Staff solicited additional mailing lists and expanded outreach including specific outreach to non-English speaking organizations and communities.

Staff is recommending that the Council approve eliminating the match requirement for the Access Improvement Program and fund 100% of the access improvement costs.

We have consulted with the Oakland Housing Authority during this process and have relayed the issues regarding Section 8 vouchers.

The Residential Lending Section is printing an informational sheet on the housing programs in Spanish, Mandarin/Cantonese and Vietnamese. Other issues will be included in the draft Plan.

*Recommended Program Change*

It is recommended that the terms of the Access Improvement Program be amended to provide Grants for 100% of improvements rather than the 50% limitation presently in effect. During the community input process for the Consolidated Plan, members of the disabled community and others have strongly pressed for a change in the program requirements. There was testimony that few, if any, landlords were willing to undertake access improvements with the requirement that they borrow or provide a match. Although they may have seen the social benefit of such an upgrade, they did not see any economic benefit. Additionally, homeowners, who have used the program more extensively in the recent past, have lost a source of matching funds if their property is not located in a target area. As a result of these issues, eligible applications for access improvement loans have dropped dramatically and the City has received few successful applications from landlords for several years.

Based upon the concern expressed by the community and the clear need for the program, staff is recommending that the Council approve eliminating the match requirement and fund 100% of the access improvement costs. The average grant over the past 18 months was less than \$6,100. Although the average award is likely to increase, potentially reducing the number of grants, the change will allow the City to assist tenants who have not benefited from the program in recent years and homeowners whose property is not located in a target area. The grant requires that the units assisted be available for occupancy by disabled tenants for 5 years.

This change does not require an amendment to the Consolidated Plan as HUD allows the City to adopt program requirements. Therefore, legislation will be presented to the Council for action with a full discussion and description of the changes and their impact to allow the program requirements to take effect by 6/30/00.

#### ***4. Description of Lead Agency***

The lead agency for the preparation and implementation of the Consolidate Plan is the Community and Economic Development Agency (CEDA). CEDA was reorganized into five operating divisions and an Agency Administration unit in July of 1998. The five divisions are:

- Housing and Community Development
- Economic Development
- Redevelopment
- Building Services, and
- Planning and Zoning.

The mission of the Community and Economic Development Agency is to foster growth in Oakland's business and residential communities through enhanced programs and activities that target sustainable development. The Agency will implement strategies to attract new businesses, retain and aid in the expansion of existing employers and stimulate the promotion of cultural events that assist in providing a balanced community. The Agency will continue to promote and encourage the empowerment of Oakland's diverse neighborhoods through the Housing and Community Development programs and implementation of the Service Delivery System.

# **IV. HOUSING AND HOMELESS NEEDS ASSESSMENT**



## **A. Housing Needs**

This section describes the general housing needs of Oakland's renter and owner households, with a particular focus on the needs of extremely low, low, moderate, and middle income renters (middle income here refers to households with incomes between 80% and 95% of median income).

Because there is no other reliable data source that provides the same level of detail on the incidence of housing problems and needs by income and household type, the City has continued to rely on 1990 Census data, and the special tabulations produced by HUD, as the primary source of information on housing needs. While this data is now 10 years old, there is no other data source that provides detailed information and compares the incidence of housing problems among income groups and household types, and between renters and owners.

However, in subsequent sections, additional information on current conditions is presented, including in particular the level of need for affordable housing evidenced by waiting lists for public housing, Section 8, and privately-owned assisted rental housing.

The data available from the 1990 Census, including the special Census tables provided to the City by HUD (see page 55), indicate a high degree of need among all of Oakland's households. However, as discussed in further detail below, the degree of need varies by income, tenure and households type.

- Households with the lowest incomes have the highest incidence of housing needs
- Because renters have lower income incomes than owners, more renters have unmet needs
- Because seniors and large families tend to be low income, they have greater unmet needs

## HOUSING PROBLEMS

Housing problems fall into three general categories: cost burden, physical defects, and overcrowding.

Cost burden refers to a total housing cost (including utilities) in excess of 30 percent of household income, while severe cost burden refers to a total housing cost in excess of 50 percent of household income. While this is the accepted definition, many analysts have noted that for low and moderate income households, a housing payment of 30 percent of income may leave the household with insufficient resources for food, clothing and other necessities.

Physical defects refers to the lack of either complete plumbing facilities or complete kitchen facilities. This is a minimal definition of inadequate housing condition. For example, violations of local housing code, including lack of adequate heat and hot water, broken or inoperable windows that fail to protect against the elements, or presence of rats and other vermin, all would fall outside the definition of physical defects. Although not measured by the census, these problems are nonetheless serious and widespread, as reported by the City's Code Compliance Division.

Overcrowding is said to occur when a housing unit contains more than one person per room, and severe overcrowding exists when a housing unit contains more than 1.50 persons per room. This definition is different from the occupancy standards that may be applied under local housing codes or under rules governing programs for housing assistance, which generally look only at rooms suitable for sleeping, and seek to provide separate sleeping rooms for older children of different sexes, for example.

**1. Numbers and Types of Households With Housing Needs**

As would be expected, renters are far more likely than owners to be low or moderate income. The following table (based on 1990 Census figures and special data compiled by HUD; no more recent data is available) shows the high concentration of extremely low and low income households among renters.

**Concentration of Extremely Low and Low Income Households**

Income Level	Renters		Owners	
	Number	Percent	Number	Percent
Extremely Low Income	26,325	31.7%	6,314	10.2%
Low Income	15,114	18.2%	6,497	10.5%
Moderate Income	13,378	16.1%	7,640	12.4%
Middle Income	7,363	8.9%	4,780	7.8%
Other Income	20,897	25.2%	36,461	59.1%
<b>Total</b>	<b>83,074</b>	<b>100.0%</b>	<b>61,692</b>	<b>100.0%</b>

Fully two-thirds of all renters qualify as low or moderate income, qualifying them for the housing and community development programs covered by the Consolidated Plan and funded by the HUD formula grants. Only one-third of all homeowners fall below this level.

As shown in the table on the following page, among household types, large renter families and elderly renters are much more likely to be low or moderate income (78 percent and 83 percent respectively) than other household types, and thus tend to experience more housing problems.

Overall, 47 percent of all Oakland households (approximately 68,000 households) are experiencing one or more housing problems, as defined above. However, for renters the figure is 57 percent (approximately 47,000 households), while for owners it is only 34 percent (approximately 21,000 households). Similarly, among household types, 85 percent of all large renter families (over 8,000 households) experience housing problems, while for small renter families the figure is 56 percent (which still accounts for nearly 16,000 households).



## Housing Assistance Needs of Low and Moderate Income Households (CHAS 1c)

Name of Jurisdiction:		Source of Data				Data is Current as of the following date:			
<b>City of Oakland</b>		<b>1990 Census; U.S. Department of Housing and Urban Development CHAS Data Book</b>							
	Renters					Owners			
Household by	Elderly	Small	Large	All Other	Total Renters	Elderly	All Other Owners	Total Owners	Total
Type, Income, &	1 & 2 member	Related	Related	Households		Households			
Housing Problem	households	(2 to 4)	(5 or more)						
<b>1. Extremely Low and Low Income (0 to 50% MFI)</b>	10,033	14,100	5,756	11,550	41,439	7,002	1,360	12,811	54,250
<b>2. Extremely Low Income (0 to 30% MFI)</b>	7,256	9,147	3,267	6,655	26,325	3,800	769	6,314	32,639
3. % with any housing problems	72%	85%	96%	81%	82%	61%	73%	66%	79%
4. % Cost Burden > 30%	71%	82%	82%	80%	78%	61%	73%	64%	76%
5. % Cost Burden > 50%	43%	70%	58%	70%	61%	38%	62%	45%	58%
<b>6. Low Income (31 to 50% MFI)</b>	2,777	4,953	2,489	4,895	15,114	3,202	591	6,497	21,611
7. % with any housing problems	70%	81%	92%	88%	83%	27%	79%	49%	73%
8. % Cost Burden > 30%	67%	72%	51%	86%	72%	26%	76%	43%	63%
9. % Cost Burden > 50%	28%	23%	12%	34%	26%	13%	50%	23%	25%
<b>10. Moderate Income (51 to 80% MFI)</b>									
11. % with any housing problems	50%	53%	82%	57%	58%	19%	50%	43%	53%
12. % Cost Burden > 30%	47%	40%	13%	53%	43%	18%	49%	35%	40%
13. % Cost Burden > 50%	8%	2%	1%	4%	4%	7%	28%	12%	7%
<b>14. Middle Income (81 to 95% MFI)</b>									
15. % with any housing problems	32%	29%	74%	24%	31%	10%	52%	39%	34%
16. % Cost Burden > 30%	31%	17%	7%	22%	20%	10%	51%	30%	24%
17. % Cost Burden > 50%	11%	1%	0%	0%	1%	3%	15%	7%	4%
<b>18. Total Households**</b>	13,920	28,536	9,578	31,040	83,074	16,886	10,228	61,692	144,766
19. % with any housing problems	61%	56%	85%	47%	57%	24%	40%	34%	47%
** Includes all income groups -- including those above 95% MFI									
MFI refers to Median Family Income for Oakland Metropolitan Statistical Area, as determined by HUD, also known as AMI or Area Median Income									
Cost Burden refers to percentage of income devoted to housing									
Housing Problems includes excessive cost burden (>30% of income), overcrowding (>1.01 persons per room) and/or lack of complete kitchen or bathroom facilities									

## ***2. Types of Housing Needs***

The most serious problem is clearly cost burden, particularly for renters. 41,506 renters and 15,648 owners pay more than 30 percent of income for gross housing costs. In other words, approximately 39 percent of all Oakland households have a housing affordability problem.

Overcrowding is also a serious problem that grew worse between 1980 and 1990, and probably has continued to worsen in the past decade. Among renters, the proportion living in overcrowded conditions rose from 8.2 percent in 1980 to 15.7 percent in 1990, while severe overcrowding increased from 3.8 percent to 9.2 percent. Among large renter families, the rate of overcrowding is a shocking 72.9 percent. This is undoubtedly a result of the fact that incomes failed to keep pace with rents over the past decade (median income rose by 97 percent between 1980 and 1990, while median rents increased by 142 percent), as well as the fact that there are simply not enough large rental units available at any price. Increasingly unable to afford decent and adequate housing, renters have been forced to live in smaller units or "double up" with other families. Overcrowding also exists among owner households, although not to the same degree. In 1990, 3.3 percent of owner-occupied units were overcrowded, and 3.0 percent were severely overcrowded.

The 1990 Census provides very little data on the extent and distribution of the incidence of physical defects in housing. There were 1,971 units (1.3 percent) lacking a complete kitchen, and 1,330 units (0.8 percent) lacking complete plumbing facilities, with non-elderly households somewhat more likely to lack plumbing. There is no estimate of the extent to which these two categories overlap.

Although the City does not have more current survey data, during the preparation of the Consolidated Plan the City received extensive comments that problems of overcrowding and substandard housing are particularly severe for recent immigrants and non-English speaking communities. These populations tend to have very low incomes and are at a particular disadvantage in the housing market, and thus experience especially severe housing needs.

## ***3. Racial/Ethnic Difference in Incidence of Housing Problems***

HUD requires that the City identify any significant differences that exist among racial/ethnic groups. Unfortunately, HUD provided the City only with figures for "All Minorities," "Black Non-Hispanic" households, and "Hispanic" households, and did not provide separate data for Asian/Pacific Islanders. The limited data provided by HUD indicates relatively minor differences among groups compared to the severe rate of need for the population as a whole. There are somewhat higher rates of housing problems for minority owners as compared to all owner households. Further, Hispanic households tend to have higher rates of housing problems than Black households. The City's analysis of other available census data suggests that a similar pattern may hold for Asian/Pacific Islanders as well. However, most of these differences are generally on the order of 6 to 7 percentage points above the overall average, and are relatively insignificant in the face of a general incidence of housing problems that is in excess of 57 percent for all renter households, for example, and in excess of 80 percent for low income renters.

In short, housing problems are a function of a combination of income and race. Among low and moderate income households, the incidence of experiencing housing problems is not significantly affected by race, but is affected much more by other factors, such as age and household size. However,

because minority households are far more likely to be low or moderate income, minority households do have higher rates of housing problems overall.

#### **4. Housing Needs by Income Group and Tenure**

##### a. Extremely Low Income Households (0 to 30 percent of median income)

There are 32,639 households that qualify as extremely low income under HUD guidelines, over 20 percent of all Oakland households. These are households living near or below the Federal poverty level. This group is by far the most vulnerable to housing problems, and at greatest risk of becoming homeless. The majority of these households are renters, and they have very high rates of housing problems.

##### Renters

Extremely low income renters have a very high rate of housing problems – over 80 percent for all household types except seniors, for whom the rate is 72 percent. Severe cost burden (rent in excess of half the household’s income) is especially high for this group, affecting over 60 percent. In other words, over 16,000 extremely low income renter households are reported to be devoting over half their limited incomes to rent. This problem is particularly concentrated among smaller, non-senior households.

Extremely low income renters also experience high rates of overcrowding and substandard housing.

##### Owners

Among this relatively smaller group, two-thirds experience housing problems – primarily cost burden. The combination of low incomes and high cost ratios makes it extremely difficult for this group to secure financing for maintenance and rehabilitation of their housing units. Low income homeowners, especially seniors, are particularly vulnerable to predatory lending scams that promise to provide financing while actually saddling the homeowner with unmanageable debt service payments.

##### b. Low Income Households (31 to 50 percent of median income)

There are 21,611 low income households in Oakland, constituting over 37 percent of all Oakland households. Of these, 15,114 (70 percent) are renters, and 6,497 (30 percent) are owners.

##### Renters

For low income renters, affordability is clearly the most significant problem, affecting approximately 72 percent of these households.

Overcrowding is reported for approximately 20 percent of low income renters. However, among large families, the overcrowding rate is over 75 percent, reflecting the severe lack of affordable housing with 3 or more bedrooms.

#### Owners

Among low income owners, the incidence of housing problems is still relatively high, affecting 49 percent of all owners in this group. Affordability is by far the most common problem, but even among owners at this income level, overcrowding 11.3 percent of the 31 percent to 50 percent of median group. As is true for renters, non-elderly owners are far more likely to suffer from housing problems than are elderly owners.

#### *c. Moderate Income Households (51 to 80 percent of median income)*

Over 21,000 households (nearly 15 percent of all households) qualify as "moderate income," with incomes between 51 and 80 percent of the area median income. Nearly two-thirds of these households (13,378) are renters, and the incidence of housing problems is again greater for renters than owners.

#### Renters

Among moderate income renters, 59 percent have some kind of housing problem, with an incidence of 82 percent for large families. Affordability affects over 40 percent of these households, and is a particular problem for seniors and "other households" (single persons and unrelated individuals living together), who report excessive cost burden at the rate of 48 percent and 54 percent respectively. Although the rate of housing problems is high among seniors, it should be noted that there are four times as many families as seniors in this income group, and thus in absolute numbers housing problems are more heavily concentrated among families.

Overcrowding is again concentrated among large families, affecting 17.2 percent of this income group as a whole, but affecting nearly 75 percent of the large families, many of whom report overcrowding problems even in the absence of any excessive cost burden.

#### Owners

For the 7,640 moderate income owners, some 43 percent have some kind of housing problem, with 36 percent reporting excessive cost burdens, and 13 percent reporting severe cost burdens. Overcrowding is reported by 11 percent of these households. The incidence of problems among this group is significantly higher for non-elderly households than for elderly households.

#### *d. Middle Income Households (81 to 95 percent of median income)*

There are 12,143 households that qualify as middle income under the Consolidated Plan definition of this term. Of these, 7,363 (61 percent) are renters, and 4,780 (39 percent) are owners.

## Renters

Not surprisingly, this group has lower rates of housing problems than is true for low and moderate income households. Only 31 percent of middle income renters experience any housing problems, and only 20 percent have excess cost burdens. Cost burden is more of a problem among elderly households at this income level (31 percent have excess cost burden, and 11 percent have severe cost burdens). Most significant, however, is that even at this income level, large families have a 74 percent rate for housing problems, yet only 8 percent have excessive cost burdens. This suggests that even for middle income large families, overcrowding is a serious problem, again underscoring the need for an expansion of the supply of affordable 3 and 4 bedroom apartments and homes.

## Owners

Contrary to the situation for low and moderate income households, among middle income households it is owners who face more housing problems (40 percent for owners as compared to 31 percent for renters). In particular, 38 percent of all non-elderly middle income owners have excessive cost burdens, far higher than any group of middle income renters. This is likely an indication of the degree to which middle income households have had to extend themselves in order to achieve homeownership. Among elderly homeowners, the rate is only 10 percent, a clear indication of the benefit they receive as a result of having purchased homes many years ago.

### e. First-Time Homebuyers

First-time homebuyers face particular problems in Oakland. Both the number and percentage of owner-occupied units actually declined between 1980 and 1990, a clear indication that for most Oakland renters, homeownership remains out of reach.

Oakland is one of the most expensive housing markets in the country, with particularly serious discrepancies between household income and housing prices. A study of U.S. housing markets conducted in the third quarter of 1999 by the National Association of Homebuilders indicates that the Oakland area ranks eleventh among housing markets with the worst affordability index. Only 37 percent of the homes available on the market were affordable to households with the median income. While the City of Oakland has housing prices considerably below the median for the entire metropolitan area, it also has household incomes well below the metropolitan median. Homeownership thus remains out of reach for many would-be homebuyers.

First time buyers face two related problems. First, because of the sheer expense of housing, the amount required for a downpayment and closing costs is beyond the means of most renters. A modest priced home is estimated to cost \$210,000 (the January 2000 median sales price in Oakland according to Transamerica Intellitech, a private housing market data service). This would require a downpayment of \$42,000, plus at least \$5,000 in closing costs, under conventional home purchase programs. Second, even if an existing renter household could accumulate this much savings (a formidable task, inasmuch as most renters are spending more than 30 percent of their income for housing, and thus are particularly unlikely to be saving in

any appreciable amount), it would still need to obtain a mortgage of \$168,000. At an interest rate of 8% (slightly below March 2000 interest rates), this would require an income of over \$59,000 per year (assuming 25 percent of income can be devoted to mortgage payments alone, so as to provide an allowance for insurance, property taxes and utilities).

One approach to the problem of inadequate savings has been the development of programs designed to allow first-time buyers to purchase homes with as little as a 5 percent downpayment. This solution is not without its own drawbacks, however. A lower downpayment requires a higher mortgage. In the above example, reducing the downpayment to 5 percent would increase the mortgage to \$199,500, and thus would increase the required income to over \$79,000.

A second approach has been to provide assistance to first-time buyers in the form of second mortgages that require no payment until the house is sold, at which time the appreciation is shared between the owner and the public agency providing the second mortgage. In the example above, using a 5 percent downpayment, the amount of subsidy that would be required to make a \$210,000 home affordable to a household with an income of \$45,000 (still higher than the income of most Oakland renters) is over \$70,000.

While there are homes available in Oakland for less than the median, the gap between housing cost and income is still significant, and recent experience has shown that subsidies of \$30,000 or more are required just to make more modest priced homes (\$125,000 to \$150,000) affordable to the typical low or moderate income buyer. As a result, while the City has had some success assisting moderate income buyers, and limited success assisting low income buyers, it has been extremely difficult to assist extremely low income buyers. With prices appreciating rapidly, deeper subsidies will be required to continue to assist the same numbers and types of households.

## ***5. Recent Indicators of Housing Need***

### ***a. Public Housing and Section 8 Waiting Lists***

The Oakland Housing Authority (OHA) is responsible for the operation, management and maintenance of 3,308 public housing units, and also operates the Section 8 Rental Assistance Program. Both programs serve low and extremely low income persons, and the housing authority programs are the principal programs available to meet the needs of persons with incomes below 30 percent of median income.

One indicator of the substantial unmet need for affordable housing is the length and status of the waiting lists for public housing and Section 8. Both lists are currently closed, with substantial numbers of people on the list. The last time the Section 8 list was opened, over 12,000 people applied in just one day. The following table summarizes information on the waiting list and the amount of time that applicants must wait before securing a unit.

## OHA Waiting List for Public Housing and Section 8

	<b>Public Housing</b>	<b>Section 8</b>
Number of people on waiting list	846	3,137
Last time applications were accepted	October 1999	May 1997
Number of persons who applied at that time	325	12,094
Number of persons who were eligible	296	NA
Number of Oakland residents	236	NA
Date list was last purged	March 1997	In process
Average time to secure a public housing unit or a Section 8 voucher	6 months – 2 years	3 – 5 years

### *b. Assisted Housing Waiting Lists*

A recent survey of assisted housing in the City also shows substantial unmet need for affordable housing. Out of 96 assisted housing developments surveyed (including several transitional housing projects), only 48 were currently accepting applications; 48 of the developments have closed their waiting lists. The average wait time for assisted housing is typically anywhere from 18 months to 3 years. The total number of people on all the waiting lists is 6,930, although it is possible that people may be on the waiting list for more than one development.

### **6. Elderly Persons with No Service Needs**

Many of Oakland's residents are elderly or disabled. Some of these households require supportive services in conjunction with housing, and these needs are discussed separately in a later section of the Consolidated Plan. But even for those households without any need for supportive services, there are particular housing needs that may currently be unmet. In particular, there is a need for housing to be situated in close proximity to public transit and public facilities, particularly in light of the fact that, according to 1990 Census data, 36.2 percent of all elderly households have no private vehicle, as compared to 19.7 percent of non-elderly households.

### **7. Disabled Persons with No Service Needs**

Of particular concern for disabled persons is the lack of accessible housing. Many housing units are accessible only by stairs, thus posing a barrier to those with mobility problems. Moreover, few units are fully adapted for use by the disabled, posing particular problems even for the large number of disabled persons who are capable of independent living without supportive services. Sentinel Fair Housing, an Oakland tenant's rights organization, handles about 5 no cause evictions cases on behalf of persons with disabilities per month. Agencies serving the disabled community also report that housing discrimination, while illegal, continues to be a significant problem for this population.

## **B. Homeless Needs**

### *1. Nature and Extent of Homelessness*

According to statistics cited in the City of Oakland's 1999-2004 Continuum of Care Plan (COCP), Oakland's population shows a high concentration of low-income persons relative to the surrounding metropolitan area. Some Oakland neighborhoods are found to have unemployment rates as high as 20%. The median household income of Oakland is a low-\$27,095 (65% lower than the Nine-County Bay Area). Poverty rates in Oakland are reaching as high as 18.8%.

The Alameda County-wide Homeless Continuum of Care Plan (1997) estimated that there were between 9,000 and 12,000 homeless individuals in Alameda County on any given night. Researchers in other cities have found that over a year the number of people who experience an episode of homelessness is roughly three times a single point in time number. Thus based on the single point in time estimate of 9,000-12,000, approximately 27,000-36,000 people are homeless during a year in Alameda County. The Alameda County-wide Plan estimates that 5,000 or approximately 53% of the homeless people in Alameda County are located in Oakland. A survey of homeless-service-provider-agencies indicates that annually, there are between 7,650-10,500 singles homeless, 10,000 homeless families, and 200-500 homeless youth. There is less agreement concerning the estimation of homeless families and homeless youth. Anecdotal evidence indicates the sizes of the homeless families and homeless youth populations may be significantly greater than recorded.

It is difficult to accurately estimate the number of homeless people due to the transient nature of the homeless population and the difficulty in identifying all the locations where homeless people find shelter, and for that reason there is no precise measure of the number of homeless people in Oakland. Another problem in determining the number of homeless people is that the number changes from day to day and week to week. Toward the end of the month, people run out of money. If they are living in a single room occupancy (SRO) hotel or some type of marginal housing and are unable to pay the next week's rent, they may end up on the street until their next check arrives. Methods for estimating the homeless population have been debated for many years. The numbers used often conflict or lead to differing conclusions. Depending on the definition used to describe who is homeless and the counting method, large variations in the numbers of homeless people living in a given area are possible.

The homeless population includes those who are both chronically homeless and those who experience a one-time episode of homelessness. In a survey done by the Emergency Services Network (ESN) in 1994, 18% of the 1,425 homeless persons surveyed had been homeless for more than one year. Extrapolating from the 4,000-6,000 overall point in time estimate that would indicate that 720-1,080 persons had been homeless for more than one year in Oakland.

#### *a. Demographics of Homeless Sub-Populations*

Although there are more homeless single adults, it is clear that homeless families are increasingly in need of services. National estimates identify families with children as

constituting 43% of the homeless population. Based upon HomeBase's extrapolation of the AFDC-HAP count in 1992-93, the Consolidated Plan estimated that 10,000 people living in families were homeless each year, or about 3,544 at any given time. The 1994, ESN survey reported that at least 29% of the homeless people seeking services had children with them. Oakland Head Start estimates that annually there are as many as 1,625 homeless children in the Head Start age range of three to five years and perhaps 100 of them are homeless at any given time.

Current findings<sup>1</sup> indicate that in Oakland, single homeless adults account for up to 49% of the homeless population, 4% to 10% are unaccompanied youth, less than 80% have completed high school, 72% suffer lifetime substance use disorders, 20%-40% suffer mental disabilities, and approximately 1,950 have HIV or full-blown AIDS. Veterans make up 33% of the homeless population and roughly 34,960 adults and children living on Transitional Aid for Needy Families (TANF) and General Assistance (GA) are at risk of homelessness.

The homeless community is made of several sub-populations, each with very distinct needs and occurrences leading to homelessness. Generally speaking, there are the sheltered and unsheltered homeless populations. Beyond these perimeters, there are those homeless or near homeless due to financial hardship; physical, mental and sexual abuse; drug or substance abuse; mental and physical disabilities; contraction of HIV/AIDS, and other special need populations such as elderly or youth.

The homeless population includes individuals with varying personal needs and situations: families and single adults; persons with problems of physical/mental health, alcohol and drug, HIV or AIDS; victims of domestic violence; veterans, seniors, and unaccompanied youth.

Chronic homelessness is a particularly difficult problem to address effectively. Many reasons may keep an individual trapped in the cycle of homelessness, including physical health problems, mental health problems, alcohol and drug addiction, and lacking friends and family for support. A 1991, county-wide survey of homeless adults conducted by Marjorie Robertson, Ph.D., and others at the Berkeley-based Alcohol Research Group, provides a great deal of homeless population characteristics data. The Robertson study found that 58% of the overall homeless population had been homeless more than once as an adult. Again extrapolating on the point in time estimate, that would indicate that between 2,320 and 3,480 homeless adults in Oakland had been homeless more than once during adulthood.

Unaccompanied children, those without families, are also in need of services and often undercounted. Nationally, it is estimated that homeless unaccompanied youth account for about 4-10% of the total homeless population. Based upon the rather conservative estimate, there are between 200 - 500 homeless youth in Oakland. However, anecdotal evidence suggests the size of the homeless youth population is significantly more substantial.

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<sup>1</sup> Oakland five-year Strategy to Prevent, Reduce and End Homelessness -  
City-Wide Continuum of Care 1999-2004

There is some discrepancy in the numbers of men and women accessing shelter and other services and those accessing food services. According to the 1994, ESN survey similar numbers of men and women access homeless services, 54% men and 46% women. The Robertson study, conducted at free meal sites, found a much higher percentage of homeless men, with men comprising 84% of the sample and women only 16%.

The homeless population in Oakland includes people of all ages, including an increasing number of children. Today the homeless family population is growing at a rate faster than that of the homeless single population.<sup>2</sup> The 1994 ESN survey found 92% of the service users were between the ages of 21 and 54 years of age. In the Robertson study, 64% of the sample was between 30-44 years old; 19% were older than 45 years of age. These surveys focused on the service user or head of household. Neither of the studies tracked the ages of children who received services along with their parent or guardian. Studies in New York illustrate the profile of homeless families. The majority of families are headed by a female under 25 years of age who has two children and 80% of the children are under age six.<sup>3</sup> In addition, the ESN study found that 580 unaccompanied children below the age of 18 received services, an increase of 140 children from the previous year.

According to the 1994 ESN survey, 44% of the service users had completed high school or the GED, and nearly 30% had pursued education beyond high school. Despite serious obstacles in terms of training and transportation, 10% of the homeless service users in the ESN study were employed. Of the Oakland callers requesting information and referral services through Eden I & R from December 1996 through November 1997, 23% were employed, although not all of these individuals were homeless at the time of the call.

The data for this section relies on information collected in the 1994 ESN survey and the 1991 study conducted by Marjorie Robertson, Ph.D., on the characteristics of homeless adults in Alameda County. Dr. Robertson's study is widely accepted to be the scientifically accurate and comprehensive information available on homeless sub-populations.

Another survey was also conducted by the City of Oakland in February/March 1998, to obtain input from homeless people, inform the continuum planning process, and ultimately create a more effective homelessness plan for the city. The City of Oakland asked 15 service providers, which provide services to a cross-section of homeless people to request that clients complete the survey.<sup>4</sup> The providers distributed surveys to persons seeking services at each agency. The service providers then returned completed surveys to the city. A total of 572 completed surveys were analyzed by HomeBase. As part of this outreach effort, focus groups were also conducted at five locations in different geographic areas of Oakland.

A survey of service providers was also conducted to elicit information concerning the target populations being served, services provided, and trends in homelessness. The City of Oakland

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<sup>2</sup> Homes for the Homeless, Inc. "A Generation of Homeless Families." June 1992.

<sup>3</sup> Ibid.

<sup>4</sup> Because in some instances, homeless people were asked to complete the survey wither with or in the presence of a service provider, there may have been reluctance to answer particular questions due to the lack of anonymity or privacy.

mailed approximately 213 surveys to homeless service providers and received 51 completed surveys, a response rate of almost 24%.

Because the sampling methods were not random or scientific, these survey results are not statistically representative. However, the consumer survey results were used in combination with the service provider information to draw descriptive conclusions concerning the needs of homeless people in Oakland and to inform the recommendations of the plan. Results of both surveys appear in the appendices.

Drug and alcohol addiction is a problem for a significant number of homeless people. It should be noted at the outset that alcohol and drug addiction are stigmatized conditions and therefore may be underreported. Thirty-eight percent of the homeless people surveyed by ESN in 1994, reported having an alcohol or other drug (AOD) problem; 12% identified a long-term AOD problem as the primary cause of their homelessness. The Robertson study found that nearly three-quarters of the homeless adults at Oakland service sites (72.3%) had lifetime substance use disorders. The discrepancy between the findings is likely due to the way AOD problems were assessed; ESN relied on self-reporting whereas in the Robertson study interviewers assessed respondents based on diagnostic criteria (DSM-III-R). Applying this information to the estimated homeless population in Oakland, yields a range of 1,900 to 3,615 homeless persons in Oakland who are likely to have an AOD problem.

According to the California Department of Alcohol and Drug Programs, from July 1, 1996 through June 30, 1997, only 1,199 homeless persons in all of Alameda County accessed some type of drug or alcohol treatment, 655 men and 544 women. This figure is recognized as undercounted because it does not include those who accessed treatment, but failed to identify themselves as homeless nor does it reflect those persons who are homeless, but did not access treatment. Estimates of homeless people accessing AOD treatment in Oakland were not available.

Of the homeless individuals in treatment, the most common types of addiction were cocaine/crack, alcohol, heroin, and methamphetamines. Most homeless people accessed long-term, residential treatment services designed for participation of 31 days or more. Outpatient treatment/recovery services were also utilized by a significant number of homeless people.

The Alameda County mental health system homeless coordinator estimates that there are approximately 2,000 mentally ill homeless people in Oakland. Nearly 18% of the homeless adults in the Robertson study were found to have a “major mental disorder” diagnosis. The 1994 ESN survey results indicate that the number of homeless persons with mental disabilities may be closer to 42%. Like AOD problems, persons may associate a stigma with mental health disabilities which can result in underreporting. The discrepancy between the ESN and the Robertson findings may indicate the difference in the number of moderately mentally ill persons and those with more severe mental illness. The Robertson study assessed mental health disorders according to clinical diagnostic criteria (DSM-III-R), whereas the ESN study relied on self-reporting of mental illness. Applying the range of 18% to 42% to the estimated homeless population in Oakland, 900 to 2,100 homeless persons may be mentally disabled.

Studies suggest that as many as half of the homeless persons with severe mental illness also have alcohol or drug dependency.<sup>5</sup> The number of dually diagnosed individuals may be even higher. According to the Consolidated Plan, the Alameda County Mental Health system homeless coordinator estimated that as many as 65% of the mentally ill homeless people in Oakland also suffer from substance abuse problems. The estimate is substantiated by homeless service providers who have found that a large percentage of the homeless population they are serve are dually diagnosed with both a mental disability and an AOD problem.

The Robertson study found that only 16.3% of the homeless adults had a dual diagnosis. Again the discrepancy may be explained by the difference in the criteria used to assess the respondents' diagnoses.

National sources estimate that 50% of homeless women and children are fleeing abuse.<sup>6</sup> According to the 1994 ESN survey, 21% of the women cited domestic violence as the primary reason that they became homeless. If not the primary cause, domestic violence is a factor which is prevalent in the lives of many homeless women. A study of homeless mothers in Los Angeles shelters found 92% had a history of either sexual or physical assault.<sup>7</sup> Many women fleeing abusive situations take children with them, who also become homeless. Based on these estimates, 483 to 1,150 women in Oakland may be homeless due to domestic violence.

There were 4,144 incidents of domestic violence reported to the Oakland police department in 1996. (It is unknown how many of these incidents involved homeless persons.) The actual number of incidents is probably much higher because most instances of domestic violence are unreported to the police.

The Department of Veterans Affairs estimates that at least one-third of the homeless population are veterans.<sup>8</sup> The Robertson study similarly found that about 30% of the homeless adults in Oakland are veterans. Based on these estimates there are approximately 1,650 homeless veterans living in Oakland.

Health and emotional problems such as depression, post-traumatic stress disorder and adjustment disorders disproportionately affect veterans. Substance addiction is also a significant problem for the homeless veteran population; about 50% suffer from AOD problems.

The combination of low incomes, the expense of ongoing medical care, and the lack of affordable housing causes many people with HIV/AIDS to be homeless or places them at-risk of homelessness. Those who are dually or triply diagnosed, having a mental disability and/or a drug problem in addition to HIV/AIDS, find it even more difficult to obtain and stay in housing.

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<sup>5</sup> National Coalition for the Homeless. "Addiction on the Streets: Substance Abuse and Homelessness in America." 1992.

<sup>6</sup> "Women and Homelessness." Homelessness Information Exchange a Project of the National Coalition for the Homeless, 1993.

<sup>7</sup> Bassuk, Ellen; Angela Browne; and John Buckner. "Single Mothers and Welfare." *Scientific American*, 275, 4 (1996):60-67.

<sup>8</sup> Department of Veterans Affairs. *Heading Home: Breaking the Cycle of Homelessness Among America's Veterans*. February 1997.

A 1992 Report by the National Commission on AIDS estimated the rate of HIV infection among homeless persons to be between 15% and 20%. Estimating the number of people with HIV and AIDS is difficult both because many people are unaware that they are infected and those who are infected may not want others to know.

The Alameda County Multi-Year AIDS Housing Plan estimates that there are 11,090 people with AIDS or HIV infection living in Alameda County. According to the California Department of Health Services there have been 4,821 cases of AIDS reported in Alameda County from 1981 through January 1996. Women are increasingly affected by AIDS. A study of the Centers for Disease Control and Prevention (CDC) found that 1 out of every 60 African American women in the East Bay is HIV-infected, the highest incidence in the state of California.<sup>9</sup>

The AIDS Housing Plan estimates that 1,100 people with AIDS/HIV live on the streets or in shelters and another 2,200 are in immediate danger of losing their housing. According to the 1996 Annual AIDS Data Tables published by the Alameda County Public Health Department, Oakland residents account for about 59% of all reported AIDS cases in Alameda County. Applying that percentage to the 3,300 people with HIV/AIDS who are homeless or at immediate risk means there are roughly 1,947 persons in Oakland in that situation.

Physical health problems are common among homeless people, as deteriorating health is both a cause and effect of homelessness. In the Robertson study, more than 43% of the homeless adults in Oakland reported that physical or mental health problems had limited or interfered with their ability to work. Overall, 35% of the homeless persons surveyed in Alameda County for the same study reported fair or poor health. The 1994, ESN study found that 15% of the service users surveyed were physically disabled. Of the Oakland callers requesting information and referral services through Eden I & R from December 1996 through November 1997, 22% were physically disabled. Applying the range of 15 - 22%, between 750 and 1,100 homeless persons suffer from a physical disability.

Despite the apparent large number of homeless youth, the group is probably the most underserved and undercounted. Only limited empirical data exists for a national estimate, but as many as 1.3 million youth are estimated to go to emergency shelters or onto the streets in the course of the year.<sup>10</sup> Although many of these youth are thought to return home, an unknown number do not.

California is especially popular among homeless youth; some studies estimate that almost 10% of the entire population wind up on the streets here.<sup>11</sup> A 1985 report suggested the number of homeless youths in California ranged from 12,700 to 128,000 and concluded there was no basis

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<sup>9</sup> The 1996 City of Oakland and Contra Costa County Community Development Department AIDS Housing Plan (citing HIV/AIDS Epidemiology Profile of the East Bay, 1994).

<sup>10</sup> Robertson, Marjorie. "Characteristics and Circumstances of Homeless Adolescents in Hollywood." A paper presented at the annual meeting of the American Psychological Association, August 11, 1990, Boston, MA.

<sup>11</sup> Yates, Gary, et al. "The Los Angeles System of Care for Runaway, Homeless Youth." *Journal of Adolescent Health*, 12(1991): 555-560.

to arrive at an accurate number.<sup>12</sup> Other studies confirm that homeless youth are known to congregate in urban settings.<sup>13</sup>

There is no accurate count of homeless youth in Oakland. There are an estimated 1,000 Oakland youth (aged 10-17) living without their parents in a variety of settings including living alone, with roommates or spouses, in foster homes, or institutions.<sup>14</sup> All of these young people are not homeless, but many are at-risk of homelessness. Youth who have been through the child welfare system attest to the need for more transitional guidance and support upon being released from the system. A study of 400 homeless parents in New York revealed that 20% had lived in foster care as children.<sup>15</sup> The 1994, ESN study found 580 children, younger than 18 years, received services independent of a parent or guardian. Unless the underlying conditions that destabilize families are addressed, such as substance addiction and physical, emotional, and sexual abuse, the number of homeless youth will continue to increase.

## ***2. Homeless Facilities and Services***

There is a wide variety of facilities and services available in Oakland to serve the homeless population, including sheltered, unsheltered, and other subpopulations. A comprehensive description of the facilities, services, and the continuum of care is provided below in Section V.C.21. "Inventory of Facilities and Programs Serving the Homeless in Oakland (see page 115).

## ***3. Racial and Ethnic Characteristics***

The following table shows the breakdown by ethnicity of homeless people seeking services and food in Oakland.

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<sup>12</sup> Ibid. (Citing Olson-Raymer, G. California Runaway and Homeless Youth Population. California Child, Youth, and Family Coalition, 1985.)

<sup>13</sup> Kipke, Michelle, et al. "Street Youth in Los Angeles." Archives of Pediatrics and Adolescent Medicine. 149(1995): 513-519.

<sup>14</sup> Urban Strategies Council. "A Call to Action: An Oakland Blueprint for Youth Development." June 1996.

<sup>15</sup> Institute for Children and Poverty. "Homelessness: The Foster Care Connection." August, 1993.

<b>Ethnicity Breakdown of Homeless Population Vs. Total Population</b>			
	1991 Robertson study % of homeless people seeking food	1994 ESN survey % of homeless people seeking services	Total Oakland Population 1990 Census data
African American	82%	64%	43%
Caucasian	12%	26%	28%
Hispanic	4%	6%	14%
Asian/ Pacific Islander	0.3%	1%	14%
Native American	0.1%	1%	0.5%
Other	n/a	1%	0.3%

African-Americans are disproportionately over-represented in Oakland’s homeless population, while Native Americans and those falling into the “Other” category are also slightly over-represented in comparison with the general population. Caucasians, Hispanics, Asians and Pacific Islanders are significantly under-represented among the homeless population of Oakland. The studies above limit the sample to those seeking food and services. These figures do not indicate how many people may be in need of services, but not accessing them. Hispanics, Asians, and Pacific Islanders may be less likely to access services because of language and cultural barriers, and therefore may be undercounted.

### **C. Housing Needs of Non-Homeless Persons with Special Needs**

In addition to homeless people with special needs, there are numerous Oakland residents with low or moderate incomes (incomes at or below 80 percent of the median), who are not homeless and who may special housing and supportive services needs. For this Consolidated Plan, special needs households that require facilities and services include elderly/frail elderly, persons with AIDS/HIV+ diagnosis, and the physically or mentally disabled.

## ***1. Number and Characteristics of Non-Homeless Special Needs Populations***

### ***a. Elderly/Frail Elderly***

There are approximately 47,880 persons 65 or older living in Oakland using the most recent CA Department of Finance population figures. As of the last census, 24 percent of this population – approximately 11,600 seniors – had some functionality impairment (mobility, self care or both).

Another area of concern with this population is adequate income for housing and other basic life necessities. Approximately 5,900 seniors earn Supplemental Security Income (SSI), just one indication of the poverty level of Oakland's seniors. At the time of the last census, an additional 11 percent of Oakland seniors – approximately 5,300 today – earned income below the level provided by SSI (currently \$676 per month). The City's Office on Aging estimates that 20-25% of Oakland residents 65 or older are in need of supportive services. If this estimate is applied to Oakland's population of low and moderate income households 62 or older (the age HUD uses as the determinant of elderly), a total of approximately 4,500 – 5,700 households are in need of supportive services.

### ***b. Disabled***

The City estimates that there are approximately 77,000 individuals with a physical or mental disability living in Oakland. This figure is derived from a conservative estimate of the national incidence of disabilities and the most recent California Department of Finance estimate of Oakland's population. The City of Oakland may have an even greater concentration of disabled people than the national average, due to Oakland's and Berkeley's unique Disability Rights Laws, as well as Oakland's high minority population, which generally tends to have a higher incidence of disabilities.

Many persons with a disability are limited in their ability to work and earn sufficient income to meet their housing needs. The unemployment rate is much greater in this population than in the general population. One telling indication of the financial difficulties that often accompany disabilities is the number of individuals receiving Supplemental Security Income (SSI) for a disability. Approximately 17,700 disabled Oakland residents receive SSI. According to a report prepared for the California State Independent Living Council, the average per capital income for persons with disabilities is only 59.7% of the general population average. Another indication of the financial difficulties facing disabled persons is the rate of disabilities among the homeless population. One service provider to the disabled, Sentinel Fair Housing, estimates that 15% of its physically disable clients are homeless.

As a result of the financial burden placed on persons with disabilities, there is great need for affordable and accessible housing. In addition to special architectural needs such as handrails, ramps, and wheelchair accessible living spaces, many disabled persons require supportive services such as transit. These needs are discussed in greater detail below.

c. Persons with AIDS/HIV+

Because the City of Oakland is the lead agency for the HOPWA program in the Oakland EMA (Eligible Metropolitan Area), comprising all of Alameda and Contra Costa Counties, HUD requires that the City's Consolidated Plan include information on the size and characteristics of the AIDS/HIV+ population throughout the area, as well as information on persons with AIDS/HIV within Oakland itself.

Estimating the number of homeless people who are HIV positive is difficult. Many people that are infected are unaware of, or do not reveal, their status until they have developed AIDS. Estimates of positivity are therefore based on numbers of known AIDS cases. These estimates provide one basis for assessing the number of people with urgent housing and supportive service needs.

Alameda County

The National Commission on AIDS estimates the rate of HIV infection among homeless people is between 15 and 25 percent.<sup>16</sup> The Alameda County HIV/AIDS Epidemiology and Surveillance Office publishes regular reports that measure the epidemic in Alameda County and the East Bay. These reports draw the following conclusions: more than 13,500 individuals have been infected with HIV in Alameda County since the early 1980's. Women make up approximately 13 percent of HIV/AIDS cases in Alameda County since the early 1990's. About 60 percent of HIV/AIDS cases in Alameda County are in the northwestern inner cities.

Based on information cited in the 1997 Long Term Care Facilities Plan for People Living with AIDS in Alameda and Contra Costa Counties, more than 1,907 people are living with AIDS within Alameda County. In the 1993-94 Provider Survey conducted by the Ryan White Planning Council, providers in Alameda and Contra Costa Counties estimated that among their clients there were 1,423 people living with HIV/AIDS that had an unmet housing need. These needs included assistance locating suitable housing or shelter, temporary housing, and long-term free or subsidized housing, or housing vouchers. Since that time, AIDS cases have increased while housing resources for people with AIDS have increased minimally.

People with AIDS also emphasize the need for housing resources. Ten focus groups, comprised of persons with HIV/AIDS were conducted in Alameda County in 1993, housing was named the highest priority by five groups: 1. African American men who have sex with men; 2. Women; 3. Intravenous drug users; 4. Homeless people; and 5. Persons receiving services from County facilities. Housing was ranked among the top four priorities for all other groups interviewed except white men who have sex with men, who ranked housing last among nine categories of need.

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<sup>16</sup> Alameda County-Wide Homeless Continuum of Care Plan

## Contra Costa County

As of October 1996, the Contra Costa County Department of Public Health reported 1,807 cases of AIDS within Contra Costa County. In addition, an estimated 4,000 Contra Costans are infected with HIV. Within Contra Costa County, heterosexual intravenous drug users, women, African Americans and Latinos are being infected with the AIDS virus in increasing numbers disproportionate to the population as a whole.

The results of a November, 1992, survey indicates a range of needs for the HIV population within Contra Costa County. The range includes housing affordable to lower income ambulatory persons with HIV/AIDS, and supportive housing for persons special services and/or medical care. Twenty-nine percent of the 140 respondents stated they were concerned with their housing security over the next six months. Additionally, community forums held in each region of the County identified housing as an ongoing need. A 1996 survey of 520 (unduplicated) individuals receiving services throughout the County AIDS Program found that, low income is a problem experienced by most HIV-positive clients who use publicly funded services.

### d. Persons with Alcohol/Other Drug Addictions

The population of lower-income persons with alcohol and/or other drug addictions is high within the City. The extent of alcohol and/or other drug addictions among the homeless is an indication of the extent of the problem among the non-homeless low and moderate income as well; nationally 35-40 percent of homeless persons are believed to have a drug or alcohol addiction. Treatment programs providing counseling and other supportive services are critical to reducing substance abuse and enabling those with addictions to achieve greater housing stability. Unfortunately, there is a severe shortage of such services within the City.

## **2. Needs for Supportive Housing**

### a. Elderly/Frail Elderly

According to service providers, there is a critical shortage of rental units for low and moderate income elderly households in Oakland. As of March 2000, the cumulative waiting list for a publicly assisted rental unit reserved for seniors stood at 3,500. The average wait for one of these units is about 2 years and 4 months. Almost all of the units are under Section 8 contracts.

Many seniors have limited financial resources resulting in a great demand for affordable housing. In Oakland this is particularly acute due to the high cost of housing. For those able to live independently, housing facilities need to be affordable and safe, with access to transportation. Independent living can be sustained through services which update existing housing units with safety equipment such as hand rails and stairs. Other services which can be incorporated into senior housing or can operate autonomously include: advocates assisting with legal and financial concerns; assistance with daily activities such as chores and meal preparation; respite care; escort services, language assistance, and transportation assistance. In addition, mental health counseling including grief and support groups, telecare, and visiting

counselors offer seniors emotional support. Senior centers with recreational activities, social events and educational classes offer mental and social stimulation. Finally, intergenerational programs with children and seniors and senior volunteer programs benefit the community and the participating seniors. Oakland provides a number of services directed at the elderly; however, large demand and limited resources make continuation and expansion of these programs increasingly difficult.

*b. Disabled*

Both physically and mentally disabled persons require programs that are designed to encourage independent living and recognize the special needs of the disabled. Oakland has a large disabled population, and the services currently available cannot adequately support those in need. Only 1,130 units in Oakland's stock of publicly assisted rental units are accessible to physically disabled persons.

Accessible housing with support services is needed to provide support for some of the physically disabled in Oakland. These support services should include counseling, support groups, and employment training and resources. Additional services that should be made available for Oakland's physically disabled include independent living skills education, transportation, and legal assistance related to non-discrimination laws. Some physically disabled persons require attendant referrals and management training. Other services such as empowerment and self-advocacy training further enhance independent living skills for the disabled. Affordable, accessible child care and parent support groups are needed for the physically disabled with children.

Many mentally disabled persons have a great need for affordable housing due to their limited employment opportunities. Affordable housing should be combined with support services to address the particular needs of the mentally disabled. Services should include counseling and support groups, employment training and placement, and day centers with social and recreational activities. Additional services that should be offered for the mentally disabled in Oakland include independent living skills education and advocacy for benefits and legal issues.

In recent years, there has been an increased awareness of the particular problems faced by persons with environmental illness and/or multiple chemical sensitivity. This population is not currently served by existing housing programs, and requires access to housing that is constructed with materials that are demonstrated to be free of the kinds of chemicals that can cause serious reactions for those who have this condition.

Many disabled people, particularly those returning from hospitals and treatment facilities, have little or no income. As a result, they are often unable to afford housing even in assisted housing developments, unless those developments include project-based rental assistance that covers the gap between rents and what the tenants can afford. Service providers report that there is an urgent need for more Section 8 rental assistance for this population. While persons with disability receive preference for Section 8, the waiting list has been closed for several years and the wait times are extremely long. The Center for Independent Living (CIL) works closely with the disabled population and reports that many of its clients are unable to find apartment

complexes accepting Section 8 vouchers. They report an increase in the use of unlicensed board and care homes. In these arrangements, the proprietor typically receives 80% of the tenant's income, leaving very little for the tenant's other personal needs. CIL reports cases of physical and mental abuse stemming from the inability of tenants to save sufficient funds to leave the home. Finally, disabled persons leaving a hospital setting do not always qualify for transitional housing because they may not have a chemical dependency or they otherwise fail to meet the criteria for admission to these limited facilities.

*c. Persons with AIDS/HIV+*

Persons with the AIDS/HIV virus often live on fixed incomes and face high medical bills. Affordable housing and housing offering special services for the AIDS/HIV+ population should recognize the special needs of this population. Vital services for the AIDS/HIV+ population need to provide a significant amount of advocacy for legal issues including housing and employment discrimination, obtaining benefits, paying bills, and covering medical costs not covered by MediCal. As the virus progresses daily activities such as cooking and cleaning become increasingly difficult. Consequently, services such as food programs, chore providers, transportation, child care and respite care assist with these tasks. Finally, due to the misunderstandings related to the AIDS/HIV+ population and because of the nature of the disease, mental health counseling, support groups, and daily activity centers offer persons with AIDS a place to avoid isolation. Many of these services should be combined with housing facilities, particularly for those in the later stages of the disease. Oakland has a significant demand for these services with very limited programs offering this type of targeted assistance.

People living with HIV/AIDS fall into two categories vis-a-vis housing needs. The first group are those who have had stable lives prior to their HIV infection (jobs, homes, support structures, etc.). At the point where they are no longer able to work due to their illness, their incomes fall dramatically (usually to SSI level), which forces them to radically alter their living conditions. The greatest need for this group is affordable housing which supports their ability to access health care and social services, and support/counseling which helps them adjust to the transitions in their lives.

The second group of HIV+ people with housing needs are those who have been in housing and social service crisis before HIV was ever a part of their lives. This group, which is growing at a tremendous rate, often have multiple diagnoses, including chronic substance abuse, severe mental illness (potentially exacerbated by HIV-related dementia), and/or other physical disabilities. Most have been through the matrix of housing and homeless services, and have not been able to break their cycle of homelessness. The stress of homelessness accelerates the advances of HIV-infection, and the lack of stable housing acts as a barrier to people receiving adequate health care and social services. This sub-group of HIV+ people need intensive supportive affordable housing, which includes substance abuse recovery services and mental health services which factor in the effects of HIV as it relates to other pre-existing conditions.

