

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

**July 1, 2010 – June 30, 2015**



**May 15, 2010**

**Community and Economic Development Agency**

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# I. Executive Summary

The City's Consolidated Plan for Housing and Community Development is a comprehensive analysis of current market conditions, housing and community development needs and a five year strategy to address those needs. The Community Planning and Development section of the U.S. Department of Housing and Urban Development (HUD) requires four programs to submit a Consolidated plan at five year intervals. The four programs are the Community Development Block Grant (CDBG) Program, The Emergency Shelter Grant (ESG) programs, the Housing Opportunities for Persons with AIDS/HIV (HOPWA) program and the HOME Investment Partnerships program. The Consolidated Plan covers the five Fiscal Years 2010-2015

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 Plan was developed with coordination with other City departments, analysis of demographic data, citizen participation, consultation with public, private and nonprofit organizations and discussions with other government agencies. The purpose of the plan is to provide a groundwork for comprehensive, integrated approach to planning and implementing the City's housing, community development, economic development and homeless needs and priorities in the form of a Strategic Plan. Because funds are limited and unmet needs are great, the City leveraged Consolidated Plan Investments as much as possible. This plan also allows the City to apply for other grants when the federal government makes them available to local jurisdictions. The City prepares Certifications of Consistency with the Consolidated Plan to assure that both City and external agencies applying for other HUD programs are proposing activities consistent with the needs, goals and priorities identified in the City's Plan.

The Five Year Plan is organized as follows Section I, Executive Summary including the required HUD tables; Section II, General Information; Section III, a Housing Need Assessment, a Housing Market Analysis, development of Housing Priorities and Specific Housing Strategies; Section IV Needs of the Homeless Population and Homeless Strategic Planning; Section V, the Community Development Needs and Community Development Strategy – including Economic Development and Public Services and Infrastructure; Section VI, Antipoverty Strategy and Monitoring.

## **1. Needs**

### **a. Housing**

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

There are 34,653 households that qualify as extremely low income under HUD guidelines, over 22 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.

Nearly 80 percent of extremely low income renters except seniors have housing problems. For seniors, the rate is 66 percent. Severe cost burden (rent in excess of half the household's income) is especially high for this group, affecting over 56 percent. In other words, over 15,300 extremely low income renter households are reported to be devoting over half their limited incomes to rent. Extremely low income renters also experience high rates of overcrowding.

Among the relatively smaller extremely low income owners group, three-quarters 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.

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

There are 21,617 low income households in Oakland, constituting over 14 percent of all Oakland households. Of these, 15,858 (73 percent) are renters, and 5,759 (27 percent) are owners.

For low income renters, affordability is clearly the most significant problem, affecting approximately 60 percent of these households. Overcrowding is reported for approximately 29 percent of low income renters. However, among large families, the overcrowding rate is over 82 percent, reflecting the severe lack of affordable housing with 3 or more bedrooms.

Among low income owners, the incidence of housing problems is still relatively high, affecting 66 percent of all owners in this group. Since 2007 adjusting sub-prime loans and the resulting foreclosure crisis has dramatically impacted Oakland's low-income neighborhoods. Both low-income new owners and existing owners who refinanced their homes have been disproportionately impacted by the foreclosures on loans that were unaffordable.

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

Over 22,077 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 (14,578) are renters. The incidence of housing problems is greater for owners than renters.

Among moderate income renters, 47 percent have some kind of housing problem, with an incidence of 89 percent for large families. Affordability affects over 24 percent of these households, and is a particular problem for seniors, who report excessive cost burden at the rate of 41 percent. Although the rate of housing problems is high among seniors, it should be noted that there are six 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 24 percent of this income group as a whole, but affecting nearly 85 percent of the large families, many of whom report overcrowding problems even in the absence of any excessive cost burden.

For the 7,499 moderate income owners, some 60 percent have some kind of housing problem, with 46 percent reporting excessive cost burdens, and 18 percent reporting severe cost burdens. Overcrowding is reported by 8 percent of these households. The incidence of problems among this group is twice as high for non-elderly households than for elderly households. Similar to low-income households, moderate income households have also been impacted by sub-prime lending of unaffordable loans resulting in foreclosure.

**iv. Middle Income Households (higher than 80 percent of median income)**

There are 70,362 households that qualify as middle income under the Consolidated Plan definition of this term. Of these, 28,878 (41 percent) are renters, and 41,484 (59 percent) are owners.

Middle income renters have lower rates of housing problems than is true for low and moderate income households. Less than 20 percent of middle income renters experience any housing problems, and only 5.5 percent have excess cost burdens. Cost burden is more of a problem among elderly households at this income level (20 percent have excess cost burden, and 0.8 percent have severe cost burdens). Most significant, however, is that even at this income level, large families have a 73 percent rate for housing problems, yet only one 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.

Middle income owners face more housing problems than middle income renters (26 percent for owners as compared to 19 percent for renters). In particular, 20 percent of all non-elderly middle income owners have excessive cost burdens, far higher than any non-elderly 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 12 percent, a clear indication of the benefit they receive as a result of having purchased homes many years ago. The figures on housing cost burden do not factor in the tax savings associated with ownership so overpayment problems are somewhat overstated.

*Moderate and middle income homeowners were heavily impacted by the wave of foreclosures that was not captured by the 2000 Census data.*

**v. Housing needs of the elderly**

Many seniors have limited financial resources resulting in a great demand for affordable housing. The median household income for seniors from 65 to 74 years was \$29,479 and for seniors 75 years and older was \$23,574. In Oakland the need for affordable housing resources is particularly acute due to the high cost of housing. For those able to live independently, housing facilities need to be affordable and safe. Independent living can be sustained through services which update existing housing units with safety equipment such as hand rails.

**vi. Housing needs of persons with disabilities**

According to the 2000 Census, nearly 21 percent of the population age five and older (84,542 individuals) who live in Oakland reported a disability. The Census also reported 29,428 households with mobility and self care limitations. Of these households, 69 percent are very low income and 81 percent are low income as compared to 50 percent and 67 percent of all renters. Fifty percent of households with a member who has mobility and/or self care limitations are extremely low income.

**vii. Large families**

Overcrowding rates are especially severe for large families regardless of income. This is due to an acute shortage of housing units with four or more bedrooms, especially rental units. The 2000 Census identified 11,365 renter households with five or more persons, but only 2,341 rental units with four or more bedrooms. Despite the fact that there is a much better relationship between the number of large homeowner families and large owner-occupied units, overcrowding rates are still very high for lower income large families, which suggests that more affluent families are able to occupy homes larger than they might need, while low and moderate income large families can achieve homeownership only by buying units smaller than what they might need.

**viii. Single persons**

Households that are not categorized as either families or elderly one- and two-person households, are predominately single person households. These households do not have significantly higher rates of cost burden for renter households but do have significantly higher cost burden for homeowners. This suggests that single persons extend themselves to own a home to a greater extent than family households or elderly households that may

have own their homes longer. Not surprisingly, single persons have significantly lower rates of overcrowding than do family households.

## **b. Homelessness**

The Oakland PATH Strategy estimates that almost 6,300 people are homeless during the course of a year in Oakland, nearly half the estimated 12,750 homeless people in Alameda County. On any given night, there are as many as 7,383 homeless people in Alameda County, 4,223 of them in Oakland.

The estimated 6,300 homeless people in Oakland represent 3,987 households, of which 600-700 households are living in homeless encampments. The PATH Strategy defines “homeless” as people living in the streets, cars, emergency shelters or transitional housing, or losing their housing within a month, with no where to go.<sup>1</sup>

These 3,987 households are comprised of:

- 2,497 single adults;
- 485 youth; and,
- 1,005 families with children

In addition to the 6,300 people who are homeless in Oakland over the course of a year, there are approximately 17,200 more people with serious and persistent mental illness and/or HIV/AIDS who are living in precarious or inappropriate situations. These estimated 17,200 people are at extreme risk of homelessness due to their disabilities and extremely low incomes defined as at or below 30% of Area Median Income (AMI).

These 17,200 people with special needs who are at-risk of homelessness represent 11,128 households:

- 7,544 individual households comprised of 5,753 individuals with mental illness and 1,791 individuals with HIV/AIDS;
- 3,583 families comprised of 2,978 families in which a head of household has a mental illness and 605 families in which a head of household has HIV/AIDS.

There are a total of 15,115 households in Oakland that are either homeless or at-risk of homelessness:

- 3,987 homeless households; and,
- 11,128 households at-risk of homelessness.

These 15,115 households have a variety of housing needs. Some need short-term financial assistance or other support services to prevent them from becoming homeless. Some need affordable housing, meaning a housing unit that costs no more than 30% of their income, which is accessible to people who have extremely low incomes. Many, particularly those who have disabilities and have been homeless for a long period of time, need supportive housing. Supportive housing is permanent housing that is affordable for

people with extremely low incomes that includes on-site supportive services that are designed to help tenants stay housed and work to meet other self-directed goals, such as improving health status, obtaining employment or making connections to the community. It differs from affordable housing in that affordable housing generally includes only very limited or no on-site services. Supportive housing has been proven to be a very effective model for ending homelessness for people who have serious disabilities and other complex problems.