*d. Persons with Alcohol/Other Drug Addictions*

Treatment programs providing counseling and other supportive services are critical to reducing substance abuse and enabling those with addictions to achieve greater housing stability. Unfortunately, there is a severe shortage of such services within the City.

## **D. Lead-Based Paint Hazards**

The presence of lead-based paint poses a serious problem for the existing Oakland housing stock. In recent years, much attention has been focused on the problem of lead-based paint in housing. Lead is a known poison that has devastating and irreversible effects, particularly on children. National estimates suggest that 10-15 percent of all preschoolers in the United States are affected. Lead poisoning has been linked to a number of problems, including:

- Reductions in IQ
- Reading and learning disabilities
- Decreased attention span
- Hyperactivity and aggressive behavior

The use of lead-based paint in residential buildings was banned in 1978, but it is estimated that more than three-fourths of homes constructed prior to 1978 contain lead-based paint. The older the property, the more likely it is that lead-based paint is present.

Although it is commonly perceived that the problem is primarily associated with flaking and chipping paint, recent research indicates that the most common source of lead exposure is from lead dust, which is often released from paint as a result of deterioration (on exterior walls, for example), abrasion (windows, floors, stairs), impact (doors), or disturbance (during painting or rehabilitation). Thus lead paint hazards tend to be particularly prevalent in older, dilapidated housing.

Lead poisoning is a problem which disproportionately affects the children of poor families; not only do low and moderate income families tend to live in older housing, but the housing that they are able to afford tends to be in worse condition, with peeling paint exposing older layers of lead-based paint, and with greater proximity to industrial and vehicular sources. Low and moderate income residents, both as renters and as homeowners, are also less likely to have funds budgeted for regular housing maintenance.

### ***1. Number of Units with Lead-Based Paint Hazards***

The precise incidence of lead hazards cannot be determined without extensive testing of residential properties. However, it is possible to gauge the extent to which lead hazards may occur by examining the age of housing structures in the community, and applying certain national estimates of the incidence of lead-based paint to these figures. These figures suggest that the rate of occurrence of lead-based paint is approximately 90 percent for housing units built before 1940, 80 percent for units built between 1940 and 1959, and 62 percent for units built between 1960 and 1979.

HUD has provided the City with special data analyses from the 1990 Census which indicate the age of housing units by tenure (renter vs. owner) and affordability level (low income, moderate income, and total). Based on these figures, it is possible to derive rough estimates of the degree to which low and moderate income households may be affected by lead-based paint.

### Incidence of Lead-Based Paint by Age of Unit, Tenure and Affordability Group

Year Built	Renter-Occupied Units			Owner-Occupied Units		
	Total	Low	Moderate	Total	Low	Moderate
Pre-1940	25,326	10,006	10,373	29,290	1,635	2,186
(with lead)	(22,793)	(9,005)	(9,336)	(26,361)	(1,471)	(1,967)
1940 - 1959	25,399	9,166	11,741	20,431	997	1,830
(with lead)	(20,319)	(7,333)	(9,393)	(16,345)	(798)	(1,464)
1960 - 1979	26,128	9,728	10,903	8,129	177	256
(with lead)	(16,200)	(6,031)	(6,760)	(5,040)	(110)	(159)

Sources: U.S. Department of HUD; 1990 Census

"low" = affordable to households with incomes below 50% of median income

"moderate" = affordable to households with incomes below 80% of median income, and includes "low"

It should be noted that extreme caution must be used in interpreting these numbers. First, the amount of lead-based paint may vary considerably. Second, the figures for incidence of lead-based paint are based on national averages, and can vary greatly by region, and other factors. Third, and most important, the presence of lead-based paint does not automatically indicate that lead hazards exist. Lead hazards exist only when conditions exist that may cause lead to be released from the paint and result in lead exposure to persons in and around the affected housing unit.

Despite these qualifications, it must be noted that childhood lead poisoning is a significant public health problem in California, and particularly in the Bay Area. The Alameda County Lead Poisoning Prevention Program (LPPP) reports that lead poisoning is particularly prevalent in the West Oakland, San Antonio, Fruitvale, and East Oakland areas, which have a confluence of low household incomes, low rents, concentrations of older housing (much in deteriorated condition), and concentrations of families with children under the age of seven. The LPPP reports that within Alameda County, both high risk areas and cases of lead poisoning are by far more prevalent in Oakland than in other jurisdictions.

## E. Community Development Needs Assessment and Market Analysis

### 1. Economic Development Needs

Since its founding in 1852, Oakland has been a worker's town. In contrast to San Francisco, with its corporate headquarters and financial power, Oakland has always been in the business of making

things and moving them across the nation by rail and truck, and across the Pacific by ship. Unfortunately, in the decades since the end of World War II, a number of trends have combined to promote economic decline and social decay within the blue collar communities that have always constituted the economic and social backbone of the city.

As with many other cities, Oakland has undergone a post-industrial transformation from a manufacturing to a service-oriented economy and now must adjust again to take advantage of the new industrial/technical-based economy (software/multimedia, telecommunications, bioscience/biotechnology, etc). While Alameda and Contra Costa Counties (the East Bay) have seen dramatic growth in housing, businesses and employment over the past twenty-five years, Oakland has not enjoyed the same level of growth. Although the adjacent communities of Berkeley, Emeryville and San Leandro have successfully made the transition from manufacturing to distribution, bioscience, information sectors and retailing as keystones of their local economies, Oakland has not kept pace. Consequently, the large decline in manufacturing jobs in Oakland, over 37,000 in the decade of the 1980's, has not been offset by increases in other employment sectors. Instead Oakland residents have been pushed out of highly-capitalized blue collar manufacturing into low wage menial labor jobs, or into unemployment. The decline in Oakland-based employment has been compounded by the changing characteristics of blue-collar jobs and increased distance to the newer work centers of the Bay Area, and by the emerging communities in the Sacramento Valley. This has been a particular problem in the poorest areas of the City for those workers with the most limited skills and limited access to transportation.

There is a need for increasing job opportunities for Oakland's unemployed, underemployed, and economically disadvantaged residents; for strengthening the tax base through stimulation of private sector investment in commercial and industrial enterprises, and through the retention and attraction of economic activity; and for increasing productivity of economic resources.

Military base closures have been problematic for Oakland's economy. The San Francisco Bay area has experienced more job loss from military base closure than any other area of the country. Moreover, these jobs represent a high proportion of the few remaining well-paid blue collar jobs in the region. Job loss among Oakland residents alone is projected at 1,810 direct civilian and 2,820 military jobs held by Oakland residents, as well as around 4,000 indirect and induced resident jobs and up to 140 million in economic loss, both payroll and procurement. On the other hand, studies have shown that base conversion, properly handled, can be a net job producer. While there are many federally sponsored and locally based conversion efforts underway, major economic reuse has not taken place. The former Oakland Army Base is starting to be utilized by industrial users on an interim lease basis and the Port of Oakland will be expanding its operations on a major portion of the Base. Negotiations are also underway with a master developer to develop long term plans. The former Oak Knoll Naval Hospital is still in the planning and infrastructure development phase. Economic reuse has not begun at this site. With retraining, re-schooling, and new industries, the long-term effect of the conversion of these properties can be positive. The short-term economic impact on Oakland, however, has been severe. Issues of environmental remediation, rehabilitation or demolition of seismically unsafe structures and multi-layered regulatory processes are being affirmatively addressed at the federal, state and local levels to facilitate effective re-use. However, these efforts have taken years to address.

West Oakland is the City's poorest district, with poverty rates for individuals at 39.5% versus 18.8% citywide and the poverty rate for families with children at 55.3% versus 16.7% citywide. The unemployment rate is 20.3% versus 9.5% citywide. (Statistics taken from the Oakland Empowerment Zone Application) Yet Community development experts regard West Oakland as a potential prime location for commercial development, pointing to its accessibility to mass transit and proximity to downtown San Francisco. The collapse of the Cypress Structure section of the Nimitz Freeway during the 1989 Loma Prieta earthquake helped to ignite a resurgence of community activism. After the earthquake, West Oakland residents convinced the State to re-route a future freeway along the Southern Pacific railroad tracks and away from residences. The new freeway alignment has resulted in new potential economic development sites, located near the former Oakland Army Base. This increase in available commercial and industrial space in an area with excellent access to San Francisco and Berkeley offers a high potential for economic development and job development. A large part of West Oakland is also included in the State Enterprise Zone. This Zone offers benefits for Zone area employers and employees. The City of Oakland has made the development and re-use of the West Oakland area a high priority.

## ***2. Infrastructure (Neighborhood Improvements)/Public Services***

### ***a. Infrastructure (Neighborhood Improvements)/Public Services***

The 1995 Plan did not include an extensive analysis of public services and infrastructure needs. However, in 1997, an analysis of 1990 Census data and other information was undertaken and presented to each of the Community Development District Councils.

Community and Economic Development Agency (CEDA) staff held community meetings with residents from all Community Development (CD) Districts and boards to assess and prioritize Public Service and Infrastructure (Neighborhood Improvement) needs. Staff provided the community with demographic information on the HUD categories that fall in this functional area, i.e. seniors, youth, hunger relief, homelessness, etc. Staff also provided the community with a survey and they were asked to rank the various functional areas from the highest to the lowest priority need.

While the overall need for funding public service and infrastructure activities was high in the seven CD districts, seniors, youth and hunger relief were ranked as the highest priorities. Consequently, these three program categories received the highest percentage of available funding for this program category in Fiscal Years 1998/1999 and 1999/2000. The need for public services and infrastructure including services for the disabled, legal services, general social services and infrastructure/neighborhood improvements has remained high; therefore, we anticipate that seniors, youth and hunger relief program categories will continue to be a high funding priority.

Indicators of need derived from the 1990 census, public agencies and social service providers include an unemployment rate of 9% for adults and 20% for youth; 25,781 households on public assistance, almost 31,338 citizens with physical and mental disabilities (over 2,000 of those are Veterans); over 6,000 low-income senior citizens; 12,000 high school drop-outs, and 12,000 victims of violent crime each year. Although the unemployment rate has fallen in recent years,

the City's low-income residents and neighborhoods continue to have substantial unmet needs for services and infrastructure improvements.

Input solicited from Oakland residents at community forums and focus groups reported that a lack of access to health and human services are inter-related and primary problems for individuals on public assistance.

While economic opportunities have been, and will continue to be, created through economic development efforts, many unemployed Oakland residents are not prepared and qualified to utilize these opportunities. Removing barriers to employment and providing job training were important components of the 1995 Plan and will continue to be. Those most in need of employment and training and related supportive services are ethnic minorities and women, particularly single-heads of households.

Housing, economic development and public services are essential to improving the quality of life for Oakland resident. A primary goal of the 2000 Plan is to integrate services that address these needs.

*b. Target groups with specific supportive service needs are:*

**Youth and Children:** 71,000 children receive Aid to Families with Dependent Children (AFDC) in Alameda County; 66% are Oakland residents. Children in poverty need adequate education, access to health services, hunger relief, structured recreational activities and a safe living environment.

The Oakland Unified School District's graduation rate was less than 74% with an average high school dropout rate of 26%. These figures do not include students who drop out before enrolling in high school. Approximately 24.9% of individuals over 25 years do not have a high school diploma. Oakland youth occupied the largest percentage of Alameda County juvenile facilities.

Strategies need to be developed to prevent youth from entering the juvenile justice system.

The Emergency Services Network estimated that over 1,800 Oakland youth are homeless/runaways.

**Elderly/Frail Elderly (Senior Services):** The City's Office on Aging (AHHS) estimated that approximately 6,700 of the City's population over the age of 65 need supportive services. This population has difficulty with mobility, health and taking care of daily personal needs. This population increased from 1980 to 1990 and those over 75 years of age increased by 8%. This population also increased in poverty and language isolation. AHHS estimated that more than 3,000 households were low and moderate income and had the highest incidence of Alzheimer's disease.

The State Department of Rehabilitation estimated that 31,338 Oakland residents aged 16 to 64 years of age were physically or mentally disabled. The census calculated 18,436 persons (5% of

the total population) have either a mobility problem or self-care limitation. 36% of this population are seniors aged 65 or older.

Based on the 1990 census, 52% of all Oakland households (approximately 75,000 households) qualify as low or moderate income under HUD guidelines. These households, 37% of the total, qualify as low-income, making no more than \$27,650 for a family of four. The census also found that there were 83,760 citizens living in 25,781 households receiving public assistance.

**Infrastructure/Neighborhood Improvement Needs:** Improvements are important to the success of economic development efforts in the neighborhoods, particularly Neighborhood Commercial Revitalization efforts. Improvements to recreation centers, streets and public facilities are necessary for safety, accessibility and functionality.

**Other Needs:** Other needs identified included assistance to those experiencing domestic violence and substance abuse.

Beyond the damage to the women who are abused, domestic violence also victimizes the children who witness it daily, transforming the notion of the “safety of home” into a virtual nightmare. The emotional trauma and pain suffered by these children often results in somatic complaints, psychological disorders, school failure and a propensity to resort to violence themselves as a primary conflict resolution strategy.

Domestic violence continues to be a serious crime in Oakland. Oakland Police Department domestic violence statistics clearly shows that domestic disputes or domestic violence occurs in all CD Districts. Women, teenage girls and children are most of the victims. Data from the California Bureau of Crime Statistics indicates that almost 75% of nearly 1,200 calls to Alameda County Law Enforcement agencies, in response to domestic violence originated in Oakland.

Substance abuse continues to be a major health problem that affects many families in Oakland’s low and moderate-income CD Districts. There is a shortage of residential treatment facilities based on estimated need. It is estimated that the total number of residential recovery participants in the City of Oakland is 3,657. Additional coordination with Alameda County Health Department is necessary to ensure the availability of more treatment facilities.

The City of Oakland uses a strategy of engaging local non-profits agencies to implement its Public Service and Infrastructure/Neighborhood Improvement deliveries System. The majority of these non-profit CBO’s have been providing direct service to their respective communities for many years and have an excellent track record of serve delivery.

The City engages these non-profits through a competitive RFP process that involves City staff review of the qualifications of each proposed service provider, what collaborative efforts will the non-profit be engaged in and what other sources of funds will be used by the proposed service provider. City staff also works with the Community on its recommendation for the non-profits to be selected. This process is a heavily driven Citizen process based on the communities’ establishment of priority needs.

While there remains a high need for all types of public service and infrastructure services, the community established senior; youth and hunger relief as the three highest priority need areas.

Services to seniors are coordinated with the City's Life Enrichment Agency. This department within the City has the primary responsibility for being on the cutting edge of programs to serve this population. City programs include many new senior multi-service centers and programs for the frail elderly. Gaps in the City's service to seniors are filled by the use of CDBG funds.

Services to youth are coordinated through the City's Life Enrichment Agency also. The City has long recognized the need for special services for our youth especially our "at risk population". The City passed Bond Measure K that provides \$11.7 million dollars annually for youth programs. This commitment extends for twelve years. Head Start and other child care development programs are funded with general funds. The City of Oakland Public Library provides a wide range of after school enrichment, homework assistance and computer training and access projects for youth.

The City's Parks and Recreation Department provide a wide variety of liaison and recreation services for youth and seniors. Homework assistance programs are also available within many neighborhood recreation centers. Gaps in the City's services to youth are filled by use of CDBG funds.

The City's Hunger relief efforts are coordinated through the Mayor's Hunger Relief Program. Many service providers depend upon funding through the CDBG program for service delivery dollars. In addition to coordination with the Mayor's Office, the Alameda County Food Bank is also a major community coordinating mechanism to ensure food distribution throughout the various communities in need of food. Local non-profit food providers use CDBG funds to purchase food in bulk quantities to ensure lower prices, which results in more food being available to community residents. Many service providers are also set up to receive food donations directly from food donors, this expands the supply of needed food.

Beyond these three highest priority needs as identified by the community, CDBG funds are also used to meet the myriad of infrastructure and other public service needs. These include programs for substance abuse that are coordinated with Alameda County Social and Health Services agencies; Anti-Crime programs coordinated with the Oakland Police Department; Homelessness and HIV/Aids programs coordinated with the City's Housing Department; Fair Housing programs that are coordinated through the city's Housing Development Department; Employment and Training/Economic Development programs, that are coordinated through the City's Economic Development Department; and Child Care Programs that are coordinated through the City's Housing and Community Development (HDC)/Programs Department.



## **V. HOUSING AND MARKET ANALYSIS**



## **A. Data Sources**

The 1990 Census remains the richest and most reliable source of data available for detailed population and demographic characteristics. Basic information was obtained from a nearly 100 percent survey of Oakland households, and more detailed characteristics were based on a survey of 1 in 6 households. However, that data is now 10 years old, and does not adequately reflect many of the changes that have occurred in Oakland in the 1990s.

The City has looked at various demographic projections that are available from third-party sources, such as private companies marketing demographic data. Unfortunately, these projections do not correlate well with other reliable information, and the City has chosen not to rely on these sources for that reason. For example, one data source reported that Oakland's population had declined from 1990 to 1998. Another set of projections estimated that Oakland's population in 2002 would be only 3 percent higher than in 1990. However, figures available from the California Department of Finance, deemed to be a reliable source for estimates of population growth, show that Oakland's population had increased by over 7 percent between 1990 and 1999. If the gross population estimates are this far off, it is unlikely that estimates by race, age, etc are any better.

Rather than use unreliable estimates and projections, the City has chosen to use the 1990 Census data as a starting point for this analysis, updating it where appropriate and possible with other data. In particular, more recent data on changes in the housing market have been used to supplement the 1990 Census data in order to provide a fuller view of current housing and market conditions.

## B. General Characteristics

### WHAT IS LOW AND MODERATE INCOME?

Throughout this report, references are made to "low income," "moderate income," and "extremely low income" households. As used in the Consolidated Plan, these terms are defined by HUD, and refer to households with incomes at various levels below the median family income for the Oakland Primary Metropolitan Statistical Area, which encompasses Alameda and Contra Costa Counties combined. This base figure is known as the "Area Median Income" or AMI.

**Moderate Income** refers to households with incomes between 50% and 80% of AMI

**Low Income** refers to households with incomes between 30% and 50% of AMI.

**Extremely Low Income** refers to households with incomes less than 30% of AMI.

The Extremely Low Income category is roughly equivalent to the national poverty level income.

The actual income limits for HUD programs are based on a family of four, with lower limits for smaller households and higher limits for larger households. HUD regulations further restrict the income limit for the moderate income category to the median income for the entire country, and therefore in areas with higher incomes, such as the Bay Area, the limit for "moderate income" is actually less than 80% of the median income for the area.

Income figures are updated every year by HUD, and are used by State and local housing programs as well as Federal housing programs. However, while all programs use these income figures, they often use different labels for the same categories. For example, the category referred to in the Consolidated Plan as "moderate income" (less than 80% of median income) is referred to as "low income" under the HOME Program.

As of March 2000, the current income limits are as follows:

INCOME LEVEL	Household Size							
	1	2	3	4	5	6	7	8
Extremely Low Income (30% of MFI)	\$14,200	\$16,200	\$18,250	\$20,300	\$21,900	\$23,500	\$25,150	\$26,750
Low Income (50% of MFI)	\$23,650	\$27,050	\$30,400	\$33,800	\$36,500	\$39,200	\$41,900	\$44,600
Moderate Income (80% of MFI) (1)	\$35,150	\$40,150	\$45,200	\$50,200	\$54,200	\$58,250	\$62,250	\$66,250
Median Income (100% of MFI)	\$47,300	\$54,100	\$60,800	\$67,600	\$73,000	\$78,400	\$83,800	\$89,200

(1) HUD's methodology, which includes an income cap, results in actual limits that are less than 80% of the median income.

## 1. Demographic Information

### a. Population and Household Estimates

According to the California Department of Finance, Oakland's population increased between 1990 and 1999 by over 7 percent:

#### Population 1990 - 1999

Data Source	Population
1990 Census	372,242
1999 Estimate (California Department of Finance)	399,900

In 1990, there were 144,766 households, with an average household size of 2.52 persons.

The California Department of Finance estimates that as of 1999 there were 144,979 occupied housing units, and therefore the same number of households. This translates into an average household size of 2.706, significantly higher than the 1990 figure.

Household size is most likely increasing because of a tightening housing market in which families "double up" because they cannot find suitable housing at affordable cost. This represents a large unmet need and pent up demand in excess of the growth in the number of households. Some of the growth in household size may also be due to an increase in family size, which would also mean an increase in need for larger units (3 or more bedrooms).

Based on information received from housing providers and social service agencies, both trends are likely at work. Particularly among immigrant families, there has been significant growth in households with larger families, many of whom are doubling up because of a lack of available affordable housing. This suggests that there has been a substantial increase in the need for both more housing units and more units with 3 or more bedrooms.

### b. Household Types

According to the 1990 Census, a high proportion of Oakland households are non-traditional households. For example, almost one-third are single-person households. The proportion of single-parent families is very high, comprising over 15 percent of all Oakland households, as compared to approximately 10 percent for the State of California as a whole. Among households with children under 18 present, only 52 percent are married-couple families; while 40 percent, are female-headed single-parent households. This is a group that tends to have lower incomes and high rates of housing affordability problems.

The increase in average household size that took place between 1980 and 1990 is the result of several trends. First, there was an increase in the proportion of families from 56 to 58 percent, and an increase in average family size (from 3.22 persons to 3.28 persons). Second, there was an increase in the proportion of non-family households of more than one person (from seven to nine percent). The increase in average size of non-family households may be in part due to persons "doubling up" in order to cope with increasing affordability problems as Oakland rents increase faster than incomes. There also was a slight decline in both the actual number (from 51,890 to 47,973) and proportion (from 37 to 33 percent) of single-person households.

*c. Racial and Ethnic Composition*

No ethnic/racial group makes up a majority of the population of the City. In 1990, Black Non-Hispanics were numerically the largest group, followed by White Non-Hispanics. The third largest group is Asian/Pacific Islanders (53,025 residents, or 14.2%), followed closely by Hispanics (51,711 residents, or 13.9%). Finally, the smallest groups are Native Americans and Other, which make up less than one percent of the total.

**Population by Race/Ethnicity (1990)**

<b>Race/Ethnicity</b>	<b>Number</b>	<b>Percent</b>
<b>Black</b>	159,465	42.8%
<b>White</b>	105,203	28.3%
<b>Asian/Pacific Islander</b>	53,025	14.2%
<b>Hispanic</b>	51,711	13.9%
<b>Native American</b>	1,807	0.5%
<b>Other</b>	1,031	0.3%

*d. Income Distribution*

Oakland is an area of concentration of low income persons relative to the surrounding metropolitan area. The 1990 Census shows that Oakland's household income is far below, and its poverty rate far above, these measures for both Alameda County and the larger 9-County Bay Area:

### Regional Income Statistics

	<i>Median Household Income</i>	<i>Median Family Income</i>	<i>Poverty Rate</i>
Oakland	\$27,095	\$31,755	18.80%
Alameda County	\$37,544	\$45,037	10.62%
9-County Bay Area	\$41,595	\$48,532	8.50%

It should be noted that while the metropolitan area’s median income is significantly higher than the median income for the nation as a whole, Oakland’s median family income is less than the national figure.

Based on 1990 Census data, 52% of all Oakland households (approximately 75,000 households) qualify as low or moderate income under HUD guidelines. Most of these households - 37% of the total, or more than 53,000 households - meet the HUD definition of low income.

Further evidence of the number of persons with extremely low incomes comes from figures regarding households receiving public assistance. According to the Alameda County Department of Social Services, as of December 1999, there were 13,312 households receiving assistance under the CalWorks program (the former Welfare program), representing approximately eight percent of all households in Oakland. These households make up 59 percent of the total caseload in Alameda County, although Oakland’s population is only 28 percent of the County total.

Alameda County also reports 27,241 “Medi-Cal Only” cases, 15,753 Food Stamps cases, and 2,233 General Assistance cases. It is not known how much overlap there is among these categories, as households may be receiving more than one kind of assistance.

Although this is not a complete inventory of all Oakland residents living on fixed incomes, it is a good indicator of the number of people who subsist on very limited incomes, and for whom housing assistance is vitally needed.

It should also be noted that there are significant differences among ethnic groups in terms of both income and poverty rates. As clearly demonstrated in the following table, 36% of all White households qualify as low or moderate income (income below 80% of area median income), compared to 61% of Black households, 64% of Hispanic households, and 59% of Asian/Pacific Islander households. Moreover, among minorities, there is a much higher concentration of households with incomes below 50% of AMI (approximately 45% of all minority households) compared to only 24% for White households. As noted in the section on housing needs, the concentration of low incomes among minority households translates into concentrations of housing problems among the same groups.

### Income Distribution by Race/Ethnicity (1990)

Number and Percent of Households						
Income (% of area median)	All	White	Black	Asian	Native American	Hispanic (any race)
<b>0-50%</b>	53,563 37%	12,822 24%	28,160 46%	7,160 45%	273 39%	5,703 43%
<b>51-80%</b>	21,715 15%	6,411 12%	9,183 15%	2,228 14%	77 11%	2,785 21%
<b>81-95%</b>	11,581 8%	4,274 8%	5,510 9%	1,114 7%	77 11%	1,194 9%
<b>&gt; 95%</b>	57,906 40%	29,918 56%	18,365 30%	5,251 33%	266 38%	3,581 27%
<b>TOTAL<sup>17</sup></b>	144,766 100%	53,425 100%	61,217 100%	15,911 100%	699 100%	13,262 100%

Data from the 1990 Census indicates a similar pattern for poverty rates of family households. For White families, the figure is roughly 5%, while the corresponding figure for Black families is 14.6%, for Asian families it is 21.3%, and for Hispanic families it is 18.3% (in this particular instance, Hispanic families may be any race; the Census figures on poverty rates do not treat Hispanics as a separate racial category).

## 2. Areas of Minority Concentration

No single ethnic group constitutes a majority of the City's population. However, racial and ethnic groups are not equally distributed throughout the City. Neighborhoods with a disproportionately high number of minorities are said to be areas of minority concentration, while areas with a disproportionately high percentage of Whites are said to be areas of non-minority concentration.

There are a number of ways by which areas of minority concentration can be defined. By one definition, any Census tract in which more than 50 percent of the population is comprised of a single ethnic/racial group is considered to be an area of concentration. As shown in Map 1 (page 93), at the time of the 1990 Census, there were a number of areas in which a single group constituted a majority of the population: Black residents in East and West Oakland, Hispanic residents in the Fruitvale area, and Asian residents in Chinatown. White residents constituted over 50 percent of the population in the hill areas and other sections of the City above the MacArthur Freeway.

<sup>17</sup> Note: Totals for racial/ethnic groups do not sum to the total for all households because "Other" race is not included, and because the Census category of "Hispanic" includes all races.

While this definition helps to define areas in terms of the group that constitutes a majority of the population, these neighborhoods may not necessarily have a concentration significantly higher than the group's representation in the City as a whole. For example, because the Black population makes up 42.8 percent of the City's population, neighborhoods which are 50 percent Black are not particularly concentrated in relation to the overall make-up of the City. As a result, it is useful to consider other methods of assessing minority concentration.

HUD's most recent proposed definition for an area of minority concentration is:

- any neighborhood where the percentage of all minorities is more than 50 percent; or
- any neighborhood where the percentage of all minorities is at least 10 percent above the overall percentage for the citywide minority population percentage; or
- any area where the percentage of a particular minority is at least 10 percent higher than the citywide percentage.

The first method is not particularly useful for Oakland, as minorities make up nearly 72 percent of the City's population. An area with a minority percentage of 50 percent would actually be an "under-concentrated" area under this definition.

The second definition is somewhat more useful, as it ties the definition of concentration to the actual demographics of the City. Under this definition, to qualify as an area of minority concentration in Oakland, minorities would have to constitute at least 92 percent of a Census tract's population (20 percentage points above the Citywide minority population of 72 percent). Map 2 (page 94) shows that even with this fairly restrictive definition, a number of areas in East and West Oakland qualify as areas of concentration.

The third definition is useful for determining concentrations of particular racial/ethnic groups relative to their share of total population. The existence of areas in which the percentage of a particular group is at least 20 percent higher than the overall percentage for the City can be seen as an indication of a pattern of residential segregation, revealing that particular groups are clustered in particular areas, and consequently are under represented in other areas. Map 3 (page 95) provides information on those tracts that can be considered to have high concentrations of Blacks, Asians and Hispanics. Although it is statistically possible for a tract to have concentrations of more than one group (for example, a tract could have 35 percent Asian and 35 percent Hispanic residents), there are no tracts in Oakland for which this is the case.

While Map 1 shows areas in which a particular group is in the majority, Map 3 provides a much clearer indication of the areas in which different groups are concentrated. For example, the map clearly shows that Asian residents are concentrated not only in Chinatown, but in the San Antonio area as well, reflecting the influx of Asian immigrants during the 1980s and the movement of many Asian residents into the San Antonio area. Whites are concentrated in the hills and other areas above MacArthur Boulevard.

### ***3. Areas of Concentration of Poverty and of Low and Moderate Income***

Certain HUD housing programs restrict the development of new affordable housing to areas that are not considered to be areas of undue concentrations of low income households. For this purpose, HUD defines an area of low income concentration as any census tract in which more than 40 percent of the population is living below the poverty line. There are only a few areas within the City that qualify under this definition; they are indicated on Map 4 (page 96).

The Community Development Block Grant program provides an additional definition of low income concentration as any census tract in which more than 50 percent of the persons qualify as low or moderate income (less than 80% of median family income for the metropolitan area). In all of the seven Community Development Districts, which serve as the target areas for CDBG-funded public service activities, most of the census tracts qualify as low and moderate income tracts. Map 5 (page 97) shows the boundaries of the Community Development Districts and identifies those tracts that qualify as low and moderate income. Not surprisingly, there is a significant overlap between these areas and areas that have high concentrations of minority households.

**Map 1: Minority Concentration #1 – 1990 Population by Ethnic Majority**

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**Map 2: Minority Concentration #2 – Concentrations of Minorities or Whites**

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**Map 3: Minority Concentration map #3 – Areas of Racial Concentration**

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**Map 4: Poverty Concentration**

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**Map 5: Low/Moderate Income Areas**

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## C. Market Conditions and Analysis

### 1. Housing Supply

#### a. Number and Tenure of Units

According to the 1990 Census, Oakland had a total of 154,737 units. The Census data indicates that there was an approximately three percent net increase in the total number of year-round housing units in Oakland between 1980 and 1990, but a two percent increase in total occupied housing units. This rate of increase trails the growth in population substantially; the two percent increase in total occupied units contrasts sharply to the 10 percent increase in population during the same period, reflecting an increase in average household size that is due both to increasing family sizes and increases in the numbers of families “doubling up” because they cannot find affordable housing.

As of 1990, the majority of Oakland's housing – 84,302 units or 58 percent of the occupied housing stock – was renter-occupied. Approximately 42 percent (60,219 units) was owner-occupied.

Growth in the housing stock over the 1980s reflected a slight shift toward rental housing. Despite the increase in the overall number of units during the 1980 to 1990 period, the number of owner-occupied units decreased by one percent, or 652 units.

#### b. Vacancy Rates

In previous years, the City has estimated vacancy rates based on the Federal Home Loan Bank Housing Vacancy Survey. This survey was conducted annually by the U.S. Postal Service in cooperation with the Federal Home Loan Bank, and was based on postal carriers' reports of addresses receiving and not receiving mail. Unfortunately, this survey has not been updated for several years.

Based on information available from commercial real estate data sources, property owners, real estate brokers, extensive reports of the difficulties faced by renters in finding available housing, and the City's own surveys of housing market conditions, the City estimates that as of early 2000, the vacancy rent for rental housing is less than 2 percent. This is far below the figure of 5 to 6 percent cited by most housing economists as desirable for a healthy housing market that allows for reasonable mobility, and indicates a serious shortage of rental housing.

#### c. Size of Units

The 1990 Census data indicates that Oakland's housing stock is comprised of a slight majority of studio and one-bedroom units. Studio and one-bedroom units comprise 36 percent of the stock (51,692 units), while two-bedroom units comprise 33 percent of the stock (47,955 units), and units with three or more bedrooms comprise 31 percent of the stock (44,874 units). Rental units also tend to be smaller than ownership units; 56 percent are either studio or one-bedroom units, 31 percent are two-bedroom, and only thirteen percent are three or more bedrooms.

#### d. Housing Units by Size and Type of Building

Overall, Oakland's housing stock is almost evenly divided between single-family homes and multi-unit buildings, comprising 51 and 49 percent of the stock, respectively. The stock also tends to be dispersed in smaller structures. Approximately half of all rental units are in structures with four or fewer units and 21 percent of these units were single family (mostly detached) houses. Ten percent of the rental units are in duplex structures; 18 percent are in structures with three or four units; 27 percent are in buildings with five to 19 units; and 24 percent are in properties with 20 or more units. The remaining one percent are in other types of structures.

Homeownership units are predominantly single-family detached homes; this type of structure comprises 86 percent of the homeowner units (compared to 80 percent in California as a whole). Detached owner-occupied single-family units, however, decreased somewhat during the 1980-1990 period, dropping by three percent or nearly 1,700 units. At the same time, attached owner-occupied dwellings (condominiums and townhouses) grew by 652 units, or 15 percent of the total growth in housing units.

### **2. Recent Changes in the Housing Supply**

The most significant change to the housing supply in the past ten years has been the impact of two major natural disasters and the subsequent rebuilding efforts.

In October 1989, the Loma Prieta Earthquake severely damaged over 1,000 units of rental housing affordable to low income persons, including a substantial number of single-room occupancy units in residential hotels that housed persons with little or no income. A major component of the City's affordable housing efforts in the early 1990s was the rebuilding of most of these units under non-profit ownership and management, resulting in an improvement in the physical conditions and management of these facilities. In many cases, project-based Section 8 rental assistance has been made available, along with supportive services, resulting in a dramatic improvement in this housing.

In October 1991, a firestorm devastated the North Hills area of Oakland, destroying over 3,300 housing units. Most of these were owner-occupied single family homes, although some rental units, including one large rental complex, were also included. The majority of unsubsidized housing construction in the City in the 1990s was directed toward the rebuilding of housing in the fire area. Nearly all of the replacement housing is owner occupied; the large rental complex was replaced with condominium units.

The California Department of Finance estimates that there were 144,979 occupied housing units in Oakland in 1999, compared to 144,521 in 1990. Again, this reflects the fact that most of the new construction that took place in the 1990s was replacement of the units lost in the 1991 firestorm.

The Building Services Division of the Community and Economic Development Agency estimates that between 1995 and 1999, 1,135 units of housing were added to the housing supply through new construction or through the conversion of nonresidential structures to residential use, including

live/work units. This figure does not include rehabilitation of existing housing structures, for which no estimate is available.

These estimates on increases in the housing supply show that the rate of construction is clearly inadequate to meet the growth in population and households that was described earlier, and is one factor in the trend towards declining vacancy rates and a much tighter housing market.

### ***3. Housing Characteristics and Special Needs Populations***

The size and other characteristics of the Oakland housing stock pose difficulties for those with special needs. Social service agencies serving various low and moderate income populations report that units suitable for the elderly, the disabled, and larger families with children are in scarce supply relative to the need. Large families have a particularly difficult task finding sufficiently large housing units, resulting in doubling up (two families sharing a housing unit) and overcrowding.

Social service agencies continue to report a shortage of housing suitable for the elderly, especially housing with supportive services for those elderly who have difficulty with daily living tasks. Roughly 5,000 elderly households in Oakland are in need of supportive housing, yet there are only 3,638 affordable units specifically designated for low-income seniors in need of supportive services.

Finally, the current composition of Oakland's housing stock also poses serious barriers to households with disabilities, particularly those with mobility limitations. Oakland service providers indicate that many disabled persons or households with disabled members find it extremely difficult to locate housing that is either accessible or suitable for adaptation.

### ***4. Housing Demand***

In recent years, demand for housing has escalated sharply in Oakland. As noted earlier, housing construction has not kept pace with increases in population and in the number of households. As is true for the rest of the region, there is a serious shortage of housing, particularly housing affordable to persons with low and moderate incomes.

Vacancy rates for rental housing have fallen below two percent, and there are widespread reports of severe difficulties in obtaining rental housing throughout the city. Real estate brokers report that demand for ownership housing is also strong. Multiple offers at prices above the asking price are common. Many homes are selling within a short time of being placed on the market, often in “as-is” condition with buyers assuming responsibility for any needed repairs.

Several housing agencies report a substantial increase in calls from tenants seeking assistance after receiving a 30-day notice to move, with no reason given for the eviction (Oakland does not require “just cause” for eviction from rental housing). These evictions provide further evidence of significant unmet demand for rental housing.

## 5. Projected Demand, 1999-2006

The State of California requires that cities prepare a Housing Element as part of their Comprehensive Plans. Housing Elements must analyze projected housing needs and establish policies for providing sufficient land with adequate zoning to meet the projected needs. As part of this process, each major region is provided with figures on the number of housing units that are required to meet projected growth. The regional council of governments (in the Bay Area, this is the Association of Bay Area Governments) then allocates specific numbers to each city and county through a process known as the Regional Housing Needs Determination. Cities and counties are provided with targets for total housing units, and for specific housing units at various levels of affordability. For Oakland, the preliminary housing needs determination yields the following goals:

### ABAG Regional Housing Needs Determination for Oakland, 1999-2006

Income Level	Percent of Total	Units Required
less than 50% of area median	29.0%	1,356
50% to 80% of area median	12.9%	602
80% to 120% of area median	25.1%	1,175
above 120% of area median	33.0%	1,544
<b>Total</b>	<b>100.0%</b>	<b>4,677</b>

“Area median” refers to the median income for the Oakland metropolitan area (Alameda and Contra Costa counties); currently estimated at \$67,600 for a family of four

## 6. Physical Conditions

Oakland's housing stock is relatively old compared to many other communities in California. Roughly 70 percent of the housing units in Oakland were built before 1959; the median year built is 1948. The owner-occupied stock is older than the rental stock; more than 48 percent of all owner-occupied housing was built before 1939.

In part as a result of its age, much of Oakland's housing stock is in need of rehabilitation. Unfortunately, no good data sources exist regarding substandard units within the City, and given current budget and staffing constraints, it is unlikely that the City will be able to undertake a comprehensive survey of the existing housing stock at any time in the foreseeable future. The most current data regarding substandard housing units, including those suitable for rehabilitation, are derived by applying the results of a 1982 housing condition survey and a 1981 housing vacancy survey to the 1990 housing stock. According to this survey, units which are deteriorating or dilapidated are considered "substandard," and units which are "substandard and suitable for rehabilitation" are those units which are in need of significant repairs which would cost no more than half of the unit's value.

According to this survey, close to seven percent of the rental stock and 13 percent of the owner occupied stock are substandard. When these percentages are applied to 1990 Census figures, it is estimated that there were 5,817 occupied renter units considered substandard and 5,564 occupied renter units considered substandard and suitable for rehabilitation. Of the inhabited owner-occupied units, 8,009

owner-occupied units were considered substandard, with 7,708 of owner-occupied units considered substandard and suitable for rehabilitation. Of those vacant units that were for rent in 1990, 388 were substandard and 371 were substandard and suitable for rehabilitation. Of those vacant units that were for sale in 1990, 130 were substandard and 125 were substandard and suitable for rehabilitation.

It should also be noted that these measures represent a minimal estimate of the amount of substandard housing in the City. The City's Code Compliance unit in the Community and Economic Development Agency handles in excess of 15,000 housing and zoning code enforcement cases in a one-year period, indicating that the problem of inadequate and unhealthy housing conditions is more widespread than the survey data alone would suggest.

## ***7. Environmental Quality***

Environmental quality issues encompass a wide array of issues and concerns over toxics, ranging from toxics associated with home construction materials to pollutants from freeways or other major transportation thoroughfares.

Direct environmental hazards associated with the housing developments themselves, such as lead based paint, asbestos in older buildings, and other toxic substances on development sites previously used for industrial purposes are perhaps the most prominent hazards to tenants and the immediate community, particularly children.

In the administration of its housing development programs, the City requires analysis and remediation of toxics, including lead-based paint (discussed below), asbestos, and ground contaminants prior to the commitment of any public funds. Such analysis and remediation require significant additional capital for projects and is one of the key determinants of the viability of affordable housing projects. The cost of researching the presence of toxics can run from \$3,500 - \$20,000, or more, depending on the site. In a seriously dilapidated old building, the cost of removing toxics such as asbestos could exceed the cost of demolition, often rendering rehabilitation infeasible. Similarly, with land costs already high in Oakland, the presence of toxics in the soil can make many vacant parcels infeasible to develop, especially near downtown or industrial zones.

## ***8. Housing Costs***

The Bay Area is one of the most expensive housing markets in the country, and housing prices are currently rising at a rate much faster than the national average. Increases in both sales prices and rental rates continue to outstrip both the inflation rate and the rate of growth in household incomes.

A recent report issued by First American Real Estate Solutions shows that for the period 1990 through 1998, sales prices in the Oakland metropolitan region rose more slowly than the nation as a whole, 9.1% in the Oakland area compared to 17.1% nationally. However, in the 1997-98 period, prices in the Oakland area increased by 14%, compared to just 8% nationally, indicating a rapidly appreciating housing market.

The California Association of Realtors reports that the median sales price for a home in Oakland was \$180,000 in December 1999. This is well below the median for surrounding communities, but

still beyond the reach of low and moderate income families. The 1999 median sales price is 20 percent higher than the December 1997 median of \$150,000.

Rental rates have also increased dramatically in recent years. After remaining relatively flat for the first half of the 1990s, rents began to increase significantly in 1997. The City’s annual survey of rents, which measures the advertised rent on vacant units advertised for rent, shows increases of approximately 8% between 1996 and 1997, 8% to 10% between 1997 and 1998, and 13% to 32% between 1998 and 1999. These increases are much higher than increases in either the inflation rate or tenant incomes. It should be noted that the survey measures increases in rents on vacant units; tenants in place are not necessarily experiencing rent increases of this magnitude, particularly because Oakland’s Residential Rent Arbitration Ordinance limits rent increases to much lower rates (rent increases are set each year).

Median rents are currently estimated to be \$560 to \$713 for a studio, \$650 to \$850 for a 1-bedroom unit, and \$775 to \$1,200 for a 2-bedroom unit. These are median rents, meaning half of all units rent for less, and half rent for more. Given the current low vacancy rates, however, tenants face difficulty in finding available units at any price.

**9. Housing Affordability**

Housing affordability is determined by examining the relationship between housing costs and household incomes. While Oakland’s housing prices are more moderate than those of many other communities in the Bay Area, sales prices and rents are still beyond the reach of low and moderate income households. This is of particular concern since over half of all Oakland households qualify as low and moderate income.

Housing is considered affordable if gross housing costs (rent and utilities for rental housing, and mortgage payments plus taxes, insurance and utilities for ownership housing) do not exceed 30 percent of income. By these standards, the median priced rental and ownership housing are well beyond the reach of substantial numbers of people in Oakland.

The U.S. Department of Housing and Urban Development establishes “Fair Market Rents” (FMRs) under the Section 8 rental assistance program. These rents are set at the 40<sup>th</sup> percentile for standard quality units, meaning 40 percent of the rental units in the market would rent for less, and 60 percent would rent for more. The following table shows the most recent Fair Market Rents, and the incomes required to make these rents affordable.

**Fair Market Rents and Affordability - Oakland, October 1999**

	<b>Studio</b>	<b>1 BR</b>	<b>2 BR</b>	<b>3 BR</b>	<b>4 BR</b>
Affordable Rent for Low Income Household	\$498	\$572	\$636	\$762	\$779
Section 8 Fair Market Rent	\$607	\$734	\$921	\$1,263	\$1,509
Annual Income Needed	\$24,280	\$29,360	\$36,840	\$50,250	\$60,360
Hourly Wage (40 hr week)	\$11.67	\$14.12	\$17.71	\$24.16	\$29.02

Based on these rents, it is clear that low income households (those earning less than 50 percent of the area median income) are unable to afford even a modest priced rental unit without devoting more than 30 percent of their limited incomes to housing costs. Persons earning minimum wage, or even Oakland's Living Wage, make far less than what is required to afford unsubsidized housing.

Ownership housing is similarly out of reach. A modest home, priced at \$180,000, would require a downpayment of at least \$9,000 (assuming a 5% downpayment) and an income of at least \$50,000 in order to be affordable. Again, lower income households are priced out of the market.

### ***10. The Financing Gap for Housing Development***

With land and construction costs increasing rapidly in today's market, the cost of developing new apartments can exceed \$200,000 per unit. These costs cannot be recovered without rents high enough to support a substantial mortgage. As a result, little unsubsidized rental housing is under construction, especially outside the downtown area.

Another way to look at this is to examine the gap between the mortgage that can be supported with affordable rents, and the cost of development. Such an analysis would yield the following for a hypothetical 10 unit building with rents at \$900/month (slightly below Fair Market Rent for a 2-bedroom unit), operating costs at \$4,000/unit per year, and interest rates of 8 percent:

Gross rents (annual)	\$108,000
(less vacancy/collection loss at 5%)	<u>(5,400)</u>
Effective Gross Income	102,600
(less operating expenses)	<u>(40,000)</u>
Net Operating Income	62,600
Amount Available for Debt Service (1.10 debt coverage ratio)	56,909
Maximum Mortgage (at 8%, 30 year amortization)	646,313
Development Cost (\$175,000/unit)	\$1,750,000
Mortgage	<u>646,313</u>
Financing Gap	\$1,103,687

This simplified exercise demonstrates clearly that a substantial "financing gap" exists between the debt that can be supported on an affordable housing development, and the actual cost of development. Even at rents affordable only to persons with 50 to 60 percent of median income, a subsidy of over \$100,000 per unit is required. To reach persons with income lower than that, even greater amounts of subsidy are required. In these circumstances, the private market will not be able to meet the substantial unmet need that exists for affordable rental housing.

### ***11. Inventory of Public and Assisted Housing***

"Assisted Housing" units are subsidized with Federal, State, local, or private funds and are restricted for use by low and moderate income households. Assisted housing is provided in a variety of forms.

*Project-based assistance* is assistance attached to the physical housing units and either subsidizes actual unit construction costs, thereby reducing the amount of rent needed to fund development, or provides rent subsidies for lower-income households. It includes both public housing and privately-owned assisted housing.

*Tenant-based assistance* provides certificates or vouchers to individual households that enable them to obtain rental housing on the private market. Property owners receive a market rent, and the certificate or voucher pays the difference between the rent and what the tenant can afford (usually 30 percent of tenant income).

The inventory presented here does not include housing targeted specifically to homeless people (e.g., emergency shelters and transitional housing), that are discussed separately in a subsequent section.

**Project and Tenant Based Housing Assistance**  
(as of October 1999)

Housing Type	Number of Units
<i><b>Project-Based Assistance</b></i>	
Public Housing	3,308
Section 8 Moderate Rehabilitation	803
Privately Owned Assisted Housing for Families/Individuals	3,078
Privately Owned Assisted Housing for Seniors	3,657
Privately Owned Assisted Housing for Persons with Special Needs	110
<i><b>Tenant-Based Assistance</b></i>	
Section 8 Tenant Based Assistance	9,686
<b>TOTAL</b>	<b>20,462</b>

Note: Some Section 8 Moderate Rehabilitation units are located in privately-owned assisted housing. As a result, the total shown here may include some double-counting.

**12. Public Housing**

Public housing consists of housing owned and managed by the Oakland Housing Authority, and is located in a variety of developments ranging in size from large multi-family developments to small scattered-site buildings. The Housing Authority currently operates 3,308 units of public housing.

The Oakland Housing Authority (OHA) has had three major periods in the development of its housing programs; these roughly parallel the evolution of public housing at the national level. First, there was construction of fairly large developments for families, starting with Peralta Village (390 units), which was built in 1939. By 1966, the OHA owned and managed eight developments, one of which was specifically for the elderly.

In the late 1960s and 1970s, OHA built over 1,600 units of family housing on a scattered-site basis, mostly through turnkey construction. This scattered-site approach emerged in response to some worthwhile concerns about the segregation and social problems often associated with large developments, but it also left OHA with some difficult maintenance problems given the size of Oakland and the great distances between units.

In addition, more recently OHA developed three more public housing developments for the elderly, including Oak Grove North and South, located on 16th and 17th Streets in the downtown area and Adel Court located at 2001 MacArthur Blvd. These developments were completed in 1984.

*a. Number, Type and Condition of Public Housing Units*

The public housing stock consists of 3,308 units on 267 sites. Of these, 1,687 units are in 12 developments containing 20 units or more, and 1,621 units are scattered throughout the City in 255 smaller developments of less than 20 units.

The majority of public housing (1,859 units) consists of units with three or more bedrooms, comprising 56 percent of the supply, including more than 100 four-bedroom units and a small number of five-bedroom units. Two-bedroom units make up 24 percent of the public housing units (784 units), and finally one-bedroom units make up the remaining 20 percent (665 units).

### **Public Housing Units by Number of Bedrooms**

<b>Number of Bedrooms</b>	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>	<b>TOTAL</b>
Number of units	665	784	1,708	128	23	3,308

Nearly 90 percent of the public housing stock (2,925 units) consists of family units (although some may be occupied by seniors), with 383 units designated specifically for seniors.

The condition of the public housing stock varies from development to development and site to site. Much of the stock is now approximately fifty years old, and many developments suffer from poor design and construction, which compound the maintenance problems.

The Housing Authority estimates that need for rehabilitation throughout the inventory will require more than \$185 million to undertake physical improvements to public housing units and non-dwelling structures over the next twenty years.

#### *b. Public Housing Vacancy Rate*

The Oakland Housing Authority maintains a low routine vacancy rate at less than 1%. However, the overall vacancy rate has increased in order to accommodate the comprehensive modernization of several of the large developments including Peralta Villa (390 units, vacated and rehabilitated in 3 phases), Lockwood Gardens (372 units in 5 phases) and several smaller scattered sites.

#### *c. Accessibility of Public Housing for Persons with Disabilities*

The Oakland Housing Authority completed the most recent needs assessment survey in 1994 to determine, pursuant to HUD's Section 504 regulations, the housing needs of persons with disabilities who are either tenants or applicants for Authority units. The 504 Survey found that out of the Housing Authority's total units, 365 are currently accessible (that is, they are on an accessible route and meet some of the requirements for full accessibility, including at a minimum, adequate maneuvering space and ground and floor surfaces, and have grab bars and handrails). Of these 365 units, 50 units in 9 different developments are fully accessible to persons in wheelchairs. The Housing Authority has plans to modify an additional 30 units (which are not part of the 365) to make them fully accessible. This work is being carried out as part of the Authority's Capital Fund Program.

#### *d. Potential Demolition or Conversion of Public Housing*

The Oakland Housing Authority (OHA) will continue its efforts to address the many physical and social problems that now exist in public housing developments throughout the city of Oakland. In 1998, OHA received a \$12.7 million HOPE VI grant to revitalize Chestnut Court. It was also successful in 1999, when it was awarded another HOPE VI grant for \$10 million to revitalize Westwood Gardens. In both of these communities, the Housing Authority plans to create mixed-income housing that reduces the current site density and integrates public housing residents into the larger neighborhood.

In 2000, the OHA will submit a HOPE VI grant application to redevelop Coliseum Gardens into a mixed-income community in East Oakland. The development, with 178 units in 3-story walk-up buildings, is severely distressed and needs revitalization. Constructed in 1947, Coliseum Gardens has need of extensive infrastructure and site work, the sum of which exceeds the current resources of the OHA. High levels of criminal and drug activity at the site are, in part, attributed to deficiencies in the original design that created vast amounts of "indefensible" space. If unsuccessful in its application for FY 2000 HOPE VI grant funding, the Housing Authority indicates that it will reapply in subsequent years.