Using the methodology established in EveryOne Home, PATH has determined that:

- 7,380 households need permanent affordable and, where needed, supportive housing; and,
- 7,735 need short-term assistance to prevent or end their homelessness, such as short-term rent or mortgage subsidy or a short stay in an emergency shelter.

### **c. Community Development**

#### **i. Public Services**

Indicators of need for Public Services and Infrastructure (Neighborhood Improvements) are derived from the 2000 census data, public agencies and social service providers. In 2008, staff from the Community and Economic Development Agency (CEDA) held community meetings with residents from all Community Development (CD) Districts and boards to assess and prioritize Public Service and Infrastructure (Neighborhood Improvement) needs. Oakland residents reported the three most important priorities for CDBG funding for the 2009-2011 funding cycle were Seniors Services, Youth Services and Blight/Healthy Environment. As the economy evolves, these needs may change.

#### **ii. Public Facilities**

Oakland's parks and recreational facilities provide a broad range and variety of recreational resources and opportunities for its residents. The City operates community centers, senior centers and a variety of recreational facilities providing recreational and community services programs, supervised team sports, instruction and other group recreational activities.

Public facility needs vary greatly from neighborhood to neighborhood. In some neighborhoods, attractive, well-kept and well-lighted streets are the norm while in others; clearly deteriorating streets are without lights. While some parks are lush inviting, others are overgrown and unkempt, currently serving little purpose, save serving as a convenient place for drug trafficking and gang meetings.

While some neighborhoods have a community center, a building facility located in or directly adjacent to a city park, playground or playing fields (providing a place for public meetings and social functions), these facilities can be marginally used due to maintenance issues and/or a pattern of drug and alcohol activity, use by homeless persons, vandalism and other criminal activity.

The current fiscal crisis has left the City with less resources to maintain and improve existing public facilities. We expect these problems to grow worse over time.

### ***iii. Infrastructure***

Public infrastructure consists of a range of facilities including water, sewer, storm draining, flood control, solid and liquid waste disposal facilities, gas and electric utilities, telecommunications facilities and local governmental facilities. A number of needs identified for infrastructure include street repairs with curbs, gutters and sidewalks, street landscaping and additional street lighting.

The current fiscal crisis has left the City with less resources to maintain and improve existing public infrastructure. We expect these problems to grow worse over time.

### ***iv. Economic Development***

The City of Oakland has suffered from traditional manufacturing jobs having been outsourced to less-expensive states and countries. Oakland continues to face the issues due to the post-war industrial transformation from a manufacturing to a service based economy. The closing of many manufacturing and military facilities have left blight, and toxic contamination. The resulting cleanup and property reuse have posed problems throughout the City. With that in mind, staff are actively building up the growing specialty food production and distribution and green business sectors, which are providing well-paying manufacturing and installation jobs, and bolstering Oakland's trade and logistics and digital arts sectors. Oakland has a built-in advantage on these fronts—existing infrastructure and supply network, central Bay Area location, available properties, existing food scene and green identify, and so forth—and the capacity to create many more jobs.

- Attract, retain, and expand job opportunities
- Link economic development job opportunities with local job training and placement resources for Oakland's low to moderate income residents
- Stimulate private investment to foster Oakland's business growth
- Redevelop Oakland's vacant and underutilized land
- Continue to revitalize downtown and neighborhood commercial areas, physically, organizationally and economically
- Encourage continued business growth in a variety of industry sectors
- Expand Oakland businesses' access to capital

## **2. Market Conditions**

### **a. Housing**

#### ***i. Housing Costs***

The Bay Area is one of the most expensive housing markets in the country. In Oakland, rents and median sales prices rose slowly during much of the 1990s, and then accelerated in the late 1990s and continued to increase rapidly until 2006. Since then, prices have declined dramatically as the housing bubble burst and as foreclosures increased. Despite these reductions, prices are still well above those of 10 years ago.

#### ***ii. Housing conditions***

A significant amount of Oakland's substandard housing is rental housing affordable to lower income households. For many low income renters, substandard housing is the only housing available at an affordable price.

Housing conditions in the City's oldest, poorest neighborhoods with the highest proportion of renters are likely to suffer the most from substandard housing conditions.

There are a significant number of low-income and elderly homeowners whose homes have problems of deterioration coupled with the presence of toxic materials such as lead based paint and asbestos. These owners are often unable to finance repairs without assisted rehabilitation programs.

#### ***iii. Foreclosed Housing***

The current foreclosure crisis has resulted in over 6,000 properties (from January 2007 to July 2009--mostly single family homes but this figure also includes duplexes, triplexes and other multi-unit buildings) that have been foreclosed by banks. The City of Oakland estimates that about two-thirds of those houses are owned by banks with the remaining one-third possibly re-sold into private ownership.

In the current foreclosure crisis, many lending institutions targeted their mortgage programs to residents of low income communities by providing low down payment options and various types of adjustable rate mortgages. Many people in these neighborhoods are now struggling to hold onto their homes.

**iv. Inventory of Assisted Housing**

The City’s inventory of Assisted Housing consists of three different types of housing. Public Housing is housing owned and operated by the Oakland Housing Authority. Section 8 Housing includes both tenant-based and project-based vouchers, operated by the Oakland Housing Authority. Other Assisted Housing includes housing directly assisted by HUD as well as developments that were assisted with State and local financing or with Low Income Housing Tax Credits.

**Table 1  
Assisted Housing**

<b>Housing Type</b>	<b>Number of Units</b>
Public Housing	1,606
Section 8 Housing	13,177
Assisted Housing*	8,800

*\*Assisted Housing may include project based Section 8 or tenants may receive individual Section 8 Vouchers.*

**b. Homelessness**

While the City of Oakland has a significant inventory of affordable housing, there are very long waiting lists for these units and most of them do not have supportive services. There is a tremendous unmet need for housing for the 7,380 households who need permanent housing affordable to people with extremely low incomes. Therefore, PATH contends that homelessness can be prevented or ended for these 7,380 households only by creating affordable and supportive housing units affordable to those with extremely low incomes. These units can be created through three different methods: acquisition and rehabilitation or new construction, tenant-based housing subsidies using existing housing, and master leasing using existing housing.

Of the 7,380 units to be created, the breakdown of PATH projects needs are:

- 4,740 supportive housing units; and,
- 2,640 affordable housing units with rents at or below 30% AMI.

**3. Self Assessment**

The Table 1 on the following pages shows the five-year goals for housing and homeless activities established in the City’s previous 2005-10 Consolidated Plan and the progress toward these goals that was achieved as of June 2009.

The City made substantial progress toward meeting many of its housing goals. The City is on track to exceed its five-year goals for housing development for rental housing for families,

preservation of affordable rental housing and development of new owner-occupied housing as well as housing for seniors and persons with special needs.

The City's first-time homebuyer program, experienced difficulty in the last couple of years because housing costs, even for modest single-family homes, are far above what a low income household can afford. In FY 2008-09, this trend was reversed. Declining sales prices and a widespread foreclosure crisis have created opportunities for low income first-time homebuyers to enter the market. Nonetheless, despite having increased the maximum subsidy amount from \$50,000 to \$75,000 and leveraging State housing program funds wherever possible, it has not been possible to meet the annual goal of 70 households assisted. It is unlikely that the City will realize its five-year goal.

Recent changes to the City's programs for rehabilitation of owner-occupied housing (described in the FY 2005-06 CAPER), including increases in the maximum loan amounts, have produced an increase in activity that resulted in the City exceeding its goals for FY 2008-09. Development of programs for rehabilitation of rental housing continues to be hampered by the requirements of both HOME and Redevelopment Agency programs to ensure long term rent and income limits, which many private owners are unwilling to accept.

The most serious barriers have been the disruption of the financial markets and the California state budget crisis. Difficulty in selling low income housing tax credits in return for equity investments in affordable housing, and a suspension of state bond financing due to the ongoing budget impasse, caused delays for some projects and made new projects far more difficult to pursue. The age of the housing stock in Oakland continues to makes rehabilitation programs for rental and ownership housing prohibitively expensive, particularly with the cost of meeting federal standards for abatement of lead-based paint hazards.

With the implementation of the City's Permanent Access To Housing (PATH) Strategy, in many regards the City is on track in meeting it's objectives in reducing homelessness and eliminating chronic homelessness.

Outreach service goals have been exceeded, reaching those in homeless encampments, shelters, food distribution sites, City sponsored Homeless Outreach Fairs and the like in order to disseminate needed information and encourage access to available services and housing in Oakland.

While PATH has shifted the focus of funding for homeless shelters and support service activities to a permanent supportive housing focus, the shelter system continues to support the PATH Strategy. In many cases eligible shelter clients are being assessed and encouraged to access housing and housing services funded under PATH. The PATH Strategy combines various funding sources to provide rapid rehousing, increase of housing inventory, homeless prevention, legal services, and housing resource activities that lead to permanent housing.

Goals set under HIV/AIDS Housing and services are being met in the Oakland EMA (Eligible Metropolitan Area) which includes Alameda County and Contra Costa County providing

housing, information & referral, and support services to persons living with AIDS and their households.

Availability of funding to increase the number of permanent supportive housing units at the rate outlined in the City's PATH Strategy, published in May 2007 appears as serious challenge in meeting the permanent supportive housing stock goals. The state of the economy proves to be an overlaying barrier to HIV/AIDS housing development projects and continuing needed services for persons living with AIDS and their families. Increased interest rates and escalated difficulty in obtaining loans has caused delays in the development and the securing of mixed funds to support these projects. As a result, larger funding gaps are experienced for longer periods in the development of the housing projects. Agencies are collaborating and applying for less traditional fund sources in order to fully fund these highly needed projects, for the provision of affordable housing for persons with HIV/AIDS, as the availability of affordable housing in the bay area is another frequently stated barrier, especially for those clients living with HIV/AIDS that have bad credit and/or criminal records.

**Table 2**  
**Goals and Accomplishments for Previous Five-Year Plan (2005-2010)**

	5-Year Goal (2005-2010)	Actual to Date (2005-2009 only)
<b>Expansion of the Supply of Affordable Rental Housing</b>		
Rental Housing New Construction: Units Built	805 Units	395
	Built/Underway	
Rental Housing New Construction: Units Underway		361
	<b>Total</b>	<b>756</b>
<b>Preservation of the Supply of Affordable Rental Housing</b>		
Rental Housing Preservation: Units Built	400 Units	104
	Built/Underway	
Rental Housing Preservation: Units Underway		532
Public Housing Reconstruction: Units Built		146
Public Housing Reconstruction: Units Underway		108
	<b>Total</b>	<b>890</b>
<b>Expansion of the Supply of Affordable Ownership Housing</b>		
Ownership Housing Construction: Units Built	105 Units	79
	Built/Underway	
Ownership Housing Construction: Units Underway		157
	<b>Total</b>	<b>236</b>
<b>Expansion of Ownership Opportunities for First-Time Homebuyers</b>		
Mortgage and Down Payment Assistance	565 Households	<b>227</b>
Housing Counseling	Prepare Residents	<b>4,470</b>
Mortgage Credit Certificates (Administered by Ala. Co.)	100 Households	<b>29</b>
<b>Improvement of Existing Housing Stock</b>		
Owner-Occupied Housing Rehabilitation: Units Completed	1,440 Housing Units	1,040
Owner-Occupied Housing Rehabilitation: Units Underway		188
	<b>Total</b>	<b>1,228</b>
<b>Provision of Rental Assistance for Extremely Low and Low Income Families</b>		
Tenant Based Rental Assistance	Maintain Current Level of Assistance	<b>110</b>
<b>Provision of Supportive Housing for Seniors and Persons with Special Needs</b>		
Senior Housing Development: Units Built	400 Units	340
	Built/Underway	
Senior Housing Development: Units Underway		362

	<b>5-Year Goal (2005-2010)</b>	<b>Actual to Date (2005-2009 only)</b>
Special Needs Housing Development: Units Built		20
Special Needs Housing Development: Units Underway		35
Access Improvement: Units Completed	40 Housing Units	56
Access Improvement: Units Underway		5
	<b>Total</b>	<b>818</b>
<b>Removal of Impediments to Fair Housing</b>		
Referral, Information, and Counseling to Residents w/Disabilities	500 Households	<b>3,516</b>
Referral, Information, and Counseling to Residents	2500 Households	<b>27,530</b>
Discrimination Education and Investigation	100 Households	<b>3,445</b>
<b>Prevention and Reduction of Homelessness and Elimination of Chronic Homelessness</b>		
Outreach and Information Referral		
Homeless Mobile Outreach Program	5,000 People	<b>4,188</b>
Health Care for Homeless	500 People	<b>337</b>
Other Outreach Services	1,225 People	<b>11,115</b>
Information and Referral Services	4,000 People	<b>9,399</b>
Emergency Shelters and Services		
Existing Year-Round Emergency Shelter System	9,000 People	<b>9,180</b>
Winter Shelter	6,000 People	<b>3,269</b>
Emergency Shelter Hotel/Motel Voucher Program	2,200 People	<b>895</b>
Transitional Housing		
Existing Transitional Housing Facilities	750 Families	<b>531</b>
Transitional Housing Jobs Campus at Oakland Army Base		<b>0</b>
Supportive Services Program		
Homeless Prevention		
Rental Assistance	1,000 Individuals/Families	<b>322</b>
Eviction Prevention	1,000 Individuals/Families	<b>200</b>
Legal Assistance	1,200 Cases	<b>9,092</b>
Housing Counseling	1,700 Cases	<b>4,616</b>
Tenant Education Program	550 Cases	<b>1,310</b>
Linked HIV/AIDS		
Service-Rich Housing for PLWAA and Families	55 People	<b>47</b>
Services and Referral	3,000 People	<b>1,588</b>
Permanent Housing	300 Units	<b>425</b>

## **4. Priorities and Strategies**

The proposed strategies to address the existing needs are summarized as follows:

### **a. Housing**

- Expansion of the Supply of Affordable Rental Housing
- Preservation of the Supply of Affordable Rental Housing
- Expansion of the Supply of Affordable Ownership Housing
- Expansion of Ownership Opportunities for First Time Homebuyers
- Improvement of Existing Housing Stock
- Provision of Rental Assistance for Extremely Low and Low Income Families
- Provision of Supportive Housing for Seniors and Persons with Special Needs
- Prevention of Foreclosures and Stabilization of Neighborhoods
- Removal of Impediments to Fair Housing

### **b. Homelessness**

- Expansion of the supply of housing such that all homeless are housed
- Provision of services such that all homeless care providers are versed in all services available in the City so that no one is turned away at any stage of seeking assistance
- Prevention of homelessness from all sectors of the community by committing to remedy factors that lead to loss of housing, by addressing gaps in the health care system, and by improving services to those with serious medical or mental health conditions
- Utilization of funds more efficiently
- Leverage local funding to capture greater amounts of state and federal resources

### **c. Community Development**

#### **i. Economic Development**

- Attract, retain, and expand job opportunities
- Link economic development job opportunities with local job training and placement resources for Oakland's low to moderate income residents
- Stimulate private investment to foster Oakland's business growth
- Redevelop Oakland's vacant and underutilized land
- Continue to revitalize downtown and neighborhood commercial areas, physically, organizationally and economically
- Encourage continued growth of following Oakland sectors:
  - Arts and digital media
  - Food production and distribution
  - Green
  - Healthcare and bioscience
  - Industrial

- International trade and logistics
- Office
- Retail
- Expand Oakland businesses' access to capital

**ii. Public Services and Infrastructure (Neighborhood Improvements)**

- Provision of senior services
- Provision of youth services
- Provide hunger relief
- Provision of childcare services
- Provision of anti-crime and violence prevention services
- Provision of employment, education, and job training programs
- Provision of substance abuse intervention and prevention programs
- Provision of domestic violence services
- Provision of tenant/landlord counseling and fair housing
- Provision of services for the disabled community
- Provision of targeted social services
- Improve infrastructure
- Improve public facilities

Submitted concurrently with the Consolidated Plan is a separate document containing the First-Year Action Plan for program year 2010-2011. The Action Plan identifies the sources and uses of the City's allocation of HUD Grant funds, identifies specific outcomes and objectives for the use of those funds and defines performance indicators to measure program and project progress and accomplishments. The 2010-2011 Action Plan also includes information on the planned distribution of funds, sources of non-Consolidated Plan funding to accomplish leveraging of other resources, and the specific programs and projects to be funded to meet the objectives of the Five-Year Plan Strategy. Each year another Action Plan is developed and submitted to HUD, and a Comprehensive Annual Performance and Evaluation Report (CAPER) is prepared after the close of the program year to report on activities and accomplishments.