The plans for these developments are described in more detail in the Five Year Strategy portion of the Consolidated Plan. The Oakland Housing Authority's intent is to replace public housing on a one-for-one basis, if possible.

### ***13. Tenant-Based Rental Assistance (Section 8)***

The largest category of housing assistance is the tenant-based Section 8 subsidy, provided through certificates or vouchers. Under the Section 8 Certificate program, tenants must find apartments in which rents are equal to or less than designated HUD "Fair Market Rents" and where the landlord agrees to participate in the Section 8 program. Tenant contributions toward rent (including an allowance for tenant-paid utilities) are limited to 30 percent of household income, and HUD pays the landlord the difference between the tenant rent contribution and the Fair Market Value rent. The Section 8 Voucher program provides greater flexibility. The subsidy paid to the landlord is set at the difference between 30 percent of tenant income and a payment standard set by the Housing Authority (similar to the Fair Market Rent). Tenants are free to rent units for either more or less than the payment standard, and their contribution towards the rent is adjusted accordingly.

Section 8 tenant-based assistance enables low income households somewhat greater flexibility in apartment location. However, a significant problem with the programs is the inability of households to find sufficiently large or inexpensive apartments which will allow use of Section 8 programs. Eligibility for the programs is currently open to people with incomes up to 80 percent of area median income, but most recipients have incomes well below this level.

As of October 1999, the Oakland Housing Authority provided Section 8 rental assistance to over 10,000 households.

#### **Section 8 Rental Assistance Administered by Oakland Housing Authority**

(October 1999)

<b>Program Type</b>	<b>Units</b>
Certificates	6,920
Vouchers	2,690
Moderate Rehabilitation (project based)	803
Non-Federally Funded Units	18
Other Federally Funded Units	58
<b>TOTAL</b>	<b>10,489</b>

The total shown above includes 803 units funded under the Section 8 Moderate Rehabilitation Program. These are project-based units, but eligibility is the same as for Section 8, and the contracts are administered locally by the Oakland Housing Authority. Some of these units are located in assisted housing developments discussed in subsequent sections.

The totals above do not include project-based Section 8 provided directly by HUD to privately-owned housing developments. Those units are included in the totals described in the following sections on housing for families, individuals, seniors and persons with special needs.

#### ***14. Other Assisted Housing***

There are 3,078 units in Oakland assisted with other HUD (non-Section 8 or Public Housing funds) or State and local funds. (Note that this count excludes an additional 3,657 units for seniors, and 110 units for persons with special needs. The housing inventory for these persons is discussed below in a subsequent section). These units received funds from programs such as the HUD Section 236 and 221(d)(3) programs which provided below-market interest rate loans to private developers, or other HUD-funded programs. Also included here are projects that were developed with assistance from the City of Oakland and/or the Oakland Redevelopment Agency, and units that have project-based rental assistance contracts under the Section 8 program (unlike certificates and vouchers, which are assigned to tenants, these subsidies remain tied to designated units in specific buildings).

**Assisted Rental Housing Development for Families and Individuals  
(March 2000)**

Property Name	Units	Subsidized Units by Number of Bedrooms							Type
		All	SRO	0	1	2	3	4+	
Adcock/Joiner Apts.	50	50	0	25	25	0	0	0	Family Apartments
Apollo Housing (MORH II)	231	231	0	33	66	132	0	0	Family Apartments
Aztec Hotel	61	61	61	0	0	0	0	0	Residential Hotel
Bayside Apartments	31	8	0	8	0	0	0	0	Family Apartments
C.L. Dellums Apts	73	72	72	0	0	0	0	0	Residential Hotel
California Hotel	150	149	133	16	0	0	0	0	Residential Hotel
Coit Apts	107	107	105	0	0	2	0	0	Residential Hotel
Drasnin Manor	26	26	0	0	3	9	14	0	Family Apartments
E.C. Reems Gardens	123	118	0	0	15	67	36	0	Family Apartments
Effie's House	21	20	0	11	9	0	0	0	Family Apartments
Eldridge Gonaway	40	39	0	0	10	14	13	2	Family Apartments
Foothill Plaza	54	11	0	0	6	5	0	0	Family Apartments
Frank G. Mar	119	119	0	0	51	35	27	6	Family Apartments
Garden Manor Square	72	72	0	0	12	60	0	0	Family Apartments
Hamilton Hotel	92	91	91	0	0	0	0	0	Residential Hotel
Harrison Hotel	81	80	80	0	0	0	0	0	Residential Hotel
Hismen Hin-nu Terrace	92	92	0	0	17	35	30	10	Family Apartments
Howie Harp Plaza	20	19	0	0	0	7	12	0	Family Apartments
Hugh Taylor House	43	43	37	0	5	1	0	0	Residential Hotel
James Lee Court	26	25	0	0	5	6	10	4	Family Apartments
Jubilee West Phase I	6	6	0	0	0	2	3	1	Family Apartments
Jubilee West Phase II	8	8	0	0	0	0	8	0	Family Apartments
Keller Plaza	201	200	0	0	40	120	40	0	Family Apartments
Kenneth Henry Ct	51	50	0	0	8	27	13	2	Family Apartments
Lottie Johnson Apts	27	27	0	8	12	7	0	0	Family Apartments
Madison Park Apts	98	98	0	20	69	9	0	0	Family Apartments
Madrone Hotel	32	32	32	0	0	0	0	0	Residential Hotel
Marcus Garvey Commons	22	22	0	0	4	8	8	2	Family Apartments
Marin Way Ct	20	19	0	0	0	19	0	0	Family Apartments
MORH Housing	126	125	0	0	0	0	56	69	Family Apartments
Nueva Vista	30	29	0	0	8	14	7	0	Family Apartments
Oak Center Homes	89	88	0	0	11	38	32	7	Family Apartments
Oak Center I	79	78	0	0	33	23	10	12	Family Apartments
Oak Village	117	117	0	0	33	39	45	0	Family Apartments
Oaks Hotel	85	85	84	1	0	0	0	0	Residential Hotel
Old Oakland Hotel	37	22	22	0	0	0	0	0	Residential Hotel
Piedmont Apts	250	250	0	20	206	24	0	0	Family Apartments
San Antonio Terrace	23	23	0	0	0	10	13	0	Family Apartments
Santana Apts	30	30	0	6	12	6	6	0	Family Apartments
Slim Jenkins Ct	32	13	0	0	0	13	0	0	Family Apartments
Taylor Methodist	12	12	0	0	0	8	4	0	Family Apartments
Town Ctr/Gardens - Acorn	293	293	0	24	32	51	174	12	Family Apartments
United Together Manor	18	18	0	0	12	6	0	0	Family Apartments
<b>TOTAL</b>	<b>3,198</b>	<b>3,078</b>	<b>717</b>	<b>172</b>	<b>704</b>	<b>797</b>	<b>561</b>	<b>127</b>	

As is true for Section 8 and public housing, the vacancy rates in other assisted housing are generally very low. Although the City does not have information on the vacancy rates in each of these projects, most of them report that they have long waiting lists and turnover is relatively small. One exception may be in single room occupancy (SRO) housing. Some SROs have reported vacancy rates as high as 10 percent, a situation which has been aggravated by recent cuts in public assistance benefits (General Assistance in particular), which have made it even more difficult for many very low income households to afford even the reduced rents charged in subsidized SROs.

**15. Housing for Seniors**

The Oakland Housing Authority has 383 units reserved for seniors in the following five public housing developments. These units represent nearly 12 percent of all public housing units. Other units not specifically designated by seniors may also be occupied by seniors.

**Public Housing Units for Seniors**

<b>Site</b>	<b>Location</b>	<b>Number of Units</b>
Oak Grove North	620 17 <sup>th</sup> Street	77
Oak Grove South	570 16 <sup>th</sup> Street	75
Adel Court	2001 MacArthur Blvd.	30
Palo Vista Gardens	1110 64 <sup>th</sup> Avenue	100
1621 Harrison Street	1621 Harrison Street	101
<b>TOTAL</b>		<b>383</b>

In addition, there are 3,657 units in privately owned (for profit and non-profit) assisted housing developments for seniors. Many of these projects were developed with direct assistance from HUD through the Section 221(d)3 and Section 236 mortgage assistance programs, through the Section 8 program, or through the Section 202 program. Most are affordable to seniors with incomes less than 50 percent of median income.

**Assisted Rental Housing Developments for Seniors  
(March 2000)**

Property Name	Total	Subsidized Units by Number of Bedrooms				
		All	SRO	0	1	2
Allen Temple Arms I	76	75	0	19	56	0
Allen Temple Arms II	51	51	0	13	38	0
Baywood	77	77	0	5	72	0
Beth Asher	50	50	0	34	16	0
Beth Eden	54	54	0	0	54	0
Casa de las Flores	20	19	0	12	7	0
Doh On Yuen	48	48	0	36	12	0
E.E. Cleveland Manor	54	53	0	13	40	0
Glen Brook Terrace	66	66	0	57	9	0
Hotel Oakland	315	314	0	77	237	0
J.L. Richards Terrace	80	80	0	20	60	0
Lake Merritt Way	55	54	0	0	54	0
Lakeside Apts	66	65	0	12	53	0
Las Bougainvilleas	68	68	0	0	67	1
Linda Glen	42	42	0	33	9	0
Mark Twain Senior Ctr	109	109	0	101	8	0
Noble Towers	195	195	0	0	195	0
Northgate Terrace	167	167	0	147	20	0
Oak Center Towers	196	196	0	174	22	0
Otterbein Manor	39	39	0	31	8	0
Park Blvd Manor	41	41	0	33	8	0
Park Village	84	84	0	0	84	0
Posada de Colores	100	99	0	0	99	0
Rose of Sharon	141	139	0	83	56	0
San Pablo Hotel	144	144	144	0	0	0
Satellite Central	151	151	0	117	34	0
Sister Thea Bowman Manor	56	55	0	14	41	0
Sojourner Truth Manor	88	87	0	74	13	0
Southlake Tower	130	129	0	0	129	0
St. Andrew's Manor	60	60	0	51	9	0
St. Marks Hotel	100	99	0	0	99	0
St. Mary's Gardens	100	100	0	0	100	0
St. Patrick's Terrace	66	66	0	57	9	0
Valdez Plaza	150	150	0	0	150	0
Westlake Christian Terrace I	199	198	0	157	41	0
Westlake Christian Terrace II	200	200	0	0	200	0
<b>TOTAL</b>	<b>3,638</b>	<b>3,623</b>	<b>144</b>	<b>1,369</b>	<b>2,109</b>	<b>1</b>

## 16. *Housing for Persons with Special Needs*

Oakland has 111 permanent housing units in seven projects designed specifically for the disabled – including several projects that are targeted specifically to persons with AIDS/HIV.

There are also a number of residential care facilities for the mentally disabled scattered throughout the City. Most of these serve non-senior adults, with a smaller number reserved for seniors and for children/youth under the age of 25.

### **Assisted Rental Housing Developments for Persons with Special Needs (March 2000)**

Property Name	Units	Subsidized Units by Number of Bedrooms					Population
		All	SRO	0	1	2	
Coolidge Court	19	18	0	18	0	0	Mentally Disabled
Homes Now in the Community	10	10	0	0	6	4	Mentally Disabled
Humphrey/Lane Homes	12	12	12	0	0	0	Mentally Disabled
Marlon Riggs Apts.	13	13	0	13	0	0	AIDS/HIV
Peter Babcock House	5	5	5	0	0	0	
Providence House	41	41	0	0	41	0	Physically Disabled; AIDS/HIV
Rosa Parks House	11	11	0	2	7	2	Disabled; AIDS/HIV
<b>TOTAL</b>	<b>111</b>	<b>110</b>	<b>17</b>	<b>33</b>	<b>54</b>	<b>6</b>	

In addition to projects targeted specifically to persons with disabilities, many other assisted housing developments have units that are accessible to persons with physical disabilities. It is not known how many of these are fully adaptable. In new developments built with Federal funds, including CDBG and HOME funds administered by the City, at least 5 percent of all units must be accessible to persons with disabilities.

## 17. *Substance Abusers Supportive Housing and Services*

A final category of special needs housing in Oakland is offered through residential alcohol and drug recovery programs. There are number of residential treatment and recovery programs in Oakland serving this population. Treatment centers are aimed at various target groups, including pregnant and post-partum women, women with children, teenagers, and men/women (sex segregated) only. The amount of time that an individual can stay at these facilities varies with each program.

In addition to these in-patient treatment centers, other services offered in Oakland include out-patient counseling, information and referral, support groups, health care to infants exposed in-utero to drugs and alcohol, and drop-in centers.

According to service providers, the need for substance abuse services far exceeds the available resources. The waiting time for admission to treatment programs is extremely long, during which time the needs of persons seeking services often grow more severe.

### ***18. Other Housing Assistance Provided by the City of Oakland***

In addition to the assisted rental housing inventory described above, Oakland has directly assisted in the creation of first-time homebuyer opportunities in over 600 newly constructed or rehabilitated units in specific projects through a combination of land write-downs, construction loans and grants, and Shared Appreciation Mortgages.

Apart from these development efforts, in the past 5 years alone, over 500 first-time homebuyers have received assistance to purchase existing homes. Most of these households are still living in these units. When the homes are sold, a portion of the sales proceeds is used to repay the City's assistance and make possible new loans to eligible first time homebuyers.

Through a variety of rehabilitation, painting, and repair programs, the City of Oakland has also indirectly assisted thousands of additional units. The Home Maintenance and Improvement Program, funded primarily with CDBG funds, has made loans to rehabilitate owner-occupied homes. More than 10,000 units have participated in the Self-Help Paint Program. Over 2,000 rental units were rehabilitated with resources obtained through the HUD Section 312 and Rental Rehabilitation programs.

### ***19. Units at Risk of Loss or Conversion***

Many of the units in privately owned assisted rental housing are at risk of conversion to market rate housing.

Projects funded below-market rate interest mortgages from HUD may be eligible to prepay the mortgages, terminate the regulatory restrictions, and increase rents to market rate.

Projects that are assisted under the Section 8 program have reached the end of their original contract terms, or will in the near future. Because of Congressional budget constraints, Section 8 contracts are being renewed on year-to-year basis. SO far, Congress has provided adequate funding to renew expiring Section 8 contracts, but there is no guarantee that this will continue to occur. Of greater concern is that fact that owners are not obligated to renew the contracts. If the owners feel they can get higher rents without Section 8 assistance, or even if they simply no longer wish to participate in the program, they may choose to "opt out" of the program.

Currently, tenants residing in projects that terminate their contracts are eligible for Section 8 vouchers to help them afford other housing on the private market. However, in current market conditions, many Section 8 recipients are unable to locate housing even with the subsidy provided.

In 1998, the City completed a study that identified 44 developments with Section 8 contracts covering 3,969 units (out of a total of 4,394 units in those buildings). Most of these are in senior housing developments.

Not all of these units are at equal risk. The 1998 study estimated that nearly 2,400 units would not be at risk because they are either owned by non-profit sponsors (who have no incentive to convert to market rate), or because the projects have other restrictions that require continued low income occupancy. Of the remaining units, the risk of conversion will depend on the relationship between market rents and the Section 8 rents that HUD is prepared to subsidize, as well as the motivations and investment objectives of individual owners.

To date, one project, the 54-unit Park Villa apartments, has terminated its contract, and the 71-unit Garden Manor Square project was in the process of terminating as this plan was being drafted.

Units have also been lost from the affordable housing supply as a result of the reconfiguration of the Acorn developments in West Oakland. While the reconfiguration has resulted in a much more attractive and livable environment, with a mix of incomes and a combination of rental and ownership units, the project also reduced the number of affordable rental units on the site by over 300. While the original tenants were provided with Section 8 vouchers to assist them to relocate, there was no requirement to build replacement housing units.

The City will work closely with the Oakland Housing Authority, non-profit developers, tenants, HUD, and other interested parties to preserve as many at-risk units as feasible. None of the subsidy sources available to the City is capable of replacing the long-term rent subsidies made possible through the Section 8 program. The HOME Program, for example, explicitly prohibits the use of HOME funds for long term operating subsidies. Preservation will require financial resources from other sources, particularly from HUD.

## ***21. Inventory of Facilities and Programs serving the Homeless in Oakland***

### ***a. Outreach Programs***

Outreach and information and referral services are often the first point of contact between service providers and homeless people in need of services. Outreach is critical, especially for people who are too ill or confused to seek out and access services by themselves. In addition, some homeless people distrust institutions or have had negative experiences with service providers in the past; for this group it is often necessary to rebuild trust through contact in the field before they are willing to engage in needed services. Outreach also benefits those people who simply are not aware that services are available to help them.

### Mobile Services and Street Outreach Programs

Program	Area Covered	Services Provided
Homeless Mobile Outreach Program	Oakland	Emergency food, survival items (blankets, ponchos, sleeping bags, etc.), field assessment and case management.
Health Care for the Homeless	County-wide	Health care, food, transportation, housing assistance, medical and dental services
Community Crisis Response Team	County-wide	Mental health services on an on-call basis to people in crisis, shelter and treatment referrals
Building Opportunities for Self-Sufficiency Community Organizing Team (BOSS COT)	Primarily Berkeley and Oakland	Referrals to services and community organizing activities.
Homeless Youth Collaborative	Berkeley and Oakland	Outreach to runaway and homeless youth.
Oakland Community Organization	Oakland	Outreach and congregation-based community organizing.
St. Mary's Center	Oakland	Outreach to seniors

Information and referral services connect homeless people to housing and services that are available in the community. Agencies provide information and referral services through telephone hotlines and personal contacts. In addition to individual agencies, the Bay Area Homeless Alliance has recently implemented an on-line provider library which provides homeless persons with Internet access to information about programs and services throughout the Bay Area.

#### *b. Information And Referral Programs*

Almost all homeless service providers provide information and referral services for their own clients, which enables homeless people to access a broader range of services. Many service providers provide 24-hour hotlines for information about their services. However, there are several agencies that provide information and referral as a primary service.

### Information and Referral Providers

Provider	Area Served	Services Provided
Asian Immigrant Women Advocates <sup>1</sup>	Oakland	Information and referrals for Asian women.
Eden I & R, Inc.	County-wide	Telephone referral for housing and services in Alameda County.
East Oakland Switchboard	County-wide	Information and referral, emergency food boxes, free clothing, emergency service vouchers.
Immigration Project – Catholic Charities Diocese of Oakland	Oakland	Information and referral; social services and citizenship.
National Latina Health Organization	Oakland	Information and referral; social services and health advocacy for Latinas.
Northern California Council for the Community Hotline	Bay Area	Referral for services in the Bay Area, including Alameda County.
Oakland City Community and Economic Development Agency – Hunger and Homeless Programs	Oakland	Referrals to emergency food programs and emergency food.
Spanish Speaking Citizens Foundation	Oakland	Information and referral; jobs and social services, skills training and other services.
St. Elizabeth’s Church	Oakland	Information and referral; social services; pastoral counseling, food and clothing.
Society of St. Vincent De Paul	Oakland	Help desk/referral office.
Travelers Aid Society of Alameda County, Inc.	County-wide	Information and referral and emergency assistance to persons in crisis.

*c. Emergency Shelter*

Shelter beds fall substantially short of the number of homeless men, women and children who need them. There are 15 shelters in the City of Oakland, providing a total of roughly 376 beds. Shelters allow individuals and families to stay from 30 days to six months. At least five programs in the City of Oakland provide motel vouchers which enable homeless people to stay in a hotel for a limited amount of time; two of these voucher programs serve persons with HIV/AIDS and one targets homeless families. With an estimated 5,000 homeless people in Oakland, there are only enough shelter beds to house about 7% of those in need. The following facilities provide emergency shelter in the City of Oakland.

### Emergency Shelters

	Number of beds	Target Populations
Allied Fellowship	30	Single men
Mary Anne Wright Fnd.	20	Single men
City Team Ministries	30	Single men
Oakland Homeless Project	36	Mentally disabled
First Step	18	Drug and alcohol
A Safe Place	20	Women and children; domestic violence
Women's Refuge	30	Women and children; domestic violence
Casa Vincentia	6	Pregnant women, 18 – 25 yrs. Old
East Oakland Community Project	70	20 beds for HIV+ and their families
Project Outreach	6	Families
Cornerstone Baptist Church	6	All
Salvation Army	50	Families
Henry Robinson Center	30	Families
24 Hour Emergency Shelter	24	Families
Oakland Army Base Winter Shelter	100	Single adult males and females
Total	476	

Emergency shelter is also provided to homeless families through the hotel/motel voucher program. The program focuses on families, especially families with children, who are often difficult to accommodate in the regular emergency shelter system. The hotel/motel voucher program, funded through the Emergency Shelter Grant (ESG) program, and by such sources as the Federal Emergency Management Agency (FEMA), and private sources, is administered by community-based organizations which provide intake and assessment of clients, provide hotel/motel accommodations for an average of 7 to 14 days, and work with clients to gain placement in permanent or transitional housing.

d. Hotel/Motel Voucher Programs

The following agencies are either under contract with the City of Oakland to provide hotel/motel vouchers, or have arrangements with other funding agencies.

### Agencies Participating in Hotel/Motel Voucher Program

Agency	Target populations
24 hour Oakland Parent Teacher Children Center	Families with children
Ark of Refuge/Walker House	Persons with HIV/AIDS
Building Opportunities for Self Sufficiency (BOSS)	Families and limited assistance for singles
Health Care for the Homeless	Families in case management program
Project Outreach	Families with Children, limited assistance for singles
St. Mary's Center	Seniors
Travelers Aid Society of Alameda County, Inc.	Families, limited assistance for singles

*e. Transitional Housing Beds by Target Populations in Oakland*

Transitional housing provides a bridge between emergency shelter and permanent housing. Residents can stay in transitional housing from four to twenty-four months, and even longer in some cases. Transitional housing linked with services is a necessary step for many homeless people to break the cycle of homelessness and achieve self-sufficiency. It provides an environment where the person can receive job training, financial planning assistance, and counseling for drug and alcohol problems, while at the same time rebuild self-esteem and connect with a network of people who understand and experienced the same situation.

#### Transitional Housing Beds

Population	Number of Beds/Units	Percentage of Total
Single Men	<b>63</b>	<b>10%</b>
Single Women and Women with Children	<b>163</b>	<b>25%</b>
Singles (either sex)	<b>239</b>	<b>37%</b>
Families	<b>162</b>	<b>25%</b>
Youth	<b>20</b>	<b>3%</b>
<b>Total</b>	<b>647</b>	<b>100%</b>

### Transitional Housing Facilities

Men	Number of Beds	Specifications
Andre House	6	clean & sober
Genesis Project	30	men or youth w/ HIV
Hazard-Ashley House (Ark of Refuge)	4 units	clean & sober housing for men with AIDS
Allied Fellowship	23	Parolees
<b>Subtotal</b>	<b>63</b>	
Women	Number of Beds	Specifications
Elizabeth House	36 (12 families)**	single women & children
Alpha Omega Foundation	21	single women & women w/ children
Matilda Cleveland House	42 (14 units)	single women & women w/ children
Laulima House	12 (4 families)**	single women & women w/ children with HIV
Images on the Rise	52	substance abusing pregnant women & women w/ children
<b>Subtotal</b>	<b>163</b>	

\*\* Some agencies count families rather than beds. The number of families was multiplied by three to estimate the number of beds.

Single Adults/either sex	Number of Beds	Specifications
AMASSI	20 units**	singles & families with HIV
Oakland Catholic Worker	10	Latin American immigrants
House of Dignity	62	veterans
A Friendly Manor	24	single women
24 Hour Emergency Shelter	*	
Casa De La Vida	13	adults between 18-59 w/ severe mental illness; referred by case managers & county hospitals, must have Medi-Cal
Cornerstone Baptist Church	6	
Turning Point Recovery Center	78	persons recovering from alcohol & drug problems
Bring It Back Ministries	16	
Walker House (Ark of Refuge)	10	single adults with AIDS
<b>Subtotal</b>	<b>239</b>	

\* counted in another category

\*\*Some units are 2-3 bedrooms. Therefore children may stay with parents, but do not take up additional slots.

**Note:** An additional 22 transitional housing beds will be available at a facility called Rosa Parks when it opens in late 1998; 16 of the beds will be dedicated to mentally ill persons and 6 beds will be dedicated to persons with HIV/AIDS.

Families	Number of Beds	Specifications
City of Oakland, Transitional Housing Program (Families in Transition)	12 units**	families - scattered sites throughout the City of Oakland
East Oakland Community Project	6 units**	
Henry Robinson Multi-Service Ctr.	120	
Amandla Family Center	24	women w/ kids at risk for substance abuse
<b>Subtotal</b>	<b>162</b>	

\*\*Some units are 2-3 bedrooms. Therefore children may stay with parents, but do not take up additional slots.

Youth	Number of Beds	Specifications
HYC-East Oakland Community Project	8	young adults, ages 18-25
HYC-AMASSI	6	sexually diverse youth, ages 18-23
HYC- Casa Vincentia	6	pregnant and parenting women, ages 18-25
Genesis Project	*	men or youth w/ HIV
<b>Subtotal</b>	<b>20</b>	

\* counted in another category

*f. Residential Drug and Alcohol Treatment Programs*

According to the California Department of Alcohol and Drug Programs, Licensing and Certification Branch, there are 470 licensed, residential alcohol and drug treatment slots in 22 facilities in the City of Oakland. This includes 62 detox slots and at least 145 residential treatment slots that are targeted to women with children. Non-residential treatment programs are not required to be licensed and reporting certification to the state is voluntary, so it is difficult to determine how many certified, non-residential alcohol and drug treatment facilities exist. The Department of Alcohol and Drug Programs reports information on eight such facilities located in Oakland. The City of Oakland Resource Directory of Emergency and Food Services lists nine Drug and Alcohol programs. In addition, there are some programs which operate without state or county certification. It must also be noted that some homeless persons receive alcohol and drug treatment services from providers in neighboring communities.

**Residential Treatment Programs in Oakland**

<b>Program</b>	<b>Capacity</b>	<b>Target Population</b>
Abigail House	20	Single women
Allied Re-entry Program	20	Ex-offenders
Fellowship House	23	Homeless Persons
First Step Crisis Center	54	Homeless persons
Fisher Foundation	65	Men/Women
Geddins Women's Empowerment Network Program	6	Women/children
Harriet Tubman Recovery Center 1 & 2	12	Women/children
Horizon Services-Chrysalis*	22	Women
Missionary Recovery Center	21	Men
Narcotics Education League Recovery Home	21	Men
New Dawn Lodge	4	Native American Women and Children
Orchid Women's Recovery Center I & II	16	Women/children
Phase III	25	Men
Praise Fellowship Men's Recovery Facility	15	Men
Project Pride (East Bay Community Recovery Project)	75	Women/children
Solid Foundation-Keller House	8	Women/children
Solid Foundation-Mandela House I & II	20	Women/children
All Saints Turning Point Recovery Center	120	Men/women/children
West Oakland Health Center Alcohol Recovery Program*	40	Men/Women
White Cloud Lodge	8	Women/children
Wistar Redemption and Recovery	6	Homeless Persons
<b>Subtotal = 24</b>	<b>515</b>	

\* indicates detox treatment

Note: It cannot be assumed that all programs provide treatment to homeless persons.

*g. Permanent Supportive Housing*

The goal of the Continuum of Care is to improve the long-term health, social and economic conditions of homeless people, helping them to achieve self-sufficiency and obtain permanent housing. For some, especially those with severe disabilities or multiple diagnoses, this goal would be unattainable without the availability of long-term supportive services. Housing alone is not an adequate solution for persons with chronic health, mental health, and AOD problems. Supportive housing provides persons having little or no income with access to a range of services designed to help residents retain housing and achieve personal stability. The intent of supportive housing is to provide services that are not intrusive, but available on a voluntary basis in a manner that is culturally competent and non-threatening. Should a resident face an occasional crisis or change in circumstances, services are available to assist them in resolving the problem, which might otherwise place them at risk for a repeat episode of homelessness.

The Shelter Plus Care Program provides certificates used for independent and supportive housing units in the City of Oakland. There are a total of 543 Shelter Plus Care units in Alameda County.<sup>18</sup> In Oakland, there are 258 certificates provided through the Alameda County Shelter Plus Care Program and 77 certificates provided through the Berkeley Shelter Plus Care Program, a total of 335 certificates subsidize housing units in the City of Oakland.

The Health, Housing and Integrated Services Network (HHISN) collaborative provides mental health, substance abuse, primary health, living skills, vocational and employment training through integrated service teams which operate on-site at the Harrison and California hotels and the C.L. Dellums and Hamilton apartments in Oakland. There are roughly 307 HHISN units in Oakland, not counting an additional 59 units which are subsidized through Shelter Plus Care. Clients can access health clinics at two of the sites, two days each week for three hours each day. Support groups including mental health, substance abuse, crisis management, and health realization convene at all the sites. From October 1996 through March 31, 1998, HHISN provided health-related services to 239 tenants at its Oakland supportive housing sites.

In addition to the Shelter Plus Care and HHISN programs there are other programs dedicated to homeless persons with disabilities or special needs. Ark of Refuge/Walker House and Peter Babcock house are permanent housing sites which serve homeless people with AIDS and HIV infection. There are also programs designed specifically for people with mental disabilities, AOD problems, and for victims of domestic violence.

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<sup>18</sup> This consists of 379 units through Alameda County Shelter Plus Care, 129 certificates through Berkeley Shelter Plus Care, and 35 units through the Alameda County City of Berkeley Shelter Plus Care AIDS collaborative.

**Permanent Supportive Housing in the City of Oakland (partial listing)**

<b>Project</b>	<b>Number Of beds</b>	<b>Target Population</b>
Catholic Charities	4	HUD Shelter Plus Care
California Hotel	142	HUD Shelter Plus Care
C. L. Dellums Apartments	72	HUD Shelter Plus Care
Coit Apartments	107	Sec. 8-Mod. Rehab., HUD Shelter Plus Care
Drasnin Manor	26	HUD Shelter Plus Care
EBCRP	4	HUD Shelter Plus Care
EORC	1	HUD Shelter Plus Care
Hamilton Apartments	91	HUD Shelter Plus Care
The Harrison Hotel	80	HUD Shelter Plus Care
James Lee Court	42	HUD Shelter Plus Care
Mark Twain	7	HUD Shelter Plus Care
Marlon Riggs Apartments	13	HIV/AIDS
Oaks Hotel	85	HIV/AIDS and Very Low Income formerly homeless
Orchid	1	HUD Shelter Plus Care
Peter Babcock House	1	HIV/AIDS
Providence House	41	HIV/AIDS
RCD	3	HUD Shelter Plus Care
Slim Jenkins Court	12	HIV/AIDS
United Together Manor	18	HUD Shelter Plus Care

*h. Homeless Prevention Programs*

Homeless prevention efforts are becoming increasingly important in helping people to remain in housing. Prevention efforts can take many forms including rental assistance, eviction defense, representative payee programs, alternate dispute resolution between tenants and landlords, and monitoring discharges from hospitals, jails, or the foster care system to prevent people from being discharged when they have no place to live. Providers and homeless persons report a specific need for rental assistance. For many people with marginal incomes, the difference between having a home and homelessness is one month's rent. Many poor residents face eviction during rare, but significant, times of severe hardship.

**Prevention Agencies**

<b>Agencies</b>	<b>Services Provided</b>
AIDS Project of the East Bay	Education and prevention programs, case management, emergency financial assistance, food and housing assistance referrals
Catholic Charities of the East Bay	Rental assistance
Centro Legal de la Raza	Legal services; landlord/ tenant
City of Oakland Community and Economic Development Agency	Housing counseling, mortgage default prevention, negotiations with lenders
City of Oakland Tenant Education Project	Provides education to tenants on legal issues, rights and responsibilities, relocation programs, rent arbitration procedures, and housing retention.
Conciliation Forums of Oakland	Landlord negotiations; mediation; and conflict resolution
Legal Aid Society of Alameda County	Legal services for civil matters, including benefits appeals and landlord/tenant
Project Independence	Rent subsidy for persons with AIDS/HIV
Sentinel Fair Housing	Eviction defense
Travelers Aid of Alameda County	Rental assistance, eviction protection, temporary shelter vouchers, case management and support services

**HUD Table 1A: Homeless and Special Needs Population**

		<b>Estimated Need</b>	<b>Current Inventory</b>	<b>Unmet Need Gap</b>	<b>Relative Priority</b>
	<b>Individuals</b>				
<b>Beds/Units</b>	Emergency Shelter	572	140	432	L
	Transitional Housing	1526	322	1204	H
	Permanent Housing	2099	1673	426	H
	<b>Total</b>	<b>4198</b>	<b>2135</b>	<b>2063</b>	
<b>Estimated</b>	Job Training	3015	774	2241	H
<b>Supportive</b>	Case Management	3816	1915	1901	H
<b>Services</b>	Substance Abuse Treatment	2650	1087	1564	H
<b>Slots</b>	Mental Health Care	2120	477	1643	H
	Housing Placement	3816	1306	2510	H
	Life Skills Training	3816	1262	2554	M
	Other: Outreach/Drop In	2798	1776	1023	M
	Other: Health Care	3816	2981	835	M
	Chronic Substance Abusers	1832	1087	745	H
<b>Estimated</b>	Seriously Mentally Ill	1221	477	744	H
<b>Sub-</b>	Dually-Diagnosed	1585	392	1193	M
<b>Populations</b>	Veterans	1240	219	1021	H
	Persons with HIV/AIDS	763	367	396	M
	Victims of Domestic Violence	533	57	476	M
	Youth	636	159	477	M/H
	Other: Elderly	127	27	101	L

**HUD Table 1A: Homeless and Special Needs Population (continued)**

	<b>Persons In Families with Children</b>				
<b>Beds/Units</b>	Emergency Shelter	763	236	527	L
	Transitional Housing	1145	325	820	H
	Permanent Housing	636	419	217	M/H
	<b>Total</b>	<b>2544</b>	<b>980</b>	<b>1564</b>	
<b>Estimated</b>	Job Training	2035	563	1472	M/H
<b>Supportive</b>	Case Management	2544	1429	1115	H
<b>Services</b>	Substance Abuse Treatment	1272	1962	(690)	H
<b>Slots</b>	Mental Health Care	1060	225	835	H
	Housing Placement	2544	595	1949	H
	Life Skills Training	2544	489	2055	H
	Other: Outreach/Drop In	1060	668	392	L
	Other: Health Care	2544	994	1550	M
	Chronic Substance Abusers	1094	201	893	H
<b>Estimated</b>	Seriously Mentally Ill	814	140	674	H
<b>Sub-</b>	Dually-Diagnosed	509	80	429	H
<b>Populations</b>	Veterans	382	68	314	M
	Persons with HIV/AIDS	254	65	189	L
	Victims of Domestic Violence	802	132	670	M
	Youth	0	0	0	
	Other: Elderly	95	21	74	L

## **22. *Barriers to Affordable Housing***

This section addresses Federal, State, and local regulations and processes and other local conditions that pose barriers to incentives to develop, maintain, or improve affordable housing. In Section VI.C. below, the City's five-year strategy for addressing these barriers is outlined. It should be noted that many of the constraints involving the lack of sufficient resources to address affordable housing needs and the constraints posed by Oakland housing market conditions have been discussed above and in the Community Profile. Barriers related to the institutional delivery system for affordable housing are discussed in the section below (Section VI.G. starting on page 189). This section addresses specific policies and procedures that may impede housing delivery.

### ***a. Local Permit Processing Systems***

In the 1995-2000 Consolidated Plan, it was noted that there had been concern voiced by local developers (both non-profit and for-profit) that the land-use approval process was lengthy and complicated. The lack of clear processes and requirements, as well as a lack of staff training, may have resulted in processing delays and additional development costs. While new development needs to be evaluated within the context of existing services, infrastructure, and other developments, if some developers find that the land use approval process in Oakland is too cumbersome, they may elect not to build in Oakland. While Oakland is experiencing increased interest in market rate housing due to the general Bay Area housing market boom, developers may be reluctant to invest efforts in affordable housing.

### ***b. Local Development and Real Estate Fees***

The barriers created by local fees have not changed from those reported in the 1995-2000 Consolidated Plan. Many developers have indicated that fees imposed by the City and other local entities present an unreasonable development burden and discourage additional development of affordable housing in the City. Within the last several years, there has been an increase in the fees imposed on development to support the public schools. The aggregate of all City and other local fees can add substantially to project costs, and for affordable housing developments result in a need for additional subsidization. The Oakland Association of Realtors and other organizations have argued that real estate has been saddled with an unfair portion of the burden of taxes, such as the increases in the real estate transfer tax and the Business License Tax. However, the City of Oakland does not assess other development impact fees for traffic improvements or open space, which are typical in other cities.

The Oakland public schools are working on the reduction of class size which impacts the ability to absorb more students at crowded school sites. Thus, there is a need for the school district to increase school impact fees or to oppose certain housing developments. The school district has a recently approved \$300 million bond initiative for school infrastructure, however, the school board had originally planned a \$500 million issue (which more clearly defines the infrastructure needs), but reduced it to enhance its chances of passage.

### c. Local Zoning Regulations

The City's land use regulations may impede the development of housing. In particular, concerns have been raised that the downzoning of parcels along major corridors could close off opportunity for the development of affordable housing at densities which make such development feasible.

#### 1. Lack of Residentially Zoned Land

The General Plan updating in 1998 identified areas, particularly along commercial corridors, for dense housing development, but did not address all of the City's zoning barriers. In the next two years, the re-zoning of the City on a neighborhood-by-neighborhood basis could, for example, result in an overall reduction in housing density allowed within the City.

#### 2. Downzoning

Downzoning may present a development barrier under some circumstances. The City's General Plan was updated in 1998 and described general density designations, which provided for multi-family residential along corridors. The Plan downzoned some areas in response to neighborhood concerns about density and traffic congestion. Such actions may inhibit the City's ability to meet its housing goals if the new zoning is not accompanied by concentrated and sustained efforts to target and construct higher density housing along those corridors.

Formal downzoning is also accompanied by the less formal but still significant obstacle developers face in attempting to construct properties to the maximum density allowed by existing zoning. Many developers are not able to construct to the maximum existing zoning density as a result of neighborhood concerns about the impact of such development. Discrepancies between parcel zoning and the density established in the General Plan, to which parcels can actually be built, make development less predictable and therefore more risky and cumbersome.

#### 3. Secondary Unit Ordinance

The General Plan adopted new secondary unit regulations that require a Conditional Use Permit for all second units. Additional on-site parking must be provided at those houses where two or fewer parking spaces are already present and the current residence must meet minimum yard requirements or no second unit can be built. These regulations restrict second unit development to those sites which are surrounded by a sufficient amount of land to provide the off-street parking space and yard space. Because Oakland is a densely developed city, these requirements reduce the number of second units that can be built in the City. Since second units cost less per unit than do other types of new housing units, the City's second unit ordinance could serve as a barrier to affordable housing production.

#### 4. Condominium Conversion Ordinance

The City also has a condominium conversion ordinance which regulates conversion of rental units to a condominium form of ownership. The ordinance has some provisions for replacement of converted units, but it requires that replacement units be kept as rental housing for only seven years. In some geographic areas, conversions of four or less units do not have any replacement housing requirement.

The ordinance does not require provision of relocation assistance to tenants; it merely suggests that owners develop a relocation plan. Owners are required to provide tenants with 60 days notice prior to filing an application with the City to convert. Tenants who are 62 years or older have first right of refusal to purchase their units, and also have the right to a lifetime lease if they choose not to purchase.

As written, the ordinance facilitates the conversion of rental housing to ownership, which may make more units available to first-time homebuyers. At the same time, the ordinance does not provide strong protection of the existing rental stock.

#### *d. Cost of Land*

The explosive increase in the Bay Area housing market has impacted Oakland as well. Land costs have risen and as costs go up, affordable housing becomes more expensive requiring larger subsidies. This pushes affordable housing further into the suburbs and further from the job market.

#### *e. State and Federal Regulatory Requirements*

The City devotes an enormous amount of time and resources attempting to comply with State and Federal monitoring requirements for affordable housing programs, ranging from project level data gathering to long-range comprehensive planning efforts such as the Consolidated Plan and the State Housing Element. As with many regulatory activities, the City recognizes the necessity and benefit of the majority of the requirements. However, monitoring requirements are often excessive, cumbersome, duplicative, and extremely expensive and time consuming.

#### *f. Article 34*

Under Article 34 of the California Constitution, local voter approval is required in some cases prior to the development, construction, or acquisition by a local government agency of certain types of rental projects intended for occupancy by low and moderate income residents. Such votes are time consuming, costly and unpredictable. Although it is a City goal not to concentrate low income residents, Article 34 makes affordable housing development more difficult and expensive.

*g. Neighborhood Opposition*

Neighborhood opposition to affordable housing developments and to higher density developments can significantly hamper efforts to construct affordable housing units, especially at higher density levels which reduce the per unit costs of development. Successful new low-income housing developments enhance many Oakland neighborhoods and blend unnoticed into others. Neighbors sometimes unfamiliar with these developments, however, can present significant opposition to their construction and hamper City progress in producing and dispersing affordable housing throughout Oakland.

**23. Impediments to Fair Housing**

The City of Oakland produced an Analysis of Impediments to Fair Housing in October of 1997 and is scheduled to update that document in 2002. The City of Oakland has, for many years, pursued actions to further fair housing. The Analysis of Impediments to Fair Housing serves both as a resource to consolidate findings of individual housing-related analyses completed by or for the City of Oakland, and as a guide for fair housing planning in Oakland.

As discussed earlier, Oakland is a City with considerable ethnic and racial diversity. It is also a City with a large number of minority and low income households who face particular problems securing decent housing, as do families with children and persons with disabilities. Patterns of racial clustering and segregation are readily identifiable, suggesting that discrimination continues to be a serious problem and an impediment to fair housing choice.

Information provided by fair housing organizations provides additional evidence of discrimination, as revealed in both individual complaints and systematic fair housing audits.

The most significant barrier to fair housing, however, is the lack of affordable housing. Because minorities are more likely than non-minorities to be low income, the housing problems of low income people are most acutely experienced by minority households. The lack of funding and suitable sites for the development of new affordable housing thus serves to limit fair housing choice.

Adding to the difficulty of providing affordable housing is a rising sentiment of opposition to the development of new assisted rental housing. This opposition, while based on fears of safety, traffic congestion, and reduced property values, is often based on misperceptions of the type of housing that is proposed and by stereotyped impressions of the characteristics of the households who will occupy that housing.

Discrimination in lending is also a problem, as revealed by analysis of rates of mortgage loan approvals and denials reported in annual data collected under the Home Mortgage Disclosure Act.

To some extent, City zoning and land use practices may also act as a barrier to housing choice for persons with disabilities.

The City is committed to the promotion of fair housing choice, and in an effort to affirmatively further fair housing, will undertake a number of steps to eliminate barriers to fair housing, as

outlined in this report and in the Analysis of Impediments to Fair Housing that is on file with HUD and available from the City of Oakland Community and Economic Development Agency (CEDA).

## **VI. STRATEGIC PLAN**



## **A. Affordable Housing Strategy**

This portion of the Consolidated Plan describes the City's strategy over the next five years for meeting the housing needs of low and moderate income households. Strategies to address homelessness and to address the specific housing needs of persons with special needs (such as seniors and disabled persons) are included within this strategy.

The housing needs assessment and the market analysis contained in previous sections have shown the tremendous magnitude of unmet housing needs in Oakland, and the gap between market cost and the ability of low and moderate income households to pay for housing.

The City has only limited resources with which to address these needs. Only a small fraction of the total needs can be addressed. The City attempts to maximize the impact of these resources by leveraging other funds wherever possible, particularly from private sources and other public sources. To the extent possible, the City also provides local resources to address housing needs.

### ***1. General basis for assigning priorities***

HUD requires that the City assign priorities for assistance to various groups, broken out by the following categories:

- Tenure (owner vs. rental)
- Income Level (extremely low, low and moderate income)
- Household Type (small family, large family, elderly and other)
- Persons with Special Needs

HUD has provided cities with the following definitions of priority:

**High Priority:** Activities to address this need will be funded by the locality with federal funds, either alone or in conjunction with the investment of other public or private funds during the period of time designated in the strategy portion of this document.

**Medium Priority:** If funds are available, activities to address this need may be funded by the locality with federal funds, either alone or in conjunction with the investment of other public or private funds during the period of time designated in the strategy portion of this document. Also, the locality will take other actions to help this group locate other sources of funds.

**Low Priority:** The locality will not fund activities to address this need during the period of time designated in the strategy portion of this document. The locality will consider certifications of consistency for other entities' applications for Federal assistance.

For purposes of the priority definitions, the City has included assistance to be provided by the Oakland Housing Authority within the meaning of "activities will be funded by the locality."

As a general rule, the City grants priority to those households with the greatest needs. For the most part, this means that extremely low income households should receive priority for assistance. Seniors, persons with disabilities, large families, and immigrant populations all have particularly pressing needs which will be addressed to the extent possible.

At the same time, priorities and goals are affected by conditions in the market and limitations on resources available to the City. As a general rule, the amount of assistance required per household is much higher for those with the lowest incomes. This is particularly true for housing programs that produce housing that will remain affordable for many years.

The City's strategy will address the following priorities:

- Preservation and Expansion of the Supply of Affordable Housing
- Assistance to First Time Homebuyers
- Encouragement of Housing Rehabilitation and Neighborhood Improvement
- Provision of Rental Assistance for Extremely Low Income Families
- Prevention and Reduction of Homelessness
- Expansion of Housing Opportunities for Seniors and Persons with Special Needs

The following sections discuss each of these strategy areas, and includes the resources that will be used, the types of households to be assisted, and goals and objectives for the five year period. Each section also includes a brief narrative that links the strategy to the needs and market conditions identified earlier in this Plan.

In determining performance goals for the next five years, the City has assumed (as instructed by HUD) that Federal grant levels will remain at or near the FY 2000-01 level for the entire five year period (see the Annual Action Plan section for a listing of these amounts: page 203). The City has also estimated that it will have available approximately \$40-45 million in Redevelopment Agency funds that can be used to support low and moderate income housing activities. If more funds become available from these or other sources, then it may be possible to provide more assistance.

## ***2. Obstacles to Meeting Underserved Needs***

There are certain categories of need that have been particularly difficult to serve. These include very low income households of all types (including persons making the transition from homelessness to permanent housing), persons with special supportive housing needs, and immigrants and non-English speaking residents.

### ***a. Lack of Funding***

The largest barrier to meeting these needs is the lack of available funding. Particularly for very low income households, subsidized housing development, without deeper rental or operating subsidies, is not sufficiently affordable. Public housing and Section 8 remain the most viable resources for serving this population, but the resources available are inadequate. Public housing development has been halted in the U.S. for many years, and for many years there was no increase in Section 8 assistance.

The City's own resources, including those available from HOME and CDBG, have not been adequate to address these needs. HOPWA funds have been used to provide both project and tenant based rental assistance to person with HIV/AIDS, particularly those who are homeless, but the assistance does not serve the larger population of extremely low income families.

The City will continue to aggressively advocate for more funding at the Federal and State levels, and will seek to include unit affordable to extremely low income households in its assisted housing developments.

*b. Supportive Housing for Persons with Special Needs*

In addition to lack of funding, the City has identified two additional barriers to providing more supportive housing for persons with special needs.

First, it has been difficult to identify and secure funding sources for supportive services to be provided as part of an assisted housing project. The City will continue to work with the Corporation for Supportive Housing and other groups to identify and expand such resources, and to help housing developers combine those resources with housing development.

Second, there has been substantial neighborhood concern and opposition to the siting of facilities that provide supportive housing for persons with disabilities, particularly those with mental disabilities and persons recovering from alcohol and drug addiction. Recently adopted revisions to the City's land use and zoning procedures have imposed additional requirements for conditional use permits and minimum spacing between facilities that make it more difficult to provide such housing. Nonetheless, the City will continue efforts to provide supportive housing that is well designed and managed and will blend well with existing land uses in the community. The City will also continue to work with advocacy groups to provide education and outreach designed to address some of the concerns and misperceptions that exist about the impact of such housing.

*c. Immigrant and Non-English Speaking Populations*

For immigrant and non-English speaking populations, lack of access to information and program materials in their native language has prevented many from taking full advantage of programs currently available. The City has no mechanism in place Citywide to provide for translation and dissemination of materials in languages other than English, and individual departments and agencies have had to find solutions individually.

As part of this Consolidated Plan's Five Year Strategy, the City will expand its efforts to provide outreach and information materials in other languages in order to reach out to underserved populations. The City will seek resources that will allow it to:

- Provide basic housing program information in non-English languages
- Provide translation services at public meetings when requested in advance

Work with community organizations to expand outreach efforts among immigrant and non-English speaking populations.

**HUD Table 2C: Summary of Specific Housing and Community Development Objectives  
(Table 2A/B Continuation Sheet)**

**Applicant's Name** Oakland, California

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**Priority Need Category**  
**Housing**

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**Specific Objective**

**Number** H-a-1, Housing Development (new construction and substantial rehabilitation).

Using HOME, CDBG, Redevelopment Agency, State housing programs, Tax credits/equity, Private lenders and Foundations, 400-800 units to be built or underway for Ownership: low and moderate income families; and Rental: Low and extremely low income families.

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**Specific Objective**

**Number** H-a-2, Scattered Site Single Family Housing Development.

Using CDBG, HOME, Redevelopment Agency, State housing programs, Private Lenders, Foundations, and City owned land 100-200 units to be built or underway for Low and moderate income homebuyers.

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**Specific Objective**

**Number** H-a-3, Single Family Housing Acquisition/Rehab Programs.

Using Redevelopment Agency, State housing funds, Private lenders and, CDBG, 30-60 units to be completed or underway for Low and moderate income owners and renters.

---

**Specific Objective**

**Number** H-a-4, Preservation of Existing Affordable Housing.

Using HUD Preservation Programs, HOME, and Redevelopment Agency, all existing units to be preserved to the extent feasible or Section 8 Rental assistance to be provided to households where conversion is unavoidable for Low and moderate income residents of existing assisted housing developments.

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**Specific Objective**

**Number** H-b-1, Mortgage and Downpayment Assistance

Using HOME, Redevelopment Agency, State of California, Private funds, and Other HUD funds, 500 Low and Moderate Income homebuyers to be assisted.

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**Specific Objective**

**Number** H-b-2, Housing Counseling.

Using City and private resources and HUD resources, Provide education, credit counseling and other information to prepare residents to better qualify for homeownership, for Low and moderate income homebuyers.

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**Specific Objective**

**Number** H-b-3, Mortgage Credit Certificates.

Using Federal resources, distributed through Alameda County provide an unknown number of Mortgage Credit Certificates to Low and moderate income homebuyers.

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**Table 2C( page 2)**

**Applicant's Name** Oakland, California

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**Priority Need Category**  
**Housing**

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**Specific Objective**

**Number** H-c-1, Owner Occupied Housing Rehabilitation Program.

Using CDBG, HOME, and Redevelopment Agency 600 units to be completed or underway for Low and moderate income homeowners.

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**Specific Objective**

**Number** H-c-2, Rental Housing Rehabilitation Programs.

Using CDBG and Redevelopment Agency, 350 units to be completed or underway for Low and moderate income renters.

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**Specific Objective**

**Number** H-c-3, Paint Programs for Owner Occupied Housing.

Using CDBG, 3,000 houses to be painted or underway for Low and moderate income Homeowners.

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**Specific Objective**

**Number** H-c-4, Minor and Emergency Home Repair Program.

Using CDBG, 1,200 units to be completed for Low and moderate income homeowners.

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**Specific Objective**

**Number** H-d-1, Tenant Based Rental Assistance.

Using Section 8, expand supply of Section 8 by 1,000 vouchers/certificates (dependent on Federal appropriations) for Extremely Low Income Renters.