**Table 3  
Housing Objectives, Strategies and Goals, 2010-2015**

<b>Participants</b>	<b>Funding Sources</b>	<b>Target Population</b>	<b>City Programs</b>	<b>5-Year Goals</b>	<b>Outcome/ Objective</b>
<b>Objective 1: Expand the Supply of Affordable Rental Housing (Rental Housing Production)</b>					
City of Oakland Redevelopment Agency HUD Lenders Investors Foundations Developers	HOME ORA Low/Mod Fund CDBG Federal Home Loan Bank Affordable Housing Program Tax Credits/Syndication State Housing Programs	Extremely Low, Low and Moderate income Renters.	1A: New Construction/Substantial Rehabilitation Housing Development Program	400 units built or underway	Decent Housing/ Affordability
			1B: Vacant Housing Acquisition Rehabilitation Program Capital Needs	3 units built or underway	Decent Housing/ Affordability
<b>Objective 2: Preserve the Supply of Affordable Rental Housing (Rental Housing Preservation)</b>					
City of Oakland Redevelopment Agency HUD Lenders Investors Foundations Developers	HOME ORA Low/Mod Fund CDBG HUD Programs Federal Home Loan Bank Affordable Housing Program Tax Credits/Syndication State Housing Programs	Extremely Low, Low and Moderate income Renters.	2A: New Construction/Substantial Rehabilitation Housing Development Program  2B: Capital Needs Rehabilitation and Preservation Program for Existing Affordable Housing	650 units rehabilitated or preserved with extended affordability	Decent Housing/ Affordability
<b>Objective 3: Expand the Supply of Affordable Ownership Housing (Ownership Housing Production)</b>					
City of Oakland Redevelopment Agency HUD Lenders Secondary Market Investors Foundations Developers	HOME ORA Low/Mod Fund CDBG Federal Home Loan Bank Affordable Housing Program State Housing Programs	Low and moderate income families Some ownership housing targeted to above-moderate income households	3A: New Construction/Substantial Rehabilitation Housing Development Program	50 units built or underway	Decent Housing/ Affordability
			3B: Vacant Housing Acquisition Rehabilitation Program	2 units built or underway	Decent Housing/ Affordability

Participants	Funding Sources	Target Population	City Programs	5-Year Goals	Outcome/ Objective
<b>Objective 4: Expand Ownership Opportunities for First Time Buyers (Homebuyer Assistance)</b>					
City of Oakland Redevelopment Agency CalHFA Lenders Secondary Market Foundations Realtors	ORA Low/Mod Fund Mortgage Credit Certificates Bank Funds Bond programs State Housing Programs	Moderate and above-moderate Income families Some low and Extremely low income households	4A: Mortgage Assistance Program	150 households	Decent Housing/ Affordability
			4B: Public Safety Employee and O.U.S.D. Teacher Downpayment Assistance Program	15 households	Decent Housing/ Affordability
			4C: Mortgage Credit Certificates	30 households	Decent Housing/ Affordability
<b>Objective 5: Improve the Existing Housing Stock (Housing Rehabilitation)</b>					
City of Oakland Redevelopment Agency Existing property owners	CDBG HOME ORA Low/Mod Fund	Low and moderate income owners including very low income families Persons with disabilities, renter and owner	5A: Home Maintenance and Improvement Program	125 housing units	Decent Housing/ Affordability
			5B: Minor Home Repair	450 housing units	Decent Housing/ Affordability
			5C: Emergency Home Repair	50 housing units	Decent Housing/ Affordability
			5D: Lead-Safe Housing	250 housing units	Decent Housing/ Affordability
			5E: Automatic Gas Shutoff Valve Program	40 housing units	Decent Housing/ Affordability
			5F: Neighborhood Housing Revitalization Program	50 housing units	Decent Housing/ Affordability
			5G: Seismic Safety Incentive Program	50 housing units	Decent Housing/ Affordability
			5H: Weatherization and Energy Retrofit Loan Program	300 housing units	Decent Housing/ Affordability

<b>Participants</b>	<b>Funding Sources</b>	<b>Target Population</b>	<b>City Programs</b>	<b>5-Year Goals</b>	<b>Outcome/ Objective</b>
			5I: West Oakland Owner Occupied Rehabilitation Program	50 housing units	Decent Housing/ Affordability
<b>Objective 6: Provide Rental Assistance for Extremely and Very Low Income Families (Rental Assistance)</b>					
Oakland Housing Authority Rental property owners	Section 8 Certificates and Vouchers	Extremely low income renters	6A: Section 8 Housing Choice Vouchers	Maintain current level of assistance	Decent Housing/ Affordability
<b>Objective 7: Provide Supportive Housing for Seniors and Persons with Special Needs (Supportive Housing)</b>					
City of Oakland Redevelopment Agency HUD Developers Social service agencies	HOME ORA Low/Mod Fund HOPWA HUD Section 202 HUD Section 811	Extremely low and low income seniors Persons with disabilities Persons with AIDS/HIV	7A: New Construction/Substantial Rehabilitation Housing Development Program	300 units built or underway	Decent Housing/ Affordability
			7B: HOPWA	70 households	Decent Housing/ Affordability
			7C: Access Improvement Program	40 households	Decent Housing/ Accessibility
			7D: Section 8 Housing Choice Vouchers	Maintain current level of assistance	Decent Housing/ Affordability

Participants	Funding Sources	Target Population	City Programs	5-Year Goals	Outcome/ Objective
<b>Objective 8: Prevention of Foreclosures and Stabilization of Neighborhoods</b>					
City of Oakland Community Land Trust	Neighborhood Stabilization Program	Low income homebuyers	8A: Neighborhood Stabilization Program (rehabilitate and re- sell foreclosed homes)	150 housing units	Decent Housing/ Affordability
City of Oakland Private housing counseling Agencies	CDBG ORA Low/Mod Fund	People at risk of losing homes to foreclosure	8B: Foreclosure Counseling	1,000 households	Decent Housing/ Affordability
City of Oakland Private housing counseling Agencies	Neighborhood Stabilization Program	People considering buying previously foreclosed properties	8C: Land Trust Pre and Post purchase counseling	150 households	Decent Housing/ Affordability
City of Oakland Non-Profit Housing Developers	Neighborhood Stabilization Program ORA Low/Mod Fund	Extremely Low and Low Income Renters	8D: Acquisition and Rehabilitation of Foreclosed Rental Housing	58 housing units	Decent Housing/ Affordability
City of Oakland	CDBG	Vacant Foreclosed Properties	8E: Board Up and Clean up of vacant foreclosed Properties	30 housing units	Suitable Living Environment/ Sustainability
<b>Objective 9: Remove Impediments to Fair Housing (Fair Housing)</b>					
City of Oakland Private fair housing agencies HUD	CDBG HUD Fair Housing programs CDBG HUD Fair Housing programs	People facing impediments to fair housing based on race, color, ancestry, national origin, religion, gender, sexual orientation, age, marital status, familial status, presence of children in a household, source of income, physical, sensory or cognitive disability, Acquired Immune Deficiency Syndrome (AIDS) or AIDS-related conditions (ARC), or any other arbitrary basis	9A: Referral, Information and Counseling to Renters and Rental Owners	7,500 households	Decent Housing/ Accessibility
			9B: Discrimination Education and Investigation	300 households	Decent Housing/ Accessibility

## **5. Required HUD Tables**

The following are Tables required by the U.S. Department of Housing and Urban Development.

**Table 4  
HUD Table 1A-Homeless and Special Needs Populations**

**Continuum of Care: Housing Gap Analysis Chart**

		<b>Current Inventory</b>	<b>Under Development</b>	<b>Unmet Need/ Gap</b>
<b>Individuals</b>				
<b>Example</b>	<b>Emergency Shelter</b>	<b>100</b>	<b>40</b>	<b>26</b>
<b>Beds</b>	Emergency Shelter	384	0	N/A
	Transitional Housing	332	0	N/A
	Permanent Supportive Housing	668	0	2,472
	<b>Total</b>	<b>1,384</b>	<b>0</b>	<b>2,472</b>
<b>Persons in Families With Children</b>				
<b>Beds</b>	Emergency Shelter	174	0	N/A
	Transitional Housing	348	0	N/A
	Permanent Supportive Housing	93	0	1,194
	<b>Total</b>	<b>615</b>	<b>0</b>	<b>1,194</b>

**Continuum of Care: Homeless Population and Subpopulations Chart  
(HUD Homeless definition)**

<b>Part 1: Homeless Population</b>	<b>Sheltered</b>		<b>Unsheltered</b>	<b>Total</b>
	<b>Emergency</b>	<b>Transitional</b>		
<b>Example:</b>	364(A)	387(A)	<b>105 (N)</b>	<b>305</b>
<b>Example:</b>	37 (A)	118 (A)	811 (S)	1,562
1. Homeless Individuals	112 (A)	275 (A)	20 (S)	175
2. Homeless Families with Children	476 (A)	662 (A)	142 (S)	529
2a. Persons in Homeless Families with Children	<b>Sheltered</b>		953 (S)	2,091
<b>Part 2: Homeless Subpopulations**</b>	179			<b>Unsheltered</b>
1. Chronically Homeless (534 )	502			355
2. Seriously Mentally Ill (24%)	794		387(A)	
3. Chronic Substance Abuse (38%)	355			
4. Veterans (17%)	21			
5. Persons with HIV/AIDS (1%)	418			
6. Victims of Domestic Violence (20%)	8			
7. Youth (.40%)	364(A)			

## Unmet Need/Gap based on PATH Strategy March 2007, less current inventory.

**Continuum of Care: Homeless Population and Subpopulations Chart  
(Using Community Homeless definition)**

<b>Part 1: Homeless Population**</b>	<b>Sheltered</b>		<b>Unsheltered &amp; Hidden Homeless</b>	<b>Total</b>
	<b>Emergency</b>	<b>Transitional</b>		
<b>Example:</b>	<b>75 (A)</b>	<b>125 (A)</b>	<b>105 (N)</b>	<b>305</b>
1. Homeless Individuals	364(A)	387(A)	1,893 (S)	2,644
2. Homeless Families with Children	37 (A)	118 (A)	201 (S)	356
2a. Persons in Homeless Families with Children	112 (A)	275 (A)	1,192 (S)	1,579
<b>Total (lines 1 + 2a)</b>	<b>476 (A)</b>	<b>662 (A)</b>	<b>3,085 (S)</b>	<b>4,223</b>
<b>Part 2: Homeless Subpopulations**</b>	<b>Sheltered</b>		<b>Unsheltered</b>	<b>Total</b>
1. Chronically Homeless (1,340 )	447		893	1,340
2. Seriously Mentally Ill (24%)	1,014			
3. Chronic Substance Abuse (38%)	1,605			
4. Veterans (17%)	718			
5. Persons with HIV/AIDS (1%)	42			
6. Victims of Domestic Violence (20%)	845			
7. Youth (.40%)	17			

\*\* Information based on 2009 Alameda County Homeless Count – Chart K (Oakland), Table 4-5, & Oakland PATH Strategy 2007

## Optional Continuum of Care Homeless Housing Activity Chart:

<b>EMERGENCY SHELTERS IN OAKLAND - AS SUBMITTED UNDER SUPERNOVA JULY 2004</b>											<i>Table 3</i>
Provider Name	Facility Name	HMS	Geo Code	2004 Year-Round Units/ Beds			2004 All Beds				Overflow Voucher
				A	B	Family Units	Family Beds	Individual Beds	Year-Round	Seasonal	
<b>Current Inventory</b>											
24 Hour Oakland Parent/Teacher Children's Center	77th Street Shelter	P	062508	FC		0	22	0	22		
24 Hour Oakland Parent/Teacher Children's Center	92nd Street Shelter	P	062508	M	DV	0	22	0	22		
A Safe Place	A Safe Place	P	062508	FC	DV	0	20	0	20		
BOSS	Oakland Homeless Project	P	062508	SMF		0	0	25	25		
Casa Vincentia	Casa Vincentia	N	062508	FC		7	14	0	14		
City Team Ministries	City Team Ministry Shelter	N	062508	SM		0	0	50	50		
Covenant House Oakland	Permanent Youth Shelter	N	062508	SMF		0	0	25	25		
East Oakland Community Project (ECCP)	ECCP	P	062508	M	AIDS	3	21	84	105		
Oakland Catholic Worker	Oakland Catholic Worker Shelter	N	062508	SMF		0	0	8	8		
Operation Dignity	Oakland Army Base Winter Shelter	P	062508	SMF		0	0	100		100	
Phoenix Programs	Henry Robinson Multi-Service Center	P	062508	FC		8	33	0	33		
Salvation Army	Salvation Army	P	062508	FC		0	65	0	65		
St. Mary's Center	Winter Shelter	P	062508	SMF		0	0	25		25	25
Xanithos	Dream Catcher	N	062508	M		0	0	8	8		
<b>SUBTOTAL</b>						<b>18</b>	<b>197</b>	<b>325</b>	<b>397</b>	<b>125</b>	<b>25</b>

<b>TRANSITIONAL HOUSING</b>											
Provider Name	Facility Name	HMIS	Geo Code	Target Population 2004 Year-Round Units/ Beds					2004 All Beds		
				A	B	Family Units	Family Beds	Individual Beds	Total Beds	Seasonal	Overflow/ Voucher
<b>Current Inventory</b>											
Ark of Refuge /Fred Finch Youth Center (FFYC) /Homeless Youth Collaborative (HYC)	Ark House II	P-	062508	SMF	AIDS	0	0	8	8		
Ark of Refuge	Hazard-Ashley House	P-	062508	SMF	AIDS	0	0	3	3		
BOSS	Rosa Parks	P-	062508	SMF	AIDS	0	0	23	23		
BOSS	Hale Lullima House	P-	062508	M	AIDS	3	6	2	8		
City of Oakland	Youth Transitional	P-	062508	YMF	AIDS	0	0	8	8		
EOCP/FFYC/HYC	Our House	P-	062508	SMF	AIDS	0	0	8	6		
FFYC/HYC	The Youth House	P-	060324	YMF	AIDS	0	0	8	8		
Casa Vincentia /FFYC/HYC	Transitional House for Young Mothers I	P-	062508	FC	DV	2	4	0	4		
Casa Vincentia /FFYC/HYC	Transitional House for Young Mothers II	P-	062508	FC	DV	2	4	0	4		
Operation Dignity	House of Dignity/Aztec	P-	062508	SM	VEI	0	0	30	30		
Allied Fellowship Services	Allied Fellowship Services	N	062508	SMF		0	0	25	25		
Alpha Omega Foundation	8th Street; 83rd Ave	N	062508	SMF		5	15	29	44		
Ariel Outreach Mission	Project Hope	N	062508	SF		3	6	15	21		
City of Oakland Department of Human Services (DHS)	Mitilda Cleveland	P-	062508	FC		14	33	0	33		
City of Oakland DHS	Families in Transition	P-	062508	FC		9	28	0	28		
City of Oakland DHS	HFSN/Henry Robinson	P-	062508			54	223	0	223		
Clausen House	Clausen House	N	062508	SMF		0	0	9	9		
First Place Fund for Youth	Supportive Housing Program	N	062508	M		0	0	45	45		
Genesis Project	Genesis Project	N	069001	SMF		0	0	40	40		
Images on the Rise	Images on the Rise	N	062508	SMF		0	0	40	40		
Lutheran Social Services of Northern California	Transitional Housing	P-	062508	SF		0	0	5	5		
Mary Ann Wright Foundation	Transitional House	N	062508	SMF		0	0	18	18		
Oakland Elizabeth House	Elizabeth House	N	062508	M		7	28	2	30		
The Solid Foundation	Mandela House	N	062508	FC		3	20	0	20		
<b>SUBTOTAL</b>						<b>102</b>	<b>367</b>	<b>318</b>	<b>683</b>		

**Table 5**  
**HUD Table 1B-Special Needs (Non-Homeless) Populations**

<b>SPECIAL NEEDS SUBPOPULATIONS</b>	<b>Priority Need Level</b> High, Medium, Low, No Such Need	<b>Unmet Need</b>	<b>Dollars to Address Unmet Need</b>	<b>Multi- Year Goals</b>	<b>Annual Goals</b>
Elderly	High			340	
Frail Elderly	Medium				
Severe Mental Illness	Medium	3,445		2,032	
Developmentally Disabled	Medium				
Physically Disabled	Medium				
Persons w/ Alcohol/Other Drug Addictions	Low				
Persons w/HIV/AIDS	High	1,380		628	
Victims of Domestic Violence	Low				
Other	Medium				
<b>TOTAL</b>					

**Table 1A & 1B – Narrative**

Data populating Tables 1A and 1B below are derived from the 2009 Alameda Countywide Homeless Count and Survey, which provides a reliable estimate of the number of homeless persons (Literally Homeless) in Alameda County and of selected subpopulations within the homeless population. In addition, the survey methodology facilitates estimation of numbers of persons and description of the characteristics of precariously housed persons (Hidden Homeless) and comparison with low-income Housed persons who use soup kitchen, food pantry, drop-in center, and mobile outreach services. In a stratified, two-stage cluster sample design, interview sites were randomly selected from lists of four types of eligible services (the sample frame), and service users encountered at those sites were randomly selected for interview.

To obtain counts of homeless persons and subpopulations, this study supplemented survey estimates with administrative data counts of Sheltered persons residing in Emergency Shelters and Transitional Housing countywide on the target date, the night of January 26, 2009.

On one day, January 27, 2009, volunteers recruited and supervised by EveryOne Home, a collaborative community-based organization involving community stakeholders, providers and

consumers of homeless housing and services, cities, and Alameda County government agencies representing homeless, HIV/AIDS, and mental health care service systems, surveyed 1,251 clients of 27 homeless assistance services. Data on survey sites and service use were used to calculate client-level weights to estimate the count of service users, including both housed and homeless persons.

After presentation of basic count information, which relies in part on administrative data, the remainder of the report presents only survey data. In the combined results (administrative plus survey data) reported in the homeless count sections, survey data were the only basis for Unsheltered, Hidden Homeless, and Housed estimates. Because use of administrative data was required for counts of residents in shelters and transitional housing, the survey design did not include either type of service site in the survey sample frame. While many survey respondents at service sites reported residing in shelters, very few surveyed persons reported residing in transitional housing. Thus, the Sheltered estimates from survey data alone are most representative of persons using Emergency Shelters on the target date and do not well reflect residents of transitional housing programs.