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**Specific Objective**

**Number** H-f-1, Housing Development Program.

Using HUD Section 202, HUD Section 811, HOME, CDBG, Redevelopment Agency, State housing funds, Low Income Housing Tax credits, and Private lenders, provide 150 units of senior housing and 150 units of housing for persons with special needs for Low and Moderate Income Seniors and Persons with Special Needs.

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**Specific Objective**

**Number** H-f-2, Access Improvement Program

Using CDBG provide Accessibility modifications to 60 units for Persons with Physical Disabilities.

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**Specific Objective**

**Number** H-g-1, Housing referral, information, and counseling to residents with physical and mental disabilities.

Using CDBG, provide housing services and housing rights counseling to 2,000 Low, Extremely Low and Moderate income residents.

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**Specific Objective**

**Number** H-g-2, Housing referral, information, and counseling to residents.

Using CDBG, provide housing services and housing rights counseling to 3,000 Low, Extremely Low and Moderate income residents.

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**Specific Objective**

**Number** H-g-3, Housing referral, information, and counseling to families with children.

Using CDBG, provide housing services and housing rights counseling to 1,750 Low, Extremely Low and Moderate income families with children.

### **3. Priority (H-a): Preservation and Expansion of Supply of Affordable Housing**

#### *a. Priority Analysis*

As noted in the market analysis, housing demand has risen sharply in recent years, and there is an extreme shortage of affordable housing in the City. Preservation and Expansion of Supply of Affordable Housing is a high priority for the City. The City will undertake efforts to expand the supply of both rental and ownership housing affordable to lower income households. These efforts will include new construction, substantial rehabilitation of existing housing, and conversion of non-residential structures to residential use where appropriate.

The City will also prioritize the maintenance of the existing supply of affordable housing. Working with HUD, the Oakland Housing Authority, property owners, non-profit developers and other groups, the City will strive to minimize any reductions in the supply of affordable housing due to prepayment of subsidized loans or termination of Section 8 contracts. Where owners choose not to remain in the program, the City will seek to assist, to the extent possible given limited funds, potential purchasers of existing affordable developments in order to keep those properties affordable to low and moderate income residents.

#### *b. Investment Plan*

Assistance for housing development and preservation will generally be provided in the form of long term loans with payment of principal and interest deferred for the loan term. Payments will be required in the event that projects generate cash flow not required for the operation of the project and the maintenance of prudent reserves. The City's assistance will generally be restricted to 40 percent of total development costs, and may be less depending on the specific circumstances of individual projects. Developers will be expected to leverage the remaining financing from other sources.

Because of the gap between ability to pay and the cost of developing housing, it is extremely difficult to produce new housing for families with incomes less than 30 percent of the area median income. At these income levels, affordable rents are often too low to cover the cost of managing and operating housing, unless the development of such housing is financed largely without any private debt that requires monthly payments. The City will strive to include some units affordable at this level in all developments, but recognizes that it will not be possible to produce substantial numbers of units at levels affordable to very low income households.

In order to serve large families, for whom affordable housing is in particularly short supply, the City will give priority in allocating funds to projects that provide units with three or more bedrooms.

For extremely low income seniors and disabled persons, there are HUD programs available that include rental subsidies that can make development feasible. These are discussed in a separate strategy area. Similarly, the City will continue to work with the Oakland Housing Authority to expand the availability of Section 8 rental assistance for extremely low income households.

The City will also seek to prevent or mitigate the conversion of existing affordable housing to market rate housing, and will work closely with HUD, the Oakland Housing Authority, and non-profit developers to provide for advance notice of potential conversions, to preserve such housing wherever possible, and to provide adequate assistance to affected tenants when preservation is not possible.

**Priority (H-a): Strategy for the Preservation and Expansion of the Supply of Affordable Housing**

<b>Activity</b>	<b>Resources</b>	<b>Target Population</b>	<b>Five Year Goal</b>
(a-1) Housing Development (new construction and substantial rehabilitation)	HOME CDBG Redevelopment Agency State housing programs Tax credits/equity Private lenders Foundations	Ownership: low and moderate income families  Rental: Low income families	400-800 units to be built or underway
(a-2) Scattered Site Single Family Housing Development	CDBG HOME Redevelopment Agency State housing programs Private Lenders Foundations City owned land	Low and moderate income homebuyers	100-200 units to be built or underway
(a-3) Single Family Housing Acquisition/Rehab Programs	Redevelopment Agency State housing funds Private lenders CDBG	Low and moderate income owners and renters	30-60 units to be completed or underway
(a-4) Preservation of Existing Affordable Housing	HUD Preservation Programs HOME Redevelopment Agency	Low and moderate income residents of existing assisted housing developments	All existing units to be preserved to the extent feasible  Section 8 Rental assistance to be provided to households where conversion is unavoidable

**4. Priority (H-b): Assistance to First Time Homebuyers**

*a. Priority Analysis*

As demonstrated in the needs assessment and market analysis, the gap between housing costs and incomes makes homeownership difficult to achieve for low and moderate income households. Both the savings required for a down payment, and the income required to support a mortgage, are obstacles to homeownership for potential homebuyers. Many lending institutions have introduced new mortgage programs that significantly reduce the down payment required to home purchase, from the conventional 20 percent to as little as three to five percent. However, for low and moderate income households, the mortgage payments may be too high given their limited incomes.

*b. Investment Plan*

To address these needs and market conditions, the City offers programs that provide downpayment and mortgage assistance in the form of deferred payment loans that do not have to be repaid until the home is sold or refinanced. This reduces the size of the mortgage required, and can make homeownership feasible. The City’s homebuyer programs are targeted to moderate and low income homebuyers. For households with extremely low incomes, the subsidies required tend to be prohibitive, and many extremely low income buyers also face obstacles because of uneven work and credit history.

**Priority (H-b): Strategy for Assistance to First Time Homebuyers**

<b>Activity</b>	<b>Resources</b>	<b>Target Population</b>	<b>Five Year Goal</b>
(b-1) Mortgage and Downpayment Assistance Programs	HOME Redevelopment Agency State of California Private funds Other HUD funds	Extremely Low, Low and Moderate Income homebuyers	600 homebuyers to be assisted
(b-2) Housing Counseling	City and private resources HUD resources	Extremely Low, Low and Moderate income homebuyers	Provide education, credit counseling and other information to prepare residents to better qualify for homeownership
(b-3) Mortgage Credit Certificates	Federal resources, distributed through Alameda County	Low and moderate income homebuyers	unknown – depends on Federal appropriations

**5. Priority (H-c): Housing Rehabilitation and Neighborhood Improvement**

*a. Priority Analysis*

Much of Oakland’s housing stock, particularly in low and moderate income areas, is aging and in need of rehabilitation. Deteriorating housing creates unsafe and unhealthy living conditions, and contributes to neighborhood decline. Improving the quality of the existing housing stock is a high priority for the City. Low income homeowners are often unable to qualify for private financing, and therefore are in need of assistance in order to maintain their homes and their neighborhoods. Owners of rental property are also in need of governmental assistance for rehabilitation of their properties, particularly if the rents are to remain affordable to low and moderate income renters.

*b. Investment Plan*

The City has recently adopted a Targeted Neighborhood Housing Program to concentrate housing resources in needy areas and coordinate housing with other community and economic development activities. The initial target areas were selected in the Fall of 1999 after an extensive community process. The selection criteria included measures of need (such as low income and high incidence of housing problems) and proximity to other investment activities, such as public housing modernization, neighborhood commercial revitalization, and proximity to transportation corridors.

Substantial portions of the City’s housing rehabilitation programs will be focused on the target areas in an effort to stimulate a self-sustaining process of neighborhood revitalization. It is anticipated that as revitalization takes hold in the initial target areas, new target areas will be selected for similar kinds of focused investment.

**Priority (H-c): Strategy for Housing Rehabilitation and Neighborhood Revitalization**

<b>Activity</b>	<b>Resources</b>	<b>Target Population</b>	<b>Five Year Goal</b>
(c-1) Owner Occupied Housing Rehabilitation Programs	CDBG HOME Redevelopment Agency	Low and moderate income homeowners	600 units to be completed or underway
(c-2) Rental Housing Rehabilitation Programs	CDBG Redevelopment Agency	Low and moderate income renters	350 units to be completed or underway
(c-3) Paint Programs for Owner Occupied Housing	CDBG	Low and moderate income renters	3,000 houses to be painted or underway
(c-4) Minor and Emergency Home Repair Programs	CDBG	Low and moderate income homeowners	1,200 units to be completed

**6. Priority (H-d): Rental Assistance for Extremely Low Income Families**

*a. Priority Analysis*

Extremely low income households, particularly those with incomes below the poverty level and those with no income, face enormous obstacles in securing decent affordable housing. The needs assessment identifies a large number of households in this category, and the market analysis demonstrates the gap between housing costs and income for this group. Affordable housing development programs often do not provide sufficient affordability for extremely low income households because long term operating subsidies are generally required. These kinds of subsidies are prohibitively expensive given the City's limited funds, and are not an eligible use of funds under the HOME program. Instead, deep subsidy programs like the Section 8 rental assistance program can be effective tools in meeting the housing needs of these families, because they provide funding for the gap between tenant incomes and market rents.

*b. Investment Plan*

For a number of years, Congress did not appropriate any funds for incremental (new) Section 8 assistance. In the most recent year, some new funding was approved, and additional funding is being proposed for future Federal budgets. The City will continue to lobby for increased funding for rental assistance, and will actively support applications by other entities for funds for this purpose.

**Priority (H-d): Strategy for Rental Assistance for Extremely Low Income Families**

Activity	Resources	Target Population	Five Year Goal
(d-1) Tenant Based Rental Assistance	Section 8	Extremely Low and Low Income Renters	Expand supply of Section 8 by 1,000 vouchers/certificates.  Dependent on Federal appropriations.

**7. Priority (H-e): Prevention and Reduction of Homelessness**

The City of Oakland has developed a five-year (1999-2004) continuum of care strategy to prevent, reduce and end homelessness. Adopted by the Oakland City Council on February 23, 1999, the Plan was the result of a collaborative effort by the Oakland Planning Group (OPG), which consisted of City of Oakland personnel, representatives of the Alameda County Social Services Agency, and members of the local emergency shelter, transitional housing, permanent supportive housing, and homeless service provider communities. The Plan was designed to complement, at the local jurisdictional level, the Alameda County County-wide Continuum of Care Plan, adopted by the County Board of Supervisors in April 1997. Taken together, the two Plans constitute a coordinated and consistent approach to addressing the problem of homelessness in Alameda County and the City of Oakland.

Although the general strategies of the Alameda County Continuum of Care Plan and the Oakland Continuum of Care Plan are consistent with each other, priorities and action items differ insofar as

the responsibilities and mandates of city and county government are different. For example, since provision of medical care to the indigent is the mandated responsibility of county government, provision of medical and mental health services to homeless persons in Oakland is a high priority in the County Plan. Likewise, since income support programs such as General Assistance (GA) and CalWORKS (formerly AFDC) are administered by the County, the City of Oakland is able to set priorities which compliment, rather than duplicate, County efforts.

In accordance with the Oakland Continuum of Care Plan, the City of Oakland's strategy for addressing homelessness is concentrated in five priority areas:

- Outreach and Information/Referral
- Emergency Shelters and Stand Alone Services
- Transitional Housing
- Permanent Housing with Supportive Services
- Prevention of Homelessness

*a. Priority (H-e-1): Outreach and Information/Referral*

*1. Priority Analysis*

The City of Oakland's strategy to address homelessness begins with outreach to homeless persons and those at risk of homelessness, and referrals to housing and services. Outreach and information and referral services are often the first point of contact between service providers and homeless people in need of services. Outreach is critical, especially for people who are too ill or confused to seek out and access services by themselves. In addition, some homeless people distrust institutions or have had negative experiences with service providers in the past; for this group it is often necessary to rebuild trust through contact in the field before they are willing to engage in needed services. Outreach also benefits those people who simple are not aware that services are available to help them.

Through a new initiative, called the Homeless Mobile Outreach Program (HMOP), the City conducts mobile outreach and assessment efforts to unsheltered homeless persons living in encampments. The City also coordinates with Alameda County Health Care for the Homeless to provide primary medical care and service referrals to homeless persons living in shelters and in Single Room Occupancy (SRO) hotels. Another tool for outreach and assessment is a network of community-based organizations which provide daytime drop-in services which include case management, needs assessments, development of individualized personal care plans, and referrals and placement into support services and emergency, transitional and permanent housing.

The Homeless Mobile Outreach Program (HMOP) consists of a Mobile Outreach Team, equipped with outreach vehicles, and comprised of a multi-disciplinary team of outreach workers. The Mobile Outreach Team makes regular evening visits to homeless encampments to gather data, to provide food, blankets and survival gear to encampment residents, and provide case management services to link clients with services such as health care, emergency shelter, and permanent housing.

The Homeless Mobile Outreach Program has three primary goals: (1) To gather accurate data regarding the number, locations, and demographics of homeless encampments populations. Towards this end, the outreach team has been working closely with the U. S. Census bureau to obtain an accurate count of encampments populations during Census 2000. (2) To provide humanitarian and survival assistance to encampments residents, especially during the winter months. (3) To reduce the number of persons living in homeless encampments in the City of Oakland, through linkages to services and housing.

A second outreach and assessment program in the City of Oakland is operated in cooperation with the Alameda County Medical Center, called Health Care for the Homeless. Health Care for the Homeless operates a mobile medical van, which provides outreach and primary medical care to homeless and under-housed persons living in shelters, transitional housing and SRO hotels. These services are provided throughout Alameda County. In addition to this Alameda County program, there are several other outreach and assessment programs which serve the homeless population in Oakland, as detailed in the table following this section.

A third means of outreach and assessment is through a network of drop-in centers located at community based organizations throughout the City of Oakland. These centers provide daytime non-residential services such as intake and assessment, case management, showers and meals, clothing, transportation vouchers, emergency food, hotel/motel vouchers, and referrals to emergency, transitional and permanent housing.

Information and referral services connect homeless people to housing and services that are available in the community. Agencies provide information and referral services through telephone hotlines and personal contacts. In addition to individual agencies, the Bay Area Homeless Alliance has recently implemented an on-line provider library which provides homeless persons with Internet access to information about programs and services throughout the Bay Area.

## *2. Investment Plan*

The City of Oakland will continue to fund and support the development of both outreach and community based Information and Referral Programs.

**Priority (H-e-1): Outreach and Assessment - Strategy Summary**

Program	Resources	Target Population	Goal
Homeless Mobile Outreach Program	City of Oakland General Fund	Unsheltered homeless	Provide outreach and assessment to 2000 homeless persons living in encampments per year.
Health Care for the Homeless	Alameda County	Homeless persons living in shelters, transitional housing and SRO's	Provide medical outreach to 3000 homeless persons per year.
Other Outreach Services	Oakland	Homeless youth, seniors, families	Continue provision of outreach services.
Information and Referral Services	CDBG, ESG	Sheltered and unsheltered homeless and at-risk, including families with children.	Provide continuing information and referral services.

*b. Priority (H-e-2): Emergency Shelters and Services*

*a. Priority Analysis*

The needs analysis contained in the Community Profile shows that the availability of shelter beds, even when hotel/motel vouchers are included, is grossly inadequate to meet the demand. The current year around emergency shelter system provides roughly 376 beds. Several sub-populations are served by a number of emergency shelter beds, including persons with HIV/AIDS, physical and mental disability, domestic violence, families with children, single adults, etc.

The need for emergency shelter increases during the winter months. During the winter of 1999/2000, the City of Oakland has opened a new emergency winter shelter at the former Oakland Army Base, which is currently undergoing base closure and conveyance to the public. The shelter has 100 beds, and is dedicated to serving the single adult population, both males and females. The shelter has been operating at 100% capacity since opening on November 1, 1999. Funding for the shelter was provided jointly by Alameda County, and the cities of Oakland and Berkeley.

Emergency shelter is also provided to homeless families through the hotel/motel voucher program. The program focuses on families, especially families with children, who are often difficult to accommodate in the regular emergency shelter system. The hotel/motel voucher program, funded through the Emergency Shelter Grant (ESG) program, and by such sources as the Federal Emergency Management Agency (FEMA), and private sources, is administered by community-based organizations which provide intake and assessment of clients, provide hotel/motel accommodations for an average of 7 to 14 days, and work with clients to gain placement in permanent or transitional housing.

*b. Investment Plan*

The City of Oakland’s emergency shelter strategy focuses on a maintenance of existing beds in the year around emergency shelter system, and a continued winter shelter program, either at the former Army Base or at another site in either Oakland or Berkeley. To this end, the City of Oakland plans to undertake the following actions over the next five years.

- Provide funding to emergency shelter providers for shelter operating costs.
- Acquire, lease and/or rehabilitate emergency shelter facilities.
- Provide emergency shelter in the form of hotel/motel vouchers for homeless families.

**Priority (H-e-2): Emergency Shelter and Voucher Programs – Strategy Summary**

Program	Resources	Target Population	Goal
Existing year around emergency shelter system	CDBG, ESG	Families, Single Adults, HIV/AIDS, Domestic Violence	Maintain the existing 376 shelter beds and expand where possible.
Winter Shelter	Alameda County, Cities of Oakland and Berkeley	Single Adults	Continue to provide 100 beds of emergency winter shelter.
Emergency shelter hotel/motel voucher program	ESG, CDBG, FEMA, private sources.	Families, Single Adults, HIV/AIDS, Domestic Violence,	Maintain current level of supportive services.

*c. Priority (H-e-3): Transitional Housing*

*a. Priority Analysis*

Transitional housing provides a bridge between emergency shelter and permanent housing. Residents can stay in transitional housing from four to twenty-four months, and even longer in some cases. Transitional housing linked with services is a necessary step for many homeless people to break the cycle of homelessness and achieve self-sufficiency. It provides an environment where the person can receive job training, financial planning assistance, and counseling for drug and alcohol problems, while at the same time rebuild self-esteem and connect with a network of people who understand and experienced the same situation.

Transitional housing is a particular need for families who are struggling with chronic problems, such as alcohol or drug dependence, domestic violence, or those just trying to save enough money to afford permanent housing. People just finishing residential treatment often also require the structure and support of transitional housing in order to remain clean and sober.

Young adults can also benefit from transitional housing situations. The Alameda County Homeless Youth Collaborative (HYC) seeks to intervene in the early stages of homelessness in order to assist youth and young adults in overcoming the causes of homelessness. When they leave the foster care or the juvenile justice system, young adults often have nowhere to go and lack the life skills to live independently. Linking these sub-populations to housing with accompanying services helps to prevent recurring homelessness.

*b. Investment Plan*

The City of Oakland’s strategy with respect to transitional housing is to maintain the current level of effort as much as possible. Unfortunately, many of the existing transitional housing projects are funded through the Supportive Housing Program, and there may not be sufficient resources to renew the current program grants when they expire over the next five years. Some difficult choices may lie ahead if funding for transitional programs is not substantially increased, or if alternate funding is not identified.

One new transitional program, which is currently in the development stage, is the establishment of a residential “jobs campus” on the site of the former Oakland Army Base. The proposal for the establishment of this facility was included in the Base Reuse Plan which is now under review by the Department of Defense.

**Priority (H-e-3): Transitional Housing – Strategy Summary**

Program	Resources	Target Population	Goals
Existing Transitional Housing Facilities	SHP, CDBG, City of Oakland General Fund	Singles, Families, Youth	Maintain existing capacity of 647 beds.
Transitional housing jobs campus at Oakland Army Base	Various	Employable homeless persons	Establish a residential transitional jobs campus to serve at least 50 clients.

*d. Priority (H-e-4): Permanent Housing with Supportive Services*

*a. Priority Analysis*

The goal of the Continuum of Care is to improve the long-term health, social and economic conditions of homeless people, helping them to achieve self-sufficiency and obtain permanent housing. For some, especially those with severe disabilities or multiple diagnoses, this goal would be unattainable without the availability of long-term supportive services. Housing alone is not an adequate solution for persons with chronic health, mental health, and AOD problems. Supportive housing provides persons having little or no income with access to a range of services designed to help residents retain housing and achieve personal stability. The intent of supportive housing is to provide services that are not intrusive, but available on a voluntary basis in a manner that is culturally competent and non-threatening. Should a resident face an

occasional crisis or change in circumstances, services are available to assist them in resolving the problem, which might otherwise place them at risk for a repeat episode of homelessness.

*b. Investment Plan*

Using various funding sources, produce 900 units of housing that will incorporate, to the extent resources are available, supportive services to assist residents. See Priority (H-a).

- Acquire, rehabilitate, and/or construct housing that includes a planned service component for formerly homeless individuals and families.
- Provide rental assistance to reduce housing cost burdens.
- Provide supportive services.

For all three components of the City's strategy for addressing the needs of the homeless and persons at risk of becoming homeless, the following programs will be utilized.

**Priority (H-e-4): Programs Utilized for Supportive Services**

ACTIVITY	PROGRAMS/RESOURCES
Acquisition	HOME, Supportive Housing Program, HUD Property Disposition Programs, Private Funds, HOPWA, Safe Havens for the Homeless, State Emergency Shelter Program (ESP)
New Construction	HOME, Low Income Housing Tax Credits, CDBG, HOPWA, Safe Havens for the Homeless, Supportive Housing for the Disabled (Section 811), Redevelopment Agency, ESP, Private Funds
Rehabilitation	HOME, Supportive Housing Program, Low Income Housing Tax Credits, HOPWA, Safe Havens for the Homeless, ESG, CDBG, Redevelopment Agency, ESP, Private Funds
Rental Assistance	Shelter Plus Care, HOPWA, Supportive Housing Program, Section 8 Mod Rehab for SROs, Supportive Housing for the Disabled (Section 811), Section 8 Vouchers and Certificates, Family Reunification Program, CDBG, Private Funds, Vendor Pay Program
Support Services	ESG, Transitional Housing Program, HOPWA, CDBG, CSBG, Supportive Housing Program, Safe Havens for the Homeless, ESP, City of Oakland Emergency Housing Program, Private Funds
Operating Costs	ESG, Transitional Housing Program, HOPWA Supportive Housing Program, Safe Havens for the Homeless, Private Funds, FEMA, CDBG, City of Oakland Emergency Housing Program, ESP

*e. Priority (H-e-5): Homeless Prevention*

*a. Priority Analysis*

Homeless prevention activities constitute one of the most cost-effective ways to address the problem of homelessness, by assisting people to obtain or retain permanent housing. By avoiding the high cost of emergency intervention, and preventing the incidence of homelessness, homeless prevention programs are able to serve more clients, and maintain their stability. In attempting to address the problems of those families most at-risk of homelessness, a homeless prevention program must have several complementary components. First, a rental assistance program, which assists tenants with move-in costs. Second, an eviction prevention program, which assists tenants facing eviction for failure to pay rent due to an emergency

situation, by paying back rent. Third, a legal assistance component, which helps tenants to mediate disputes with landlords, and ensures fair housing policies. Fourth, a housing counseling component, which assists homeowners who have fallen behind in their mortgage payments to arrange a debt stabilization and payment program. Fifth, a tenant education program, which advises tenants of their rights in the areas of landlord/tenant relations, code compliance, decent housing standards, and other pertinent information.

*b. Investment Plan*

The City of Oakland’s Continuum of Care strategy emphasizes homeless prevention as the most cost-effective means of addressing homelessness, by avoiding the high cost of emergency intervention once an incidence of homelessness occurs. Towards this end, the City of Oakland will continue to maintain and expand its homeless prevention efforts.

**Priority (H-e-5): Homeless Prevention Program Goals**

<b>Program</b>	<b>Resources</b>	<b>Goals</b>
Rental Assistance	General Fund, FEMA, Private, ESG, HOPWA	Maintain and expand programs to assist with move in costs to permanent housing.
Eviction Prevention	CDBG, ESG, General Fund	Maintain and expand programs to assist with payment of delinquent rent to retain permanent housing.
Legal Assistance	General Fund, Private, Alameda County	Maintain and expand programs to provide legal assistance to help persons to retain permanent housing.
Housing Counseling	HOME, CDBG	Maintain and expand programs that provide housing counseling, mortgage default prevention, negotiations with lenders, to help people retain home ownership.
Tenant Education Program	General Fund	Maintain and expand programs to educate tenants about legal issues, rights and responsibilities, relocation programs, rent arbitration procedures, and housing retention.

**HUD Table 1C: Summary of Specific Homeless/Special Populations Objectives  
(Table 1A/B Continuation Sheet)**

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**Applicant's Name** City of Oakland, Oakland, CA

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**Priority Need Category**  
**Homeless**

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**Specific Objective**

**Number** H-e-1, Outreach and Assessment.

- Using the City of Oakland General Fund, provide outreach and assessment to 2000 homeless persons living in encampments per year to unsheltered homeless.
  - Through Alameda County, provide medical outreach to 3000 homeless persons living in shelters, transitional housing and SROs per year.
  - Using the City of Oakland General Fund, continue provision of outreach services to homeless youth, seniors and families.
  - Using CDBG and ESG programs, provide continuing information and referral services, to sheltered and unsheltered homeless and at risk, including families and children.
- 

**Specific Objective**

**Number** H-e-2, Emergency Shelter and Voucher Program.

- Using CDBG and ESG programs, maintain the existing 376 beds (and expand where possible) for families, singles adults, HIV/AIDS, Domestic violence.
  - Through Alameda County, continue to provide 100 beds of emergency winter shelter to single adults
  - Using CDBG, ESG, FEMA and private sources, maintain current level of supportive services for families, single adults, HIV/AIDS, Domestic violence.
- 

**Specific Objective**

**Number** H-e-3, Transitional Housing.

- Using SHP, CDBG, the City of Oakland General Fund, maintain existing capacity of 647 beds for singles, families and youth.
  - Using Various resources, establish a residential transitional jobs campus to serve at least 50 clients (employable homeless persons)
- 

**Specific Objective**

**Number** H-e-4, Permanent Housing with Supportive Services.

Using various funding sources, produce up to 900 units of housing that will incorporate, to the extent resources are available, supportive services to assist residents. See Priority (H-a).

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**Specific Objective**

**Number** H-e-5, Homeless Prevention.

- Using the City of Oakland General Fund, FEMA, ESG, HOPWA and Private sources, maintain and expand programs to assist with move in costs to permanent housing
- Maintain and expand programs to assist with payment of delinquent rent to retain permanent housing.
- Using the City of Oakland General Fund, Alameda County and Private sources, maintain and expand programs to provide legal assistance to help person to retain permanent housing.
- Using HOME and CDBG, maintain and expand programs that provide housing counseling, mortgage default prevention, negotiations with lenders, to help people retain home ownership.

Using the City of Oakland General Fund, maintain and expand programs to educate tenants about legal issues, rights and responsibilities, relocation programs, rent arbitration procedures and housing retention.

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**HUD Table 1C: Summary of Specific Homeless/Special Populations Objectives  
(Table 1A/B Continuation Sheet)**

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**Applicant's Name** City of Oakland, Oakland, CA

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**Priority Need Category**  
**HIV/AIDS**

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**Specific Objective**

**Number** H-e-2, H-e=3 and H-e-5

Provide emergency, transitional, permanent and other service-rich housing to persons living with HIV/AIDS and their families.

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**Specific Objective**

**Number** H-e-1 and H-e-5

Within the next two years, assist approximately 1,500 persons with HIV/AIDS and their families with supportive services and information and referral.

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**Specific Objective**

**Number** H-e-4

In two years, increase housing within the Oakland EMSA for persons with HIV/AIDS and their families by at least 38 units.

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**8. Priority (H-f): Housing for Seniors and Other Persons with Special Needs**

*a. Priority Analysis*

Seniors and other persons with special needs for housing with supportive services, including the physically and mentally disabled and persons with AIDS/HIV, have extremely pressing housing needs. Many of these households have extremely low incomes, and find it difficult to secure affordable housing in either the private market or in assisted housing that does not include some form of Section 8 rental assistance. A substantial number also require a variety of supportive services to help them live independently, as described in the needs assessment section.

There are over 3,500 units of assisted housing for seniors in Oakland (not counting Public Housing or Section 8 certificates/vouchers). Nonetheless, service providers continue to report that securing affordable housing is a major obstacle for seniors.

There are very few assisted housing developments earmarked exclusively for persons with disabilities. In recent years the City has financed some additional units for persons with HIV/AIDS and mental disabilities, but the supply is still inadequate. Persons with physical disabilities who also require supportive services have few housing options. Those who do not require supportive services still face difficulties in finding affordable housing that is physically

accessible. Although recently developed projects have some units that are designed to be accessible, it may take many months before a vacancy occurs.

*b. Investment Plan*

Because of the need to link deep rental subsidies to these developments, the City’s general policy is to provide financing to supplement funds available through HUD’s Section 202 and Section 811 programs, which provide both development and rental subsidies for projects serving seniors and disabled persons, with supportive services. These programs often do not cover the entire cost of a development, and additional City financing is used to cover this gap and ensure the quality and livability of the housing.

The City also operates an Access Improvement Program that provides matching funds to property owners to make accessibility modifications. During the preparation of this Plan, several commenters noted that the matching requirement may be an obstacle to wider participation in the program. The City will consider making changes to this program to make it better suited to meeting its objectives.

**Priority (H-f): Rental Assistance Priority Goals for Seniors and Persons with Special Needs**

<b>Activity</b>	<b>Resources</b>	<b>Target Population</b>	<b>Five Year Goal</b>
(f-1) Housing Development Program	HUD Section 202 HUD Section 811 HOME CDBG Redevelopment Agency State housing funds Private lenders Low Income Housing Tax credits	Low and Moderate Income Seniors and Persons with Special Needs	150 units of senior housing  150 units of housing for persons with special needs.
(f-2) Access Improvement Program	CDBG	Persons with Physical Disabilities	Accessibility modifications to 60 units.

**9. Priority (H-g): Removal of Impediments to Fair Housing**

*a. Priority Analysis*

This Analysis of Impediments to Fair Housing (AI) provided information on the population and housing needs of Oakland, with a special emphasis on the needs of racial and ethnic minorities, families with children, persons with disabilities, and other members of protected classes under federal non-discrimination laws and regulations. Oakland is a city of great racial and ethnic diversity, in which groups that are racial and ethnic minorities at the national level are in fact in the majority in the City. The City also has significant number of seniors and people with disabilities, for whom there may be a need for housing with supportive services. There are also

a significant number of families with five or more persons, who find it extremely difficult to secure adequate and affordable housing.

Analysis of the data available to the City indicates that at any given income level, the rate of housing problems for minorities is generally not significantly higher than the rate for non-minorities. However, because minorities are far more likely to be low income, rates of housing problems for minorities are in fact higher. Because of the nexus between race, income and housing choice, promotion of fair housing requires specific actions to expand the availability of decent affordable housing for persons of low and moderate income.

The fair housing audits conducted by fair housing organizations, as well as the complaints received on an ongoing basis by those organizations, indicate that discrimination in the sale and rental of housing continues to be a problem for minorities, families, and persons with disabilities. The annual reports compiled under the Home Mortgage Disclosure Act also point to a continuing pattern of disparate treatment of racial minorities in mortgage lending practices.

*b. Investment Plan*

To address these impediments, the City offers programs that provide residents with counseling, information, legal advice and referrals. The City's fair housing programs are targeted to moderate, low and extremely low income residents. As part of this effort, investigation of fair housing complaints and enforcement of fair housing laws will continue to be funded as part of the effort to expand fair housing choices. There is also a need for education and outreach to property owners and managers to make them more aware of fair housing issues, and a need to promote greater awareness among housing consumers of their rights and remedies under the law. Through the fair housing programs, the resources for property owners and housing consumers are made available.

Analysis of policies and practices in the administration of public housing, Section 8, and publicly-assisted housing and community development programs indicate that most programs are successfully expanding fair housing choices, although specific improvements can be made in some areas.

Efforts to enforce requirements under fair housing laws and the Community Reinvestment Act need to be pursued to ensure that housing opportunities are not denied to minority households because of possible discriminatory treatment in mortgage lending.

**Priority (H-g): Strategy for the Removal of Impediments to Fair Housing**

<b>Activity</b>	<b>Resources</b>	<b>Target Population</b>	<b>Five Year Goal</b>
(g-1) Housing referral, information and counseling to residents with physical and mental disabilities	CDBG	Low Extremely Low and Moderate Income residents with physical and mental disabilities	Provide housing services and housing rights counseling to -- - persons
(g-2) Housing referral, information and counseling to residents	CDBG	Low Extremely Low and Moderate Income residents	Provide housing services and housing rights counseling to -- -persons
(g-1) Housing referral, information and counseling to families with children	CDBG	Low Extremely Low and Moderate Income families with children	Provide housing services and housing rights counseling to--- families

**HUD Table 2A: Priority Needs Summary Table**

<b>PRIORITY HOUSING NEEDS (households)</b>		<b>Priority Need Level</b> High, Medium, Low		<b>Unmet Need</b>	<b>Estimated Cost of Meeting Unmet Needs***</b>	<b>Goals</b>
Renter	Small Related	0-30%	H	7,775	\$219,138,375	200
		31-50%	H	4,036	\$40,198,560	350
		51-80%	M	2,324		450
	Large Related	0-30%	H	3,136	\$166,922,000	350
		31-50%	H	2,290	\$68,013,000	425
		51-80%	M	1,423	\$1,600,875	325
	Elderly	0-30%	H	5,224	\$100,614,240	175
		31-50%	M	1,944	\$18,633,240	190
		51-80%	M	760		
	All Other	0-30%	M	5,390	\$130,811,400	50
		31-50%	M	4,308	\$41,292,180	120
		51-80%	M	3,270		110
Owner		0-30%	H	4,167	\$104,175,000	120
		31-50%	H	3,183	\$79,575,000	320
		51-80%	H	2,980	\$74,500,000	200
Special Populations		0-80%	H	3,100**		475
Total Goals				83,210		3,860
Total 215 Goals				83,210		3,860
<b>Total Costs of Meeting Unmet Needs</b>					<b>\$1,018,543,970</b>	

\*\* May be included in other categories.

\*\*\*Formulas for deriving Costs: Fair Market Rents-Affordable Rents) x12 months x5 years=\$25,000 per homeowner.

## **B. Non-Housing Community Development Plan**

### ***1. Economic Development***

As mentioned in the "Non-Housing Community Development Needs" section of this plan (see page 76), there is a need for (1) job opportunities for Oakland's unemployed, underemployed and economically disadvantaged residents, (2) private investment to strengthen the tax base and stimulate commercial activity; and (3) reduction in blight and chronic vacancies in the City's twenty-five neighborhoods.

#### ***a. Goals and Objectives***

The City is working to achieve the following goals:

- Attract, retain and expand job opportunities
- Stimulate private investment to foster Oakland's business growth
- Revitalize neighborhood commercial areas
- Link economic development job opportunities with local job training and placement resources for Oakland's low to moderate income residents
- Redevelop Oakland's vacant and underutilized industrial and commercial areas
- Create sustainable development projects

In order to accomplish the stated goals and objectives, the City will:

- Provide business financing, technical assistance, and entrepreneurial skill development
- Provide Commercial Facade Improvement Loans, site/project development assistance, public improvements, merchant association assistance, and technical assistance for twenty-five neighborhood commercial districts
- Implement programs to achieve the goals of the Enhanced Enterprise Community Program
- Conduct job fairs and coordinate with local job training agencies to insure that Oakland residents are trained and ready to take advantage of economic development job opportunities
- Provide environmental information, and technical assistance to assist in the cleanup and reuse of toxic sites

#### ***b. Neighborhood Commercial Revitalization and Service Delivery System***

The Neighborhood Commercial Revitalization Division (NCR) offers a variety of programs and services to maintain, strengthen, and transform neighborhood commercial districts. Revitalization strategies are tailored to meet the needs of specific districts and are developed with participation and involvement of empowered community groups, merchant groups, and neighborhood organizations. NCR staff work with twenty-five neighborhood commercial districts. Over 2,000 businesses are located in Oakland's commercial districts employing over 30,000 persons. The initiation and maintenance of the economic health and vitality of these districts are a significant element of the City's economic development strategy. The NCR Unit

is also responsible for improving the delivery of services to Oakland residents. The established **Service Delivery System (SDS)** provides a single point of contact for Oakland residents, and helps to provide quality customer service delivery, builds community partnerships, and promotes the full cooperation among all City agencies and their employees. An effective NCR Program requires creating partnerships, internally with other City agencies, and externally with residents, business leaders, and other public agencies.

NCR strategies include:

- (1) Improving the physical appearance of neighborhood commercial districts
- (2) Organizing community stakeholders to participate in revitalization efforts
- (3) Assessing existing conditions to identify strengths and weaknesses and planning comprehensively to establish a framework for public and private investments
- (4) Marketing and promoting economic development opportunities to potential investors
- (5) Coordinating the Community and Economic Development Agency's responses to Service Delivery System (SDS) inquiries

The above strategies are based on surveys, research, public input, and consensus building. Each of the Seven Community Development Districts have implemented NCR strategies that are developed using a process which examines existing neighborhood conditions, market factors and urban design issues. The strategies include studies for rezoning, facade improvement, identification of sites for development, organizing and strengthening merchant groups, street and infrastructure improvements and mixed-use developments which foster economic growth.

NCR's five-year plan calls for the completion of 54 Facade Improvement projects, design and implementation of 10 minor improvement projects, completion of 6 public art projects development of 5 catalyst projects and assistance in the establishment of 5 Business Improvement Districts per year.

### c. Business Attraction and Retention

The Business Attraction and Retention unit serves as the point of entry for prospective and existing businesses seeking access to capital, workforce, training and technical assistance, business incentives, and permit streamlining. The Unit has as its goal to attract 100 new businesses to Oakland annually. As such, it will rely heavily on the latest technological advances to meet this goal. The Unit is expanding its expertise to include Geographic Information Systems (GIS) to assist in brownfields restoration and in the identification of underutilized parcels for potential re-use. The development of a GIS-based internal database resource and web-based application will assist City staff in knowing more about the economic and demographic profile of the city and help interested businesses locate commercial and industrial space.

Internally, the Business Attraction Unit is allied with other CEDA departments such as NCR, Workforce development, the One-Stop Capital Shop, Planning and Building, and the Redevelopment Agency. The Unit has also developed numerous partnerships with industry

groups, chambers of commerce, neighborhood associations, real estate brokers and county and state agencies.

Oakland is experiencing success in attracting businesses and government uses. The recently completed Elihu Harris State Building added an additional 600,000 square feet adjacent to the City Plaza area. This new facility joins the recently completed University of California Regents Headquarters and other companies that make Oakland their location for administrative headquarters, representing industries as diverse as retailing, aircraft, chemicals, and banking. Two new hotels are also in development in the Chinatown/Central Community Development District.

In 1988, the City of Oakland contracted with the Oakland Commerce Center Corporation (OCC) to establish a business retention and expansion program for the Coliseum Area. The initial goals of the program were to increase employment opportunities in the Coliseum area; expand investment by strengthening existing firms and helping them overcome obstacles to doing business; and attract new firms to the Coliseum. Based on the program's success in the Coliseum area, the program has been expanded to serve the seven Community Development Districts.

During the initial year of the program the OCC surveyed the 100 largest local companies in the Coliseum Area through personal interviews to identify their concerns and to assess the local business climate. The following year the OCC surveyed the 52 small businesses in order to compare the similarities and differences between the two types of firms. Based upon these two surveys the OCC was able to obtain a clear picture of the strengths and weaknesses of doing business in the Coliseum Area. With the issues identified and initial outreach accomplished, the OCC expanded its survey concept, creating a computerized "Early Warning System" which could identify firms in the area that were likely to relocate or even close. Follow-up on these firms is then done by the "Business Response Team."

The OCC now surveys over 1,200 businesses annually and provides follow-up technical assistance as needed. OCC also works with industry sectors to identify growth industries and growth companies.

#### *d. Enhanced Enterprise Community Strategies*

The City of Oakland was designated in 1994 as a federally funded Enhanced Enterprise Community through the federal Empowerment Zone/Enterprise Community Program. As part of the EEC program, the City received funds to support economic development and community revitalization in three EEC areas: West Oakland, Fruitvale/San Antonio, and East Oakland. The funds were disbursed in the form of loans and other support given to enterprises and projects in those areas that met EEC goals.

The major component of the program is the sustainable economic development strategy. The resources for this strategy (\$44 million in HUD 108 and EDI grant funds) are used for the following activities: (1) half of the funds have been appropriated to economic development projects (flagship projects) meant to spur economic growth and provide jobs in the EEC areas.

The remainder of funds is provided to EEC area businesses through a revolving loan fund. These programs, as well as entrepreneurial training programs and business information and referrals continue to be implemented through the One Stop Small Business Center (OSSBC). This program has been responsible for 19 RLF loans to date totaling over \$ 5million and an additional \$17 million in EEC Flagship loans.

*e. Entrepreneurial Development, Technical Assistance and Business Financing*

The implementation of goals and objectives of Oakland's economic development strategy in the area of entrepreneurial development, technical assistance and business finance is coordinated through the One Stop Small Business Center (OSSBC). This Unit provides a variety of services to businesspersons already located in Oakland as well as to persons interested in starting a business in the City. Special attention is given to supporting minority entrepreneurs and residents of Oakland's Enhanced Enterprise Community. The OSSBC is a multi-service center providing small business owners with the necessary business skills training, technical support, and financing to develop and implement successful business strategies to capture and multiply the benefits of the expanding local economy within Oakland. This mission is accomplished through the following strategies:

- (1) Providing entrepreneurial training through the Business Skills Development Training Program and the Monthly Workshop Program as a precondition to providing financing to the company,
- (2) Providing technical assistance utilizing contracted professional business advisors and the Business Coaches and Mentors Program,
- (3) Providing business financing from direct loans from the city, and through participation loans with a private sector banking partners,
- (4) Coordinating service delivery with other business services units in CEDA and with business services organizations in the private sector,
- (5) Leveraging limited City resources by promoting the investment of private financing through the creation of a consortium of banks committed to co-participating with the City in viable business loans,
- (6) Coordinate with the Enhanced Enterprise Community Unit to market, underwrite and manage EEC loans,
- (7) management of the contract with the Oakland Business Development Corporation (OBDC), a non-profit economic development corporation which provides direct lending services.

The OSSBC provides various small business loan programs, primarily funded by Community Development Block Grant Funds. Larger loan needs are generally provided through the HUD 108 program. These loans are leveraged through the involvement of local lending institutions and are available for property acquisition, business development, expansion and restoration. Recognizing that small businesses are by far the largest employer in the City and often have difficulty qualifying for conventional bank financing, a Micro Loan Fund which provides loans of up to \$10,000 for growing small businesses and start-ups, was instituted in 1994. Another very successful loan program, the EEC Revolving Loan Fund, was started in 1998 and has been responsible for more than 20 loans totaling more than \$5 Million.

Realizing that the failure rate for small businesses during the first five years of operation is approximately 80%, a small business incubator center was developed. The project focuses on activities that reduce the risk of failure by providing reasonably priced lease space, shared office services, on-site technical assistance, and business training in a single facility. The targeted businesses are existing, minority and women-owned businesses in the high technology and light industrial fields which exhibit growth potential. The objective of the incubator is to recruit, nurture, and grow small businesses that in turn create jobs in the community.

In the future, OSSBC will develop an Incubator Without Walls Technical Assistance Program and an Oakland Small Contractors Assistance Program. It will also expand the Business Skills Development Training Program and increase marketing of the Monthly Workshop Program.

#### *f. Workforce Development*

One of the expanding functions of the Economic Development Division is in the area of workforce development. Successful businesses need a well-prepared workforce with appropriate job training and education. Job training is essential to the achievement of social equity for welfare recipients, the unemployed, and people living below the poverty line. In preparing the City's workforce to enter into and succeed in the local and regional economy, the Workforce Development Unit partners with educational, business, job training, and government entities to develop local response to welfare reform. This consortium also works to restructure high schools and post educational institutions; and to redesign community based training programs.

To ensure that Oakland's current and future workforce can meet the existing and future demands of jobs, Workforce development helps to coordinate a comprehensive set of services on behalf of Oakland businesses, job training/placement agencies, and potential employees. Workforce Development's strategy includes helping to recruit, train, and match job seekers to training for Oakland's targeted industries. There is a referral and follow-up process for job seekers who do not meet the criteria for job placement but rather need other preparation such as adult literacy, basic skills, GED, ESL or job readiness.

The Workforce Development Unit coordinates with the OSSBC to provide monthly workshops for small businesses. The Unit also works in conjunction with Business Attraction to identify incentives for Oakland-based businesses. Businesses can take advantage of the State Enterprise Zone Program, Federal Tax Credits, and employer Wage Subsidies. The use of hiring credit vouchers has been successful in inducing employers to hire low-income, Oakland residents. In 1998, Workforce Development administered the highest number of Enterprise Zone Hiring Tax Credit Vouchers (2,200) among all Enterprise Zone Cities in California.

In 1994, the City of Oakland recognized the need for a skilled workforce to attract high-tech businesses to the greater Oakland Area. In collaboration with the Oakland Higher Education Consortium, a group of 14 Bay Area colleges and universities, the Oakland Education Center was opened in 1995. This unique collaboration of private and public colleges and universities with the support of city government is the only consortium of its kind in the U.S. The mission

of the Higher Education Consortium is to participate in the revitalization of downtown Oakland by preparing the current and future workforce for jobs in the growth industries identified by Oakland's Economic Development's Strategy and to ensure that the existing and future demand for jobs is met. With continued support from the City, the Higher Education Center will be well positioned to provide expertise and assistance to Oakland's citizens, educational institutions, government, and businesses.

The Higher Education Center's goals and implementation strategies for FY 2000-2001 include: 1) Increasing current number of members from 12 to 17; 2) Offering 200 classes and serve 3,600 students; 3) and Assisting 150 businesses in their training efforts

**2. Public Services and Infrastructure/Neighborhood improvements**

In keeping with the goals established by the Oakland City Council and the Five-year Consolidated Plan Strategy, the Community Development District Boards have identified infrastructure/neighborhood improvements and public services to include the following types of programs.

Each Community Development District Board has considered these activities and services in relationship to the individual community needs. Services vary by Community Development District. For the 2000/2001 Fiscal Year, the aggregate allocation for all seven Community Development District Boards is identified, by category.

a. Priority (N-a): Provision of Senior Services

Services intended to mitigate accessibility and mobility problems, e.g., transportation services, day care for disabled seniors, particularly those diagnosed with Alzheimer's disease, and other supportive services such as hunger relief and legal services. This priority has been ranked high by the Community Development District Boards.

**Priority (N-a): Senior Services**

Activity	Resources	Target Population	Five Year Goal
Senior Services	CDBG	Individuals 62 years of age or older.	208,855 senior

*b. Priority (N-b): Provision of Youth Services*

Programs that provide academic tutoring in math, science, English, counseling for at-risk youth (particularly those considered at risk of dropping out of school or becoming part of the juvenile justice system) and those involved with the juvenile justice system, mentoring and after-school activities. This priority has been ranked high by the Community Development District Boards

**Priority (N-b): Youth Services**

Activity	Resources	Target Population	Five Year Goal
Youth Services	CDBG	Youth	23,800 youth

*c. Priority (N-c): Provision of Homeless/Food Services*

Programs that provide emergency food and shelter support services. Other supportive services may be appropriate and important to alleviate hunger on a permanent basis, such as counseling and referral to other programs/services. This priority has been ranked high by the Community Development District Boards

**Priority (N-c): Homeless/Food Services**

Activity	Resources	Target Population	Five Year Goal
Homeless/Food Services	CDBG	Homeless and hungry families and individuals.	390,000

*d. Priority (N-d): Provision of Childcare Services*

Child care services for infants and school-age children. Programs that provide child care services with primary consideration given to those services which are intended to support working single parents or those in school or job training. Programs serving a special need, such as those targeting the developmentally disabled will also be given primary consideration.

**Priority (N-d): Childcare Services**

Activity	Resources	Target Population	Five Year Goal
Child Care	CDBG	Working single-parents or those in school or job training.	2,000
Child Care	CDBG	Developmentally or physically disabled children.	20

*e. Priority (N-e): Battered and Abused Spouses (Domestic Violence Intervention)*

Programs which provide counseling, emergency shelter and other family services.

**Priority (N-e): Domestic Violence Intervention**

Activity	Resources	Target Population	Five Year Goal
Domestic Violence Intervention	CDBG	Abused spouses and their children.	1,500

*f. Priority (N-f): Employment Education and Job Training*

Programs that provide tutorial services, employment assistance, job training and placement, particularly those who would be considered members of most-in-need target populations such as youth, displaced workers, etc.

**Priority (N-f): Employment, Education and Job Training**

Activity	Resources	Target Population	Five Year Goal
Education and Job Training	CDBG	Unemployed and underemployed Oakland residents.	1,520

*g. Priority (N-g): Provision of Other Targeted Social Services*

Services intended to address a particular barrier to economic self-sufficiency, such as language and translation assistance, housing counseling, health and other referral and direct services, as indicated in the plan.

**Priority (N-g): Other Targeted Social Services**

Activity	Resources	Target Population	Five Year Goal
Other Targeted Social Services	CDBG	Individuals and families with specific barriers to economic self-sufficiency	2,660

*h. Priority (N-h): Provision of Legal Services*

Legal services addressing anti-discrimination in hiring, affordable housing, income/child support, HIV-related law, housing problems, health-related legal issues, abused spouses and others.

**Priority (N-h): Legal Services**

Activity	Resources	Target Population	Five Year Goal
Legal Services	CDBG	Unemployed, senior citizen, youth.	2,300

*i. Priority (N-I): Infrastructure/Neighborhood Improvements*

Improve public facilities and recreation centers such as safety enhancements and renovation of interior spaces to make them functional. Planting of street trees, and similar improvements particularly I identified NCR areas, and enhancements to other public facilities.

**Priority (N-I): Infrastructure/Neighborhood Improvements**

Activity	Resources	Target Population	Five Year Goal
Infrastructure (Neighborhood Improvements)	CDBG	Individuals and families living in low and moderate-income areas.	200,000

*j. Priority (N-j): Substance Abuse Intervention and Prevention Programs*

Programs intended to prevent and alleviate substance abuse including but not limited to counseling and other forms of intervention.

**Priority (N-j): Substance Abuse Intervention and Prevention**

Activity	Resources	Target Population	Five Year Goal
Substance Abuse Intervention and Prevention	CDBG	Individuals at risk of or in recovery from substance abuse.	250

**HUD Table 2B: Community Development Needs**

<b>PRIORITY COMMUNITY DEVELOPMENT NEEDS</b>	<b>Priority Need Level</b> High, Medium, Low, No Such Need	<b>Estimated Priority Units</b>	<b>Estimated Dollars to Address</b>
<b>PUBLIC FACILITY NEEDS</b>			
Neighborhood Facilities	M	2	\$5,000,000
Parks and/or Recreation Facilities			
Health Facilities			
Parking Facilities			
Solid Waste Disposal Improvements			
Asbestos Removal			
Non-Residential Historic Preservation			
Other Public Facility Needs			
<b>INFRASTRUCTURE</b>			
Water/Sewer Improvements			
Street Improvements			
Sidewalks			
Sewer Improvements			
Flood Drain Improvements			
Other Infrastructure Needs			
<b>PUBLIC SERVICE NEEDS</b>			
Handicapped Services	M	3,000	\$3,000,000
Transportation Services			
Substance Abuse Services	M	3,657	\$3,600,000
Employment Training	M	5,000	\$15,000,000
Health Services			
Other Public Service Needs	H	391,225	\$2,122,200
<b>ANTI-CRIME PROGRAMS</b>			
Crime Awareness			

<b>PRIORITY COMMUNITY DEVELOPMENT NEEDS</b>	<b>Priority Need Level</b> High, Medium, Low, No Such Need	<b>Estimated Priority Units</b>	<b>Estimated Dollars to Address</b>
Other Anti-Crime Programs	M	6,000	\$1,500,000
<b>YOUTH PROGRAMS</b>			
Youth Centers			
Child Care Centers			
Youth Services	H	23,800	\$3,375,000
Child Care Services	M	1,500	\$5,400,000
Other Youth Programs			
<b>SENIOR PROGRAMS</b>			
Senior Centers			
Senior Services	H	208,850	\$1,910,210
Other Senior Programs			
<b>ECONOMIC DEVELOPMENT</b>			
Rehab; Publicly- or Privately - Owned Commercial/Industrial	H	350	\$4,350,000
CI Infrastructure Development	H	50	\$1,170,000
Other Commercial/Industrial Improvements (site development assistance, etc.)	H	25	\$750,000
Micro-Enterprise Assistance	H	4,000	\$262,000
ED Technical Assistance	H	8,000	\$610,000
Other Economic Development (Workforce Development- recruitment, training, referral, tax credits)	H	2,500 job placements	\$1,250,000
<b>PLANNING</b>			
Planning			
<b>TOTAL ESTIMATED DOLLARS NEEDED:</b>			<b>\$49,299,410</b>

**HUD Table 2C: Summary of Specific Housing and Community Development Objectives  
(Table 2A/B Continuation Sheet)**

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**Applicant's Name** Oakland, California

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**Priority Need Category**  
Economic Development

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**Specific Objective**

**Number** ED-1

Use CDBG and EDI funds to rehabilitate 111 commercial/industrial structures. Annual goal = 22 structures.

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**Specific Objective**

**Number** ED-2

Under current funding conditions, commercial/industrial improvements will not be undertaken.

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**Specific Objective**

**Number** (ED-3)

Under current funding conditions, other commercial/industrial improvements will not be undertaken.

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**Specific Objective**

**Number** ED-4

Use CDBG funds to provide micro loans and specialized technical assistance to 3,000 micro enterprises. Annual goal = 600 persons assisted.

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**Specific Objective**

**Number** ED-5

Use CDBG funds to provide economic development technical assistance and entrepreneurial training to 6,500 persons. Annual goal = 1,300 persons assisted.

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**Specific Objective**

**Number** ED-6

Use non-CDBG sources to provide workforce development services and to secure 2,000 job placements. Annual goal = 400 placements.

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## **C. Strategies to Address Barriers to Affordable Housing**

Over the past five years, the City has examined regulatory and other barriers in an on-going effort to streamline local processes for efficiency and remove regulations that unduly burden development. The City will continue to advocate for improvements in State and Federal regulations. Specific actions the City plans to undertake during the next five years include the following:

### ***1. Permit Processing***

The City has taken significant steps to improve its permitting processes in the last several years. During the coming five years, the City will continue to analyze those processes and seek to improve upon them. As has been past practice, the City will continue to actively solicit suggestions for improvement and enhanced performance from Oakland residents and local developers. Oakland has recently committed over \$2 million to create a more streamlined "one-stop" permit process, which is expected to improve permit processing. In addition, the Planning Division has established a Major Projects unit to focus exclusively on larger projects; and the Building Division utilizes Project Coordinators to expedite the processing of multiple permits for major projects.

### ***2. Local Development and Real Estate Fees***

The City will also continue to examine development fees and will work to reduce those fees where possible. Toward that end, the City will support efforts to allow waivers of local utility hook-up fees for non-profit sponsored affordable housing developments, and will examine the feasibility of reducing or waiving City fees for non-profit sponsored affordable housing developments. The City will also examine the feasibility of waiving a portion of the Real Estate Transfer Tax for first-time homebuyers.

### ***3. Local Zoning***

The City has completed a long-range program updating its General Plan. On a neighborhood-by-neighborhood basis, the City examined zoning issues. General plan updating should result in more certainty in the development process. In addition, and as part of the rezoning effort, the City will analyze mechanisms to encourage higher density residential or mixed-use development in some major transportation corridors. It should be noted, however, that the General Plan process has not addressed all of the City's zoning barriers; re-zoning the City on a neighborhood-by-neighborhood basis in order to update the General Plan could, for example, result in an overall reduction in housing density allowed within the City. The City will be rezoning the entire city over the next two years as part of the Zoning Update Project. The new zones provide mixed use development, and allow residential development in all areas except industrial zones. The Zoning Update Project will also address the issue of existing incompatible land uses, such as housing in proximity to industrial uses.

### ***4. Other Local Land Use Regulations***

With respect to condominium conversion, because the annual number of conversions is extremely low, the City has no plans to change the ordinance at this time.

## ***5. Streamlining Governmental Regulatory Requirements***

The City will work with State and Federal agencies and local housing organizations to better coordinate State, Federal, and local programs and regulatory requirements. The City has a long history of attempting to streamline and improve the compatibility and effectiveness of different State and Federal programs, both on its own and in conjunction with the Non-profit Housing Association of Northern California and a number of national organizations.

The City will also participate in efforts to streamline and make more effective the State Housing Element requirement and will work to reduce regulatory requirements on localities by working to streamline and combine portions of the Housing Element and the Consolidated Plan to the extent possible.

## ***6. Article 34***

The City will work to modify Article 34 in conjunction with affordable housing associations such as the Non-Profit Housing Association of Northern California (NPH) and Housing California, a statewide coalition of housing organizations.

## ***7. Neighborhood Opposition***

The City will continue to work with community groups and local housing associations to gain acceptance at the neighborhood level about affordable housing. At the same time, the City does require that projects seeking City funding provide evidence of neighborhood support.

## ***8. Court Orders and HUD Sanctions***

There are no court orders or consent decrees currently in effect which will affect the City's housing strategy, targeting of resources, or program implementation. The City is attempting to work closely with HUD in the administration of Federally funded housing programs to ensure that all HUD and other regulations are satisfactorily met.

## **D. Lead-Based Paint Hazards**

The City of Oakland is a member of the Alameda County Joint Powers Authority (JPA) which coordinates lead-based paint hazard education, outreach and abatement in the cities of Alameda, Berkeley, Emeryville and Oakland. The Alameda County Lead Poisoning and Prevention Program has implemented a comprehensive lead hazard abatement program including blood testing of children under six, housing risk assessments and abatement of lead-based paint, lead-contaminated soil and lead dust hazards in private housing.

## ***1. General Activities***

The Joint Powers Authority's long-range strategy includes door-to-door outreach to select high risk units which meet priorities for abatement. Three of the five JPA "targeted" neighborhoods are in Oakland-West Oakland, Fruitvale, and East Oakland. Areas were selected on the basis of four risk factors: concentration of pre-1950 housing, low household incomes, low median rents and high concentration of families with children under the age of seven years.

## ***2. Integration of Lead-Based Paint Abatement Into the City's Housing Programs***

Over the five-year period covered by this Consolidated Plan, the City plans expand its activities in the area of education and outreach on lead-based paint hazards, to further integrate lead-based paint hazard abatement into its housing rehabilitation programs. In addition to its continued coordination with JPA, the City will take the following actions:

1. To meet the need for more trained contractors and workers who provide lead hazard reduction services, refer rehabilitation contractors to the Contractor Development Program that provides access to training, low-cost lead liability insurance and technical assistance to CSA based contractors
2. Rehabilitation Staff will detect and quantify the extent of lead-based paint hazards on each home inspected for rehabilitation as well as painting
3. Rehabilitation Staff will continue to write project specifications which provide protection for occupants during rehabilitation and maximum, cost effective control over LBP as required
4. Rehabilitation Staff will increase monitoring of LBP hazard reduction activities within the scope of rehabilitation projects for compliance with new HUD regulations

## **E. Public Housing Initiatives**

The Oakland Housing Authority operates 3,308 units of public housing throughout the City. This section summarizes the Housing Authority's plans for physical and management improvements to public housing. It also discusses the Housing Authority's plans to encourage resident participation in management of public housing and to promote homeownership opportunities for public housing residents.

Plans for public housing are more fully described in the Oakland Housing Authority's own five-year Comprehensive Agency Plan.

HUD requires that the City indicate whether the Oakland Housing Authority has been designated a "troubled Public Housing Authority." The Oakland Housing Authority has not been designated, and has received high scores under HUD's performance rating for housing authorities.

As noted earlier, the City has adopted a policy of directing a substantial portion of its housing rehabilitation resources to specific neighborhoods that have been identified on the basis of pressing housing needs and opportunities to coordinate with other investment activities to promote neighborhood revitalization. One factor in selecting target areas was the presence of substantial

modernization activities by the Housing Authority. As a result, the current target areas include the Chestnut Court development in West Oakland, and the Lockwood Gardens and Coliseum Gardens developments in East Oakland. Selection of future target areas will continue to include public housing improvements as a factor.

**1. Physical Improvements to Public Housing**

The following charts describe planned activities at several locations.

<b>1998 HOPE VI – Chestnut Court and 1114 14<sup>th</sup> Street</b>			
<b>Development Name</b>	<b>Location</b>	<b>Existing Units</b>	<b>Planned Activities</b>
Chestnut Court	1075 24 <sup>th</sup> St.	77 units	All 77 units & the community building will be demolished. 70 units will be rebuilt on the site (51 public housing, 11 tax credit & 8 for-sale). OHA also plans to develop 4,000 sq. ft. of retail, 4,000 sq. ft. of community & 4,000 sq. ft. of child care space on the site.
1114 14 <sup>th</sup> Street	1114 14 <sup>th</sup> St.	6 units	All 6 units will be demolished. 12 tax credit rental units will be rebuilt on the site.
Scattered Sites	Chestnut Court Neighborhood	0 units	The OHA is acquiring property (vacant & blighted) in the Chestnut Court neighborhood to develop 32 public housing & 8 for-sale units.
<b>TOTALS</b>			83 public housing, 23 tax credit, 16 for-sale

<b>1999 HOPE VI – Westwood Gardens</b>			
<b>Development Name</b>	<b>Location</b>	<b>Existing Units</b>	<b>Planned Activities</b>
Westwood Gardens	1420 7 <sup>th</sup> St.	46 units	All 46 units will be demolished. 20 public housing, 40 tax credits & 8 for-sale units will be built on the site.
CalTrans “Park & Ride”	7 <sup>th</sup> & Mandela	0 units	26 public housing, 56 tax credits, & 8 for-sale units will be built on the site
8 <sup>th</sup> & Center	8 <sup>th</sup> & Center	0 units	The OHA will acquire land from the City of Oakland & a private owner at the corner of 8 <sup>th</sup> & Center to build 3 for-sale units.
<b>TOTALS</b>			46 public housing, 96 tax credits, and 19 for-sale

<b>2000 HOPE VI – Coliseum Gardens (Proposed)</b>			
<b>Development Name</b>	<b>Location</b>	<b>Existing Units</b>	<b>Planned Activities</b>
Coliseum Gardens	6722 Olmstead St.	178 units	Demolish all 178 public housing units. The 178 public housing units will be replaced in market-rate developments being built throughout the City of Oakland. The site will be developed as a mix of housing types by a private developer. (Concept is in the discussion stage.)

<b>2001 HOPE VI – Tassafaronga (Proposed)</b>			
<b>Development Name</b>	<b>Location</b>	<b>Existing Units</b>	<b>Planned Activities</b>
Tassafaronga	945 84 <sup>th</sup> Ave.	87 units	Concept is in the discussion stage.

## ***2. Improvement to Public Housing Management and Operations***

In order to more effectively utilize the skills and experience of senior Housing Management staff, Housing Managers II will be reassigned to larger, more challenging, family housing developments.

In addition, responsibility for the on-going management and operations of the housing units that are being developed as part of the Authority's 1998 and 1999 HOPE VI projects will be transferred to private property management companies.

## ***3. Public Housing Resident Participation in Management***

The Oakland Housing Authority currently has 5 Resident Councils that are recognized by the U.S. Department of Housing and Urban Development (HUD). The Authority intends to continue supporting the activities of these resident bodies. Additionally, the Oakland Housing Authority has two residents on the Board of Commissioners and a 26-member Resident Advisory Board has been formed to advise the Authority on how to implement policy changes that have come about as a result of the Quality Housing and Work Responsibility Act of 1998 (QHWRA).

The Oakland Housing Authority has hired approximately 35-40 residents to act as on-site "Responsible Persons". These individuals ensure that the sites are being maintained appropriately and assist the Housing Managers communicate with tenants. The resident responsible persons who live and work at the HOPE VI developments will also be a liaison between the Oakland Housing Authority and the developer and property management partners.

## ***4. Encouragement of Homeownership Opportunities for Public Housing Residents***

The Oakland Housing Authority is in the process of developing a comprehensive homeownership program for residents of conventional public housing and participants in the Section 8 program.

As part of the Authority's 1998 and 1999 HOPE VI projects, the Oakland Housing Authority is developing a HUD-approved Homeownership Plan to make approximately 35 affordable homeownership units available to participants in the Authority's programs and other low-income families living in Oakland. Additionally, it is anticipated that HUD will publish final rules and regulations on how to operate a Section 8 Homeownership Plan in the near future. Once HUD's final rule is published the Oakland Housing Authority intends to begin designing a Section 8 Homeownership Program that will enable eligible families to utilize their Section 8 assistance to assist them with monthly mortgage and housing costs.

The Oakland Housing Authority will also continue to explore opportunities for homeownership for residents of the Authority and will continue to collaborate with the City of Oakland, non-profit agencies and others to encourage residents to become homeowners. Additionally, residents will be referred to the City's First-Time Homebuyer Program or similar homeownership counseling. The Authority will encourage residents to participate in an Individual Development Account (IDA) Program such as the Bay Area IDA collaborative which match family savings on a 2 to 1 basis.

## **F. Residential Anti-Displacement and Relocation Assistance Plan**

The City of Oakland will replace all occupied and vacant occupiable lower income housing demolished or converted to a use other than as lower income housing in connection with a project assisted with funds provided under Federal housing and community development funds.

All replacement housing will be provided within three years after the commencement of the demolition or conversion. Before entering into a contract committing the City to provide funds for a project that will directly result in demolition or conversion, the City will make public by publication in a newspaper of general circulation, and submit to HUD, the following information in writing:

1. A description of the proposed assisted project;
2. The address, number of bedrooms, and location on a map of lower income housing that will be demolished or converted to a use other than as lower income housing as a result of an assisted project;
3. A time schedule for the commencement and completion of the demolition or conversion;
4. To the extent known, the address, number of bedrooms and location on a map of the replacement housing;
5. The source of funding and a time schedule for the provision of the replacement housing;
6. The basis for concluding that the replacement housing will remain lower income housing for at least 10 years from the date of initial occupancy;
7. Information demonstrating that any proposed replacement housing units with smaller dwelling units (e.g., a 2-bedroom unit with two 1-bedroom units), or any proposed replacement of efficiency or single-room occupancy (SRO) units with units of a difference size, is appropriate and consistent with the housing needs and priorities identifies in the approved Consolidated Plan.

To the extent that the specific location of the replacement housing and other data in items 4 through 7 are not available at the time of the general submission, the City will identify the general location of such housing on a map and complete the disclosure and submission requirements as soon as the specific data are available.

The Housing and Community Development Division of CEDA (238-3501) is responsible for tracking the replacement of lower income housing and ensuring that it is provided within the required period.

The Housing and Community Development Division of CEDA, Community Housing Services Section (238-3964) is responsible for providing relocation payments and other relocation assistance to any lower income person displaced by the demolition of any housing or the conversion of lower income housing to another use.

Consistent with the goals and objectives of activities assisted under the Act, the City will take the following steps to minimize the direct and indirect displacement of persons from their homes:

1. Stage rehabilitation of multi-family developments to allow tenants to remain in the building/complex during and after the rehabilitation, working with empty units first.
2. Arrange for facilities to house persons who must be relocated temporarily during rehabilitation.
3. Adopt policies which provide reasonable protections for tenants faced with conversion to a condominium or cooperative.
4. Give priority to projects that do not cause direct or indirect displacement of lower income persons.

## **G. Institutional Structure**

### ***1. General Description of the Institutional Structure for Housing Services***

This section addresses the general structure of the housing delivery system and the institutional actors within that system, including public agencies, non-profit organizations, and private institutions. After a general introduction to the housing delivery system, the roles, strengths, and weaknesses of the institutions involved are discussed. The section concludes with an assessment of gaps in the housing delivery system and the City's strategy to overcome those gaps.

Affordable housing production and services within the City of Oakland are driven primarily by the actions and interactions of three groups of actors: government agencies; non-profit and for-profit organizations (especially developers and social service providers); and private lenders, corporations and landlords. The Federal, State, and local government agencies provide a significant portion of funding and support for affordable housing and guide affordable housing and community development activities through their policies, program guidelines, and, in the case of the Housing Authority, the direct provision of housing units and services. These government entities often act as principal funders of the housing services provided by the non-profit and for-profit organizations. The non-profit and for-profit developers and service providers, in turn, develop affordable housing projects, offer supportive services, and influence the type of affordable housing projects built, the services offered, and the specific location of the housing services. Private lenders also play an important institutional role within the delivery system by providing additional financing and by providing a conduit for the delivery of housing services such as subsidized first-time homebuyer loans to low and moderate income households.

The relationship among these three groups of actors forms the basis of the housing delivery system and a significant component of community development efforts within the City. The Housing and Community Development Division (HCD) of the Community and Economic Development Agency (CEDA), is the City department responsible for housing and other neighborhood development activities. HCD works closely with local groups of non-profit agencies to carry out individual affordable housing development projects; to develop housing goals and strategies; to resolve problems in the systematic delivery of housing services; and to improve the delivery of those services by individual organizations. HCD works

closely with the two major housing-related umbrella groups in the City: East Bay Housing Organizations (EBHO), a non-profit association of housing developers, service providers, and professionals; and, the Emergency Services Network (ESN), a non-profit association largely composed of non-profit agencies providing services to the homeless in Alameda County. Both EBHO and ESN, for example, play an important consulting role in the preparation of the City's Consolidated Plan and comment extensively on the document. HCD also works with the Non-profit Housing Association of Northern California (NPH), an association of non-profit housing organizations and professionals.

NPH, EBHO, ESN, and other local associations of housing-related agencies and professionals also play a vital role in fostering relationships among housing organizations; providing information on housing matters; improving the expertise of the organizations and individuals involved in housing delivery; and in coordinating local responses to affordable housing issues.

The City works with other local public agencies, the State, and the Federal government to coordinate housing delivery. The City and the Oakland Housing Authority, for example, coordinate resources to combine City-funded housing development activities with Housing Authority-funded rental assistance. The City and OHA recently formed a joint committee to address issues of common concern, and the City is also represented in the committee advising OHA on its Comprehensive Grant Program. The Housing Authority also works closely with a variety of social service agencies to provide supportive services to OHA residents.

The City and the County of Alameda work jointly in a number of housing-related endeavors. The City and County work closely in the administration of Housing Opportunities for People With Aids (HOPWA) funding, for example, and, along with the Oakland Redevelopment Agency, entered into a joint-venture agreement for development of the Henry Robinson multi-service center (HRMSC) for the homeless. The Redevelopment Agency provided funds for acquisition and rehabilitation of the HRMSC, while the County has responsibility for providing and monitoring supportive services. Responsibility for the rehabilitation of the facility was shared. In order to reduce administrative costs and improve program efficiency, the County of Alameda operates Oakland's Minor Home Repair program for the City. The County also administers the Mortgage Credit Certificate (MCC) program for first-time homebuyers.

Joint City/County efforts also include participation in county-wide planning efforts (facilitated by Alameda County) to coordinate efforts to address the needs throughout the County of homeless persons and persons with AIDS, including the development of a county-wide Homeless Continuum of Care Plan and a multi-year AIDS Housing Plan. The City and the County also work together, along with the Oakland Housing Authority, in the implementation of the Shelter Plus Care program, which provides rental assistance and support services to homeless persons with disabilities, including substance abuse, mental illness, and AIDS.

Finally, the City works closely with other public and private financing sources to ensure that the various loan and grant requirements are not in conflict with one another. As an inducement to the provision of private financing, the City generally allows its funding to be secured by deeds of trust which are subordinate to the deeds of trust securing private financing. Such subordination is generally a requirement of private lenders.

## ***2. Specific Organizations***

HUD guidelines require that the City describe the institutional structure and roles that each institution will assume in carrying out the housing strategy presented in this Consolidated Plan. In addition to describing the structure, it is important to identify any strengths or weaknesses that will affect the ability of each institution to provide services and will affect the ability of the housing delivery system to achieve its goals.

### ***a. Public Institutions***

#### **1. State**

The **Department of Housing and Community Development (DHCD)** manages the bulk of affordable housing activities for the State, however, the funding levels have been very low. There are currently legislation proposals for increased funding and a bond issue is being considered for the November ballot. DHCD oversees the major housing planning process, the Housing Element of the General Plan, and provides technical assistance and certification review of local Housing Elements. Each local government jurisdiction in California is required to produce a Housing Element, which covers demographics, current programs, housing opportunity sites, special needs, homeless, and future strategies. DHCD provides technical assistance and conducts special research for local governments seeking to produce affordable housing. Over the last five years, DHCD has also administered state housing programs, such as the Urban Predevelopment Loan Program, the Multi-Family Housing Program, State tax credits, and the Families Moving to Work Program.

The **California Housing Finance Agency** is the primary funding vehicle for affordable housing. The Agency issues mortgage revenue bonds and finances rehabilitation and new construction programs for both rental housing and owner-occupied units.

The California **Tax Credit Allocation Committee** coordinates the award of Federal and State Tax Credits for low-income housing projects.

#### **2. City of Oakland/Redevelopment Agency of the City of Oakland**

Since the publication of the last five year Consolidated Plan, the City of Oakland has created the **Community and Economic Development Agency (CEDA)**, which includes: the Housing and Community Development Division (the lead agency for the Consolidated Plan); the Economic Development Division; the Redevelopment Division; the Building Services Division; and the Planning and Zoning Division. This new agency brings together City organizational units that directly affect the provision of housing, neighborhood development, and economic development activities.

The **Housing and Community Development Division (HCD)** of CEDA has primary responsibility for operating and administering city housing and neighborhood improvement programs, including those funded by CDBG, bond proceeds, HOME, McKinney Act programs for the homeless, and by the 20 percent "set-aside" of tax increment funds from redevelopment

activities. HCD is organized into four principal sections: Housing Development and Policy; Residential Lending Services; Community Development (CD) Programs; and, Community Housing Services. HCD also acts as the Redevelopment Agency staff for the City on all housing projects. Programs include: housing development; housing policy; affordable housing for renters and homeowners; HOME; Predevelopment Loan program; Low-Mod Housing program; Residential Lending; Housing rehabilitation; First Time Homebuyers Program; Community Restoration; Title 1; Self-Help Paint; Tenant Access; CDBG programs; Citizen participation; homeless services and prevention programs; Rent Arbitration; home management counseling; housing relocation; emergency housing; and monitoring and evaluation.

The City Council has appointed a **Housing Development Task Force** to look into ways to enhance opportunities for development of housing in Oakland, particularly affordable housing. The Task Force will address the following topics:

1. Encouraging dense development in appropriate areas
2. Investigating ways to develop affordable housing downtown
3. Developing tactics to secure community acceptance of dense/affordable housing developments
4. Addressing issues of financing and costs of affordable housing.

The task force will complete its work and report out policy recommendations to the City Council during summer 2000.

HCD staffs the **Homeless Commission**, which provides direction for the City's policies and programs addressing the emergency shelter, services, and other needs of the homeless and has a Homeless Coordinator.

The **Redevelopment Division (RDD)** and **Economic Development Division (EDD)** of CEDA has primary responsibility for economic development activities in the City, including small business assistance, neighborhood commercial revitalization, and large-scale redevelopment projects. Programs include: retention, expansion, and attraction of businesses; revitalization of neighborhood commercial corridors; marketing; special events; business financial guidance; and coordinates workforce development services for businesses, job training/placement agencies, and potential employees.

The **Planning and Zoning Division (PZD)** of CEDA manages the City's zoning and long-range land use planning. It is comprised of three sections: Zoning; Strategic Planning; and, Major Projects (which facilitates, plans, and processes major development projects).

The **Building Services Division (BSD)** of CEDA is responsible for the issuance of building and engineering permits, and provides building inspection and code compliance services. The BSD also enforces and abates blight and hazardous conditions on residential and commercial properties.

The **Ageing, Health and Human Services Department (AHHS)** of the **Life Enrichment Agency (LEA)** provides case management, support services, a Senior Companion program, employment training, and other services to the elderly. It also includes the Community Action

Agency, which mobilizes resources across organizational lines to reduce poverty. The Department sponsors four senior centers and has plans to open other senior centers. AHHS staffs the Welfare Reform Coordinating Committee. AHHS provides staff support to the Commission on Aging, Community Action Agency Administering Board, the Head Start Policy Council, and four Senior Center Advisory Councils.

The **Commission on Disabled Persons** provides guidance on housing and other service issues relating to the needs of disabled. The **Affirmative Action/Americans with Disabilities Act (ADA) Compliance Division** in the Office of the City Manager provides information and technical assistance regarding accessibility requirements and techniques for barrier removal and provides information and referrals regarding disability issues.

The **Contract Compliance Division** of the **City Manager's Office** is responsible for administration of the City's various employment and contracting programs aimed at promoting greater opportunities for City residents, to participate in employment and contracting opportunities generated by the investment of public funds. This Office also ensures that prevailing wages (Davis-Bacon Act requirements as well as State prevailing wage requirements) are paid on all publicly-funded construction projects.

### 3. Oakland Housing Authority

**The Oakland Housing Authority (OHA)** manages housing programs which include the Low-Rent Public Housing Program, Section 8 Existing Housing and Moderate Rehabilitation Programs, AfterCare, the Robert Wood Johnson Homeless Families Program, and the Comprehensive Grant Program.

The Housing Authority is a legal entity separate and distinct from the City of Oakland. The Housing Authority's Board of Commissioners is appointed by the Mayor, subject to City Council approval. Budget, contracting, procurement and personnel matters are handled independently by the Authority itself.

There are a number of areas in which there is inter-agency cooperation between the City and the Housing Authority:

- The City provides a police lieutenant to serve as supervisor of the Housing Authority's security service.
- The City's Housing and Community Development Division provides orientation and training for owners and tenants participating in the Section 8 Rental Assistance Program.
- A CEDA Housing Development Coordinator is a member of the committee that reviews the Housing Authority's plans and performance under the Comprehensive Grant Program for modernization of public housing.
- The City Attorney's Office provides legal services to the Housing Authority.
- The City's Housing and Community Development staff coordinate with the Housing Authority's Leased Housing Division to combine programs such as Shelter Plus Care and Section 8 Moderate Rehabilitation for Single Room Occupancy (SRO) Housing with City and Redevelopment Agency programs.

### 4. Alameda County

The **Alameda County Social Services Agency** administers assistance programs, such as AFDC, General Assistance, and Food Stamps. These programs are utilized by low and extremely low income residents. The Agency is responsible for the provision of services in the proposed Multi-Service Center being planned with the City.

The **Alameda County Department of Mental Health Services** serves those with severe and persistent mental illnesses in part through the provision of emergency shelter, transitional housing, and permanent housing.

**Alameda County Department of Housing & Community Development** administers two housing programs in which the City of Oakland participates: Mortgage Credit Certificates and

Minor Home Repair. The County is also involved with the administration of Housing Opportunities for People With AIDS (HOPWA) and Shelter Plus Care funds. Alameda County is also facilitating the development of a county-wide multi-year AIDS Housing Plan and a county-wide Homeless Continuum of Care Plan.

*b. Private, Non-profit Organizations*

There are more than 30 non-profit development organizations whose activities are targeted to the provision of affordable housing in Oakland. These groups have constructed new affordable housing or undertaken rehabilitation projects in Oakland, and during the past ten years affordable housing development has been carried out primarily by these non-profit developers. There is also active interest among church-related groups who want to alleviate the shortage of affordable housing or work with the homeless.

The City also has a strong network of social service providers providing shelter and other services for the homeless and other low income residents. Among the many services these agencies provide are case management, food, legal services, and counseling. Non-profit developers are increasingly drawing on the expertise of these agencies in their attempts to link service providers to their client population through the provision of on-site services in affordable housing developments. In addition, the Corporation for Supportive Housing, a national non-profit organization with an office in Oakland, has been working to improve the linkages between service provision and housing by providing funds and technical support to non-profit agencies pursuing projects which link the two areas of need.

The **Alameda County Homeless Providers Base Conversion Collaborative** works to develop a military base conversion plan that will include housing and economic development opportunities for homeless persons.

There are several private funders interested in assisting the long-term capacity building of non-profit housing development organizations. The Local Initiatives Support Corporation and local foundations such as Hewlett, James Irvine, Pacific Telesis, and the San Francisco Foundation have supported Oakland non-profit development with technical assistance and other capacity building measures.

Oakland non-profits are also well-situated to take advantage of several major technical assistance organizations located in the area, such as the National Housing Law Project, the National Economic Development and Law Center, Community Economics, and the California Housing Partnership Corporation.

### c. Private, For-Profit Industry

#### 1. Developers

There are numerous for-profit developers who have worked with the City to produce both single family and multifamily affordable housing. These developers have utilized the Mortgage Revenue Bond Program, the Community Development Block Grant program, and funds from the Redevelopment Agency to assist them in housing development.

#### 2. Major Corporations

Several major corporations have their headquarters or other significant offices in Oakland. Historically, they have not generally been publicly active in affordable housing activities in the City. There is, however, a City initiative to promote corporate involvement in housing. Merritt Capital (formerly called Community Alliance for Syndicated Housing, or CASH, Inc.) is a non-profit corporation created in 1989 by the City to raise equity investments in Low Income Housing Tax Credit projects. A number of corporations have invested funds in this effort. Merritt Capital has been successful in expanding the role of corporations in providing housing for residents and employees.

#### 3. Lenders

Several local and national lending institutions have actively participated in affordable housing projects in Oakland. Participation has included provision of below market interest rate construction and permanent loans and investment in tax credit projects through CASH, Inc. In addition, several banks have been equity investors in tax credit projects. The City has been pursuing efforts to organize lender compliance with the Community Reinvestment Act and to encourage private investments in local community development efforts. Through HouseOakland, a joint City of Oakland and Fannie Mae effort, the City worked to increase local lender participation in the provision of funding for affordable housing.

#### 4. Private, For-Profit Landlords

Private landlords provide the bulk of rental housing in Oakland and are therefore a significant component of the housing delivery system. Although there is substantial affordable housing activities by the Housing Authority and non-profit groups, private landlords continue to operate the vast majority of rental housing in the City. In addition, private landlords operate developments used by Section 8 voucher and certificate holders and therefore also play a role in the provision of affordable housing, however, due to the current housing market, landlords are decreasing their participation in this program

#### 5. Decent Housing Task Force

The President of the City Council appointed the Decent Housing Task Force in 1999. The task force was charged with developing actions the City could take to address habitability conditions in rental housing. The task force established a process of

identifying the landlords who owned the properties containing the worst conditions for tenants. AS a part of its work the task force identified a need for outreach and training to both landlords and tenants regarding habitability issues which resulted in allocation of city general funds to implement pilot programs in 2000.

The task force included representatives from the City offices involved in housing and code enforcement issues, from groups advocating tenant rights and of property owners. The task force is continuing to investigate ways to improve housing conditions, principally in low to moderate-income areas..

### ***3. Strengths and Gaps***

The City of Oakland benefits from being located in the midst of a relatively active affordable housing delivery system. The complex affordable housing system has many resources at its disposal, including state and local government, and private non-profit and for-profit developers. However, strategic planning and coordination among various parts of the system is difficult, due to external factors such as varying funding cycles and program restrictions, as well as factors internal to the system such as differing objectives. The following chart provides a brief outline of the housing delivery system in the City of Oakland and covers public, private non-profit, and for-profit organizations.

## Overview of Housing Delivery System in Oakland

INSTITUTIONS	STRENGTHS	GAPS
<p><b>PUBLIC AGENCIES</b></p> <p><u>City of Oakland</u> <u>Oakland Redevelopment Agency</u></p> <p>CEDA: Housing and Community Development</p> <p>CEDA: Planning and Zoning</p> <p>Aging, Health, &amp; Human Services</p>	<p>Creative and flexible housing programs.</p> <p>Responsive to non-profits &amp; developers.</p> <p>Knowledgeable regarding City conditions.</p> <p>Advocates for housing needs.</p> <p>Able to coordinate planning and building activities.</p> <p>Emphasis on improving service delivery.</p> <p>Large, skilled staff.</p> <p>Comprehensive focus on needs of the elderly.</p> <p>Focused on needs of the homeless and the disabled.</p> <p>Able to focus on and educate others about the comprehensive needs of the disabled and homeless.</p>	<p>Lacks control over all city housing programs.</p> <p>Not enough overall housing planning.</p> <p>Bureaucracy sometimes responds slowly to housing development issues.</p> <p>Lack of staff and resources.</p> <p>Difficulty coordinating its many different activities.</p> <p>Lack of staff and resources.</p> <p>Difficult coordination with other City Departments addressing homeless and disability issues.</p>
<p>Oakland Housing Authority</p>	<p>Low vacancy rate in public housing.</p> <p>Good leased housing program.</p> <p>High PHA rating.</p> <p>Secured several HOPE VI grants to reconfigure and improve problem developments.</p>	<p>Residents have only begun to responded to efforts to gain their involvement.</p> <p>Design of some larger developments attracts crime while making marketing of apartments difficult.</p> <p>Lacks Federal financial resources to adequately manage, maintain, and provide security at the desired level.</p>

INSTITUTIONS	STRENGTHS	GAPS
<p><u>Alameda County</u> Social Services Agency</p> <p>Department of Mental Health Services</p> <p>Department of Housing &amp; Community Development</p>	<p>Administers assistance programs, such as AFDC, General Assistance and Food Stamps.</p> <p>Focused on needs of chronically mentally ill.</p> <p>Assists in providing emergency and permanent housing.</p> <p>Links clients to case managers and other service coordinators.</p> <p>Access to funds.</p> <p>Experienced staff.</p> <p>County-wide advocacy.</p>	<p>The portion of assistance grants earmarked for housing is too low to pay for housing costs in Oakland.</p> <p>Not always well coordinated with city needs.</p> <p>Lack of resources needed to enable mentally disabled to live in normative environments.</p> <p>Remote from the City.</p> <p>Uneven coordination.</p>
<p><b>PRIVATE, NON-PROFIT ORGANIZATIONS</b></p> <p>Community development corporations; housing development corporations; church sponsored housing organizations.</p> <p>Social service agencies</p> <p>Foundations, non-profit financial intermediaries.</p>	<p>Responsive to neighborhood needs and problems.</p> <p>Committed to long-term affordability.</p> <p>Bring new skills to developing good projects.</p> <p>Able to provide comprehensive array of services or to refer clients to other needed service agencies.</p> <p>Intimate and detailed knowledge of client needs and trends in service needs.</p> <p>Committed to long-term affordability and targeting to low income population.</p> <p>Willing to provide funds for predevelopment activities.</p>	<p>Some agencies have inexperienced staff or Board members.</p> <p>Some agencies lack funds for capacity-building and operations.</p> <p>Some agencies lack housing management experience.</p> <p>Lack funds for service provision and organizational operation.</p> <p>Dispersed service provision system often prevents clients from obtaining multiple services in one location.</p> <p>Some foundations are not familiar with housing development process.</p> <p>Difficult to secure grants instead of loans.</p> <p>Funding for supportive services is limited.</p>
<p>Foundations, non-profit financial</p>		<p>Supply of funds is limited in general. Cumbersome or lengthy funding process</p>

INSTITUTIONS	STRENGTHS	GAPS
intermediaries. (continued)		makes it difficult for non-profits to compete in the market.
<b>PRIVATE, FOR-PROFIT ORGANIZATIONS</b>  Private housing developers and builders.	Experienced in construction and real estate development.	Only a portion of units built in for-profit projects are affordable to low income households.
Lenders	Participation of these lenders has expanded the amount of credit available for affordable housing projects.	Lack of mortgage credit continues to be a problem in inner-city areas.  Ignorance about the city.  Low appraisals.
Major Corporations	Financial resources.  Skilled staff.	Except for a few Tax Credit investments, these major firms have not been very involved in affordable housing production.

#### 4. Overcoming Gaps

##### *a. Assessment of the Housing Delivery System*

Many of the strengths and weaknesses of individual actors within the housing delivery system are described above in the table overview. Oakland's housing delivery system as a whole is well established and effective in meeting the goals of its components. This system has resulted in a substantial number of new affordable housing units becoming available for occupancy in Oakland each year. The system has strengths that stem in large part from the many skilled, committed, and effective non-profit organizations providing services and advocacy, and from the commitment of the City, Alameda County, and local HUD staff to producing affordable housing units, encouraging supportive services, and supporting neighborhood revitalization activities.

There are, however, numerous areas in which the housing delivery system requires improvement, and the City is considering ways in which delivery problems can be addressed. The following subsection describes the most important of these problems and the City's strategy to address these gaps in the delivery system.

### 1. Lack of Resources

The most significant gap in the housing delivery system is the lack of resources to meet the housing needs in an efficient, long-term, and effective manner. As noted in the Community Profile, the need for housing services far outstrips the currently available resources. The absence of a short-term or long-term financing mechanism for affordable housing development programs at the State level is a particular handicap to California localities attempting to meet low and moderate income housing needs.

Due to funding cutbacks at the Federal level, the Oakland Housing Authority is unable to provide a sufficient number of units to meet the high level of demand from Oakland residents or to rebuild the old public housing developments which are fully occupied but poorly designed for a good social environment.

Funding cuts in social service programs also severely impact the need for and delivery of housing services. The Alameda County Social Services Agency administers income assistance programs which provide assistance to low and moderate income households that is clearly insufficient to enable these households to purchase housing in Oakland. With current escalating costs for rental housing, this assistance is often insufficient to enable households to rent housing in Oakland, as well. This problem is acute for recipients of General Assistance and TANF. The low assistance levels are set in part through State mandate, and recent trends in the State budget indicate that further reductions in the amount of assistance are likely.

Welfare reform (CalWORKS) has had a severe impact on this same population. Many recipients have left the welfare rolls, either because of sanctions imposed by the program, or for their own reasons. Those adults who leave the CalWORKS program are often left in even worse financial condition than before. Their children may still be receiving assistance, but this amount is quite small and is not sufficient to support the family. Many of these adults have few, if any, job skills or experience and are unable to find work that pays a living wage. Needs for transportation and childcare services exacerbate the problem, leaving even less money available for housing. Adults who stay in the CalWORKS program may have many of the same problems. The program has emphasized a “work first” approach that has left many “successful” participants in low-paying jobs with little chance for advancement. There may be a change in the approach that will emphasize more education and job readiness in the future. Certainly, moving people off welfare but leaving them in a situation where they still have insufficient income to purchase or rent housing, as well as other fundamental needs, will prove expensive to the public sector in the long run.

The general lack of resources affects not only the ability of the delivery system to meet the direct needs of low and moderate income households, it also affects the efficiency of the system and its actors as they attempt to carry out daily housing activities. Lack of financial resources for non-profit and public agencies, for example, result in a lack of staff and equipment to work as efficiently and productively as possible.

## 2. Coordination of Resources

### a. Multiple Financing Sources and Monitoring Requirements

Housing development and service provision are often carried out by developers who must secure financing from numerous different sources. Such multi-layered financing structures require additional time and funds to administer, and drive up the cost of producing housing units. Moreover, many financing sources are often accompanied by different regulatory requirements which force developers and owners to monitor the project for numerous different criteria and several different agencies. Multi-layered project monitoring can be excessive, cumbersome, and duplicative, adds to the operating costs for affordable housing developments, and requires additional City and project developer staff resources.

Moreover, the required multi-layered financing creates problems in coordinating resources. For example, some new HUD programs require that housing funds be combined with matching funds for supportive services, but there are few sources of funds available for such services.

### b. Matching Accessible Units to Those in Need

One problem with the diversified housing delivery system of Oakland is the difficulty of getting information on the availability of particular services and/or housing units to those in need. A number of landlords with units accessible to the disabled have noted a difficulty in finding disabled tenants. At the same time, many disabled persons have extreme difficulty in finding accessible units.

### c. Local Public Agencies

HCD is the most critical City agency in the housing delivery system. However, HCD does not have responsibility for all housing planning and programs that operate in the City. For example, rental assistance programs are managed by OHA and the County handles many of the supportive services. This fragmentation sometimes hampers effective coordination. In addition, because HCD operates as part of a larger public bureaucracy, it is not always able to respond quickly to meet the needs for new construction and rehabilitation. On the other hand, the Planning Department, which prepares the Housing Element and was a separate department, is now in the same agency as HCD and coordination has improved.

## 3. Capacity and Character of Private, Non-profit Organizations

Non-profit housing developers vary in the level of the skills and experience of their staff and board members. Many of them lack sufficient funds for their ongoing operations or for the pre-development expenses they must incur in launching new projects. Not all non-profit developers are equally competent in developing low income housing. The City now carefully considers the track record of non-profit developers applying for assistance and does not work with developers whom they feel are not able to carry a project through to completion or requires that they joint venture with a more experienced entity.

The non-profits have historically acted as housing developers, but are often not prepared for long-term housing management. Consequently, once a project is completed, management responsibility is handed over to outside management companies which may not have had experience in managing properties housing low income or special needs tenants. Partnerships need to be created between the knowledge and sensitivity of the community developer and the expertise of the management agent. The City prefers that the non-profit developers maintain an active role in project management after housing is occupied. The City can assist the non-profits in improving management skills and systems. Resources for such capacity-building can be derived from development fees collected from syndication proceeds, HUD-funded technical assistance, and non-profit intermediaries.

East Bay Housing Organizations, an umbrella organization of non-profit housing developers and advocacy groups, coordinates efforts to enhance the project management capabilities of local non-profit organizations, particularly single-room occupancy housing. Similarly, the Emergency Services Network seeks to enhance coordination among the many agencies providing housing and services to the homeless. In addition, the Alameda County Homeless Providers Base Conversion Collaborative coordinates the efforts of various homeless providers seeking to ensure that conversion plans for military facilities slated for closure include housing and other opportunities for the homeless.

Although Oakland's non-profits have a history and a commitment to serving the low and moderate income community, low and moderate income people are not always directly represented on the boards of directors. This may prevent some non-profits from qualifying as "Community Housing Development Organizations" (CHDOs) under the HOME program. The City has been working with the non-profits to assist them in identifying the necessary steps to be undertaken in order to qualify as CHDOs and take advantage of the HOME funds specifically allocated for use by CHDOs for both technical assistance and operating support.

#### 4. Participation of Private, For-Profit Organizations

Many for-profit developers are reluctant to work with the City in developing affordable housing. In the case of large scale developers, they may find they have market-rate development opportunities which do not entail as many restrictions as those which are undertaken in conjunction with public sector financing. Small contractors may not participate in City-assisted affordable housing development due to the bonding and prevailing wage requirements with which they find difficult to comply. The City is continually re-examining these requirements, especially to minimize the negative effect they might have on minority or women-owned contractors.

Full lender participation in community development efforts also continues to be a problem. Particularly, discrimination in residential lending continues to hamper community revitalization efforts. Many local lenders have participated in affordable housing projects in Oakland; however, there continue to be unmet credit needs. The City has determined that the credit need for 1999 was in excess of \$430,000,000 in the areas of mortgage finance, housing development, commercial real estate development and small business lending. Of 27 lending

institutions receiving deposits in the City only 7 reported sufficient lending to achieve their fair share goal for 1999. In addition, discrimination by insurance companies in Oakland may also represent an institutional barrier, both for individuals seeking home insurance and for housing developers working in low and moderate income areas.

Major corporations in Oakland have not historically participated in affordable housing production. The absence of corporate involvement has been unfortunate. Although these corporations draw upon Oakland residents for their labor force, they have not traditionally assisted the City in developing housing that is affordable to their employees. A few corporations have invested in Tax Credit projects. Corporations who cannot use the tax credit will also be asked to make charitable contributions to that effort.

Finally, discrimination against individuals by private landlords and others in the real estate industry continues to be a problem. Fair housing agencies funded by the City receive numerous discrimination complaints each year. These complaints allege discrimination based on race, disability, gender, and other factors. Discrimination by landlords can represent a serious barrier to obtaining housing. It should also be noted that many landlords refuse to rent to low and moderate income tenants, particularly those receiving some form of public assistance. Although not illegal, this practice severely hampers the ability of many low and moderate income households to obtain the housing within a reasonable timeframe and to obtain the housing of their choice.

## **Overview of Gaps in Housing Delivery System**

### **LACK OF RESOURCES**

- Insufficient resources for housing prohibits delivery of sufficient services
- Insufficient resources for housing strains the capacity of organizations to deliver services and thereby creates inefficiencies within the delivery system

### **COORDINATION OF RESOURCES**

- Multi-layered financing and regulatory systems drive up affordable housing costs and thereby reduce the number of units provided
- Better coordination required to match services available to the disabled with those in need of services
- Housing activities split between Oakland and Alameda County

### **CAPACITY AND CHARACTER OF NON-PROFIT HOUSING ORGANIZATIONS**

- Non-profit housing organizations vary in skill level
- Non-profit developers often insufficiently skilled in management to assume long-term management responsibilities of development projects
- Lack of representation and participation in non-profit housing developer decision-making processes by low income beneficiaries of housing services

### **PARTICIPATION OF FOR-PROFIT ORGANIZATIONS**

- Lack of significant corporate participation in the provision of affordable housing
- Discrimination by lenders results in further under-investment in many Oakland neighborhoods
- Discrimination by insurance companies in the sale of insurance to individuals and/or within certain neighborhoods makes development more difficult and/or more expensive
- Discrimination by landlords in renting units to individuals
- Regulatory requirements discourage private sector participation

*b. Strategy to Overcome Gaps in the Housing Delivery System*

During the five years covered by this Consolidated Plan, the City will continuously monitor the housing delivery system and work with local associations of housing organizations, private institutions, and other local public agencies to improve housing delivery. Specific activities that the City intends to carry out to improve this system are listed below.

*1. Increasing Available Resources*

- Continued attempts to expand the amount of resources available. In particular, the City will actively support efforts to secure State funding for affordable housing. Although a permanent source of funds for affordable housing at the State level is needed, housing bonds will probably have to provide much needed interim financing until a permanent source of funds can be designated.
- The City's CEDA is in the process of developing a \$43 million bond issue for affordable housing.
- Encourage and support the attempts of local non-profit developers and service organizations to secure funds for service delivery and organizational operations from governmental and non-governmental sources.
- Explore the use of converted military facilities to overcome the lack of developable sites for housing.
- Work with housing advocates to establish a county-wide permanent housing trust fund.

*2. Coordinating Resources*

- Improve coordination required to match accessible housing units available for the disabled with those in need of such units through better referral mechanisms.
- Improve coordination of housing activities and other activities affecting housing between City departments.
- Improve processes within the Community and Economic Development Agency (CEDA) to facilitate housing service delivery. As in the past, CEDA will continue to streamline its internal and external processes to facilitate program utilization and department efficiency.
- Continue to coordinate housing programs with Alameda County and the Oakland Housing Authority to the extent possible.
- Mayor Brown and the City Manager have expanded efforts to coordinate effectively with all cities in the County to increase the supply of affordable housing. Councilmembers Nadel and Spees have been working on the ABAG board, the

housing methodology committee and regional planning committee to address these issues and understand the problem. Specific actions may be developed in fiscal year 2001.

### 3. Capacity and Character of Non-profit Housing Organizations

- Develop mechanisms to increase the capacity of non-profit affordable housing developers and actively encourage non-profit developers to take advantage of local programs such as the Local Initiative Support Corporation (LISC) training program for non-profit developers.
- Use HOME funding to support non-profit capacity building.
- Encourage developers to increase the representation of low and moderate income persons in their decision making processes and thereby to become eligible for receipt of HOME funds targeted to CHDO organizations.

### 4. Participation of For-Profit Organizations

- Explore programs to encourage corporate participation in the provision of affordable housing, particularly employer participation in first-time homebuyer programs.
- Develop programs which expand private sector investment in the general provision of affordable housing. The Oakland Homeownership Assistance Alliance is a collaborative effort of public agencies, lenders, non-profit organizations and other key players in the housing development community, whose objective is to revitalize Oakland neighborhoods by increasing homeownership opportunities for low and moderate-income households. This will be accomplished by providing new, creative financing tools, one-stop homebuyer assistance centers, debt management counseling, and an aggressive marketing and outreach campaign.
- Attempt to overcome housing discrimination by encouraging financial institution participation in mortgage lending to low and moderate income individuals and in low and moderate income communities, largely through joint City and FannieMae efforts to promote existing lending programs and create new programs.
- Develop community reinvestment programs. The City will explore programs to encourage private, for-profit lending and investment practices that meet the needs of all Oakland households and neighborhoods and discourage discrimination in lending and in the provision of insurance. One such program is the City's Linked Banking Services Ordinance, which requires the City to deposit its funds only with banks that are meeting a "fair share" of the City's community credit needs.
- In order to overcome housing discrimination by landlords, the City will continue to fund fair housing counseling and education agencies which counsel individuals and train landlords and tenants regarding their rights and responsibilities under the law.

## **H. Coordination**

Section G. above describes the Institutional Structures for carrying out Oakland's housing, public services, and community development efforts. In addition to working with individual agencies, non-profits, and for-profits, there are many committees and/or associations for the coordination of programs and solutions to problems. These groups cover the continuum of issues, facilities, services, and organizations in Alameda County and the East Bay. The City works continuously to improve channels of communication and improve the housing, economic, and neighborhood development environment in the East Bay. Oakland also serves as an important leadership role in improving coordination of services in the area.

## **I. Monitoring**

### ***1. Monitoring Procedures***

Monitoring continues to be an element of the City's overall program management. The City regularly monitors its housing and community development programs, and its assisted affordable housing developments, in order to assess program effectiveness and ensure compliance with City, State, and Federal regulations.

#### ***a. General Monitoring Procedures***

All housing and community development activities which are funded through CEDA are governed by loan or grant agreements, regulatory agreements, and/or other enforceable agreements which require the recipients to comply with variety of Federal, State and local requirement, including affirmative action and equal employment efforts, nondiscrimination, affirmative marketing efforts, prohibition on the use of lead-based paint, compliance with environmental protection requirements and procedures, tenant lease protection, payment of prevailing wages, insurance, bonding, financial standards and audit requirements, prohibition on conflict of interest, etc.

Recipients are monitored throughout the life of the project to ensure that requirements are being met on a continuous basis. The City's monitoring policies, programs and procedures are regularly reviewed by HUD to ensure that the City is carrying out its responsibilities in the use of Federal funds.

The City Council has directed that the Community Development (CD) District Boards must do site visits to monitor 100% of projects that they fund in their districts. CEDA staff has developed a monitoring checklist that CD Board Members use when they visit projects. Training is also provided to the board members prior to their monitoring of the projects to ensure consistency in the process from one district to the other.

City staff is Project Administrators for all CDBG-funded projects and they conduct project monitoring to ensure compliance with the contractual goals established between the City and the Service Providers. The Project Administrators also receive monthly reports from the Service Providers that include units of service provided, the cost of providing the service, who the service was provided to, and any problems encountered during the month.

The City's Finance Agency also provides fiscal and on site monitoring of CDBG-funded projects that receive \$25,000 or more. The purpose of having the City's Finance Agency staff do this monitoring is that these staff persons have the appropriate fiscal background to ensure that the service providers are properly and appropriately documenting and recording expenses, as well as complying with contract goals.

*b. Construction Requirements*

Construction projects are monitored, with the assistance of the Contract Compliance Unit in the Office of Public Works, to ensure that all affirmative action, equal employment opportunity, and prevailing wage ("Davis-Bacon") requirements are met. These requirements are included in City loan and grant agreements with developers, along with provisions that the requirements be passed through to construction contractors and subcontractors at every tier. Notices to proceed with construction work are not issued until the Contract Compliance Unit indicates that a project has met the requirements. In addition, the Contract Compliance Unit monitors projects during construction, including regular on-site visits, to ensure that requirements are actually being met.