Homeless count procedures that track only the HUD definitions of homelessness and Chronic Homelessness emphasize the characteristics and needs of longer-term or chronically homeless persons. The survey approach used in Alameda County, which captures and analyzes information about housed and tenuously-housed users of homeless services, provides a more comprehensive picture of the problems and location of persons needing services. Alameda County has shown a social commitment to pursue programs and policies addressing the broader problem of homelessness, meeting the needs not just of the male, solo, homeless adults who dominate the HUD Chronically Homeless group. This particular 2009 survey shows a high prevalence of Hidden Homeless persons, shifting the focus to the need for services designed to prevent impending homelessness.

**Table 6**  
**HUD Table 1C-Summary of Specific Homeless/Special Needs Objectives**

<b>Obj #</b>	<b>Specific Objectives</b>	<b>Performance Measure</b>	<b>Expected Units</b>	<b>Actual Units</b>
	Homeless Objectives			
1.	Homeless Reduction	Individuals & Households	4,427	
1A	Outreach	Individuals	2,800	
1B	Winter Shelter	Individuals	2,700	
1C	Year-Round Shelter and Services	Individuals	3,500	
1D	HIV/AIDS Housing and Services	Individuals	2,500	
2.	Elimination of Homelessness	Individuals & Households	4,427	
2A	<b>Development &amp; Maintenance of existing permanent and supportive housing</b>	Beds	761	
2B	Support of collaboratives to assist chronically homeless in enrolling in appropriate public benefits program	Agencies	10	
2C	Integrated planning activities through the Continuum of Care Council	Agencies	20	
2D	Raising awareness about chronic homelessness in the community	Public	--	
3.	Homelessness Prevention	Households	4,427	
	Special Needs Objectives			
7B	HIV/AIDS Housing & Housing Development	Bedroom Units	216	

**Table 7  
HUD Table 2A-Priority Housing Needs**

<b>PRIORITY HOUSING NEEDS (households)</b>		<b>Priority</b>		<b>Unmet Need</b>
<b>Renter</b>	Small Related	0-30%	M	7,857
		31-50%	H	4,909
		51-80%	H	2,424
	Large Related	0-30%	M	3,723
		31-50%	H	2,495
		51-80%	H	1,779
	Elderly	0-30%	M	4,607
		31-50%	M	1,194
		51-80%	M	588
	All Other	0-30%	M	6,170
		31-50%	M	4,062
		51-80%	M	2,137
<b>Owner</b>	Small Related	0-30%	H	1,260
		31-50%	H	1,629
		51-80%	H	4,483
	Large Related	0-30%	H	150
		31-50%	H	1,307
		51-80%	H	2,670
	Elderly	0-30%	H	986
		31-50%	H	653
		51-80%	H	847
	All Other	0-30%	M	553
		31-50%	M	887
		51-80%	M	2,773
<b>Non-Homeless Special Needs</b>	Elderly	0-80%	M	
	Frail Elderly	0-80%	M	
	Severe Mental Illness	0-80%	H	5,286
	Physical Disability	0-80%	M	
	Developmental Disability	0-80%	M	
	Alcohol/Drug Abuse	0-80%	M	
	HIV/AIDS	0-80%	H	1,017
Victims of Domestic	0-80%	M		

**Table 8**  
**HUD Table 2B-Priority Community Development Needs**

<b>Priority Need</b>	<b>Priority Need Level</b>	<b>Unmet Priority Need</b>	<b>Dollars to Address Need</b>	<b>5 Yr Goal Plan/Act</b>	<b>Annual Goal Plan/Act</b>	<b>Percent of Goal Completed</b>
Acquisition of Real Property						
Disposition						
Clearance and Demolition						
Clearance of Contaminated Sites						
Code Enforcement						
Public Facility (General)						
Senior Centers	M		100,000	1		
Handicapped Centers						
Homeless Facilities	M		1,000,000	2		
Youth Centers	M		20,000	1		
Neighborhood Facilities	M		20,000	2		
Child Care Centers						
Health Facilities						
Mental Health Facilities						
Parks and/or Recreation Facilities	M		80,000	4		
Parking Facilities						
Tree Planting						
Fire Stations/Equipment						
Abused/Neglected Children Facilities						
Asbestos Removal						
Non-Residential Historic Preservation						
Other Public Facility Needs						
Infrastructure (General)						
Water/Sewer Improvements						
Street Improvements	M		20,000	1		
Sidewalks						
Solid Waste Disposal Improvements						
Flood Drainage Improvements						
Other Infrastructure						
Public Services (General)						
Senior Services	H		1,000,000	15,000		
Handicapped Services	M		200,000	200		
Legal Services	M		20,000	50		
Youth Services	H		2,000,000	15,000		
Child Care Services	M		20,000	60		
Transportation Services						
Substance Abuse Services	M		20,000	30		
Employment/Training Services	H		100,000	100		
Health Services	M		100,000	60		
Lead Hazard Screening						
Crime Awareness	M		75,000	500		
Fair Housing Activities	M		700,000	200		
Tenant Landlord Counseling	M		300,000	2,500		
Other Services	H		1,800,000			
Economic Development (General)						
C/I Land Acquisition/Disposition						
C/I Infrastructure Development	M					
C/I Building Acq/Const/Rehab	M					

<b>Priority Need</b>	<b>Priority Need Level</b>	<b>Unmet Priority Need</b>	<b>Dollars to Address Need</b>	<b>5 Yr Goal Plan/Act</b>	<b>Annual Goal Plan/Act</b>	<b>Percent of Goal Completed</b>
Other C/I	M					
ED Assistance to For-Profit	M					
ED Technical Assistance	M					
Micro-enterprise Assistance	H			200		
Other				1000		

**Table 9  
HUD Table 2C-Summary of Specific Housing/Community  
Development Objectives**

Obj #	Specific Objectives	Sources of Funds	Performance Indicators	Expected Number	Actual Number	Outcome/Objective*
	<b>Rental Housing</b>					
H1	Expand the supply of affordable rental housing.	HOME CDBG ORA	units	403		Decent Housing/ Affordability
H2	Preserve the supply of affordable rental housing.	HOME CDBG ORA	Units	300		Decent Housing/ Affordability
H6	Provide rental assistance for extremely and very-low income families.	HOME CDBG ORA	Vouchers	0		Decent Housing/ Accessibility
H7	Provide supportive housing for seniors and person with special needs.	HOME CDBG ORA HOPWA	Units	220		Decent Housing/ Affordability
	<b>Owner Housing</b>					
H3	Expand the supply of affordable ownership housing.	HOME CDBG ORA	Units	52		Decent Housing/ Affordability
H4	Expand ownership opportunities for first-time homebuyers	ORA	Individuals	365		Decent Housing/ Affordability
H5	Improve the existing housing stock.	CDBG	units	1382		Decent Housing/ Accessibility
H8	Prevention of foreclosure and stabilization of neighborhoods	NSP	Units	200		Decent Housing/ Sustainability
	<b>Infrastructure</b>					
P12	Supplementing or enhancing funding for street improvements, lighting, street landscaping, banners, screening residential from commercial and industrial areas, sidewalks, curbs and gutters, street trees etc., which improve housing	CDBG	projects	1		Suitable Living Environment/ Sustainability

Obj #	Specific Objectives	Sources of Funds	Performance Indicators	Expected Number	Actual Number	Outcome/Objective*
	marketability and enhance neighborhood development.					
	<b>Public Facilities</b>					
P13	Improve public facilities and recreation centers such as safety enhancements and renovation of interior spaces to make them functional.	CDBG	facilities	10		Suitable Living Environment/ Sustainability
	<b>Public Services</b>					
P1	Seniors require a variety of non-housing support services to live independently and with dignity.	CDBG	Seniors	15,000		Suitable Living Environment/ Accessibility
P2	Youth services will focus on the goal of supporting young people so they may grow into productive members of the community.	CDBG	Youth	15,000		Suitable Living Environment/ Accessibility
P3	The provision of hunger relief services will include programs that provide emergency food and shelter support services.	CDBG	Meals	2,000,000		Suitable Living Environment/ Accessibility
P4	The provision of childcare services for infants and school-age children.	CDBG	Individuals	60		Suitable Living Environment/ Accessibility
P5	The provision of anti-crime and violence prevention programs may provide services that focus on counseling, anti-recidivism programs, alternative activities and community organizing.	CDBG	Individuals	500		Suitable Living Environment/ Accessibility
P6	The provision of employment education and job training programs may include tutorial services, employment assistance, job	CDBG	Individuals	100		Suitable Living Environment/ Accessibility