*c. Environmental Requirements*

All development and public service projects throughout the City of Oakland that receive any federal funds (U.S. Department of Housing and Urban Development) are subject to the provisions of the National Environmental Policy Act (NEPA) to ensure that the projects do not have an adverse impact on the natural and human environment.

The Executive Director's Office of the Community and Economic Development Agency, upon request from all government and local non-profit agencies, performs environmental assessments to determine whether a given project is exempt, categorically excluded or in need of an Environmental Assessment. All projects resulting in an Environmental Assessment with the Finding of No Significant Impact (FONSI) require public notification as well as formal permission from HUD to release grant funds.

Currently, there are four major federal grant program funds allocated through CEDA – HOME, CDBG, HOPWA, and EDI. These funds are used for housing and start-up funds for local businesses. CDBG funds aid in improving the quality of life for Oakland residents through senior and youth programs. HOPWA provides funding to expand services for Persons with AIDS. Federal funds are also used to maintain and enhance community parks and recreation facilities.

*d. Marketing Requirements*

For all assisted housing developments, the City monitors marketing plans to ensure that project marketing solicits participation from all sectors of Oakland's diverse low and moderate-income community. Housing developers who receive funding from the City or Redevelopment Agency must comply with the City's Affirmative Fair Housing Marketing Plan, which has been reviewed and approved by HUD. A copy of the Affirmative Fair Housing Marketing requirements is included in Section III of this Consolidated Plan, in the portion of the subsection entitled "Specific Submission Requirements for Individual Programs" where requirements for the HOME program are delineated.

Because conventional marketing plans often fail to reach all minority communities, CEDA reviews project marketing plans before their implementation. The Office currently meets with each project developer and the developer's management agent prior to unit lease-ups or sales in order to review marketing plans and ensure that information on housing openings and services is made widely available. The Monitoring and Evaluation Unit perform the on-going monitoring of CEDA projects for racial and ethnic diversity.

*e. Post-Occupancy Monitoring*

CEDA also has responsibility for monitoring new construction and rehabilitation development projects on an annual basis to ensure that: (1) rents are below the maximum limit established by each applicable program; (2) occupancy is restricted to eligible households; (3) tenant incomes are re-examined every year as required; (4) units are well maintained, and (5) the projects remain fiscally sound.

All of these monitoring efforts result in informational reports that are made available to the community and to City Council as it relates to Service Providers' compliance with contract objectives and this information is used as a basis for recommendation for continued funding of Service Providers.

The City Council's policy in prior years has been to evaluate a maximum of 10% of projects each year. For FY 1999/2000, City Council has directed that an evaluation be conducted on 100% of CDBG-funded projects. Once completed, the community, staff and City Council will use the evaluation results for funding consideration for FY 2001/2002.

## **VII. ANNUAL ACTION PLAN**



## **A. Form 424 for Each Grant Program**

*1. CDBG*

**REMOVE THIS PAGE AND REPLACE  
WITH ORIGINAL**

2. *HOME*

**REMOVE THIS PAGE AND REPLACE  
WITH ORIGINAL**

3. *ESG*

**REMOVE THIS PAGE AND REPLACE  
WITH ORIGINAL**

*4. HOPWA*

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WITH ORIGINAL**

## B. Resources

### 1. Federal Resources

The following Federal resources are expected during the Fiscal Year 2000-01 program year.

#### a. Federal Resources for Housing Activities

PROGRAM	ANTICIPATED
<u>Community Development Block Grant (CDBG)</u>	<b>\$5,219,000</b>
<p>The City has received Community Development Block Grant Funds allocation in the amount of \$10,274,000 for FY 2000/01, (an increase of \$51,000 from the previous year). Housing will receive 38% of the grant amount. \$3,904,120 is proposed to be used for housing (an increase of \$19,380 from last fiscal year). An additional \$1,314,880 in anticipated program income (generated by loan repayments) will also be devoted to housing. The specific uses are:</p>	
Housing Rehabilitation Loan Programs	\$3,300,000
Vacant Housing/Housing Development Programs	265,000
Self-Help Paint and Free Paint	475,000
Minor Home Repair	250,000
Access Improvement Program (AIP) Grants	155,000
Housing Counseling	180,000
Fair Housing:	259,909
Landlord/Tenant Issues &	
Racial/Ethnic Discrimination	115,455
Discrimination Against Families	47,273
Assistance to the Disabled	78,181
East Bay Community Law Center	19,000
Shared Housing Program	40,000
Reverse Annuity Mortgage Program	21,818
Rental Assistance Program (first and last months rent)	47,273
Homeless Winter Relief	225,000

PROGRAM	ANTICIPATED												
<p><u>HOME</u></p> <p>The City's grant for FY 2000/01 is increased by \$8,000 over last year. These funds are expected to be allocated as follows:</p> <table data-bbox="282 436 1403 632"> <tr> <td>Housing Development (mostly rental, some ownership)</td> <td>\$2,219,750</td> </tr> <tr> <td>First Time Homebuyer Assistance</td> <td>\$1,250,000</td> </tr> <tr> <td>Program Administration/Monitoring</td> <td>\$443,500</td> </tr> <tr> <td>Grants to Community Housing Development Organizations</td> <td>\$221,750</td> </tr> <tr> <td>    for Organizational Operating Expenses</td> <td>\$300,000</td> </tr> <tr> <td>Rehabilitation Loan Program</td> <td></td> </tr> </table> <p>As required by HOME program regulations, at least 15 percent of the grant (\$665,250) will be reserved for allocation to projects that are owned, sponsored or developed by nonprofit housing corporations that qualify as Community Housing Development Organizations (CHDOs).</p>	Housing Development (mostly rental, some ownership)	\$2,219,750	First Time Homebuyer Assistance	\$1,250,000	Program Administration/Monitoring	\$443,500	Grants to Community Housing Development Organizations	\$221,750	for Organizational Operating Expenses	\$300,000	Rehabilitation Loan Program		<p><b>\$4,435,000</b></p>
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for Organizational Operating Expenses	\$300,000												
Rehabilitation Loan Program													
<p><u>Housing Opportunities for Persons With AIDS (HOPWA)</u></p> <p>The City receives funding under the Housing Opportunities for Persons With AIDS (HOPWA) Program for the Oakland Eligible Metropolitan Area, which includes both Alameda and Contra Costa Counties. The total grant award for the 2000/01 fiscal year is \$1,702,000 (an increase of \$32,000), which will be allocated to Alameda County and Contra Costa County based on their relative shares of HIV/AIDS cases. These figures are based on epidemiological data obtained from the California State Office of AIDS Epidemiology Department. The City retains \$17,020 (1 percent) for program administration and coordination.</p> <table data-bbox="241 1262 1403 1755"> <tr> <td> <p><b>Alameda County</b></p> <p>For FY 2000/01, funds will be allocated pursuant to the priorities in the Multi-Year AIDS Housing Plan. These priorities will include service enriched emergency shelter for homeless people with ADS; increased development of permanent, supportive housing for persons with multiple diagnoses; increased supply of independent housing units; technical assistance to housing developers; centralizing AIDS housing information, referral and access information; and other programs designed to increase housing and service options for people living with HIV/AIDS.</p> </td> <td>\$1,259,480</td> </tr> <tr> <td> <p><b>Contra Costa County</b></p> <p>In Contra Costa County, in FY 2000/01, HOPWA funds will be allocated pursuant to the priorities in the Contra Costa County HIV/AIDS Housing Plan. These priorities include housing advocacy; short term housing assistance linked to case management; further development of permanent supportive housing for low-income persons living with HIV/AIDS who are also multiply-diagnosed; and increasing access to mainstream affordable housing</p> </td> <td>\$425,500</td> </tr> </table>	<p><b>Alameda County</b></p> <p>For FY 2000/01, funds will be allocated pursuant to the priorities in the Multi-Year AIDS Housing Plan. These priorities will include service enriched emergency shelter for homeless people with ADS; increased development of permanent, supportive housing for persons with multiple diagnoses; increased supply of independent housing units; technical assistance to housing developers; centralizing AIDS housing information, referral and access information; and other programs designed to increase housing and service options for people living with HIV/AIDS.</p>	\$1,259,480	<p><b>Contra Costa County</b></p> <p>In Contra Costa County, in FY 2000/01, HOPWA funds will be allocated pursuant to the priorities in the Contra Costa County HIV/AIDS Housing Plan. These priorities include housing advocacy; short term housing assistance linked to case management; further development of permanent supportive housing for low-income persons living with HIV/AIDS who are also multiply-diagnosed; and increasing access to mainstream affordable housing</p>	\$425,500	<p><b>\$1,702,000</b></p>								
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<p><u>Emergency Shelter Grant (ESG)</u></p> <p>The City's 2000/01 allocation is decreased by \$1,000 from last year.</p>	<p><b>\$362,000</b></p>												

PROGRAM	ANTICIPATED																										
<p><u>Supportive Housing Program</u></p> <p>The City has been awarded funds from the Supportive Housing Program to provide housing and services for the homeless.</p> <p style="text-align: center;"><u>Homeless Families Services Network</u></p> <table style="width: 100%; border-collapse: collapse;"> <tr> <td style="width: 80%;">Program Administration/Overhead</td> <td style="text-align: right;">\$71,555</td> </tr> <tr> <td>Leasing</td> <td style="text-align: right;">\$93,442</td> </tr> <tr> <td>Support Services</td> <td style="text-align: right;">\$1,062,029</td> </tr> <tr> <td><u>Operations</u></td> <td style="text-align: right;"><u>279,656</u></td> </tr> <tr> <td>Total</td> <td style="text-align: right;">\$1,506,882</td> </tr> </table> <p style="text-align: center;"><u>Families In Transition/Transitional Housing Program</u></p> <table style="width: 100%; border-collapse: collapse;"> <tr> <td style="width: 80%;">Program Administration/Overhead</td> <td style="text-align: right;">\$7,688</td> </tr> <tr> <td>Support Services</td> <td style="text-align: right;">\$98,276</td> </tr> <tr> <td><u>Operations</u></td> <td style="text-align: right;"><u>\$55,490</u></td> </tr> <tr> <td>Total</td> <td style="text-align: right;">\$161,454</td> </tr> </table> <p style="text-align: center;"><u>Matilda Cleveland Transitional Housing Program</u></p> <table style="width: 100%; border-collapse: collapse;"> <tr> <td style="width: 80%;">Program Administration/Overhead</td> <td style="text-align: right;">\$11,337</td> </tr> <tr> <td>Support Services</td> <td style="text-align: right;">\$142,241</td> </tr> <tr> <td><u>Operations</u></td> <td style="text-align: right;"><u>\$84,502</u></td> </tr> <tr> <td>Total</td> <td style="text-align: right;">\$238,080</td> </tr> </table>	Program Administration/Overhead	\$71,555	Leasing	\$93,442	Support Services	\$1,062,029	<u>Operations</u>	<u>279,656</u>	Total	\$1,506,882	Program Administration/Overhead	\$7,688	Support Services	\$98,276	<u>Operations</u>	<u>\$55,490</u>	Total	\$161,454	Program Administration/Overhead	\$11,337	Support Services	\$142,241	<u>Operations</u>	<u>\$84,502</u>	Total	\$238,080	<b>\$1,906,416</b>
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<p><u>Rental Rehabilitation</u></p> <p>The City expects to receive approximately \$450,000 in program income (loan repayments) for the Rental Rehabilitation Program. In addition, the City will obtain a HUD Section 108 Loan in the amount of \$2,500,000 to be used to provide amortizing loans for rehabilitation of rental properties.</p>	<b>\$2,950,000</b>																										
<p><u>Comprehensive Grant Program (CGP)</u></p> <p>The Oakland Housing Authority (OHA) receives these funds from HUD for physical and management improvements to the public housing stock</p>	<b>\$10,400,000</b>																										
<p><u>Section 8 Rental Assistance</u></p> <p>OHA anticipates no new funding this fiscal year. The City will actively support efforts by OHA to secure funding for rental assistance</p>	<b>\$0</b>																										

PROGRAM	ANTICIPATED
<p><u>Low Income Housing Tax Credits</u></p> <p>Pursuant to the provisions of the Federal Internal Revenue Code, investors in qualified low income rental housing projects can receive credits that can be used to directly reduce their income tax liability. These credits are awarded on a competitive basis by the State of California's Tax Credit Allocation Committee. At least four projects are expected to apply for credits in the coming year.</p>	<p><b>\$10,000,000</b></p>



*b. Federal Resources for Non-Housing Community Development Activities*

<b>PROGRAM</b>	<b>ANTICIPATED</b>
<p><u><i>Community Development Block Grant</i></u></p> <p>The City will receive \$10,274,000 in Community Development Block Grant funding, plus anticipated program income of \$2,400,000, for a total of \$12,674,000.</p> <p>Housing Programs \$5,219,000  Infrastructure 206,185  Public Service Programs 2,054,095  Economic Development Programs 3,190,070  Administration 2,004,650</p>	<b>\$12,674,000</b>
<p><u><i>Economic Development Initiatives (EDI) Grant</i></u></p> <p>In 1994, the City was awarded \$22 million in EDI funding as a result of the City's Empowerment Zone application. Additional funding, in the amount of \$3 million from the Department of Health and Human Services was also awarded as part of this process. Using the HUD 108 process, EDI grants are used as a match to increase the available funding. To date, 19 loans have been made utilizing EDI funding. The total HUD 108 and EDI funding for these projects is over \$5,000,000.</p>	
<p><u><i>One Stop Capital Shop (OSCS)</i></u></p> <p>Along with its designation as an Enhanced Enterprising Community, Oakland was one of twelve cities nation-wide that was granted an OSCS grant from the Small Business Administration (SBA). This award includes several types of resources from the SBA Grants (CSBG), Older Americans Act, U.S. Department of Agriculture, Head Start, Department of Justice, Economic Development Initiatives (EDI), HUD 108 Loan Guarantees, Job Training Partnership Act, State Gas Tax, Alameda County Street Aid, State Library Grant and Local Tax Revenues and Oakland Redevelopment Agency.</p>	
<p><u><i>Community Services Block Grant</i></u></p> <p>The City expects to receive \$609,047 in CSBG funds to provide community service programs.</p>	<b>\$609,047</b>
<p><u><i>Head Start</i></u></p> <p>The City's Office of Health and Human Services will receive approximately \$11 million to provide child care and tutorial programs.</p>	<b>\$11,851,103</b>

PROGRAM	ANTICIPATED
<p data-bbox="203 243 716 279"><u>Department of Agriculture/Health Start</u></p> <p data-bbox="203 317 1146 426">The USDA is expected to fund lunch programs for children in the Head Start program by providing approximately \$360,000. The year-round lunch program will also receive approximately \$749,000.</p>	<p data-bbox="1295 243 1414 279">\$360,000</p> <p data-bbox="1312 281 1414 317">749,000</p>

**2. Non-Federal Resources**

*a. Non-Federal Resources for Housing Activities*

PROGRAM	ANTICIPATED
<p><b>STATE OF CALIFORNIA PROGRAMS</b>            Most State housing programs have exhausted the available funds, and as yet no new funding has been appropriated for next year. The City will actively support measures to increase the State's contribution to the provision of affordable housing.</p>	
<p><u>California Housing Loan Insurance Fund (CaHLIF)</u></p> <p>The CaHFIF 97% Home Loan Program facilitates homeownership by offering 975 mortgages to first-time homebuyers whose annual income does not exceed 120% of area median. The City and CaHLIF have established a 3% pledge pool to guarantee mortgages financed by participating lenders. Flexible underwriting allows participants with credit problems and minimal cash to qualify. 20 loans are estimated for the fiscal year. Estimated mortgage value is \$3,250,000.</p>	<p><b>\$3,250,000</b></p>
<p><u>State Low Income Housing Tax Credits</u></p> <p>The State of California has a low income housing tax credit program similar to the Federal program. Developers of rental housing are encouraged to apply for such credits in order to increase the amount of equity that can be raised from syndication of rental projects.</p>	<p><b>\$10,000,000</b></p>

PROGRAM	ANTICIPATED
<b>LOCAL PROGRAMS</b>	
<p><u>City of Oakland - HDG Repayment Funds</u></p> <p>Repayments received by the City from loans made with funds obtained under the now-discontinued Housing Development Grant program provide program income that can be used to support development of affordable rental housing.</p>	<b>\$50,000</b>
<p><u>City of Oakland - General Funds</u></p> <p>The City will provide \$115,000 from its General Fund to support the Emergency Housing Program. These funds constitute a portion of the matching funds required for the Federal Emergency Shelter Grant program.</p> <p>Another allocation of \$52,750 will come from the City's General Fund to support the Community Promotions Program for Service Organizations (homeless services/shelter portion). An additional \$133,000 will be provided from the City's General Fund to satisfy the match requirements for the final year of a renewal grant awarded the City, under the Federal Supportive Housing Program (for the City's Transitional Housing Program/Families In Transition).</p> <p>In addition, the City will provide \$130,500 from its General Fund to support the Community Promotions Program for Service Organizations. These funds will also be used to satisfy the matching fund requirement for the Emergency Shelter Grant Program</p>	<b>\$378,500</b>
<p><u>Lease-Purchase Program</u></p> <p>The City of Oakland and several neighboring cities have formed a joint powers authority to operate a lease-purchase housing program. The JPA will issue bonds and use the proceeds to provide financing to purchase homes on the behalf of lease-purchasers. Participants will lease the homes for three years and have the opportunity to purchase the property at the end of the lease period. Household income must not exceed 140% of the area median. Flexible underwriting allows participants with credit problems to qualify. 75 loans are estimated for the fiscal year with a total mortgage value of \$11,000,000.</p>	<b>\$11,000,000</b>

<b>PROGRAM</b>	<b>ANTICIPATED</b>								
<p><u>Oakland Redevelopment Agency Funds</u></p> <p>Pursuant to California Redevelopment Law, 20% of the tax increments received from Redevelopment Areas must be set aside for affordable housing. The proposed allocations of these funds are as follows:</p> <table> <tr> <td>Repayment of Bonds (Henry J Robinson Multiservice Center)</td> <td>\$350,000</td> </tr> <tr> <td>First Time Homebuyer's Program</td> <td>\$1,350,000</td> </tr> <tr> <td>Housing Development Projects (owner and rental)</td> <td>\$2,800,000</td> </tr> <tr> <td>Program Administration and Overhead</td> <td>\$1,500,000</td> </tr> </table>	Repayment of Bonds (Henry J Robinson Multiservice Center)	\$350,000	First Time Homebuyer's Program	\$1,350,000	Housing Development Projects (owner and rental)	\$2,800,000	Program Administration and Overhead	\$1,500,000	<b>\$6,000,000</b>
Repayment of Bonds (Henry J Robinson Multiservice Center)	\$350,000								
First Time Homebuyer's Program	\$1,350,000								
Housing Development Projects (owner and rental)	\$2,800,000								
Program Administration and Overhead	\$1,500,000								
<b>PRIVATE FUNDS</b>									
<p><u>Federal Home Loan Bank - Affordable Housing Program</u></p> <p>The Federal Home Loan Bank operates an Affordable Housing Program which provides funds, through participating lenders, for rental and homeownership development projects. These funds are provided either as interest rate write downs or as grants. Funds are allocated to qualifying projects on a competitive basis.</p>	<b>\$500,000</b>								
<p><u>Private Foundations</u></p> <p>Oakland-based nonprofits often secure foundation funding for their projects and for organizational support. Amount based on past experience.</p>	<b>\$500,000</b>								
<p><u>Private Alliance</u></p> <p>The Oakland Homeownership Assistance Alliance is a collaborative effort of public agencies, lenders, nonprofit organizations and other key players in the housing development community, whose objective is to revitalize Oakland neighborhoods by increasing homeownership opportunities for low and moderate-income households. This will be accomplished by providing new, creative financing tools, one-stop homebuyer assistance centers, debt management counseling, and an aggressive marketing and outreach campaign.</p>	<b>\$75,000,000</b>								
<p><u>Private Bank Financing</u></p> <p>Based on past experience, it is anticipated that approximately \$20 million in private financing will be made available to support affordable housing activities funded with the public sources described above.</p>	<b>\$20 million</b>								

b. Non-Federal Resources for Non-Housing Community Development Activities

PROGRAM	ANTICIPATED
<b>STATE FUNDS</b>	
<p><u>Job Training Partnership Act (JTPA)</u></p> <p>This Federal grant provides Citywide information on job opportunities and job training providers and provides support to Redevelopment Agency projects.</p>	<b>\$5,602,872</b>
<p><u>Public Library Fund</u></p> <p>The California Library Services Act administered by the State Library will provide matching funds for direct library services. The Library also anticipates gifts, private donations and funding from the Library Foundation for materials that include books, video services, support, public service programs, after-school homework programs, cultural arts, adult literacy programs.</p>	<b>\$750,000</b>
<p><u>State Gas Tax Street Improvement</u></p> <p>The City receives a portion of State gasoline taxes to fund street construction, maintenance and repair under the State gas Tax Street Improvement Program. The Resurfacing Project Contract for Certain Streets in the City by the Overlay method is expected to be completed during the fiscal year.</p>	<b>\$5,414,276</b>
<p><u>State Transportation Grant</u></p> <p>Oakland will receive funding from Alameda County Measure B for a paratransit program to provide discount taxi and van trips to mitigate the transportation problems experienced by older workers and the frail elderly. The City's Aging and Health &amp; Human Services will also work with the East Bay Paratransit Consortium for regional paratransit services in concert with BART and AC Transit fixed routes.</p>	<b>\$678,437</b>

PROGRAM	ANTICIPATED
<b>LOCAL FUNDS</b>	
<p><u>City of Oakland Funds</u></p> <p>The City provides funding for placement services to Oakland residents. Job training agencies, including those funded under JTPA, Alameda County Social Services Agency, the California Employment Development Department and CDBG, refer their clients to the City's Workforce Development Program for job placement. The Port of Oakland operates a similar program for its Port tenants.</p>	<b>\$342,339</b>
<p><u>Oakland/Berkeley Recycling Market Development Zone (RMDZ)</u></p> <p>The RMDZ was designated by the California Integrated Waste Management Board in June, 1992 to encourage the retention, expansion and attraction of recycling businesses by offering them state and local incentives in the form of loans, marketing campaigns and grants to qualified businesses. Jobs are created and material is diverted from landfills in an effort to meet new State guidelines to reduce of solid waste that goes to landfills and conserve natural resources. These funds come from a variety of sources including Alameda County.</p>	<b>\$219,000</b>
<p><u>Redevelopment and Private Investment</u></p> <p>The City's primary redevelopment area, the Central District, represents a substantial public investment. Funds will be available to implement redevelopment. The investment will leverage additional associated private investments.</p>	<b>\$41,000,000</b>

### ***3. Leveraging of Non-Federal Resources***

The City has a strong record of leveraging non-Federal funds through the use of Federal housing funds. In particular, by providing reservations of funds to specific projects during the predevelopment and preconstruction phases, the City assists developers in obtaining commitments from State and private sources. The City also actively supports efforts by developers to secure other funding by providing letters of support and encouraging other funding sources to invest in Oakland-based projects. In allocating its housing funds, including Federal funds such as CDBG and HOME funds, the City gives preference to projects which leverage greater amounts of outside funding.

The City's Mortgage Assistance Program, which uses HOME funds to provide "silent second" mortgages to first time homebuyers, is used in conjunction with conventional mortgages provided by private lenders, as well as the homebuyers' own funds for down payments. The program typically leverages anywhere from \$1 to \$4 for every \$1 of HOME funds.

The City continues to operate a Rental Rehabilitation Program, utilizing program income derived from repayment of loans made with funds originally granted to the City by HUD. Because the grant program has been closed out, there is no longer a Federal requirement for funds to be matched with funds from non-Federal sources. As a local program requirement, however, the City continues to require private matching contributions, thereby ensuring that the program continues to leverage outside funding.

Although each City project and program leverages funds differently, in general the City has been able to leverage \$2 to \$3 of non-Federal funds for every \$1 of Federal funds invested in housing.

### ***4. Matching Funds for Federal Programs***

Several Federal housing programs require that matching funds be provided. The City will meet these requirements as follows:

#### ***a. HOME Program***

Funds made available to City under the HOME Program must be matched at a 25% rate with funds "permanently contributed" to the HOME Program or to HOME-assisted projects. This requirement applies to the program as a whole, not to individual projects; matching funds provided on one or more projects are used to meet the program requirement, and could result in other projects or activities not needing to supply their own matching funds. The liability for matching funds occurs when the City actually draws down HOME funds from HUD, and the matching funds must be invested in qualifying projects in the same year that the liability is incurred.

The City qualifies for a partial waiver of this requirement because it meets certain definitions of "fiscal distress"; as a result, the matching requirement is reduced to 12.5%. Although the City already has sufficient "excess match" from prior years to cover current match liabilities, the City anticipates that additional matching funds will be provided in the coming year, principally through the use of Redevelopment Agency funds to provide deferred payment, forgivable loans

as part of the Mortgage Assistance Program for first-time homebuyers. Additional matching funds may also be provided from a variety of sources, including deferred, low-interest loans provided by the Redevelopment Agency's Low and Moderate Income Housing Funds, waivers of property taxes provided to qualifying low income rental projects, grants from foundations and other sources, and the provision of California Low Income Housing Tax Credits to qualifying low income rental projects.

*b. Emergency Shelter Grant and Transitional Housing Program*

These two Federal programs, which provide funding for the acquisition, development and operation of emergency and transitional housing for the homeless, requires that the City provide matching funds from non-federal sources. The City intends to meet this match requirement of sources through staff salaries, funds allocated for the City's Emergency Housing Student Trainee program, Transitional Housing tenant rents, Transitional Housing contractor fund matches, a portion of the City's General Fund appropriated for its Emergency Housing Program and Community Promotions Program for Service Organizations.

*c. Supportive Housing Program*

This program, which provides funding for the provision of long-term housing and supportive services to the homeless, requires that HUD program funds used for rehabilitation, acquisition, and new construction are matched 100% (an amount equal to awarded amounts) from other than HUD funds. For HUD funds used to cover operating costs, a fifty percent ( 50%) match is required for years three through six of the Supportive Housing Program. The City is administering the fifth year (2000/2001) of the program with the following network of agencies: Travelers Aid Society, Oakland Homeless Families Project and Henry Robinson Multi-Service Center. For fiscal year 2000/01, 50% match funds are required for costs under the operations budget for the Supportive Housing Program is Henry Robinson Multi-Service Center's (HRMSC) contract with City. The match requirement will be well exceeded by funds committed by Alameda County. Funds provided by Alameda County will exceed the 50% match requirement by 66%.

*d. Other Federal Programs*

To the extent that other Federal programs require that Federal funds be matched in some proportion by contributions from the City, the City has met this requirement by providing local funding, particularly from the Redevelopment Agency. It is anticipated that this practice will continue during the period covered by this Annual Plan.

*e. Emergency Shelter Grant and Transitional Housing Program/Families In Transition*

These two Federal programs, which provide funding for the acquisition, development and operation of emergency and transitional housing for the homeless, requires the City to provide matching funds from non-federal sources. The City intends to meet this match requirement of non-federal sources through staff salaries, funds allocated for the City's Emergency Housing Student Trainee program, Transitional Housing tenant rents, Transitional Housing contractor fund matches, a portion of the City's General Fund appropriated for its Emergency Housing Program and Community Promotions Program for Service Organizations.

## **C. Strategy Implementation**

As required by HUD, Section VI of the Action Plan contains a detailed listing of projects and activities for which new federal funding is proposed. That table, however, provides information only on projects that will receive funding from CDBG, HOME, HOPWA and ESG grants received by the City in 2000-01.

The tables and narratives that follow in this section are intended to provide a more complete discussion of the variety of activities that will be initiated, continuing, or completed in the coming year in order to meet the goals and priorities described in Consolidated Plan Five Year Strategy.

### ***1. Action Plan for Housing***

The following tables are organized by the City of Oakland's priority areas for housing assistance as described in the Five Year Strategy. The tables describe the activities planned for the City's housing projects and programs during FY 2000-01, regardless of whether such activities are funded with HUD grant funds.

Where funding amounts and sources are shown, they indicate amounts of local funding (including federal grant funds received directly by the City) that have been committed in prior fiscal years, as well as funds that will be allocated in the coming year. Most of these projects have also received significant investments of other funds, including direct funding from HUD, loans from private financial institutions, equity contributions (including syndication proceeds leverage through the use of Low Income Housing Tax Credits), and foundation grants. It is not possible to list all these sources in the Action Plan, but financing information for individual projects and programs is available on request from the Community and Economic Development Agency.

The "One Year Goals" are planned accomplishments for the fiscal year.

**Priority (H-a): Preservation and Expansion of the Supply of Affordable Housing**

<b>ACTIVITY NAME LOCATION CEDA Area</b>	<b>DESCRIPTION OF ACTIVITY</b>	<b>CATEGORIES OF RESIDENTS TO BE ASSISTED</b>	<b>FUNDING PROGRAMS AND RESOURCES TO BE USED</b>	<b>ONE YEAR GOALS</b>
<b>Adeline Street Lofts</b> 2320 Adeline Street <i>West Oakland</i>	Warehouse conversion 38 live/work family units	38 low- and moderate-income families 4 at ≤ 35% AMI 27 at ≤ 50% AMI 7 at ≤ 60% AMI	ORA: \$70,000 HOME: \$2.2 million	Start construction in Fall 2000.
<b>Black Phoenix Housing</b> 2475 and 2515 98 <sup>th</sup> Ave. 98 <sup>th</sup> Ave. at Stearns Ave. <i>Elmhurst</i>	New construction homeownership 5 units	5 moderate-income families at ≤ 120% AMI	Land to be sold for \$1 or as low as the Federal Highway Administration dictates.	Construction to be completed by June 30, 2001.
<b>Chestnut Court HOPE VI</b> 1114 Chestnut <i>West Oakland</i>	New construction homeownership 16 units	16 public housing, Section 8 and low-income households at 65% AMI or above	HOPE VI	Develop a HUD-approved Homeownership Program.
<b>Chestnut Court HOPE VI</b> 1114 Chestnut <i>West Oakland</i>	New construction rental 23 units	23 low-income families at ≤ 50% AMI	HOPE VI California Tax Credits	Procure a development partner and develop a tax credit application to be submitted in Spring 2001.
<b>Citizens Housing Scattered Sites Vacant Lot Infill Program</b> <i>Various locations</i>	New homeownership construction 17 to 20 3- and 4-BR units	17-20 moderate-income families, most at ≤ 80% AMI, possibly some at ≤ 120% AMI	Land subsidy Silent second mortgages	Negotiate DDA, obtain entitlements, and begin construction of some units.
<b>EBALDC-Homeplace Initiative Prescott Homeownership Program</b> 1311 Campbell Street 1728 14 <sup>th</sup> Street 820 Peralta Street <i>West Oakland</i>	New construction homeownership 3 3- and 4-BR units	3 moderate-income buyers at ≤ 80% AMI	Land subsidy AHP: \$27,858	Begin construction by July 2001.
<b>Habitat Fruitvale and 82<sup>nd</sup> Avenue New Housing Development</b> 2662 Fruitvale 1419, 1425, 1431 82 <sup>nd</sup> Avenue <i>Fruitvale and Elmhurst</i>	New construction homeownership 7 units	7 moderate-income families 3 at ≤ 80% AMI 4 at ≤ 120% AMI	Land subsidy	Construction to be completed by June 30, 2001.

ACTIVITY NAME LOCATION CEDA Area	DESCRIPTION OF ACTIVITY	CATEGORIES OF RESIDENTS TO BE ASSISTED	FUNDING PROGRAMS AND RESOURCES TO BE USED	ONE YEAR GOALS
<b>Habitat Village</b> 300 block of 105 <sup>th</sup> Ave. <i>Elmhurst</i>	New construction homeownership 39 units 21 4-BR 17 5-BR 2 6-BR Rehabilitation of one single family home.	40 moderate-income families at ≤ 60% AMI	ORA: \$1,212,740 Donations: \$3,602,000 HUD-Self Help Home Ownership Opportunity Grant/Loan: \$165,000 grant/ \$55,000 loan.	Completion, sale and occupancy of remaining 11 units which will complete the project by December 30, 2000.
<b>International Boulevard</b> 1218-1230 Second Avenue <i>San Antonio</i>	New construction rental 29 units 8 1-BR 11 2-BR 7 3-BR 2 4-BR	29 low-income families 7 at ≤ 35 % AMI 22 at ≤ 50% AMI	HOME: \$1,914,457 Other City: \$167,897 CDBG: \$214,000	Project will apply for tax credits and other financing. If successful, project is expected to be completed by June 2001.
<b>International Boulevard Family Housing Initiative</b> 1406 Seminary Ave. 6600 International Blvd. <i>Central East Oakland</i>	New construction rental 30 units 7 1-BR 11 2-BR 10 3-BR 2 4-BR Community space	29 low- and moderate-income families 7 at ≤ 35% AMI 15 ≤ 40% AMI 7 ≤ 60% AMI 1 manager's unit	Tax credit equity: \$3,656,000 HOME: \$2,082,354 City/CDBG: \$204,200 HOPWA: \$150,000 Conventional loan: \$522,000 AHP: \$106,000	Construction to begin by June 30, 2000 and to be completed by July 31, 2001.
<b>MacArthur Park</b> 9001 MacArthur Park Boulevard <i>Elmhurst</i>	New construction homeownership 78 3-BR units	78 low- and moderate- income homebuyers	ORA: \$5,525,000	Begin construction and complete first phase. Market units.
<b>Martin Luther King Jr. Plaza</b> 5756 Martin Luther King Jr. Blvd <i>North Oakland</i>	New construction homeownership 13 3-BR units Construction of a neighborhood park	13 moderate-income homebuyers 8 at ≤ 80% AMI 5 at ≤ 120% AMI	ORA: \$497,000 CDBG (park): \$385,000	Complete housing and park designs and begin construction by July 2001.
<b>North Oakland Vacant Lot Program</b> 3881 Martin Luther King, Jr. way 865 43 <sup>rd</sup> Street <i>North Oakland</i>	New construction homeownership units 3 3-BR units	3 low-income families	CDBG: \$205,000	Begin construction in June 2000.

ACTIVITY NAME LOCATION CEDA Area	DESCRIPTION OF ACTIVITY	CATEGORIES OF RESIDENTS TO BE ASSISTED	FUNDING PROGRAMS AND RESOURCES TO BE USED	ONE YEAR GOALS
<b>Oakland Housing Authority Homeownership Program</b> 1430 8 <sup>th</sup> Street, 816 Center Street <i>West Oakland</i>	New construction homeownership 2 4-BR units (Part of larger Westwood Gardens rehab project)	2 moderate-income households at ≤ 60% AMI	Land subsidy HUD HOPE VI: \$10,053,254 (for entire Westwood Gardens project)	Begin construction by July 2001.
<b>Oaks Hotel</b> 527 15 <sup>th</sup> Street <i>Chinatown/Central</i>	Rehab of units, kitchens, baths, and service areas. Supportive services provided through the Corporation for Supportive Housing's (CSH) Health, Housing, and Integrated Services Network (HHISN)	Low-income individuals at ≤ 50% AMI	LISC: \$345,000 CALDAP: \$47,477 HOPWA: \$134,134 ORA: \$49,0003 Foundations: \$24,678	Complete rehab by end of 2000.
<b>Paul Wang Infill Project</b> 1226 94 <sup>th</sup> Avenue 1063 82 <sup>nd</sup> Avenue <i>Elmhurst</i>	New construction homeownership 2 units	2 moderate-income families at ≤ 80% AMI	Land subsidy	Negotiate and complete DDA, complete design and marketing.
<b>San Pablo Gateway</b> 4800-5300 San Pablo Avenue <i>North Oakland</i>	New construction homeownership 17 live/work units 10 3-BR 7 2-BR with in-law	17 moderate-income households 7 at ≤ 80% AMI 10 at ≤ 120% AMI	ORA: \$1,475,000	Complete sales and close out project.
<b>Westwood Gardens HOPE VI</b> 8 <sup>th</sup> Street between Kirkham and Center Streets <i>West Oakland</i>	New construction homeownership 19 4-BR units	16 public housing, Section 8 and low-income households at 65% AMI and above. 3 of the for-sale homes will be market-rate.	HOPE VI	Develop a HUD-approved Homeownership Program
<b>Westwood Gardens HOPE VI</b> 7 <sup>th</sup> to 8 <sup>th</sup> Street between Kirkham and Center Streets <i>West Oakland</i>	New construction rental 96 units	96 low-income families at ≤ 50% AMI	HOPE VI California Tax Credits	Acquire opportunity sites and procure a development partner.

**Priority (H-b): Assistance to First Time Homebuyers**

ACTIVITY NAME LOCATION CEDA Area	DESCRIPTION OF ACTIVITY	CATEGORIES OF RESIDENTS TO BE ASSISTED	FUNDING PROGRAMS AND RESOURCES TO BE USED	ONE YEAR GOALS
<b>First-Time Homebuyers Mortgage Assistance (MAP)</b> <i>50%-Citywide 50%-Target Areas</i>	Assist first-time homebuyers with deferred loans of up to \$30,000	First-time homebuyers with incomes ≤ 80% of AMI	HOME: \$1,250,000 ORA: \$1,250,000	80 loans will be made
<b>Public Safety Officer Down Payment Assistance Program</b> <i>Citywide</i>	Assist first-time Oakland homebuyers employed by the Oakland Police Dept or Fire Services Agency with deferred loans of up to \$10,000 (minimum of \$5,500)	Public safety officers with incomes ≤ 120% of AMI	ORA: \$1,000,000	100 loans will be made

**Priority (H-c): Housing Rehabilitation and Neighborhood Improvement**

<b>ACTIVITY NAME LOCATION CEDA Area</b>	<b>DESCRIPTION OF ACTIVITY</b>	<b>CATEGORIES OF RESIDENTS TO BE ASSISTED</b>	<b>FUNDING PROGRAMS AND RESOURCES TO BE USED</b>	<b>ONE YEAR GOALS</b>
<b>Community Restoration Program</b> <i>Target Areas</i>	Purchase and rehabilitation financing for vacant and blighted single family properties	Low- to moderate- income buyers or renters	ORA: \$500,000 CHFA: \$900,000 City General Fund: \$450,000	Rehabilitate 5 to 10 vacant or blighted units.
<b>Emergency Repair Program</b> <i>7 Community Development Districts</i>	Emergency repair and rehabilitation financing (minimum loan of \$2,500 and maximum of \$7,500)	Extremely low- to moderate-income homeowners	CDBG \$400,000	60 loan applications will be originated and emergency repair of 55 units will be completed
<b>Home Maintenance and Improvement Program</b> <i>Target Areas</i>	Housing rehabilitation financing (deferred and amortized loans) of up to \$40,000 for rehabilitation of 1-4 unit owner-occupied properties	Extremely low-to moderate-income homeowners	CDBG \$1,400,000 HOME \$ 300,000	150 loan applications will be originated and rehabilitation of 55 units will be completed (note that these units may not be the same as for loans originated in this time period)
<b>Section 108 Home Maintenance and Repair</b> <i>Citywide</i>	Housing rehabilitation financing of up to \$40,000 (amortized loans) for rehabilitation of 1-4 owner-occupied units.	Extremely low- to moderate-income homeowners	HUD Section 108: \$2,500,000	60 loan applications will be originated and rehabilitation of 30 units will be completed
<b>Section 108 Rental Rehabilitation Program</b> <i>Target Areas</i>	Housing rehabilitation financing (amortized loans) of up to \$40,000 for rehabilitation of 1-7 units of renter-occupied properties	Extremely low- to moderate-income tenants	HUD Section 108: \$2,500,000	50 loan applications will be approved and rehabilitation of 25 units will be completed or underway.
<b>Self Help Paint Program</b> <i>Target Areas</i>	Free exterior paint and supplies given to eligible homeowners	Very low- to moderate-income homeowners	CDBG: \$435,000	450 applications will be originated and 375 single family detached units will be repainted.

<p><b>Target Area Acquisition &amp; Rehabilitation Program</b> <i>Target Areas</i></p>	<p>Assist developers in the acquisition and rehabilitation of vacant and blighted residential properties in designated target areas. Maximum loan/grant is \$50,000 per unit.</p>	<p>Low-income families at <math>\leq 80\%</math> AMI. (May also be assisted with homeownership or rental opportunities.)</p>	<p>ORA: \$500,000</p>	<p>Assist in the acquisition and rehab of 10 vacant or blighted properties.</p>
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**Priority (H-d): Rental Assistance for Extremely Low Income Families**

<b>ACTIVITY NAME LOCATION CEDA Area</b>	<b>DESCRIPTION OF ACTIVITY</b>	<b>CATEGORIES OF RESIDENTS TO BE ASSISTED</b>	<b>FUNDING PROGRAMS AND RESOURCES TO BE USED</b>	<b>ONE YEAR GOALS</b>
<b>Family Unification Section 8 Rental Assistance</b>	Provision of rental assistance to families and individuals.	Low- and extremely low-income renters involved with Child Protective Services	0 new Section 8 vouchers	The Oakland Housing Authority anticipates no new incremental funding this fiscal year. The Authority will continue to use existing resources to the maximum extent possible.
<b>HOPE VI 1998 Section 8</b>	Rental assistance for residents living at 1998 HOPE VI sites	82 low- and extremely low-income renters	82 new Section 8 vouchers	The Oakland Housing Authority will apply for 82 new Section 8 vouchers for residents living at Chestnut Court and 1114 – 14 <sup>th</sup> Street whose units will be demolished and rebuilt as part of the 1998 HOPE VI program.
<b>HOPE VI 1999 Section 8</b>	Rental assistance for residents living at 1999 HOPE VI sites	46 low- and extremely low-income renters	46 new Section 8 vouchers	The Oakland Housing Authority may request 46 new Section 8 vouchers for residents living at Westwood Gardens whose units will be demolished and rebuilt as part of the 1999 HOPE VI program.
<b>Project-Based Rental Assistance</b>	Provision of rental assistance to families and individuals.	Low- and extremely low-income renters	0 new Section 8 vouchers	The Oakland Housing Authority anticipates no new incremental funding this fiscal year. The Authority will continue to use existing resources to the maximum extent possible.
<b>Project-based Rental Assistance</b>	Rental assistance	50 low- and extremely low-income renters	Approximately 50 project-based Section 8 units	Project-based rental assistance for approximately 50 families at the Oaks Hotel and the Adeline Street Lofts.

ACTIVITY NAME LOCATION CEDA Area	DESCRIPTION OF ACTIVITY	CATEGORIES OF RESIDENTS TO BE ASSISTED	FUNDING PROGRAMS AND RESOURCES TO BE USED	ONE YEAR GOALS
<b>Section 8 Mainstream Program</b>	Rental assistance for disabled individuals and families.	100 low- and extremely low-income renters with disabilities	100 new Section 8 vouchers	The Oakland Housing Authority <u>may apply</u> for up to 100 new Section 8 vouchers for disabled individuals and families to assist them with obtaining affordable housing and support services.
<b>Section 8 Rental Assistance Program</b> <i>Citywide</i>	Provision of rental assistance to families and individuals.	350 low- and extremely low-income renters	350 new Section 8 vouchers	The Oakland Housing Authority anticipates receiving 350 new Section 8 vouchers during the fiscal year. The Authority will also continue to use existing resources to the maximum extent possible.
<b>Shelter Plus Care Rental Assistance</b>	Provision of rental assistance to families and individuals.	Low and extremely low income renters who are formerly homeless with disabilities	0 new Section 8 vouchers	The Oakland Housing Authority anticipates no new incremental funding this fiscal year. The Authority will continue to use existing resources to the maximum extent possible.

**Priority (H-e): Prevention and Reduction of Homelessness**

ACTIVITY NAME LOCATION CEDA Area	DESCRIPTION OF ACTIVITY	CATEGORIES OF RESIDENTS TO BE ASSISTED	FUNDING PROGRAMS AND RESOURCES TO BE USED	ONE YEAR GOALS
<b>ECHO Project Share</b> <i>Citywide</i>	Match low income homeowners with low income renters to provide income to homeowners and increase the availability of affordable rent opportunities	Low-income renters and owners	CDBG: \$40,000	235 Counseling and information, 320 referrals to shared housing, 60 placements, various forms of outreach
<b>ECHO Rental Assistance Program</b> <i>Citywide</i>	Payment of first and last month's rent and security deposits.	Low- and extremely low-income households	CDBG: \$47,273	Prescreen 820 clients, support counseling to 160 families/individuals, 240 information and referrals, 90 deposit or past due guarantees, 90 Follow ups collections as needed and various forms of outreach.
<b>Emergency Shelter Grant Program</b> <i>Citywide</i>	1) Shelter and other forms of temporary housing and support services to be provided to the City's homeless population 2) Homelessness Prevention (rental assistance, legal assistance, & eviction prevention) 3) Technical Assistance	Low- and extremely low-income families and individuals	ESG: \$362,000 [ <i>Homeless Prevention up to \$108,600, Essential Services up to \$108,600, Operations up to \$230,000 Rehabilitation &amp; Renovations up to \$36,300 City Administration \$18,100</i> ]  General Fund: \$52,750 <i>(Community Promotions Program for Service Organizations)</i>  General Fund: \$115,000 <i>(Emergency Housing Program)</i>	Assist at least 7,493 persons.  Provide Technical Assistance to Emergency Services Network, a clearinghouse to homeless service providers.

<b>ACTIVITY NAME LOCATION CEDA Area</b>	<b>DESCRIPTION OF ACTIVITY</b>	<b>CATEGORIES OF RESIDENTS TO BE ASSISTED</b>	<b>FUNDING PROGRAMS AND RESOURCES TO BE USED</b>	<b>ONE YEAR GOALS</b>
<b>Matilda Cleveland Transitional Housing Program</b> 8314 MacArthur Boulevard <i>Elmhurst</i>	Temporary housing for homeless families attempting to stabilize their lives to obtain permanent housing 14-15 units	Low- and extremely low-income families	THP: \$226,743 ESG: \$50,000 Contractor Match: \$20,000 Tenant Rents: \$14,837	Assist 15 families.
<b>Sentinel Fair Housing</b> <i>Citywide</i>	Landlord-tenant mediation services to prevent evictions	Low- and extremely low-income renters	CDBG: \$115,455	Assist in preventing evictions. (The funding for this organization will also pay for Fair Housing services.)
<b>Supportive Housing Program (SHP)</b> 1) 559 - 16 <sup>th</sup> Street 2) 520 - 16 <sup>th</sup> Street 3) 1900 Fruitvale, Suite 3E <i>Citywide</i>	Provide a continuum of services, shelter and transitional housing through a network of agencies to homeless families	Low- and extremely low-income families	SHP \$1,004,582 Alameda \$ 250,000 County	Assist 150-170 families.
<b>Transitional Housing Program (THP)</b> 1)173 Hunter Avenue 2)1936-84 <sup>th</sup> Avenue 3)5239A-5241 Bancroft Avenue 4)2400 Church Street/ 6850 Halliday Avenue 5)3501 Adeline Street 6)3824 West Street <i>Citywide</i>	Temporary housing for homeless families attempting to stabilize their lives to obtain permanent housing  9 multi-bedroom units	Low- and extremely low-income families	THP: \$242,182 General Fund: \$133,000 Tenant Rents : \$21,527	Assist 11-19 families.
<b>Winter Relief Program</b> <i>City Wide</i>	Emergency food and temporary shelter during winter months	Low- and extremely low-income persons	CDBG: \$225,000	Assist 1,757 persons.

**Priority (H-f): Housing for Seniors and Other Persons with Special Needs**

<b>ACTIVITY NAME LOCATION CEDA Area</b>	<b>DESCRIPTION OF ACTIVITY</b>	<b>CATEGORIES OF RESIDENTS TO BE ASSISTED</b>	<b>FUNDING PROGRAMS AND RESOURCES TO BE USED</b>	<b>ONE YEAR GOALS</b>
<b>Access Improvement Program</b> <i>50%-Community Development Districts 50%-Target Areas</i>	Matching funds' grants for accessibility modifications to 1-4 unit property where owners have disabilities or disabled tenants.	12 extremely low- to moderate-income property owners with special needs	CDBG: \$ 65,000	Grant applications for 12 units will be originated. Rehabilitation work will be completed on 10 units
<b>Allen Temple Arms III</b> 10121 East 14 <sup>th</sup> Street <i>Elmhurst</i>	New construction rental 49 1-BR 1 2-BR	50 very low-income seniors	HUD 202: \$3,990,500 ORA: \$1,853,000	Complete construction in Spring 2001.
<b>Armistice Powell Terrace</b> 9507 Edes Avenue <i>Elmhurst</i>	New construction rental 28 units	28 low income seniors at ≤ 50% AMI	Land grant HUD 202 or Tax Credits	Apply for funds, execute DDA, and obtain approvals by July 2001.
<b>Bancroft Senior Homes</b> 2320 55 <sup>th</sup> Ave <i>Central East Oakland</i>	New construction rental 61 1-BR units	60 low-income seniors at ≤ 50% AMI 1 manager's unit	HUD-202: \$4,864,000; City/HOME: \$1,419,847; City/HDG: \$200,000 \$233,000 AHP loan/grant	Construction to be completed by December 30, 2000.
<b>Downs United Methodist Church Senior Housing</b> 1027 62 <sup>nd</sup> Street <i>North Oakland</i>	New construction rental 20 units 19 1-BR 1 2-BR 1,815 square feet of community space Supportive and community Services	20 low-income seniors at ≤ 50% AMI	AHP: \$95,000 HOME: \$1.3 million Tax Credits: \$2 million	Complete construction in Fall 2001.

ACTIVITY NAME LOCATION CEDA Area	DESCRIPTION OF ACTIVITY	CATEGORIES OF RESIDENTS TO BE ASSISTED	FUNDING PROGRAMS AND RESOURCES TO BE USED	ONE YEAR GOALS
<b>ECHO Home Equity Conversion Program</b> <i>Citywide</i>	Counseling and advocacy regarding all home equity plans to senior homeowners in the City of Oakland	Low-income seniors	CDBG: \$21,818	125 information and referrals, 40 counseling, 1 survey, 12 group presentations, various information distribution
<b>Housing Opportunities for Persons With AIDS</b> <i>Alameda County &amp; Contra Costa County</i>	New construction housing and services for individuals and families of individuals living with HIV/AIDS SROs 28 1 & 2 BR Community Residences	Low- and extremely low-income persons with HIV/AIDS and their families	HOPWA \$1,702,000 [ <i>Alameda County</i> \$1,259,480] [ <i>Contra Costa County</i> \$ 425,500] [ <i>City Administration</i> \$ 17,020]	Assist approximately 1,154 person and/or families Start Construction December 2000

**Priority (H-g): Fair Housing**

<b>ACTIVITY NAME LOCATION CEDA Area</b>	<b>DESCRIPTION OF ACTIVITY</b>	<b>CATEGORIES OF RESIDENTS TO BE ASSISTED</b>	<b>FUNDING PROGRAMS AND RESOURCES TO BE USED</b>	<b>ONE YEAR GOALS</b>
<b>Center for Independent Living</b> <i>Citywide</i>	Provide housing services and housing rights counseling to persons with physical and mental disabilities	Low- and extremely low-income persons with disabilities	CDBG: \$78,182	Facilitate access to housing for low-income persons with disabilities.
<b>East Bay Community Law Center</b> <i>Citywide</i>	Provide free legal assistance with housing related problems throughout Oakland	Low-income residents	CDBG: \$19,000	Tenant workshops, telephone and in-person counseling, and information distribution
<b>Housing Rights, Inc.</b> <i>Citywide</i>	Investigate cases of housing discrimination against families with children.	Low- and moderate-income families with children	CDBG: 47,273	Facilitate access to housing for families with children.
<b>Sentinel Fair Housing</b> <i>Citywide</i>	Investigate, mediate, and refer in cases of housing discrimination.	Low- and extremely low-income individuals and families	CDBG: \$115,455	Facilitate access to housing for low-income persons.

## **2. Action Plan for Non-Housing Community Development**

### a. Economic Development Objectives

The following describes the Economic Development Programs which will be implemented in 2000-01.

#### 1. Categories of Residents

All economic development activities are expected to result in jobs for residents of low-and-moderate-income areas in Oakland.

#### 2. Small Business Services

##### Activities

Technical assistance, entrepreneurial training, direct working capital, equipment, and EEC loans along with SBA loan packaging to Oakland's small businesses. Oakland Small Business Growth Center, Inc. will provide management of the operations of the City's small business incubator project.

##### Proposed Accomplishments

Provide a nurturing environment to small businesses by offering attractive rents, on-site technical assistance and shared business services, thereby growing successful businesses which in turn create jobs and increase the City's tax base.

#### 3. Business Development

##### Activities

The Business Development Division in the City's Community and Economic Development Agency is responsible for providing personalized technical assistance to businesses in order to attract, retain and expand Oakland's economic base. This is accomplished by providing management, technical, referral and financial assistance to retain and increase employment for low-and-moderate income Oakland residents; providing technical assistance to merchants groups, community organizations and local development corporations in the Seven Community Development Districts and providing support to committees involved in City policy formulations.

The Division provides services and programs that retain Oakland businesses that allow Oakland based business to expand; and that attracts businesses to Oakland. It also operates two programs funded by the State of California that provide incentives for local businesses.

The Oakland Enterprise Zone Program is a tax credit program that encourages local investment and hiring of job training program graduates for all firms located in the zone, and

the Berkeley/Oakland Recycling Market Development Zone Program offers a targeted loan fund and intensive technical and market development assistance to firms that use recycled materials in their production process. Both zones cover Oakland's industrial districts as well as several commercial areas.

#### Proposed Accomplishments

Coordinating with the Oakland Commerce Corporation and other business assistance organizations to prepare a comprehensive business retention strategy on a city-wide basis; operating the Business Support Center; expansion and retention efforts in the bio-science industry; providing management, technical and financial assistance to community based non-profit organizations for commercial development; marketing and operating the micro-loan program for small businesses; and oversight and management of the Oakland Business Development Corporation, Oakland Commerce Corporation, and Oakland Small Business Growth Center contracts. It is projected that 400 jobs will be created through the various financial programs offered through the division.

#### 4. Neighborhood Commercial Revitalization

##### Activities

The primary goal of the Neighborhood Commercial Revitalization Program is to create an environment for the economic recovery of neighborhood commercial districts through: conducting a strategic assessment of existing conditions to identify strengths and weaknesses and planning comprehensively to establish a framework for public and private investment; creating partnerships with community organizations, businesses, residents, other governmental agencies, schools and property owners to achieve revitalization goals; Marketing and promoting economic development opportunities to potential investors.

##### Proposed Accomplishments

Continuation of NCR Program, a activity in 15 NCR areas; complete 40 façade projects; support the implementation of the Main Street Program in the San Antonio and Fruitvale Community Development Districts; assist three areas to establish Business Improvement Districts and implement ten minor physical improvement projects.

#### 5. Workforce Development

##### Activities

The Workforce Development unit collaborates with the private sector to develop job training programs and orients job training programs to durable jobs that pay at least a livable wage. The unit focuses its efforts on unemployed and underemployed Oakland residents.

##### Proposed Accomplishments

Match low and moderate income persons to 500 jobs per year; adopt quantitative measures for program evaluation that focus on end results (placement rates, wage levels and business needs met).

The following tables are organized by the City of Oakland's priority areas for non-housing community development, as described in the Five Year Strategy contained in the May 2000 Consolidated Plan. The tables describe performance objectives to be achieved in FY 2000-2001, regardless of whether such activities are funded with HUD grant funds, and regardless of the year in which the activities were originally funded.

Where funding amounts and sources are shown, they indicate amounts of local funding (including federal grant funds received directly by the City) that have been committed in prior fiscal years, as well as funds that will be allocated in the coming year. Many of these activities have also received significant investments of other funds, including direct funding from HUD, loans from private financial institutions, equity contributions, and foundation grants. It is not possible to list all these sources in the Action Plan, but financing information for individual projects and programs is available on request from the Community and Economic Development Agency.

The "One Year Goals" are planned accomplishments for the fiscal year.

### Economic Development 2000-01 Projects and Goals

PROJECT/ACTIVITY NAME LOCATION	DESCRIPTION OF ACTIVITY	CATEGORIES OF RESIDENTS	PROGRAMS AND RESOURCES	ONE YEAR GOALS
<b>Business Development</b> Citywide	Business Development Activities; provides management, technical, referral and financial assistance to retain and increase employment; provide technical assistance.	Low and moderate income Oakland residents; merchant groups, community organizations and local development corporations.	Business Attraction Unit	Assist 240 businesses to remain in Oakland; retain 1,200 jobs; attract 100 new businesses and create 4,500 jobs.
<b>Neighborhood Commercial Revitalization</b> Specific NCR Target Areas	NCR staff works with the community in 15 NCR districts (residents and businesses) to identify issues and concerns in neighborhood commercial areas and to develop strategies to address the issues and concerns identified. Provides organizational assistance to merchant associations, manages the commercial property facade improvement program and conducts strategic assessments of existing conditions to identify strengths and weaknesses and plans comprehensively to establish a framework for public and private investment.	Neighborhood businesses	\$1,828,531	Complete 40 facade improvement projects; assist 300 merchants; design and implement 5 minor physical improvement projects and develop marketing materials for 5 NCR areas.

PROJECT/ACTIVITY NAME LOCATION	DESCRIPTION OF ACTIVITY	CATEGORIES OF RESIDENTS	PROGRAMS AND RESOURCES	ONE YEAR GOALS
<b>One Stop Capital Shop</b> 519 17th Street targeting is Citywide	Provides assistance to small business owners. Activities include entrepreneurial skills development, technical assistance, business financing, coordination of service delivery with other CEDA programs, leveraging outside resources, and coordinating service delivery with private sector business organizations.	Oakland businesses; including businesses that will hire low and moderate-income Oakland residents, specifically targeting residents of Oakland's Enhanced Enterprise communities.	\$262,539 EDI	Intake assessment and technical assistance to 1000 clients; entrepreneurial training classes to 80 individuals, workshop classes to 1000 individuals; fund loans; increase employment opportunities; oversight management of the Oakland Business Development Corporation, implementation of a Business Skills Development Training Program.
<b>Small Business Growth Center</b>	Development and operation of a small-business attraction and retention program, the Small Business Growth Center	Small businesses	CDBG: \$115,000	Assist the 10 tenants of the Center

**Enhanced Enterprise Community Program 2000-01 Goals  
(Provision of Business Assistance)**

<b>PROJECT/ACTIVITY NAME LOCATION</b>	<b>DESCRIPTION OF ACTIVITY</b>	<b>CATEGORIES OF RESIDENTS</b>	<b>PROGRAMS AND RESOURCES</b>	<b>ONE YEAR GOALS</b>
<b>All About Hair</b>	EEC-Revolving Loan Fund (EEC-RLF) Loan	Benefits low-moderate income residents through job creation.	HUD 108 and Economic Development Initiative (EDI) totaling \$77,000.	Expansion of minority owned small business operating in the East Oakland EEC area. Creation of (3) jobs.
<b>Allan's Ham &amp; Bacon</b>	EEC-Revolving Loan Fund (EEC-RLF) Loan	Benefits low-moderate income residents through job creation.	HUD 108 and Economic Development Initiative (EDI) totaling \$80,000.	To provide financing for purchase of new equipment and inventory to assist in the move from Housewives Market to Swan's Marketplace. Operating in West Oakland EEC area. Creation of (4) jobs.
<b>Black N Style</b>	EEC-Revolving Loan Fund (EEC-RLF) Loan	Benefits low-moderate income residents through job creation.	HUD 108 and Economic Development Initiative (EDI) totaling \$20,000.	Expansion of minority owned small business operating in the West Oakland EEC area. Creation of (1) job.
<b>Steel City Gym</b>	EEC-Revolving Loan Fund (EEC-RLF) Loan	Benefits low-moderate income residents through job creation.	HUD 108 and Economic Development Initiative (EDI) totaling \$25,000.	Expansion of minority owned small business operating in the West Oakland EEC area. Creation of a (½) job.
<b>The Athlete's Foot</b>	EEC-Revolving Loan Fund (EEC-RLF) Loan	Benefits low-moderate income residents through job creation.	HUD 108 and Economic Development Initiative (EDI) totaling \$150,000.	To provide working capital funds to a minority owned small business in the West Oakland EEC area. Creation of (3) jobs.
<b>The Joseph Company</b>	EEC-Revolving Loan Fund (EEC-RLF) Loan	Benefits low-moderate income residents through job creation.	HUD 108 and Economic Development Initiative (EDI) totaling \$33,000.	To assist in purchasing business location to a small business owner in the West Oakland EEC area. Creation of (3) jobs.
<b>Work Rehab Center, Inc.</b>	EEC-Revolving Loan Fund (EEC-RLF) Loan	Benefits low-moderate income residents through job creation.	HUD 108 and Economic Development Initiative (EDI) totaling \$65,000.	To assist a woman owned business by financing a medical service small business in the East Oakland EEC area. Creation of (2) jobs.

<b>PROJECT/ACTIVITY NAME LOCATION</b>	<b>DESCRIPTION OF ACTIVITY</b>	<b>CATEGORIES OF RESIDENTS</b>	<b>PROGRAMS AND RESOURCES</b>	<b>ONE YEAR GOALS</b>
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<b>PROJECT/ACTIVITY NAME LOCATION</b>	<b>DESCRIPTION OF ACTIVITY</b>	<b>CATEGORIES OF RESIDENTS</b>	<b>PROGRAMS AND RESOURCES</b>	<b>ONE YEAR GOALS</b>
<b>Acapulco Records</b>	EEC-Revolving Loan Fund (EEC-RLF) Loan	Benefits low-moderate income residents through job creation	HUD 108 and Economic Development Initiative (EDI) totaling \$66,000	Expansion of minority owned small business operating in the San Antonio/Fruitvale EEC area. Creation of 3 jobs.
<b>Android Designs Company</b>	EEC-Revolving Loan Fund (EEC-RLF) Loan	Benefits low-moderate income residents through job creation	HUD 108 and Economic Development Initiative (EDI) totaling \$60,000	Expansion of small business operating in the West Oakland EEC area. Creation of 3 jobs.
<b>Blackboard Entertainment Inc.</b>	EEC-Revolving Loan Fund (EEC-RLF) Loan	Benefits low-moderate income residents through job creation	HUD 108 and Economic Development Initiative (EDI) totaling \$250,000	Expansion of minority owned small business operating in the San Antonio/Fruitvale EEC area. Creation of 8 jobs.
<b>Business Assessment and Counseling</b>	Provision of technical assistance and referrals to referral partners.	Benefits low-moderate income business owners operating in the EEC areas and other clients of the One Stop	1.5 FTE funded EDI 45% CDBG 30% ORA 10% UDAG 15%	Intake and assessment of 1,000 clients. Referrals to resource partners.
<b>La Loma Medical Office</b>	EEC-Revolving Loan Fund (EEC-RLF) Loan	Benefits low-moderate income residents through job creation	HUD 108 and Economic Development Initiative (EDI) totaling \$95,000	Expansion of minority owned small business operating in the San Antonio/Fruitvale EEC area. Creation of 3 jobs.
<b>Miramontes Bakery</b>	EEC-Revolving Loan Fund (EEC-RLF) Loan	Benefits low-moderate income residents through job creation	HUD 108 and Economic Development Initiative (EDI) totaling \$90,000	Expansion of minority owned small business operating in the San Antonio/Fruitvale EEC area. Creation of 4 jobs.
<b>Niman Ranch Meats</b>	EEC-Revolving Loan Fund (EEC-RLF) Loan	Benefits low-moderate income residents through job creation	HUD 108 and Economic Development Initiative (EDI) totaling \$1,250,000	Expansion of minority owned small business operating in the San Antonio/Fruitvale EEC area. Creation of 35 jobs.
<b>OSCS Business Skills Development Training Program</b>	Two tier, 14 week, classroom oriented Entrepreneur training program	Benefits low-moderate income business owners operating in the EEC areas	EDI: \$95,000	Train 80 entrepreneurs resulting in the completion of business plans and feasibility studies
<b>The Print Shop</b>	EEC-Revolving Loan Fund (EEC-RLF) Loan	Benefits low-moderate income residents through job creation	HUD 108 and Economic Development Initiative (EDI) totaling \$150,000	Expansion of minority owned small business operating in the West Oakland EEC area. Creation of 6 jobs

<b>PROJECT/ACTIVITY NAME LOCATION</b>	<b>DESCRIPTION OF ACTIVITY</b>	<b>CATEGORIES OF RESIDENTS</b>	<b>PROGRAMS AND RESOURCES</b>	<b>ONE YEAR GOALS</b>
<b>TP School Supplies</b>	EEC-Revolving Loan Fund (EEC-RLF) Loan	Benefits low-moderate income residents through job creation	HUD 108 and Economic Development Initiative (EDI) totaling \$55,000	Expansion of minority owned small business operating in the East Oakland EEC area. Creation of 3 jobs.
<b>Wanda's Café Barista</b>	EEC-Revolving Loan Fund (EEC-RLF) Loan	Benefits low-moderate income residents through job creation	HUD 108 and Economic Development Initiative (EDI) totaling \$48,000	Expansion of minority owned small business operating in the East Oakland EEC area. Creation of 3 jobs.

*b. Infrastructure (Neighborhood Improvements)/Public Services*

<b>ANNUAL PLAN FORM - PROJECT GOALS FOR FISCAL YEAR JULY 1, 2000 – JUNE 30, 2001</b>				
<b>ACTIVITY NAME LOCATION CEDA Area</b>	<b>DESCRIPTION OF ACTIVITY</b>	<b>CATEGORIES OF RESIDENTS TO BE ASSISTED</b>	<b>FUNDING PROGRAMS AND RESOURCES TO BE USED</b>	<b>ONE YEAR GOALS</b>
<b>Fair Housing</b>	Housing Discrimination Legal Assistance Shared Housing Disabled Equity Conversion	Seniors Youth Disabled	\$396,749 CDBG	1,821
<b>Housing</b>	Access Improvement Paint Rehabilitation Loans Housing Counseling Housing Development First-time Homebuyers	Seniors Adults Disabled	\$16,819,845 CDBG HOME HUD 108	1,300
<b>Planning and Administration</b>	Project/Program Monitoring CHDO Capacity Building Technical Assistance	City-wide CD residents Community Housing Development Organizations	\$ 840,050 CDBG HOME	4 Organizations

<b>ANNUAL PLAN FORM - PROJECT GOALS FOR FISCAL YEAR JULY 1, 2000 – JUNE 30, 2001</b>				
<b>ACTIVITY NAME LOCATION CEDA Area</b>	<b>DESCRIPTION OF ACTIVITY</b>	<b>CATEGORIES OF RESIDENTS TO BE ASSISTED</b>	<b>FUNDING PROGRAMS AND RESOURCES TO BE USED</b>	<b>ONE YEAR GOALS</b>
<b>Seniors</b>	Information and Referral In-home Companion Legal Services Elder Abuse Visually Impaired	Seniors Frail Elderly Hot Meals	\$ 472,793 CDBG	5,249
<b>Economic Development</b>	Business Assistance NCR Loans Code Enforcement	Businesses	\$ 5,685,740 CDBG	4,035
<b>Substance Abuse</b>	Residential and day treatment	Chemically dependent women	\$ 63,000 CDBG	60

<b>ANNUAL PLAN FORM - PROJECT GOALS FOR FISCAL YEAR JULY 1, 2000 – JUNE 30, 2001</b>				
<b>ACTIVITY NAME LOCATION CEDA Area</b>	<b>DESCRIPTION OF ACTIVITY</b>	<b>CATEGORIES OF RESIDENTS TO BE ASSISTED</b>	<b>FUNDING PROGRAMS AND RESOURCES TO BE USED</b>	<b>ONE YEAR GOALS</b>
<b>Hunger Relief</b>	Food Services	Homeless Seniors Adults Youth	\$ 303,961 CDBG	49,511
<b>Homeless and HIV/AIDS</b>	Homeless and Emergency Shelter	Individuals Youth Homeless Families	\$ 2,373,988 CDBG HOPWA ESG	12,248
<b>Youth</b>	Counseling Mentoring Child Care Support Services Youth Enrichment Outreach and intervention Truancy Alcohol & drug intervention	At-risk youth Juvenile offenders	\$ 579,248 CDBG	5,859

### **3. Geographic Distribution**

#### ***a. Geographic-Based Service Delivery System***

The Community and Economic Development Agency (CEDA) Service Delivery Teams were created to provide a greater focus of the City's resources to meet each District's needs and to coordinate delivery of all City services.

The Community Development Block Grant provides funds to CEDA's Neighborhood Commercial Revitalization (NCR) Division.

The Oakland City Council passed a resolution on October 26, 1999 to target most of the residential rehabilitation loan and grant program funds to specific areas within the City's seven Community Development Districts. The Program is designed to focus the City's housing programs into the neighborhoods that demonstrate the greatest need to have a visible and lasting impact on infrastructure/neighborhood improvements and to stimulate continued neighborhood revitalization. Many residents have received assistance in the past, although the number of units impacted in areas was often too low to see a major improvement.

The City of Oakland selected seven target areas that have demonstrated the greatest need. The final borders were refined in consultation with community representatives. All seven target areas fall within the seven Community Development Districts. A list of the target area boundaries follows.

The funds available can be used separately, in combination with private investment or in combination with other programs. We hope those currently living in these areas and citizens who want to live in these areas will use the Targeted Neighborhood Housing Program resources to help revitalize these neighborhoods.

The targeting is currently effective through June 30, 2001. The housing programs impacted by targeting are the Home Maintenance & Improvement Program, Access Improvement Program, Minor Home Repair Program, Self Help Paint Program, Rental Rehabilitation Program and the First Time Homebuyer Program.

CDBG-funded community and economic development activities are generally targeted to the seven Community Development Districts. Some activities, including economic development activities, may take place at other locations in the City when they provide direct benefits to low- and moderate- income persons. Public Services and Infrastructure/Neighborhood Improvement funds are allocated by formula among the seven districts to ensure an equitable distribution of CDBG funds throughout the City.

b. Location of Specific Activities Funded with Federal Grant Funds

Appendix D of the Annual Action Plan includes a detailed listing of all projects and programs to be funded with the four Federal formula grant fund programs (CDBG, HOME, ESG and HOPWA). This section also includes maps that indicate the geographic distribution of these investments.

c. Target Areas

**Target Area Boundaries**

**NORTH OAKLAND**

Area bounded by Lowell, the Emeryville border, San Pablo Avenue, and the Berkeley border.

**WEST OAKLAND**

Area bounded by San Pablo Avenue, West Grand, Peralta, 28<sup>th</sup> Street, Highway 880 and Highway 580.

**CHINATOWN & CENTRAL**

Area bounded by Highway 580, Broadway, 29<sup>th</sup> Street, Harrison Street, 27<sup>th</sup> Street, and Highway 980.

**SAN ANTONIO**

Area bounded by East 21<sup>st</sup> Street, 28<sup>th</sup> Avenue, International Blvd., and 22<sup>nd</sup> Ave.

**FRUITVALE**

Area bounded by Foothill, 42<sup>nd</sup> Ave., Highway 880, Calcot, Miller, International Blvd., and Fruitvale.

**CENTRAL EAST OAKLAND**

Area bounded by Harmon, Seminary, International Blvd., 73<sup>rd</sup> Ave., San Leandro St., and 55<sup>th</sup> Ave.

**ELMHURST**

Area bounded by International Blvd., 82<sup>nd</sup> Ave., Rudsdale, 81<sup>st</sup> Ave., San Leandro St., and 73<sup>rd</sup> Ave. (contiguous with Central East Oakland area).

Area bounded by International Blvd., 98<sup>th</sup> Ave., San Leandro St., 92<sup>nd</sup> Ave., "G" St. and 89<sup>th</sup> Ave.

#### 4. Service Delivery and Management

The Community and Economic Development Agency (CEDA) is the lead agency for implementation of the housing and community development actions described in the Consolidated Plan.

Responsibility for specific components of the action plan is shown in the following table.

**Listing of Program Contacts**

<b>Program/activity</b>	<b>Responsible party</b>	<b>Phone</b>
First time homebuyer programs	CEDA/Residential Lending	238-3909
Owner-occupied and small rental property rehabilitation	CEDA/Residential Lending	238-3909
Housing development (new construction and rehabilitation)	CEDA/Housing Development	238-3502
Preservation of existing assisted housing	CEDA/Housing Development	238-3502
Rental assistance for low income households	Oakland Housing Authority: Leased Housing Division	874-1500
Housing development for persons with special needs	CEDA/Housing Development	238-3502
Emergency shelter, transitional housing, and related supportive services for homeless persons	CEDA/Community Housing Services	238-3964
Housing and supportive services for persons with HIV/AIDS	CEDA/Community Housing Services	238-3964
Fair housing planning	CEDA/Housing Development	238-3502
Fair housing - support for counseling and advocacy agencies	CEDA/Housing Development	238-3502
Housing counseling	CEDA/Community Housing Services	238-6201 238-6205
Monitoring of City-assisted housing and community development activities	CEDA/CDBG Programs	238-3716

<b>Program/activity</b>	<b>Responsible party</b>	<b>Phone</b>
Public housing	Oakland Housing Authority Housing Management Division	874-1500
Neighborhood commercial revitalization	CEDA/Service Delivery System	238-3695
Technical and financial assistance to small businesses	CEDA/One Stop Capital Shop	238-3703
Technical and financial assistance for public services and infrastructure (neighborhood improvements)	CEDA/CDBG Programs	238-3716
Housing code enforcement	CEDA/Code Enforcement	238-3381
Comprehensive land use planning Area Teams coordination	CEDA/Comprehensive Planning	238-3941
Zoning	CEDA/Zoning	238-3911

### ***5. Consolidated Plan: Proposed Projects***

Consolidated Plan Table 3, contained in Appendix D. of this Plan, lists each program, project or activity recommended for funding under the CDBG, HOME, ESG and HOPWA programs. For each activity, the table includes a brief description, location, objectives, and goals. Numerical accomplishments are not indicated for all of the projects, since most will not be available until contract negotiations are complete. Local codes will also be assigned at that time to correspond with coding used in the City's financial management system. Where prior year funding is indicated, the reference is to carry-over funding from the City's prior year CDBG grant, rather than whether or not the sub-recipient agency received funds in the previous year.

Appendix D. also contain maps showing the distribution of CDBG-funded programs throughout Oakland, particularly within the seven Community Development Districts. City-wide projects are not included on the maps. Because the specific location of activities to be funded under the HOME, HOPWA and ESG programs will not be known until the City issues a Request for Proposals, reviews submissions, and makes funding determinations, locations for most activities funded under these programs are not indicated.

Also included in Section VII.G tables are listings of anticipated sources and uses of federal formula grant funds to the City, proposed CDBG funded Public Services and Infrastructure/Neighborhood Improvement activities by recipient organization, and proposed CDBG funded Public Services and Infrastructure/Neighborhood Improvement activities by Community Development Districts.

## **8. Goals for Households and Persons to be Assisted with Housing (Federal Funds only)**

Various sections of the Action Plan describe the City's goals for persons to be assisted with housing during fiscal year 2000/01. In assessing these goals, it should be noted that HUD asks that the City count only those households who are assisted with Federal funds, either alone or in combination with State, local and private resources. Households assisted with resources that do not include Federal funds are not necessarily reported in this Plan.

It should be noted that HUD's definition of assisted households counts only the following types of assistance:

1. A renter is benefited if the household takes occupancy of affordable housing that is newly acquired, newly constructed or newly rehabilitated, and/or receives newly allocated rental assistance.
2. An existing renter is benefited if the rehabilitation of the unit is completed during the fiscal year, and the rehabilitation work results in the unit being brought up to the HUD Section 8 Housing Quality Standards.
3. An existing homeowner is benefited if the rehabilitation of the home is completed during the fiscal year. A first-time homebuyer is assisted if a home is purchased during the year. Units must meet the HUD Section 8 Housing Quality Standards; households provided with minor home repairs and painting are not counted as "households assisted."
4. A homeless person is benefited if the person becomes an occupant of transitional or permanent housing. Persons receiving emergency shelter are not deemed assisted under this definition.
5. A non-homeless person with special needs is benefited only if the provision of supportive services is linked to the acquisition, rehabilitation, or new construction of a housing unit and/or the provision of a new rental assistance contract during the year. The provision of supportive services independent of housing assistance, or to already existing housing units, is not included in this definition.

## **D. Other Actions**

In addition to the investment plan described above, the City and other entities operating within the City intend to undertake a number of other actions to address housing needs and problems in the City. These include efforts to modify or mitigate the impact of any public policies which act as barriers to public housing, improvements to the institutional delivery structure to address any gaps or weaknesses identified in the Five-Year Strategy, efforts to improve the physical condition and management of public housing and promote greater resident involvement in public housing management and create opportunities for homeownership by public housing residents, and efforts to reduce the hazards of lead-based paint in housing.

## ***1. Public Policies***

The following actions will be undertaken to address some of the public policy barriers to affordable housing that were identified in the Five Year Strategy:

- Work will continue on development of specific rezoning actions consistent with the recently revised Comprehensive Land Use and Transportation Plan. Rezoning will facilitate the development of housing at appropriate densities to meet the City's housing needs.
- The City will continue to work to develop a broader community consensus on the need for affordable housing developments, in order to overcome problems of neighborhood resistance to affordable housing projects. City staff will continue to work with the Non-Profit Housing Association of Northern California and the East Bay Housing Organizations, as well as developing its own education and outreach activities.
- The City will continue to work to streamline its processes for the issuance of zoning and building permits.

## ***2. Institutional Structure***

### ***a. Strategy to Overcome Gaps in the Housing Delivery System***

During the next year covered by the Annual Plan, the City will continuously monitor the housing delivery system and work with local associations of housing organizations, private institutions, and other local public agencies to improve housing delivery. Specific activities that the City intends to carry out to improve this system are listed below.

#### ***1. Increasing Available Resources***

- Continued attempts to expand the amount of resources available. In particular, the City will actively support efforts to secure State funding for affordable housing. Although a permanent source of funds for affordable housing at the State level is needed, housing bonds will probably have to provide much needed interim financing until a permanent source of funds can be designated.
- The City's CEDA is in the process of developing a \$43 million bond issue for affordable housing.
- Encourage and support the attempts of local non-profit developers and service organizations to secure funds for service delivery and organizational operations from governmental and non-governmental sources.

- Explore the use of converted military facilities to overcome the lack of developable sites for housing.
- Work with housing advocates to establish a county-wide permanent housing trust fund.

## 2. Coordinating Resources

- Improve coordination required to match accessible housing units available for the disabled with those in need of such units through better referral mechanisms.
- Improve coordination of housing activities and other activities affecting housing between City departments.
- Improve processes within the Community and Economic Development Agency (CEDA) to facilitate housing service delivery. As in the past, CEDA will continue to streamline its internal and external processes to facilitate program utilization and department efficiency.
- Continue to coordinate housing programs with Alameda County and the Oakland Housing Authority to the extent possible.
- Mayor Brown and the City Manager have expanded efforts to coordinate effectively with all cities in the County to increase the supply of affordable housing. Work during the coming year is to develop specific actions to be taken by these cities to increase the supply of affordable housing throughout the County.

## 3. Capacity and Character of Non-profit Housing Organizations

- Develop mechanisms to increase the capacity of non-profit affordable housing developers and actively encourage non-profit developers to take advantage of local programs such as the Local Initiatives Support Corporation (LISC) training program for non-profit developers.
- Use HOME funding to support non-profit capacity building.
- Encourage developers to increase the representation of low and moderate income persons in their decision making processes and thereby to become eligible for receipt of HOME funds targeted to CHDO organizations.

#### 4. Participation of For-Profit Organizations

- Explore programs to encourage corporate participation in the provision of affordable housing, particularly employer participation in first-time homebuyer programs.
- Develop programs which expand private sector investment in the general provision of affordable housing. The Oakland Homeownership Assistance Alliance is a collaborative effort of public agencies, lenders, non-profit organizations and other key players in the housing development community, whose objective is to revitalize Oakland neighborhoods by increasing homeownership opportunities for low and moderate-income households. This will be accomplished by providing new, creative financing tools, one-stop homebuyer assistance centers, debt management counseling, and an aggressive marketing and outreach campaign.
- Attempt to overcome housing discrimination by encouraging financial institution participation in mortgage lending to low and moderate income individuals and in low and moderate income communities, largely through joint City and FannieMae efforts to promote existing lending programs and create new programs.
- Develop community reinvestment programs. The City will explore programs to encourage private, for-profit lending and investment practices that meet the needs of all Oakland households and neighborhoods and discourage discrimination in lending and in the provision of insurance. One such program is the City's Linked Banking Services Ordinance, which requires the City to deposit its funds only with banks that are meeting a "fair share" of the City's community credit needs.
- In order to overcome housing discrimination by landlords, the City will continue during the coming year to fund fair housing counseling and education agencies which counsel individuals and train landlords and tenants regarding their rights and responsibilities under the law.

### **3. Public Housing Improvements**

#### a. Management Improvements for Public Housing

Specific plans for improving the management and operation of public housing are set forth in the Oakland Housing Authority's Capital Fund Annual Plan. Several of the improvements stated in the plan include more effectively utilizing the skills and experience of senior Housing Management staff who will be reassigned to larger, more challenging, family housing developments. The Oakland Housing Authority will also focus on compliance with the Quality Housing and Work Responsibility (QHWRA) through the development of a software tracking program. Lead hazard testing and hazardous materials handling will also be addressed in order to improve the performance of maintenance functions.

#### b. Improvement of the Living Environment

### 1. Comprehensive Grant Program

Using funds obtained from the Comprehensive Grant Program and other sources, the Oakland Housing Authority will continue its efforts to address the many physical and social problems that exist in public housing sites through a strategy that includes both comprehensive modernization of some of the Authority's oldest developments, more immediate repairs, and renovations to address the most pressing needs at individual housing developments.

Among the most significant of the renovation activities that will continue in FY 1999-2000 are:

- comprehensive modernization of Peralta Villa (390 units)
- comprehensive modernization of Campbell Village (154 units)

Additionally, several smaller sites will also undergo dramatic rehabilitation, including

- 365 49th Street (24 units)
- 1430 Seminary Avenue (8 units)
- 5825 Canning (14 units)
- 5805 Canning (4 units)
- 2508 77<sup>th</sup> Avenue (22 units)
- 2139 Seminary Avenue (12 units)

Residents in good standing at these sites will be transferred to other public housing sites throughout the City of Oakland and will be given the opportunity to return once the modernization is complete.

Structural and facade improvements will take place at:

- 3217 West Street
- 3025 Martin Luther King, Jr. Way.

Other specific actions being funded through CGP include: upgrading some existing public housing units to provide accessibility for the disabled, installation of energy conservation measures at all public housing units including low-flow toilets and lighting, and abatement of lead-based paint hazards.

## 2. HOPE VI Activities

- Lockwood Gardens and Lower Fruitvale

In 1994, the Authority received a \$25.5 million HOPE VI grant to fund a comprehensive community and social service program and renovation of Lockwood Gardens (renovations are partially funded out of HOPE VI, with the remainder coming from CGP) and three scattered site developments in East Oakland including 5726 Elizabeth, 3634 Foothill Blvd. and 1905 Seminary.

The HOPE VI program is a comprehensive approach to solving the problems that exist in and around Oakland's most severely distressed public housing sites. The Oakland Housing Authority is working with local social service agencies to improve the quality of life in the East Oakland community. The City of Oakland is administering the community and supportive services programs and is coordinating these services with the physical renovations undertaken in conjunction with HOPE VI. The HOPE VI program provides an important opportunity not only to produce an economic renaissance, but also to develop a sense of community that reaches across racial, ethnic and socioeconomic lines.

- Chestnut Court and 1114 – 14<sup>th</sup> Street

In 1998, the Oakland Housing Authority received a \$12.7 million HOPE VI grant to be used for comprehensive redevelopment of Chestnut Court and 1114-14<sup>th</sup> Street in West Oakland, in conjunction with larger neighborhood and community revitalization plans.

The two sites will be completely demolished and rebuilt with mixed-finance / mixed-income housing to blend into the surrounding neighborhood. Residents from these 2 sites will receive community and supportive services through local community-based organizations focusing on self-sufficiency and welfare-to-work programs.

- Westwood Gardens

In 1999, The Authority received a \$10,053,254 Hope VI grant to fund a comprehensive redevelopment of Westwood Gardens. All 46 units will be demolished and 20 public housing, 40 tax credits & 8 for-sale units will be built on the site. In addition, the community and supportive services component assists residents with overcoming barriers to become self-sufficient and provides activities for youth.

- Coliseum Gardens

In 2000, the Authority proposed the demolition of all 178 public housing units. The 178 public housing units will be replaced in market-rate developments being built throughout the City of Oakland. The site will be developed as a mix of housing types by a private developer. (Concept is in the discussion stage.)

### 3. Public Housing Drug Elimination Program (PHDEP)

The 1998 and 1999 PHDEP continues community policing activities at the six largest public housing sites in Oakland. Support services are being provided through a Resident Services Coordinator specifically assigned to assist residents at the large developments. Additionally, the Boys and Girls Club are continuing their clubhouses on-site at Lockwood Gardens, Coliseum Gardens and Peralta Villa. Asian Community Mental Health Services (ACMHS) is providing counseling and translation services to non-English speaking residents of the large public housing developments.

### 4. 4-H Family Investment Center

The 4-H After School Activity Program (ASAP) is designed to address the urgent developmental needs of 7 - 13 year olds living in Oakland public housing. The 4-H ASAP offers constructive and engaging activities based on learning-by-doing science, community service, and leadership curricula used in the University of California's 4-H program. A computer excellence center has been developed at the Peralta Villa site in West Oakland with the support of Pacific Telesis and Bank of America. Parents and older teens work with the 4-H program in both paid and volunteer positions. The consistent contact with caring role models is one of the cornerstones of the 4-H philosophy. In turn, the partners and teens who receive training and experience with the program will have transferable skills to apply for paid youth development program positions. Funding to initiate and sustain the 4-H ASAP exemplifies true public/private partnership for the good of Oakland's children. In addition to the Oakland Housing Authority, partners include the U.S. Department of Housing and Urban Development (HUD), University of California at Berkeley Cooperative Extension, the California 4-H Foundation, Pacific Gas and Electric Company, Pacific Telesis, Telesis Foundation, Bank of America, Bank America Foundation, and Kaiser Permanente. This program is expected to end in the summer of 2000.

### 5. Senior/Disabled Services Coordinator

Increased services for OHA's 1,075 elderly and disabled residents is the focus of the service coordinator position made possible by the Senior/Disabled Service Coordinator grant application. The coordinator links existing programs; identifies resident leaders; develops support groups within developments; plans and organizes relevant training for staff, elderly and the disabled; and supports grass roots development of resident councils and events. The coordinator is creating resource libraries, helps access translation services, and brings in speakers to address resident concerns.

## 6. Economic Development and Supportive Services

The Economic Development and Supportive Services grant establishes linkages with several community-based organizations and government agencies to provide senior/disabled public housing residents with vital support services that should make life more comfortable and safe on an individual and collective basis. The supportive services include assistance to ensure independent living, companionship, health and other social programs for seniors and the disabled.

## 7. Resident Uplift and Economic Development

Job training, placement and retention services for welfare-to-work activities in West Oakland. East Bay Asian Local Development Corp., Bay Area Urban League, Bridge West Oakland Housing, Oakland Private Industry Council, Asian Community Mental Health Services, Corporation for Supportive Housing, Boys & Girls Club, Oakland Community Housing Inc., Westside Economic Development Corporation, City of Oakland – Enhanced Enterprise Community, Eden Housing

## **4. Public Housing Resident Initiatives**

### a. Resident Participation in Management

The Oakland Housing Authority is pursuing several courses of action for increasing resident participation in the management of public housing. First, the Authority is seeking to strengthen the existing Resident Councils located at large family and selected small public housing developments. Second, the Authority will continue to solicit resident input into the Authority's annual Comprehensive Grant Program (CGP) plan. Third, the Authority is expanding programs that will provide public housing residents with job training and employment opportunities through a variety of initiatives and funding sources.

#### *1. Tenant Opportunities Program (TOP) / Technical Assistance Grant (TAG)*

Authority staff is working in partnership with four Resident Councils that received \$100,000 each in **TOP/TAG** funds. OHA is providing technical assistance on financial management, fund raising, newsletter preparation, community organizing, leadership skill development and other activities aimed at economic empowerment and capacity building. The Authority and the Resident Councils are working to achieve the common goal of creating a better living environment in the public housing communities.

*b. Resident Opportunities for Home Ownership*

The Oakland Housing Authority is in the process of developing a comprehensive homeownership program for residents of conventional public housing and participants in the Section 8 program.

As part of the Authority's 1998 and 1999 HOPE VI projects, the Oakland Housing Authority is developing a HUD-approved Homeownership Plan to make approximately 35 affordable homeownership units available to participants in the Authority's programs and other low-income families living in Oakland. Additionally, it is anticipated that HUD will publish final rules and regulations on how to operate a Section 8 Homeownership Plan in the near future. Once HUD's final rule is published the Oakland Housing Authority intends to begin designing a Section 8 Homeownership Program that will enable eligible families to utilize their Section 8 assistance to assist them with monthly mortgage and housing costs.

The Oakland Housing Authority will also continue to explore opportunities for homeownership for residents of the Authority and will continue to collaborate with the City of Oakland, non-profit agencies and others to encourage residents to become homeowners. Additionally, residents will be referred to the City's First-Time Homebuyer Program or similar homeownership counseling. The Authority will encourage residents to participate in an Individual Development Account (IDA) Program such as the Bay Area IDA collaborative which match family savings on a 2:1 basis.

**5. Lead-based Paint Hazard Reduction**

Since 1992, our residential rehabilitation loan programs have included lead-based paint hazard education within the initial phase of the loan application process. During the financial interview, homeowners are given a copy of the booklet "Protect Your Family From Lead in Your Home". As a part of the disclosure process, homeowners must complete and sign a written acknowledgement of the receipt of this booklet. In addition, the loan application includes the age of the property and the age of children living or frequently visiting at the property.

The Rehabilitation Advisors who have direct advisory responsibility to the homeowner during the actual rehabilitation construction work, have all received a minimum of 40 hours' training in identification, testing and available remediation methodologies for lead paint hazards. Since 1992, all Contractor agreements incorporate work descriptions to address compliance with lead paint regulations and safe work practices. When necessary, Rehabilitation Advisors have enrolled for additional training to renew their certifications.

Until the Alameda County Lead Poisoning Prevention Program, (ACLPPP) incurred severe funding cuts in early 1999, we had a partnership agreement for funding assistance with lead hazard reduction and abatement. Residential Rehabilitation Lending staff identified properties for risk assessment by Alameda County staff, work descriptions included detailed specifications for lead hazard reduction and funding was added to each Home Maintenance and Improvement loan project to specifically remediate lead hazards.

As a result of the new Federal lead-based paint regulation issued by HUD in 1999, effective September 15, 2000 our residential rehabilitation loan programs will incorporate a new partnership effort with ACLPPP for homeowner education, contractor certification outreach and training, lead hazard risk assessment and clearance testing.

In May 2000, all of the Mortgage Advisors and Rehabilitation Advisors in Residential Lending Services unit attended the HUD-sponsored, three-day training on the new regulations. Subsequent in-house sessions have been held to review and revise the rehabilitation loan and grant programs in accordance with the new regulations.

In October 1999 when the Targeted Neighborhood Initiative was implemented, the loan limits for rehabilitation projects were increased from \$25,000 to \$40,000 to not only address increased construction costs, but also in anticipation of increased costs directly related to lead-based paint hazards.

To expand our current lead-based paint compliance activities, a number of actions are planned for the coming year. The City of Oakland is part of the Alameda County Joint Powers Authority who has established specific quantitative objectives for the coming year. In coordination with the Alameda County Lead Poisoning Prevention Program, our goals include:

#### **Lead Poisoning Prevention Program Goals**

<b>ACTION</b>	<b>GOAL</b>
Distribution of Lead Safe Painting Prep Kits to homeowners who receive paint through our Self-Help Paint Program	1,650
Distribution of Lead Test Kits to all homeowners who participate in our rehabilitation loan programs	2,640
Participation by Rehabilitation Advisory staff in “refresher” certification classes	12
Distribution of additional lead hazard literature to homeowners where children aged 6 or younger spend a significant amount of time in the home and encourage rehab loan applicants to have children tested for “elevated blood” condition	1,000
Provide risk assessment referrals to the County program where hazards appear significant	198
Coordination of homeowner awareness events	19
Coordination of lead-safe painting instruction and home renovation classes	15
Provide information and referral services to information line callers	660
Provide information and referral services to Website visitors	792
Provide training and certification referrals to Alameda County Lead Poisoning and Prevention Program for local contractors and	65

their employees	
Provide Rapid Response consultations to homeowners	10

Most of our residential loans average \$35,000-\$40,000, with up to \$10,000 in painting costs. With many of these homes aged pre-1950, it can be concluded that lead paint hazards will exist and require abatement. The cost of abatement could approach \$10,000 per unit. Utilizing current funding allocations, the number of units impacted would be reduced by almost 25%. These reductions would counteract our current goals for revitalization.

## 6. Coordination

### a. Coordination Efforts

Several actions will be pursued to facilitate greater coordination among:

- Public agencies providing housing resources
- Assisted housing providers
- Private and governmental health, mental health and social service agencies

These actions will include:

- The City and the Oakland Housing Authority will work to coordinate project-based rental assistance provided by the Housing Authority with housing development projects sponsored by the City. The City has reviewed and commented on the guidelines used by the Housing Authority in allocating such funds, and the Housing Authority has included consistency with the Consolidated Plan among its criteria.
- The City will continue to attend and participate in meetings of East Bay Housing Organizations, an umbrella organization comprised of nonprofit housing developers, housing advocacy organizations, fair housing providers, and service organizations. These meetings are also attended by representatives of the Oakland Housing Authority and other local governmental housing and social service agencies.
- Similarly, the City will continue to work closely with the Emergency Services Network of Alameda County, an umbrella organization comprised of organizations providing housing and supportive services to the homeless, including Alameda County Mental Health Services. The City will assist ESN in developing a new method of data collection that will more accurately profile the Oakland Homeless population.
- The Oakland Housing Authority and the City will continue to work with nonprofit and for profit housing providers and an array of government and nonprofit service providers as part of the implementation of the Shelter Plus Care and Supplemental Assistance for Facilities to Assist the Homeless (SAFAH) programs.

- The Oakland Housing Authority will continue to collaborate with the Alameda County Department of Social Services/Children and Family Services to implement the Family Unification Program.
- The City's Community and Economic Development Agency will continue to work closely with the Alameda County Department of Housing and Community Development (HCD), Contra Costa County Community Development Department, housing providers, and service providers to further the implementation of the multi-year AIDS Housing Plans for both counties. These agencies, along with the Contra Costa County Department of Health Services and the Ryan White Consortium, will administer the Housing Opportunities for Persons with AIDS (HOPWA) program throughout the Alameda County/Contra Costa County EMA.
- Alameda County HCD, the City of Berkeley, and the City of Oakland will ensure the implementation of the Alameda County-Wide Continuum of Care Plan developed and adopted in 1997. The mission of this plan is to coordinate homeless planning efforts throughout Alameda County to better develop a more comprehensive and coordinated homeless services delivery system. A “continuum of care” plan defines services from prevention of homelessness, through a person’s first contact with the “system” of emergency assistance and shelter, transitional housing and services, and permanent housing and jobs. A structure is established for inter-jurisdictional and community cooperation, detailing specific goals for achieving improvement in county-wide service delivery. A county-wide working group including representatives from the City of Oakland, ten other cities, the County, homeless providers, consumers, and advocates is overseeing the execution and administration of activities defined in the Plan.
- The Community and Economic Development Agency will continue to maintain directories of assisted housing developments, emergency and transitional housing facilities, housing finance programs, and nonprofit housing development and homeless assistance organizations.
- The Eden Information and Referral Service ("Eden I&R") maintains a comprehensive listing of housing and services available to homeless people throughout Alameda County.
- As a member of the Alameda County Joint Powers Authority, the City of Oakland will work with governmental agencies and health agencies to address the problem of lead-based paint hazards.
- The City has initiated a 5-Year Oakland Homeownership alliance with Freddie Mac, Bank of America, the Low Income Housing Fund, the Local Initiative Support Corporation and the Homebuyer Assistance Center. The goal of the Alliance is to increase the number of homeowners by 10,000 over the next five (5) years.

- The City works with a number of organizations to expand the supply of financing for all types of housing. The City is a member of the Community Reinvestment corporation that works with lenders, housing advocates and others to create additional sources of capital for affordable housing. The City, with several surrounding municipalities, has formed a Joint Powers Authority to issue bonds to finance a lease purchase program that will be available in as many as 20 cities in the greater Bay Area.
- Oakland's Weed and Seed Plan (OWSP) is a comprehensive and integrated approach to law enforcement; community policing; prevention, intervention, treatment, and neighborhood restoration. The target area of the program is geared towards the Coliseum/Lockwood Gardens housing development and the surrounding community. OWSP has received funding from the Department of Justice's Executive Office and Weed and Seed for a total of five years; this is the fifth year of the program.

OWSP "weed" strategy integrates all phases of law enforcement by leveraging state and federal resources to maximize operations geared towards the suppression and removal of all criminal activity within the targeted area. Strategies implemented include the Grand Jury Indictment Program, the STOP program, the Beat Feet Program, and the traditional buy/bust program. The "seed" strategy focuses around the integration and collaboration of representatives from entities such as the Oakland Housing Authority, Boys and Girls Club of Oakland, the faith community, East Oakland Health Center, Lockwood Elementary and Havenscourt Junior High School, local community-based organizations, and CEDA. These agencies forge a continuum of services geared towards addressing the needs of the community as it relates to neighborhood restoration; business and urban development; education and vocational training; social and community services; community organizing and empowerment; and job development.

The main focus for the fifth year of OWSP will be to continue to develop and implement innovative, comprehensive and integrated approaches towards improving the "quality of life" for the entire Coliseum/Lockwood Gardens community.

*b. EEC Program*

The City of Oakland was designated in 1994 as a federally funded Enhanced Enterprise Community through the federal Empowerment Zone/Enterprise Community Program. As part of the EEC program, the City received funds to support economic development and community revitalization in three EEC areas: West Oakland, Fruitvale/San Antonio, and East Oakland. The funds were disbursed in the form of loans and other support given to enterprises and projects in those areas that met EEC goals.

Funding for the EEC Program was provided through a \$3 million grant from the U.S. Department of Health and Human Service's Social Service Block Grant funds (Title XX funds). In addition, \$22 million in Housing and Urban Development (HUD) Economic Development Initiative funds (EDI) and \$22 million in HUD Section 108 loan authority were granted. The

City also received preference on many federal grants, as well as technical assistance in a variety of Community Revitalization areas.

One of the other significant EEC program activities revolved around the “sustainable economic development” strategy components. The resources for this strategy included \$22 million in Economic Development Initiative (EDI) grant funds, and \$22 million of HUD Section 108-loan authority. Half of these funds have been appropriated to economic development projects (flagship projects) meant to spur economic growth and provide jobs in the EEC areas. The remainder of funds is provided to EEC area businesses through a revolving loan fund. These programs, as well as entrepreneurial training programs and business information and referrals continued to be implemented through the One Stop Capital Shop (OSCS) of CEDA. The OSCS staff continues to make quarterly status reports to the Board regarding the overall EEC Revolving Loan Fund portfolio and to receive their input on whether proposed loans meet spirit and intent of the EEC program.

Commercial revitalization of major corridors in the East Oakland EEC is vital to the development of the area. Vacant and blighted properties, incompatible land uses, public safety concerns, and lack of community oriented retail and services are common characteristics of both corridors which concern the EEC residents, businesses and visitors in the East Oakland districts. CEDA's NCR staff is working with the business and property owners to resolve these issues. In an effort to improve the existing streetscape, the City is pursuing an urban design concept plan for implementing streetscape improvements in certain targeted areas along the two major corridors. The NCR has targeted several development nodes along the corridors where improvements will have a direct impact on EEC residents.

#### 1. EEC Loan Review Policy

As an advisory body to the City Council, the Policy Board provides recommendations to the council regarding the public benefits of loans funded through the EEC Revolving Loan Fund (EEC-RLF). This program has been responsible for 26 loans to date totaling nearly \$7 million dollars. This is in addition to the \$17 million dollars of EEC Flagship loans that were reviewed by the Policy Board and later approved by the City Council.

The role of the Policy Board, however, is separate and distinct from the role of the Loan Review Committee in the loan review process. City Council Resolution Number 74098, which established the Loan Review Committee, states that the Committee shall provide recommendations to the Council ensuring the following:

- 1) that consistent and fair underwriting practices are adhered to;
- 2) that the project is financially feasible; and,
- 3) that public funds are leveraged to the greatest extent possible with private funds.

## 2. Use Of Resources

While resources for supporting the EEC Policy Board activities have diminished, CEDA will continue to implement its programs and activities designed to benefit the EEC areas and its residents. Those programs include Neighborhood Commercial Revitalization (NCR) activities, Community Development Block Grant funded programs, business loans and technical assistance, and commercial façade improvement programs. These various programs and activities are implemented in collaboration with other City sponsored programs and activities that benefit the EEC area and its residents.

CEDA is developing a more comprehensive and integrated approach to serving the EEC area. In an effort to maximize resources and to improve overall planning and coordination of various CEDA activities occurring within the EEC area, CEDA is forming an EEC Staff Action Team (ESAT). ESAT will be chaired by the Deputy Executive Director. Core members will include staff representatives from the following divisions:

- Neighborhood Commercial Revitalization
- One Stop Capital Shop
- Business Retention/Attraction
- Workforce Development
- Redevelopment
- Brownsfield
- Code Enforcement
- Housing - Neighborhood Programs
- Zoning
- Service Delivery Team
- Other City departments will be invited to participate as needed

The immediate tasks of ESAT will be to:

- Develop and implement short term action plans consistent with the City's neighborhood development priorities;
- Develop three year action plans to fulfill the City's commitment to HUD through the year 2004; and
- In collaboration with EEC Policy Board, review and revise EEC benchmarks to be consistent with the new action plans.

## ***7. Anti-Poverty Actions***

As noted in the Community Profile section, over 18 percent of Oakland's residents are living in households with incomes below the poverty line. The City is engaged in a variety of efforts to address this problem, including in particular a variety of initiatives aimed at reducing the level of unemployment in the City. The City has designated significant parts of the City as a State Enterprise Zone as part of a strategy to attract new businesses and expand employment opportunities for Oakland residents. The City has also been designated by HUD as an Enhanced Enterprise Community.

The impact of Welfare Reform continues to be assessed. City-sponsored symposiums were held in 1996-97 to discuss potential impacts on housing needs and the need for public services and job training and creation. Poverty-level households will be most affected. . The degree to which program intervention may mitigate the effects on households will be further studied next year, relative to the strategic plan that was developed during the 1998-99 program.