Obj #	Specific Objectives	Sources of Funds	Performance Indicators	Expected Number	Actual Number	Outcome/ Objective*
	training and placement.					
P7	The provision of substance abuse programs may provide services that focus on counseling, case management or supportive services.	CDBG	Individuals	30		Suitable Living Environment/ Accessibility
P8	The provision of domestic violence programs may provide services that focus on counseling, legal services, emergency shelter or shelter placement, case management, supportive services, violence prevention and other family services.	CDBG	Individuals	50		Suitable Living Environment/ Accessibility
P9	The provision of tenant/landlord counseling and fair housing programs may provide services that focus on counseling.	CDBG	Individuals	3,100		Decent Housing/ Accessibility
P10	The provision of disabled services may include programs that provide services intended to mitigate accessibility and mobility problems, provide assistance for reasonable accommodation requests, transportation services, counseling and other supportive services.	CDBG	Individuals	200		Decent Housing/ Accessibility
P11	The provision of other social services may 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.	CDBG	Individuals	1,000		Suitable Living Environment/ Accessibility

Obj #	Specific Objectives	Sources of Funds	Performance Indicators	Expected Number	Actual Number	Outcome/ Objective*
	<b>Economic Development</b>					
ED1	The purpose of local economic development is to build up the economic capacity of a local area to improve its economic future and the quality of life for all.	CDBG	Individuals	200		Economic Opportunity/ Availability- Accessibility



## **II. General**

### **A. Jurisdictional Information**

#### **1. Geographic Areas of the Jurisdiction**

This Consolidated Plan covers the entire City of Oakland. Oakland operates a variety of programs that are targeted to particular low income areas of the City. Many are areas that concentrate economic development services and housing in order to bring about coordinated neighborhood revitalization. Some programs, particularly neighborhood improvement programs funded by the Community Development Block Grant Program (CDBG), are targeted to the City's seven Community Development Districts. Map 1 shows the boundaries of the seven Community Development Districts.

The Neighborhood Stabilization Program targets funding to areas particularly affected by the foreclosure crisis. The City is amending its NSP areas to include both the areas identified in its NSP 1 application and areas that were included in its NSP 2 application. Map 2 shows the revised boundaries of the Neighborhood Stabilization Program Areas.

Many parts of Oakland are designated under state law as Redevelopment Areas. These areas are designated for efforts to eradicate blight, improve housing, and facilitate economic development. Map 3 shows the boundaries of the ten Redevelopment Areas.

Priority Development Areas are locally-identified, infill development opportunity areas within existing communities, not linked to income. These areas could be used for developing more housing along with amenities and services to meet the day-to-day needs of residents in a pedestrian-friendly environment served by transit.

Map 4 shows the boundaries of the City of Oakland Priority Development Areas designated by the Association of Bay Area Governments as part of broader regional planning processes.

As can be seen, there is significant overlap of the areas designated in Maps 1 through 4.

#### **2. Areas of Racial/Minority Concentration**

There are a number of different ways to define "areas of minority concentration." (The term "minority" is used here to refer to racial/ethnic groups that are a minority in the national population – in Oakland, no single group constitutes a majority and the Black population is significantly larger than the White population, while both are larger than the Hispanic and Asian populations.)

One approach is to identify areas in which a single group constitutes a majority of the population. However, given the diversity of Oakland's population, this is not a useful measure. Since each group constitutes a different proportion of the population, with no one group on the majority, an arbitrary figure of 50 percent represents varying degrees of concentration depending

on whether that group is 38 percent or 15 percent of the population. Nonetheless, Oakland does have a number of areas in which a majority of residents are from a particular group. Map 2 identifies those neighborhoods.

Similarly, one method suggested by HUD is to consider an area “overconcentrated” if a group makes up more than 20 percentage points greater than its Citywide population. For example, Whites make up 23.5 percent of the City’s population, so a neighborhood with 43.5 percent Whites would be considered overconcentrated. The disadvantage of this method is that 20 percentage points is a much smaller deviation from 38 percent, for example, than it is from 18 percent, which distorts the degree of concentration.

The City’s approach is to look at the concentration of a particular group relative to its own proportion in the Citywide population. The City has chosen to define a group as “overconcentrated” in those neighborhoods (census tracts) where it makes up, as a percentage of the population, more than 150 percent of its Citywide proportion. Conversely, a group is considered to be “underconcentrated” in those neighborhoods where it makes up less than 50 percent of its Citywide proportion. For example, approximately 23.5 percent of Oakland’s population are non-Hispanic Whites. Therefore, neighborhoods with more than 35 percent Whites are considered “overconcentrated” with respect to Whites, and neighborhoods with less than 12 percent Whites are considered to be underconcentrated.

Maps 3, 4, 5 and 6 show areas of overconcentration and underconcentration for Whites, Blacks, Hispanics and Asians.

Yet another way to look at concentration is to look at areas where racial/ethnic minorities make up more than 50 percent of the population. However, in a City such as Oakland, where the Citywide proportion is 76 percent, areas that actually have relatively lower concentrations would still be defined as overconcentrated. See Map 7 for an illustration.

An alternative approach suggested by HUD is to identify areas where the percentage of ethnic/racial minorities is more than 20 percentage points above the Citywide average. In Oakland, this threshold would be 96 percent, which is extremely high. As Map 8 illustrates, however, there are several tracts in Oakland that meet this definition.

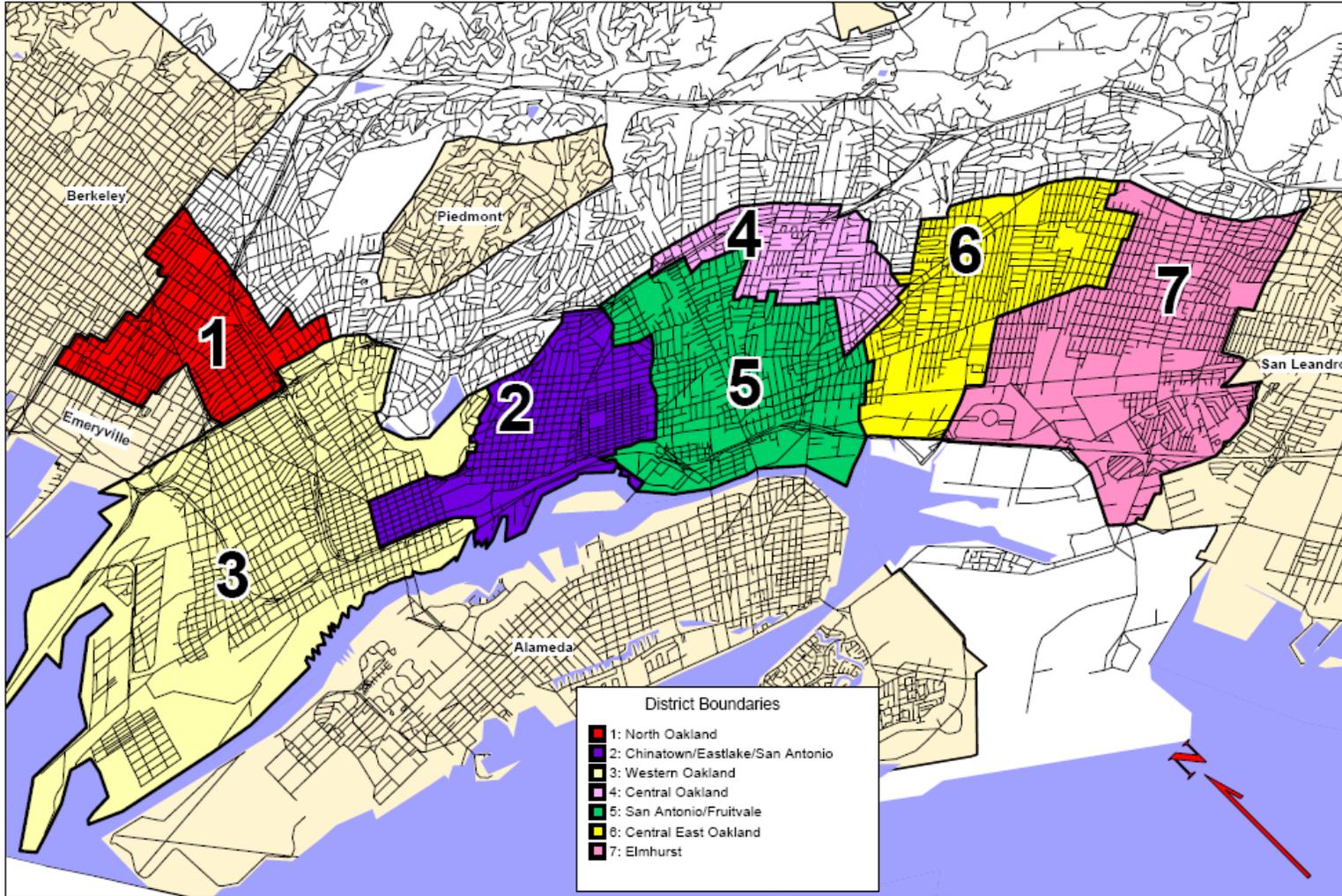
The City has chosen a different approach. Rather than identifying areas where minorities are heavily concentrated, it has chosen to look at this issue in terms of where Whites are underconcentrated as a way of defining areas of minority concentration. Map 9 identifies those areas of the City with relatively low proportions of White and defines those as “areas of minority concentration.”