The City will undertake a number of actions aimed at reducing the number of persons in the City who are currently living in poverty as part of its housing and community development strategy. These actions include:

### ***a. Local Hiring Requirements on City-funded Projects***

On February 25, 1993, the City of Oakland established a revised Local Employment Program (LEP) for the City of Oakland and Redevelopment Agency construction projects. The LEP establishes an employment goal of 50% of the total project workforce hours on a craft-by craft basis be performed by Oakland residents and 50% of all new hires to be performed by Oakland residents on a craft-by-craft basis. The first new hire must be an Oakland resident and every other new hire thereafter. To implement the goals for the LEP, the City created the Local Construction Employment Referral Program (LCERP).

The LCERP partners with 35 Community Based Organizations, (CBO) who refers a continuous pool of construction workers to the City. This pool of workers is maintained in a data bank. With a 3-day notice, workers may be referred in response to a request by an employer.

Because the CBOs serve a variety of clients, the employer has access to qualified individuals of all races, languages, skill levels and physical abilities. The relationship between the CBOs and LCERP enables the City to offer a trained, assessed and counseled workforce. LCERP works closely with trade unions and all employers seeking such assistance.

LCERP maintains a data bank of 2,637 workers and has placed 1,677 workers on Construction projects since July 1993.

The Port of Oakland's Employment Resources Development Department (ERDP) operates a similar program.

b. Living Wage Ordinance

The City adopted a “Living Wage” Ordinance that requires the payment of a “living wage” (currently \$8.65 per hour with health benefits or \$9.95 per hour without benefits) to employees of entities that receive contract with or receive financial assistance from the City. These rates are subject to annual cost-of-living adjustments. The ordinance applies to contractors who provide services to or for the City in an amount equal to or greater than \$25,000. It also applies to entities that receive financial assistance with a net value of \$100,000 or more in a 12 month period.

The legislation is intended to ensure that City funded contractors employ people at wages above the poverty level.

c. Provision of Supportive Services in Assisted Housing for the Homeless

Many City-sponsored housing projects, particularly in Single Room Occupancy housing and in housing targeted to the homeless, include a planned service component that aims, in part, at assisting very low income persons to develop the necessary employment and job search skills required to allow such persons to enter or return to paid employment and an ability to live independently.

d. Laney College Carpentry Training Program

The City will continue its partnership with the Peralta Community College District's Laney College Carpentry class. However, the City is currently negotiating with the Oakland Rotary Club as they have expressed an interest in becoming a partner with the City and Laney College in this student training endeavor. We expect to complete a new partnership agreement between the City, Peralta Community College District and the Oakland Rotary Club by the end of 2000. The new partnership will require the Rotary Club and the City to place an as yet undetermined amount of funds into a revolving project fund, such that each time a project is completed and sold, all proceeds will revert back to the revolving fund to be used to fund the next construction project.

The program enrolls approximately 40 students per semester in a combination classroom and hands-on construction project program. Currently, the City provides a project work site, either a vacant lot or a house in extreme need of renovation, and building materials. The students and instructor provide labor. The end product is one or two unit residential dwelling. Upon completion of a project, the property is sold for cost and all proceeds are used to fund subsequent projects. Approximately 90% of the graduating students completing the program are placed in building trade jobs at the apprentice level.

e. Business Opportunities for Public Housing Residents

The Oakland Housing Authority's Resident and Community Services Department will continue to expand opportunities to assist public housing residents establish small businesses. These resident owned and operated businesses will have preferential status as allowed by Federal procurement procedures and Section 3 of the Housing Act of 1968 as amended. It is believed that these activities will assist public housing residents to become economically self-sufficient.

f. Job Training and Employment Programs in Public Housing

The Resident Internship Pilot Program provides up to 4 residents with a work site opportunity/experience in a variety of clerical and paraprofessional functions.

The Authority will continue to collaborate with several community-based organizations on the Community Partnerships for Resident Uplift and Economic Development grant to provide job training and placement services to low-income residents of the City of Oakland. Residents of the Authority's public housing and Section 8 program as well as residents affected by the recent welfare reform legislation in the target area of West Oakland are eligible to receive these

Additionally, the Oakland Housing Authority will explore opportunities for Welfare-to-Work grant funding from HUD. If funded, this program could assist up to 700 families with subsidized Section 8 rental assistance while they participate in welfare-to-work activities. The Authority will partner with the Alameda County Social Services Agency and local community-based organizations to implement the program.

As part of the Comprehensive Grant Program, the Authority sets public housing resident hiring goals for companies that have contracts in excess of \$100,000 with the Authority and the Authority will continue to monitor contract compliance with these goals.

g. Section 8 Family Self-Sufficiency Program

The Oakland Housing Authority, under the Family Self-Sufficiency Program, coordinates the provision of case management and supportive services to Section 8 recipients, in order to assist families to become economically independent within 5 years.

h. Youthbuild (Training and Employment)

The City may apply and/or will support applications by other entities for assistance under HUD's Youthbuild Program (if funds are still made available), which provides low income youth with education and job skills in conjunction with housing activities.

*i. Technical Assistance and Consulting for New and Existing Small Businesses*

The Community and Economic Development Agency's One Stop Small Business Center (OSSBC) and its partners will continue to provide technical assistance and consulting services to aspiring entrepreneurs and existing business owners. Business assistance is collectively provided by City of Oakland staff, SBA staff, and the following partners: Oakland Business Development Center (OBDC), East Bay Small Business Development Center (EBSBDC), and the Service Corp of Retired Executives (SCORE). In addition, over 175 business assistance and loan providers are included in a Resource Partner Network. OSSBC has also developed the Small Business Assistance Program (SB-TAP), an "Incubator without walls" delivery mechanism. This program provides contracted professional business advisors with a standardized curriculum for the delivery of their services. These incubator type services are offered to businesses located at scattered sites. This approach results in standardized deliverables useful to the business owner as a roadmap to success. This system also allows a potential lender to easily review an application for financing.

In addition, the first stage of interaction with the One Stop is for clients to meet with an Assessment Counselor. The counselor determines the entrepreneur's level of business experience, business training or technical assistance needs and the potential need for business financing. Based on this needs assessment, the client is referred to one of the OSSBC business skills development programs or financing partners.

Clients can conduct research in SBA's Business Information Center which is a fully equipped multi-media business library housing the latest in resource materials, high tech-computers and Internet access. In the evening, the SBA hosts a "Business Coaches" mentoring and counseling program. Counseling referrals are also made to SCORE for start-up businesses and to EBSBDC for existing organizations.

Since its creation in 1997, the OSSBC has sponsored over 500 business development workshops in its Entrepreneur Training Center. Workshops and seminars have been carefully designed to meet the needs of the participants by offering them the information and/or technical assistance which is needed for them to develop the skills that will make them successful business owners.

Borrowers are required to meet and comply with the HUD National Objective regarding benefit to low-moderate income individuals. The OSSBC staff will continue to work with other City staff and with job training agencies to match employment opportunities created through the provision of financial assistance with low-moderate individuals seeking employment.

*j. Business Skills Development Training Program*

OSCS provides an on-going series of free and low-cost business development workshops. Approximately 3,000 individuals have attended monthly meetings. Since 1997, over 5,000 individuals have participated in the program. There are approximately 50 different workshops available; about 20 of them are presented in a given month. A sampling of classes includes:

- One Page Business Plan
- Financial Reporting and Tax Consulting
- Bidding on Federal Opportunities
- Legal Aspects of Small Business
- IRS Small Business Tax Workshop
- E-Commerce

This program is critical to the success of the unit because many of the entrepreneurs that desire City funded direct lending do not demonstrate the previous management experience to operate new businesses. Even established business owners lack many of the necessary skills to effectively create growth strategies for their businesses in this very competitive environment for small businesses. This program is designed to support such businesses and strengthen and stabilize Oakland's base of small businesses.

*k. Workforce Development Program*

The Workforce Development Program seeks to increase the job placement rate for unemployed City residents and to improve the overall outcomes of the employment and training systems. One of our primary focuses is to link businesses to over 190 Employment and Training programs including the Oakland Private Industry Council (PIC). The Workforce Development unit also develops strategies and data to address employment needs. It stimulates job placement orders through marketing of the Enterprise Tax Credits and other incentives available to businesses. A monthly job listing and specialized targeted recruitment matches qualified workers to jobs in the community. The Workforce Development Unit concentrates its efforts to attracting and retaining businesses by providing a complete array of services as a business incentive. These services include outreach, recruitment, assessment interviewing, and financial incentives.

*l. Life Enrichment Agency*

Since 1971, the City of Oakland has been the Community Action Agency (CAA) for Oakland, charged by law with developing and carrying out an antipoverty strategy for the city. While the operational functions of the CAA are lodged in a particular City department (Aging, Health, and Human Services), the City Council itself serves as the Governing Board of the CAA and at least one Councilmember always serves personally on the CAA Administering Board, helping to assure a high-level policy link to the City Council/Governing Board.

Annually, the Oakland CAA prepares a Plan for submission to the State of California Department of Community Services and Development which outlines, at a minimum, how the Community Services Block Grant funds received by the CAA will be used, along with those related activities carried out by grants which the CSBG funds are used to administer. Since Oakland now receives a relatively modest amount of CSBG funds (just over \$600,000), the CAA has shifted its emphasis away from funding small contracts to community based organizations, and toward using the Block Grant to support the acquisition of other, antipoverty related funding. Most notably, the CAA has applied for and received a DOL Welfare-To-Work grant of \$2 million, which is being used to augment efforts by the Private Industry Council and the County of Alameda to train, place, and provide support to CalWORKs (TANF) recipients.

However, Oakland as a CAA has a much broader conception of its antipoverty strategy, encompassing many of the City's economic development efforts (described elsewhere in this Plan), as well as extensive partnerships with other agencies and community groups to attack both the root causes and many of the effects or concomitants of poverty. Also included are efforts to offset the effects of undesired externalities (unwanted side-effects) of some efforts, such as the current rapid increase in the cost of housing which is resulting from an unprecedented economic boom in our region and the nation.

In order to illustrate this broader strategy, we will discuss some of the major anti-poverty efforts under four headings:

- **Children and Youth**
- **Adults of Labor-Force Age**
- **Senior Citizens**
- **General Strategies**

### 1. Children and Youth

Oakland's antipoverty strategy begins even before birth. The Early Head Start Program (successor to the Parent-Child Center program, in which Oakland participated for many years) serves pregnant mothers and children from age zero through three years old. Like Head Start, it was originally designed as a child-development/ parent education program, not as a child-care program. As a result, our program is funded as a part-day model. In Oakland, Early Head Start is funded to serve 200 children and their families. The City is the grantee for this program, but delegates its operation to the Spanish Speaking Unity Council, which serves children of all ethnicities citywide. The Unity Council also operates an employment training program which is open to Head Start and Early Head Start families, and has linkages with a wide variety of other programs and services both for parents and for children.

The Oakland Head Start Program, operated by the City since 1972, currently serves 1,395 children in more than twenty locations around the city. The City of Oakland directly serves 1,195 children, while 200 others are served by the Unity Council. Most slots are part-day, part-year, but about 100 children are served full-day, full-year both in a center and in several family child-care homes. Some additional Head Start children have "wrap-around" child

care available either on-site or nearby their Head Start classrooms through cooperative arrangements with non-City child care providers.

Oakland Head Start also provides or arranges for a full range of medical, dental, mental-health, nutritional, and special-needs services for its children, and has an active program of parent education, classroom participation, and involvement in program decisions at both the center level and the overall program level. Many parents have gone on to become active in Parent Teacher Associations or other civic groups. Also, Head Start staff (Family Advocates) are all qualified to enroll children in California's low-cost health-insurance program (called Healthy Families) for low-income children in families no longer eligible for MediCal. Oakland Head Start has also been very active in campaigns to insure full immunization of Head Start children and their siblings, and to prevent "baby-bottle mouth" tooth decay. All of these services are designed to give low-income children and their families a true 'head start' in life, and to reduce their risk of poverty when they reach adulthood.

The City's Oakland Public Library has been a Head Start partner for many years, providing children's librarians and storytellers who visit each Head Start site on a regular schedule, read to children and parents, and encourage them to use the Library. Research has shown that such early programs increase the likelihood of literacy later in life. Librarians also let parents know of the existence of literacy and ESL programs, including story hours at many of the branch libraries. The City Manager has encouraged City employees to become active in a similar program (for older children) in the Oakland Public Schools. Also, for nearly ten years the City has sponsored Camp Read-A-Lot, a summer day camp program dedicated to helping children read more fluently. Lunches for this program are provided by the City's Year 'Round Lunch Program (funded by USDA funds passed through the State Department of Education). The Year 'Round Lunch Program is operated by the Oakland's Department of Aging, Health, and Human Services and serves approximately 350,000 nutritious free lunches per year to low-income children and youth up through 18 years of age. This program serves children while they are not in school (e.g., during school vacations).

Although not specifically aimed at alleviating poverty, the City's Department of Parks and Recreation offers a wide range of valuable recreational and educational activities for children and youth at its network of parks and recreation centers. Along with the Oakland Public Library, Parks and Recreation offers after-school homework centers; these primarily serve low-income children. In conjunction with their after-school centers, the Library has organized a tutoring program called Pupils Achieving School Success (PASS), which recruits high school juniors and seniors to tutor younger children in 10 branch libraries. It has been recognized by researchers at Harvard University as one of the best after-school programs in the country.

Four years ago, the voters of Oakland passed Measure K, the Kids First Initiative, which requires the City to spend at least 2.5% of its General Fund unrestricted revenue on services and programs for children and youth for twelve years. In the current year, this law will result in contracts with youth-serving non-profits and collaboratives for a total of \$5.8 million in

addition to expenditures by City departments. Most of these funds will be targeted toward low income areas of the city.

The Private Industry Council (PIC) and several partners applied for and received one of five (5) demonstration Youth Opportunity Grants from the Department of Labor. The grant focuses on out of school/out of work youth who live in the census tracts in the Enterprise Zone area of West Oakland. The goal is to target, find, recruit and train the youth to get them employed and on their way to self sufficiency.

## 2. Adults of Labor-Force Age

As previously noted, the CAA has received a DOL Welfare-To-Work grant of \$2 million, which is being used to train, place, and provide support to CalWORKs (TANF) recipients (along with efforts by the Oakland Private Industry Council (soon to be the Workforce Investment Board), other DOL grantees, and the County of Alameda). Head Start parents are the primary (but not sole) target group for this program, so that eligible parents are offered the support and training they need to transition from welfare to work in an integrated way. Each Head Start center is provided with a computer to assist parents in their job search.

In addition, the City is currently the grantee for a hotel and restaurant training program funded by Alameda County Social Services Agency and operated by a partnership of Laney Community College and the Hotel Employees and Restaurant Employees Union, Local 2850. A similar grant from the County to the City helps provide weekend and after-hours public transportation to and from work for welfare recipients. This program is operated in partnership with the Alameda/Contra Costa Transit District (A/C Transit). While these two County grants will expire on June 30, 2000, both are expected to be extended because of their success.

The Oakland Public Library has long been concerned about adult literacy, and operates a very successful Second Start program to teach adults how to read. Based upon national statistics, the Library estimates that as many as 70,000 Oakland adults (about 18% of the population) may be functionally illiterate. Given the large number of recent immigrants in our population, including a large contingent of tribal peoples from Southeast Asia many of whom have no written language, this number seems plausible. (In 1990, for example, the Census reported a total of 37,070 Oaklanders were "linguistically isolated", that is, they speak English poorly or not at all. The Second Start Program has been a valuable ally both to Head Start and to many of the other Welfare to Work programs in Oakland.

Both the Oakland Adult School (operated by the Oakland Unified School District) and the Peralta Community College District provide English as a Second Language (ESL) instruction at a variety of locations throughout Oakland. The Adult School also offers citizenship classes, often in partnership with a variety of community-based organizations, and a variety of employment-skill classes as well. Peralta has pioneered in designing ESL classes for specific industries (e.g., construction, hospitality).

Oakland also has its own Continuum of Care plan for the homeless, nested within a county-wide Continuum of Care plan. As a part of this plan, Oakland provides support, both tangible and intangible, to a wide variety of community based organizations fighting hunger and homelessness. The City also administers the [assisted housing] for all of the Oakland Metropolitan Statistical Area, consisting of Alameda and Contra Costa Counties, a 1500 square-mile territory larger than the State of Rhode Island.

### 3. Senior Citizens

In 1990, Oakland had a rather large number of residents age 65 or over, with a disproportionate number being older Caucasian women. It is clear that the senior population has changed since 1990, including more minority seniors; however, it will be necessary to wait for Census 2000 to get a clear picture of the current population. The Association of Bay Area Governments (ABAG) produces population projections at two-year intervals, and ABAG is projecting a large growth over the next twenty years in both the numbers of seniors and in their share of the general population in the Bay Region. If it occurs in the region, it is unclear how this predicted growth will affect Oakland, since our rapidly rising housing prices may either prevent senior renters from staying here after retirement, or induce senior home owners to sell their homes here, or both.

However, for lower-income seniors, Oakland has an array of programs to help them live comfortably in our city by providing services which help to offset their low incomes. The ASSETS Senior Employment Program helps low-income seniors to get the training they need to enter the labor market for the first time, or to re-enter it after an absence. One type of training which has had some success is child care, although many seniors opt for training in computer-related occupations.

The Senior Aides Program and Foster Grandparents Program offer a different path, providing stipended volunteer placements for seniors who do not want regular employment, but wish to continue being active and productive. The modest stipends help to offset the costs of transportation to and from their placements.

At another level, the Multipurpose Senior Services Program (MSSP) and state-funded Linkages program provide casework services to allow the disabled or the frail elderly to continue living in their own homes, instead of in more expensive nursing homes or convalescent hospitals. In Oakland, these two programs currently serve more than 400 persons.

The Oakland Paratransit for the Elderly and Disabled (OPED) supplements the ADA-mandated paratransit program of A/C Transit and the Bay Area Rapid Transit District (BART), so that those seniors and disabled people who are more frail, or who live farther away from a scheduled public transit line, can also continue to have a measure of mobility and self-reliance. This program is currently funded through a countywide sales tax increment authorized by Measure B; this levy is due for reauthorization in two more years.

In addition, the City, through its Department of Aging, Health, and Human Services, operates a network of five senior centers spread throughout the city, so that seniors have convenient places for recreation, congregate meals, education, and access to social services. These centers are augmented by a Chinese-language center and other senior-oriented programs operated by Parks and Recreation, and by a series of one-day-per-week centers operated independently by the non-profit Bay Area Community Services in partnership with the Oakland Adult School; most of these one-day centers are located at churches throughout the city; this network was started more than twenty years ago using CAA funding. BACS also operates a Meals On Wheels program for Oakland seniors, which provides nutritious hot meals to homebound or less-mobile seniors. There are also several adult daycare facilities for frail seniors in Oakland, operated by the non-profit Center for Elder Independence. The City has invested some HUD funding in some of the facilities which house these centers (e.g., the San Pablo Hotel).

The City also has increased its parking fines by \$2 each, for the specific purpose of funding unmet senior program needs. A request for proposals is issued annually, and proposals are solicited to meet needs identified in the City's Comprehensive Senior Plan which is updated periodically. Services currently being funded include legal advocacy for low-income seniors.

#### 4. General Strategies

There are a number of strategies and programs pursued by the City which cut across age boundaries and which serve to address either the causes or symptoms of poverty, or both. For example, in response to the challenges posed by welfare reform, the City of Oakland established a Welfare Reform Coordinating Committee (WRCC), with a unique role. Unlike many cities in other parts of the country, Oakland is not responsible for welfare; Alameda County government is. However, approximately 60% of all welfare recipients in the county reside in Oakland, so the City has a substantial stake in the outcome of reforms. These affect both children and adults of all ages, either directly or indirectly. The tasks of the WRCC include coordinating City of Oakland responses to welfare reform, fostering a good working relationship between the City and County, and nurturing linkages among non-profits and community based organizations concerned with welfare questions within Oakland. Through a series of informational meetings, community forums, joint legislative initiatives, and periodic meetings with County officials, the WRCC has been instrumental in making progress toward the City's antipoverty goals.

Although not usually considered an antipoverty program, the network of community gardens fostered by the Department of Parks and Recreation and its non-profit partners makes a significant contribution to the nutritional well-being of many Oaklanders, most of them living in lower-income communities. A composting program (with its own "Rot Line") augments the community gardening program, helping to reintroduce agricultural skills which have been lost to many city dwellers, while simultaneously reducing the waste stream.

The City is also committed to fostering the development of the computer skills needed in today's workforce. The Oakland Public Library has been a leader in this arena, installing computers in all its branches many years ago, and gradually converting to an automated card catalog; free on-line dial-up access to this catalog has been available for several years, along with text-based Internet access. Our senior centers, Head Start centers, and many recreation centers also have computers available, most with Internet access. The City, of course, has its own Web page, and has continually added new and innovative features. Oakland has also been instrumental in obtaining grant funds to install computer wiring in renovated housing in West Oakland (the Acorn project), and to insure that every resident family in Acorn has access to a computer and to an Internet connection.

More dramatically, perhaps, the City has been working for several years to insure that its entire downtown area is served by a fiber-optic infrastructure. Its Rotunda Project, located across the Plaza from City Hall, will feature state-of-the-art electronic infrastructure in order to attract cyber-age businesses, including start-ups. Likewise, Oakland's One-Stop Capital Shop affords prospective entrepreneurs the resources (technical assistance, capital, bonding, etc.) they need to start or expand a business, creating still more jobs for Oaklanders who need them.

All of these efforts are aimed at reducing the "Digital Divide", bringing all generations of lower-income Oaklanders into the age of computers, as well as creating job opportunities closely linked to the new digital economy.

## **8. *Monitoring***

Monitoring procedures, construction contracting requirements, environmental review procedures and post-occupancy monitoring are addressed on pages 200 through 202 of the Five-Year Strategy Section of the Consolidated Plan.

## **E. Specific Submission Requirements**

HUD requires that the City include specific additional information for the individual programs covered by the Consolidated Plan. The following pages provide the following information:

### ***1. Specific CDBG Submission Requirements***

The City does not anticipate any new float funded activities this fiscal year. The loan to the Small Business Growth Center is still outstanding. Float-funded activities use CDBG funds that have already been allocated to other activities that will not need to draw down funds until some point in the future. Float funded activities are implemented with great care to ensure that the loans are repaid and the funds are available for the original CDBG activities.

### ***2. Specific HOME Submission Requirements***

#### ***1. Resale/recapture Provisions to Ensure the Continuing Affordability of Homeownership Units Developed or Acquired with HOME Funds:***

The City has in place controls to ensure that when HOME funds are utilized to assist first-time homebuyers, the units are either maintained as affordable units, or the HOME funds are recaptured and made available for eligible HOME expenditures on other projects and programs.

One set of controls pertains to mortgage assistance provided for acquisition of existing units.

A second set of controls pertains to projects involving the development (new construction, or acquisition and rehabilitation) of new affordable homeownership units with long-term use restrictions for low income occupancy.

These controls are described separately in the following pages.

FIRST-TIME HOMEBUYER RESALE CONTROLS FOR ACQUISITION OF EXISTING UNITS (MORTGAGE ASSISTANCE PROGRAM)

Overview

Under this program, the City and the homeowner each have contributed to the purchase price of the home. Although title to the property is held only by the homeowner, when the City loan is repaid, the homeowner and the City will split the net proceeds (after paying selling costs and paying off the first mortgage) based on their relative financial investments in the home. If the homeowner remains in the property for 20 years, the City loan will be forgiven.

The homeowner's equity investment is the total of (i) the Down payment, (ii) payments of principal made on the first mortgage, and (iii) any capital improvements to the home made by the homeowner and approved by the City. Over time, the homeowner's equity investment increases as more of the principal on the first mortgage is repaid.

The City's investment is equal to the amount of the City loan.

Because the amount of the homeowner's equity investment rises over time, while the City's investment is constant, the homeowner's share of the net proceeds increases every year. This method provides an incentive to long-term ownership, which contributes to neighborhood stability.

If the property increases in value, the City and the homeowner will share the increase when the property is sold, based on their relative investment shares. If the property decreases in value, the homeowner and the City will divide the net sales proceeds in the same proportion, so that the City and the homeowner share the losses. However, the program does specify that the City will not forgive more than a pro-rata share of its loan. In other words, if the sales proceeds are insufficient to repay both the owner's investment and the City's loan, the amount of the City's loan that can be forgiven will not be more than 1/20 of the loan amount for each year the owner has occupied the home.

## Examples of Repayment

### Assumptions:

Original Purchase Price	\$150,000
5% Down payment	7,500
First Mortgage	107,500
City Second	30,000

Property Resold at the End of 5 Years

### Calculation of Equity Investments:

Principal (1st Mortgage) Repaid	\$5,300	<i>(after 5 years)</i>
Original Down payment	7,500	
-----		
Homeowner Equity Investment	\$ 12,800	
City Equity Investment (Loan)	\$30,000	<i>(from above)</i>

### Relative Equity Shares:

Total Equity Invested:

Homeowner	\$12,800
City	\$30,000
-----	
Total	\$42,800

Homeowner Equity Share:  $\$12,800 / \$42,800 = 29.9\%$

City Equity Share:  $\$35,000 / \$42,800 = 70.1\%$

a. Appreciation Example

If the property appreciates, upon the sale of the house, the net proceeds (sales price less transaction costs and payoff of first mortgage) are divided between the homeowner and the City based on their relative investment shares. The longer the homeowner remains in the home and continues to pay the principal on the loan balance, the larger the share of proceeds the homeowner receives at the time of sale.

When the loan is repaid (in this example, 5 years later), with appreciation of 5%/year:

Gross Sales Price	\$191,442	
Less Sales Costs	(13,401)	<i>estimated</i>
Less 1st Mortgage Balance	(102,200)	
-----		
Net Proceeds	\$75,841	
Net Proceeds to Homeowner:	29.9% x \$75,841	=\$22,676
Net Proceeds to City:	70.1% x \$75,841	=\$53,165

b. Depreciation Example

If the property depreciates, the net proceeds will be insufficient to repay both the homeowner's equity investment and the City loan. In this case, the City and the homeowner share the monetary loss in proportion to their respective investments.

For example, if the City's loan is \$30,000, the table on the following page illustrates the maximum allowable loss on the City loan.

When the loan is repaid, (in this example, 5 years later), with depreciation of 1.00% per year:

Gross Sales Price	\$142,649	
Less Sales Costs	(9,985)	<i>estimated</i>
Less First Mortgage Balance	(102,200)	
-----		
Net Proceeds	\$30,464	

Under the Shared Equity formula, the homeowner would receive 29.9% of this amount, or \$9,109, and the amount due on the City loan would be \$21,355.

However, because of the limitations noted above, the City cannot forgive this much of its loan after only five years occupancy. Instead, the required payment on the City loan would be \$22,500, and the homeowner would receive \$7,964.

Occupancy Time (Yrs.)	Proportion of Occupancy Time to Compliance Period	Maximum Amount of City Second Loan Forgiven	Minimum Amount to be Repaid to City
1	5%	\$1,500	\$28,500
2	10%	\$3,000	\$27,000
3	15%	\$4,500	\$25,500
4	20%	\$6,000	\$24,000
5	25%	\$7,500	\$22,500
6	30%	\$9,000	\$21,000
7	35%	\$10,500	\$19,500
8	40%	\$12,000	\$18,000
9	45%	\$13,500	\$16,500
10	50%	\$15,000	\$15,000
11	55%	\$16,500	\$13,500
12	60%	\$18,000	\$12,000
13	65%	\$19,500	\$10,500
14	70%	\$21,000	\$9,000
15	75%	\$22,500	\$7,500
16	80%	\$24,000	\$6,000
17	85%	\$25,500	\$4,500
18	90%	\$27,000	\$3,000
19	95%	\$28,500	\$1,500
20	100%	\$30,000	\$0

The actual amount to be repaid to the City will be the *larger* of the amount determined by the equity sharing formula or the amount shown in the table above.

## **FIRST-TIME HOMEBUYER RESALE CONTROLS FOR DEVELOPMENT OF HOMEOWNERSHIP UNITS WITH LONG-TERM USE RESTRICTIONS**

On a case-by-case basis, the City may enter into agreements with developers to develop homeownership projects for first-time homebuyers. The developers will own the land, arrange for financing, and develop and market the units to eligible homebuyers.

The City will provide a grant to the developer to be used for site acquisition, construction costs and related soft costs. The entire grant amount will be used for development costs and will remain invested in the project. Under the terms of the grant agreement, if necessary, part of the grant will write down the portion of the development cost that exceeds the as-built appraised value (as determined by an appraisal at the time the units are completed and sold). The portion of the grant amount that represents the difference between the fair market value of the units and the mortgage amount affordable to low income buyers will be used by the developer to provide seller financing in the form of "silent second," shared equity mortgages to the buyers.

A regulatory covenant will be recorded against the property to enforce the HOME Program requirement that: (a) assisted owners receive a fair return on their investment; and (b) the units remain affordable to and occupied by qualified low income households for at least 20 years.

The City will comply with the HOME requirement as follows:

1. Fair rate of return to owners: In order to provide owners with a fair rate of return on their investment, the developer will not be required to restrict the price at which initial owners could resell their homes. Owners will receive from the net sales proceeds their original investment, plus a share of the appreciation, thereby ensuring them a fair rate of return.
2. Long-term affordability: The developer will recapture the HOME affordability subsidy, along with the remaining share of the appreciation. (In this respect, the mechanism is the same kind of shared-equity loan that is used by the City for its homebuyer assistance program.) The grant agreement between the City and the developer will require that the developer use these repayments solely to provide financial assistance to future low income purchasers of the homes, thereby ensuring that the units remain affordable to, and occupied by, low income households for at least 20 years. Under no circumstances will the developer be allowed to use the funds for any other purpose. Although the recaptured proceeds might be more than what is required to maintain affordability in certain instances and less than what is required in others, the pooling of these funds by the developer will ensure that, taken as a whole, sufficient funds are available for the entire project to meet the 20-year affordability requirement for each and every HOME-assisted unit in the project. The City will monitor the repayments to ascertain that the affordability requirement is maintained. The grant agreement will

contain appropriate pass-through enforcement provisions for the City to ensure compliance on the part of both the developer and the homeowners.

## 2. Affirmative Marketing Procedures

The City requires, as part of the legally binding agreements it enters into with recipients of HOME funds, that all recipients pursue affirmative marketing efforts. These requirements include the following:

- i. All advertisements, brochures, signs, etc. must include the Fair Housing Logo and/or a statement that the owner is an Equal Housing Opportunity Provider.
- ii. Owners must agree not to discriminate against potential tenants and/or purchasers on the basis of race, color, religion, family or marital status, age, national origin, sex, sexual preference, disability, AIDS or AIDS-related conditions, etc.
- iii. Owners are required to make a good faith effort to seek eligible persons of all racial, ethnic and gender groups in Oakland. In particular, owners are required to take affirmative efforts to market available units to persons and groups least likely to apply for such housing by engaging in outreach efforts to community organizations, social service agencies, and fair housing groups, as well as advertising in newspapers likely to reach such populations.

As part of its monitoring of assisted projects and programs, the City will examine the records of owners/sponsors to ensure compliance with these Affirmative Marketing requirements and will require corrective action if necessary.

The City's Affirmative marketing requirements and procedures are described in the following pages.

**CITY OF OAKLAND**  
**COMMUNITY AND ECONOMIC DEVELOPMENT AGENCY**  
**AFFIRMATIVE FAIR MARKETING PROCEDURES**

*Methods and Practices for Informing the Public*

In order to inform the public, owners, and prospective tenants about federal fair housing laws and the City's affirmative marketing policies, the City will include the Equal Housing Opportunity logotype and/or slogan, and a logotype and/or slogan indicating accessibility to the disabled, in all press releases, solicitations, and program information materials.

In addition, the City provides funding to a number of fair housing agencies to provide information and counseling regarding fair housing laws and policies.

*Requirements and Practices for Owners*

All developers who receive funds from the City's HOME program will be required to enter into loan agreements with the City prior to receiving any funds. These loan agreements are designed to bind the recipients to all of the HOME program requirements, including the affirmative fair marketing procedures.

As a condition of these agreements, not less than 120 days prior to project completion, owners must submit proposed marketing and management plans to the City for review and approval. Marketing plans must include the use of the fair housing logotype and/or slogan, and use of a logotype and/or slogan indicating accessibility to the disabled, and fair housing posters must be displayed at the project rental or sales office. Owners are required to advertise in newspapers of general circulation, and to provide notice to community groups when units become available.

Prior to commencing marketing activities, owners will be required to meet with City staff to review the proposed marketing strategy to ensure that affirmative marketing efforts will be employed.

*Procedures for Outreach to Persons Not Likely to Apply*

Owners are required to engage in special outreach to persons and groups in the housing market area who are not likely to apply for the housing without special outreach efforts. In particular, owners are required to advertise in commercial media which reaches such groups, and to provide notice to community organizations, fair housing agencies, and other similar organizations. Vacancies are also advertised through the City's Housing Counseling unit. Multilingual advertising is encouraged where such efforts would result in reaching persons and groups not likely to apply.

### *Recordkeeping and Monitoring*

Owners are required to submit to the City copies of all advertisements with indicating the date the advertisements were placed and the media outlets which were used. Owners must also provide copies of notices sent to community groups and a listing of those groups to which notices were sent.

Owners are also required to provide the City with information regarding the characteristics of persons applying for vacant units, and the characteristics of persons actually selected for the units.

### *Assessment of Success and Corrective Actions*

The City will review the records submitted by owners to ensure that affirmative fair marketing requirements are being met. Where the characteristics of applicants are significantly different from the make-up of the City's population (i.e., in cases where specific groups are over-represented or under-represented), the City will examine in more detail the owner's actions to determine if a violation of the requirements has occurred.

The City employs a variety of corrective actions. Initially, owners who have not fully complied with the requirements are directed to engage in targeted marketing efforts to reach groups not initially reached. In cases where owners refuse to comply with the affirmative fair marketing procedures, the City may take additional actions to secure performance under the loan agreement, including declaring the loan in default and recapturing the HOME funds.

#### 3. *Minority and Business Outreach Efforts*

The Minority and Women-Owned Business Enterprise Programs that the City has used in the past to maximize opportunities for such firms to participate in City-funded activities have recently been prohibited by California Proposition 209, passed in November 1996. As a result, these programs are no longer employed. Nonetheless, State law does allow for compliance with requirements of federal grants. As a result, the loan and grant agreements that the City uses in connection with the HOME Program contain provisions that require recipients to undertake efforts to include minority and women-owned firms.

### **3. *Specific ESG Submission Requirements***

#### a. *Process and Criteria for Awarding Funds*

A Request for Proposals (RFP) is issued, inviting nonprofit service organizations to submit proposals outlining the proposed project/program, a proposed budget, and documenting the applicant's experience and qualifications. Applications are ranked on the basis of the following criteria:

- Quantity and Efficacy of Agency Support Services
- Cost Effectiveness
- Prevention Strategies/Client Advocacy/Special Circumstances

- Fiscal Management
- Unique or Innovative Character of Proposal
- Fundraising/Leveraging Capacity

Applicants are ranked by a review panel, with interviews and/or site visits as deemed necessary. City staff then provides recommendations to the City Council for final approval. Upon this approval, grant contracts are produced and executed.

*b. Matching Funds*

The City will provide matching funds in the amount of \$362,000 from the following sources:

- \$115,000 in City General Funds to support the Emergency Housing Program.
- \$ 52,750 in City General Funds to support the Community Promotions Program for Service Organizations.
- At least \$12,730 in non-Federal City funds will be used to fund the Emergency Housing intern position.
- Approximately \$178,280 in City General Funds will be used to provide staff salaries in support of programs operated with ESG funds.
- Approximately \$3,240 in Oakland Redevelopment Agency funds will be used to provide continual elevator maintenance at one of the Oakland-based shelters.

#### ***4. Specific HOPWA Submission Requirements***

The City of Oakland is the recipient of HOPWA funds for the Oakland Eligible Metropolitan Area (EMA) consisting of Alameda and Contra Costa Counties. The City allocates funds to Contra Costa and Alameda Counties for distribution within their respective counties through a Request For Proposals (RFP) process, and, in conjunction with other agencies in Alameda County, determines specific allocations within the entire EMA. By agreement, HOPWA funds are distributed based on the relative proportion of AIDS cases in the two counties: 25% of the funds will be allocated to Contra Costa County, and 74% of the funds will be allocated to Alameda County. The remaining 1% will be maintained by the City of Oakland to support administrative costs of the program.

##### ***a. Urgent Housing and Supportive Service Needs Not Currently Being Addressed and How Proposed Activities Will Address Those Needs:***

Estimating the number of homeless people who are HIV positive is difficult. Many people that are infected are unaware of, or do not reveal, their status until they have developed AIDS. Estimates of positivity are therefore based on numbers of known AIDS cases. These estimates provide one basis for assessing the number of people with urgent housing and supportive service needs.

##### ***Alameda County***

The National Commission on AIDS estimates the rate of HIV infection among homeless people is between 15 and 25 percent.<sup>19</sup> The Alameda County HIV/AIDS Epidemiology and Surveillance Office publishes regular reports that measure the epidemic in Alameda County and the East Bay. These reports draw the following conclusions: more than 13,500 individuals have been infected with HIV in Alameda County since the early 1980's. Women make up approximately 13 percent of HIV/AIDS cases in Alameda County since the early 1990's. About 60 percent of HIV/AIDS cases in Alameda County are in the northwestern inner cities.

Based on information cited in the 1997 Long Term Care Facilities Plan for People Living with AIDS in Alameda and Contra Costa Counties, more than 1,907 people are living with AIDS within Alameda County. In the 1993-94 Provider Survey conducted by the Ryan White Planning Council, providers in Alameda and Contra Costa Counties estimated that among their clients there were 1,423 people living with HIV/AIDS that had an unmet housing need. These needs included assistance locating suitable housing or shelter, temporary housing, and long-term free or subsidized housing, or housing vouchers. Since that time, AIDS cases have increased while housing resources for people with AIDS have increased minimally.

People with AIDS also emphasize the need for housing resources. Ten focus groups, comprised of persons with HIV/AIDS were conducted in Alameda County in 1993, housing was named the highest priority by five groups: 1. African American men who have sex with

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<sup>19</sup> Alameda County-Wide Homeless Continuum of Care Plan

men; 2. Women; 3. Intravenous drug users; 4. Homeless people; and 5. Persons receiving services from County facilities. Housing was ranked among the top four priorities for all other groups interviewed except white men who have sex with men, who ranked housing last among nine categories of need.

#### Contra Costa County

As of October 1996, the Contra Costa County Department of Public Health reported 1,807 cases of AIDS within Contra Costa County. In addition, an estimated 4,000 Contra Costans are infected with HIV. Within Contra Costa County, heterosexual intravenous drug users, women, African Americans and Latinos are being infected with the AIDS virus in increasing numbers disproportionate to the population as a whole.

The results of a November, 1992, survey indicates a range of needs for the HIV population within Contra Costa County. The range includes housing affordable to lower income ambulatory persons with HIV/AIDS, and supportive housing for persons special services and/or medical care. Twenty-nine percent of the 140 respondents stated they were concerned with their housing security over the next six months. Additionally, community forums held in each region of the County identified housing as an ongoing need. A 1996 survey of 520 (unduplicated) individuals receiving services throughout the County AIDS Program found that, low income is a problem experienced by most HIV-positive clients who use publicly funded services.

#### b. Public and Private Resources Expected to be Made Available in Connection with HOPWA Activities

Housing development for people with HIV/AIDS will continue to leverage local government funds such as HOME, CDBG, and/or Redevelopment Agency funds, and private sector financing. Supportive services funding will be supplemented through the Ryan White CARE Act Title II funds, private donations, local General Funds, local public funds, the AIDS Drug Assistance Program, the State of California and Home-Based Care Program, and, the Residential AIDS Shelter Program.

#### c. Method of Selecting Project Sponsors

##### Alameda County

The recently completed Alameda County Multi-Year AIDS Housing Plan identifies priority areas for HOPWA funds. Each year, specific priorities not yet addressed in the county, will be selected from the Plan, based on the amount of funds available. Requests for Proposals or Requests for Letters of Interest will be developed for the selected priorities, and distributed widely to interested developers and service providers. Proposals will be reviewed according to criteria established in the RFP/RFLOI by City and County staff, and, where appropriate, by review panels convened from the community. Alameda County will oversee this process and will make recommendations to the City of Oakland for final approval. At the end of the

year, a community meeting will be convened to evaluate progress under the AIDS Housing Plan and to reevaluate the priorities contained in the Plan.

Contra Costa County

The recently completed Contra Costa County HIV/AIDS Housing Plan identifies priority populations and housing recommendations for addressing the needs of low-income persons living with HIV/AIDS. HOPWA funds for supportive services will be awarded through a competitive application process implemented by the AIDS Program of the Contra Costa County Health Services Department. HOPWA funds used for development of affordable rental housing for people with HIV/AIDS, will be awarded through a competitive application process involving Contra Costa's Entitlement Jurisdictions: the cities of Antioch, Concord, Pittsburg, Richmond, and Walnut Creek, and the Urban County - and the Title I Ryan White Planning Council. Applications will be reviewed by the participating jurisdictions according to criteria established in the HOPWA application, with recommendations submitted to the Contra Costa County Board of Supervisors for approval.

**F. Projects/Activities Proposed for Federal Grant Funding**

A listing of projects (HUD Table 3) proposed for Federal Grant funding is included in Appendix D. Appendix D also includes maps of project locations.



# APPENDICES



## **Appendix A.**

### **Glossary of Terms**

## **Appendix B.**

### **Oakland Housing Authority: Five Year Plan for Fiscal Years 2000-2004**

## **Appendix C.**

### **Oakland Housing Authority: Comprehensive Grant program**

## **Appendix D.**

### **Proposed Projects Maps and Supplemental Tables**





**CDBG PUBLIC SERVICE AND  
INFRASTRUCTURE/NEIGHBORHOOD  
IMPROVEMENT PROJECTS LISTED BY  
DISTRICT**

**Appendix E**  
**Directory of Housing Programs**

# **Appendix F**

## **Certifications**



## CERTIFICATIONS

In accordance with the applicable statutes and the regulations governing the consolidated plan regulations, the jurisdiction certifies that:

**Affirmatively Further Fair Housing** -- The jurisdiction will affirmatively further fair housing, which means it will conduct an analysis of impediments to fair housing choice within the jurisdiction, take appropriate actions to overcome the effects of any impediments identified through that analysis, and maintain records reflecting that analysis and actions in this regard.

**Anti-displacement and Relocation Plan** -- It will comply with the acquisition and relocation requirements of the Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970, as amended, and implementing regulations at 49 CFR 24; and it has in effect and is following a residential anti-displacement and relocation assistance plan required under section 104(d) of the Housing and Community Development Act of 1974, as amended, in connection with any activity assisted with funding under the CDBG or HOME programs.

**Drug Free Workplace** -- It will or will continue to provide a drug-free workplace by:

1. Publishing a statement notifying employees that the unlawful manufacture, distribution, dispensing, possession, or use of a controlled substance is prohibited in the grantee's workplace and specifying the actions that will be taken against employees for violation of such prohibition;
2. Establishing an ongoing drug-free awareness program to inform employees about -
  - (a) The dangers of drug abuse in the workplace;
  - (b) The grantee's policy of maintaining a drug-free workplace;
  - (c) Any available drug counseling, rehabilitation, and employee assistance programs; and
  - (d) The penalties that may be imposed upon employees for drug abuse violations occurring in the workplace;
3. Making it a requirement that each employee to be engaged in the performance of the grant be given a copy of the statement required by paragraph 1;
4. Notifying the employee in the statement required by paragraph 1 that, as a condition of employment under the grant, the employee will -
  - (a) Abide by the terms of the statement; and
  - (b) Notify the employer in writing of his or her conviction for a violation of a criminal drug statute occurring in the workplace no later than five calendar days after such conviction;
5. Notifying the agency in writing, within ten calendar days after receiving notice under subparagraph 4(b) from an employee or otherwise receiving actual notice of such conviction. Employers of convicted employees must provide notice, including position title, to every grant officer or other designee on whose grant activity the convicted employee was working, unless the Federal agency has designated a central point for the receipt of such notices. Notice shall include the identification number(s) of each affected grant;



## Specific CDBG Certifications

The Entitlement Community certifies that:

**Citizen Participation --** It is in full compliance and following a detailed citizen participation plan that satisfies the requirements of 24 CFR 91.105.

**Community Development Plan --** Its consolidated housing and community development plan identifies community development and housing needs and specifies both short-term and long-term community development objectives that provide decent housing, expand economic opportunities primarily for persons of low and moderate income. (See CFR 24 570.2 and CFR 24 part 570)

**Following a Plan --** It is following a current consolidated plan (or Comprehensive Housing Affordability Strategy) that has been approved by HUD.

**Use of Funds --** It has complied with the following criteria:

1. Maximum Feasible Priority. With respect to activities expected to be assisted with CDBG funds, it certifies that it has developed its Action Plan so as to give maximum feasible priority to activities which benefit low and moderate income families or aid in the prevention or elimination of slums or blight. The Action Plan may also include activities which the grantee certifies are designed to meet other community development needs having a particular urgency because existing conditions pose a serious and immediate threat to the health or welfare of the community, and other financial resources are not available);
2. Overall Benefit. The aggregate use of CDBG funds including section 108 guaranteed loans during program year(s) 2000-2001 (a period specified by the grantee consisting of **one**, two, or three specific consecutive program years), shall principally benefit persons of low and moderate income in a manner that ensures that at least 70 percent of the amount is expended for activities that benefit such persons during the designated period;

3. Special Assessments. It will not attempt to recover any capital costs of public improvements assisted with CDBG funds including Section 108 loan guaranteed funds by assessing any amount against properties owned and occupied by persons of low and moderate income, including any fee charged or assessment made as a condition of obtaining access to such public improvements.

However, if CDBG funds are used to pay the proportion of a fee or assessment that relates to the capital costs of public improvements (assisted in part with CDBG funds) financed from other revenue sources, an assessment or charge may be made against the property with respect to the public improvements financed by a source other than CDBG funds.

The jurisdiction will not attempt to recover any capital costs of public improvements assisted with CDBG funds, including Section 108, unless CDBG funds are used to pay the proportion of fee or assessment attributable to the capital costs of public improvements financed from other revenue sources. In this case, an assessment or charge may be made against the property with respect to the public improvements financed by a source other than CDBG funds. Also, in the case of properties owned and occupied by moderate-income (not low-income) families, an assessment or charge may be made against the property for public improvements financed by a source other than CDBG funds if the jurisdiction certifies that it lacks CDBG funds to cover the assessment.

**Excessive Force** -- It has adopted and is enforcing:

1. A policy prohibiting the use of excessive force by law enforcement agencies within its jurisdiction against any individuals engaged in non-violent civil rights demonstrations; and
2. A policy of enforcing applicable State and local laws against physically barring entrance to or exit from a facility or location which is the subject of such non-violent civil rights demonstrations within its jurisdiction;

**Compliance With Anti-discrimination laws** -- The grant will be conducted and administered in conformity with title VI of the Civil Rights Act of 1964 (42 USC 2000d), the Fair Housing Act (42 USC 3601-3619), and implementing regulations.

**Lead-Based Paint** -- Its notification, inspection, testing and abatement procedures concerning lead-based paint will comply with the requirements of 24 CFR §570.608;

**Compliance with Laws** -- It will comply with applicable laws.

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Signature/Authorized Official

Date

Title

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### Specific HOME Certifications

The HOME participating jurisdiction certifies that:

**Tenant Based Rental Assistance** -- If the participating jurisdiction intends to provide tenant-based rental assistance:

The use of HOME funds for tenant-based rental assistance is an essential element of the participating jurisdiction's consolidated plan for expanding the supply, affordability, and availability of decent, safe, sanitary, and affordable housing.

**Eligible Activities and Costs** -- it is using and will use HOME funds for eligible activities and costs, as described in 24 CFR § 92.205 through 92.209 and that it is not using and will not use HOME funds for prohibited activities, as described in § 92.214.

**Appropriate Financial Assistance** -- before committing any funds to a project, it will evaluate the project in accordance with the guidelines that it adopts for this purpose and will not invest any more HOME funds in combination with other Federal assistance than is necessary to provide affordable housing.

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Signature/Authorized Official

Date

Title

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## **HOPWA Certifications**

The HOPWA grantee certifies that:

**Activities** -- Activities funded under the program will meet urgent needs that are not being met by available public and private sources.

**Building** -- Any building or structure assisted under that program shall be operated for the purpose specified in the plan:

1. For at least 10 years in the case of assistance involving new construction, substantial rehabilitation, or acquisition of a facility,
2. For at least 3 years in the case of assistance involving non-substantial rehabilitation or repair of a building or structure.

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Signature/Authorized Official

Date

Title

## APPENDIX TO CERTIFICATIONS

### INSTRUCTIONS CONCERNING LOBBYING AND DRUG-FREE WORKPLACE REQUIREMENTS:

#### A. Lobbying Certification

This certification is a material representation of fact upon which reliance was placed when this transaction was made or entered into. Submission of this certification is a prerequisite for making or entering into this transaction imposed by section 1352, title 31, U.S. Code. Any person who fails to file the required certification shall be subject to a civil penalty of not less than \$10,000 and not more than \$100,000 for each such failure.

#### B. Drug-Free Workplace Certification

1. By signing and/or submitting this application or grant agreement, the grantee is providing the certification.
2. The certification is a material representation of fact upon which reliance is placed when the agency awards the grant. If it is later determined that the grantee knowingly rendered a false certification, or otherwise violates the requirements of the Drug-Free Workplace Act, HUD, in addition to any other remedies available to the Federal Government, may take action authorized under the Drug-Free Workplace Act.
3. Workplaces under grants, for grantees other than individuals, need not be identified on the certification. If known, they may be identified in the grant application. If the grantee does not identify the workplaces at the time of application, or upon award, if there is no application, the grantee must keep the identity of the workplace(s) on file in its office and make the information available for Federal inspection. Failure to identify all known workplaces constitutes a violation of the grantee's drug-free workplace requirements.
4. Workplace identifications must include the actual address of buildings (or parts of buildings) or other sites where work under the grant takes place. Categorical descriptions may be used (e.g., all vehicles of a mass transit authority or State highway department while in operation, State employees in each local unemployment office, performers in concert halls or radio stations).
5. If the workplace identified to the agency changes during the performance of the grant, the grantee shall inform the agency of the change(s), if it previously identified the workplaces in question (see paragraph three).

6. The grantee may insert in the space provided below the site(s) for the performance of work done in connection with the specific grant:

Place of Performance (Street address, city, county, state, zip code)

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Check  X  if there are workplaces on file that are not identified here.

The certification with regard to the drug-free workplace is required by 24 CFR part 24, subpart F.

7. Definitions of terms in the Non-procurement Suspension and Debarment common rule and Drug-Free Workplace common rule apply to this certification. Grantees' attention is called, in particular, to the following definitions from these rules:

"Controlled substance" means a controlled substance in Schedules I through V of the Controlled Substances Act (21 U.S.C. 812) and as further defined by regulation (21 CFR 1308.11 through 1308.15);

"Conviction" means a finding of guilt (including a plea of nolo contendere) or imposition of sentence, or both, by any judicial body charged with the responsibility to determine violations of the Federal or State criminal drug statutes;

"Criminal drug statute" means a Federal or non-Federal criminal statute involving the manufacture, distribution, dispensing, use, or possession of any controlled substance;

"Employee" means the employee of a grantee directly engaged in the performance of work under a grant, including: (i) All "direct charge" employees; (ii) all "indirect charge" employees unless their impact or involvement is insignificant to the performance of the grant; and (iii) temporary personnel and consultants who are directly engaged in the performance of work under the grant and who are on the grantee's payroll. This definition does not include workers not on the payroll of the grantee (e.g., volunteers, even if used to meet a matching requirement; consultants or independent contractors not on the grantee's payroll; or employees of sub-recipients or subcontractors in covered workplaces).

\_\_\_\_\_  
Signature/Authorized Official                      Date

Title \_\_\_\_\_