### **3. Areas of Low Income Concentration**

HUD defines an area of low income concentration as one in which at least 51 percent of the population have incomes less than 80 percent of the median income for the metropolitan area (for Oakland, the metropolitan area consists of Alameda and Contra Costa Counties combined). Areas of low income concentration are target areas for the Community Development Block

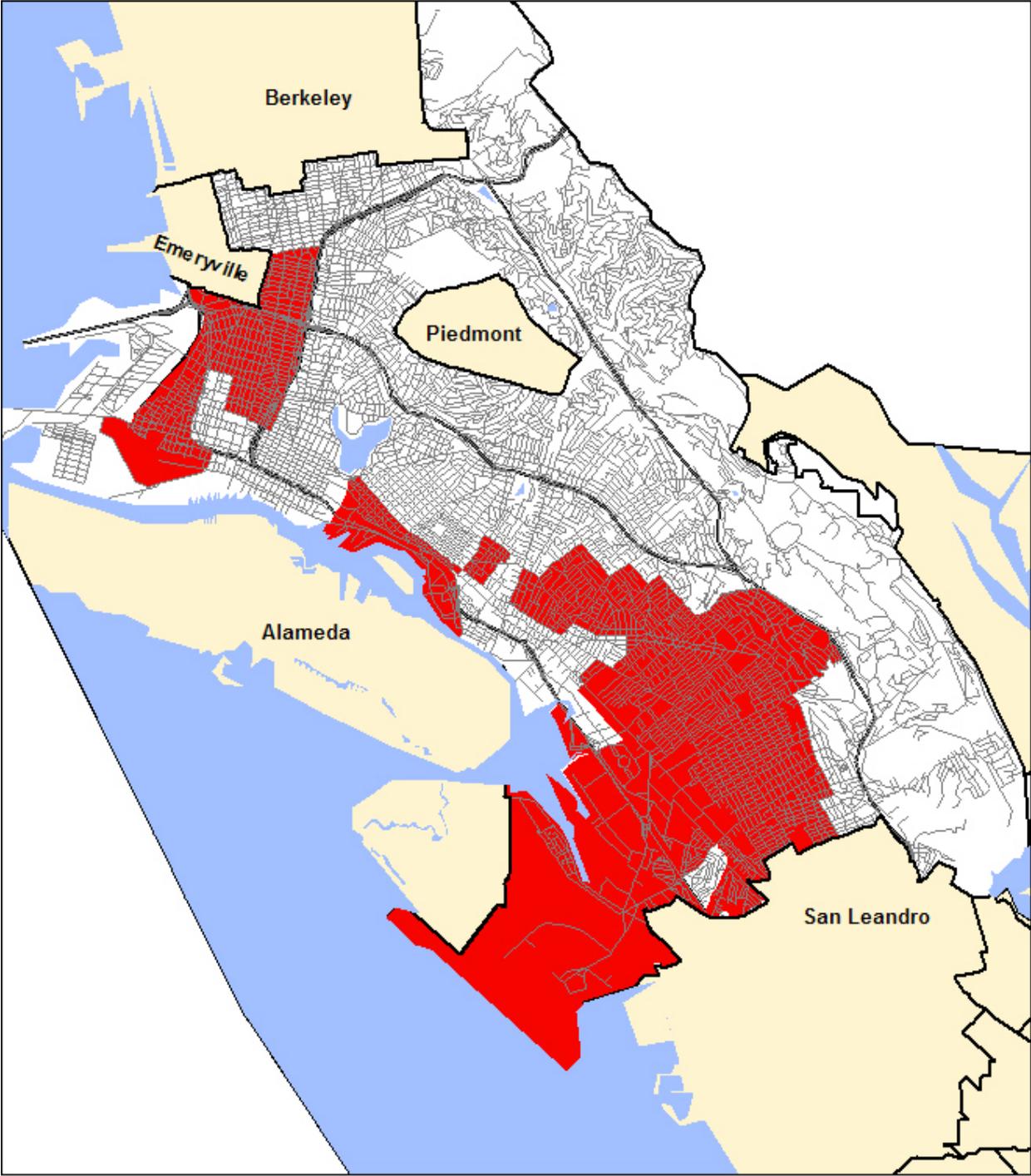
Grant Program (CDBG), and many of the City's Housing and Community Development programs are limited to these areas. Map 10 shows those areas that qualify under this definition.

# Map 1: Oakland's Community Development Districts Oakland, CA 2003

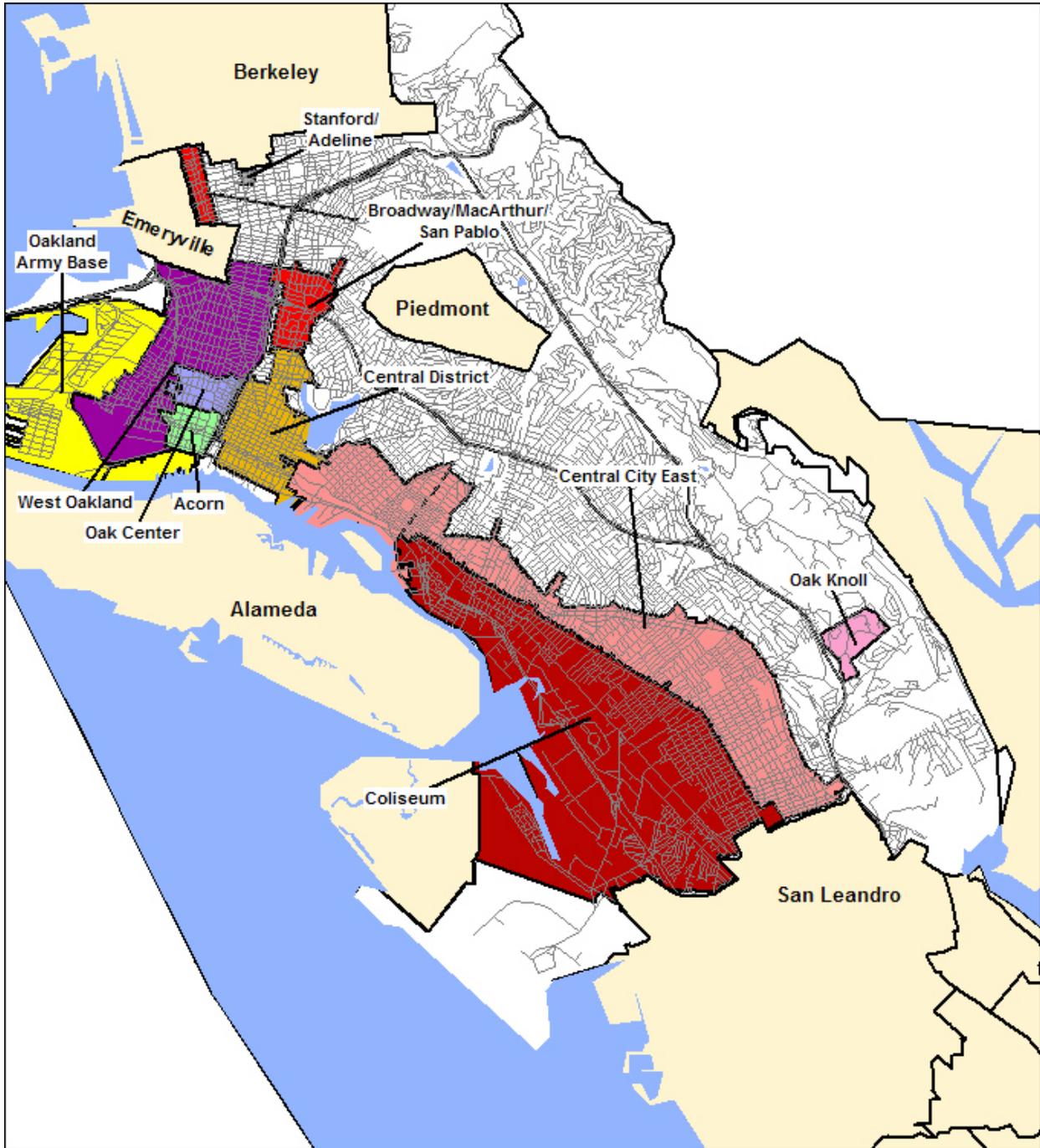


Prepared by Jeffrey Levin, City of Oakland/CEDA-HCD

**Map 2:  
Revised Neighborhood Stabilization Program Target Areas, 2010**

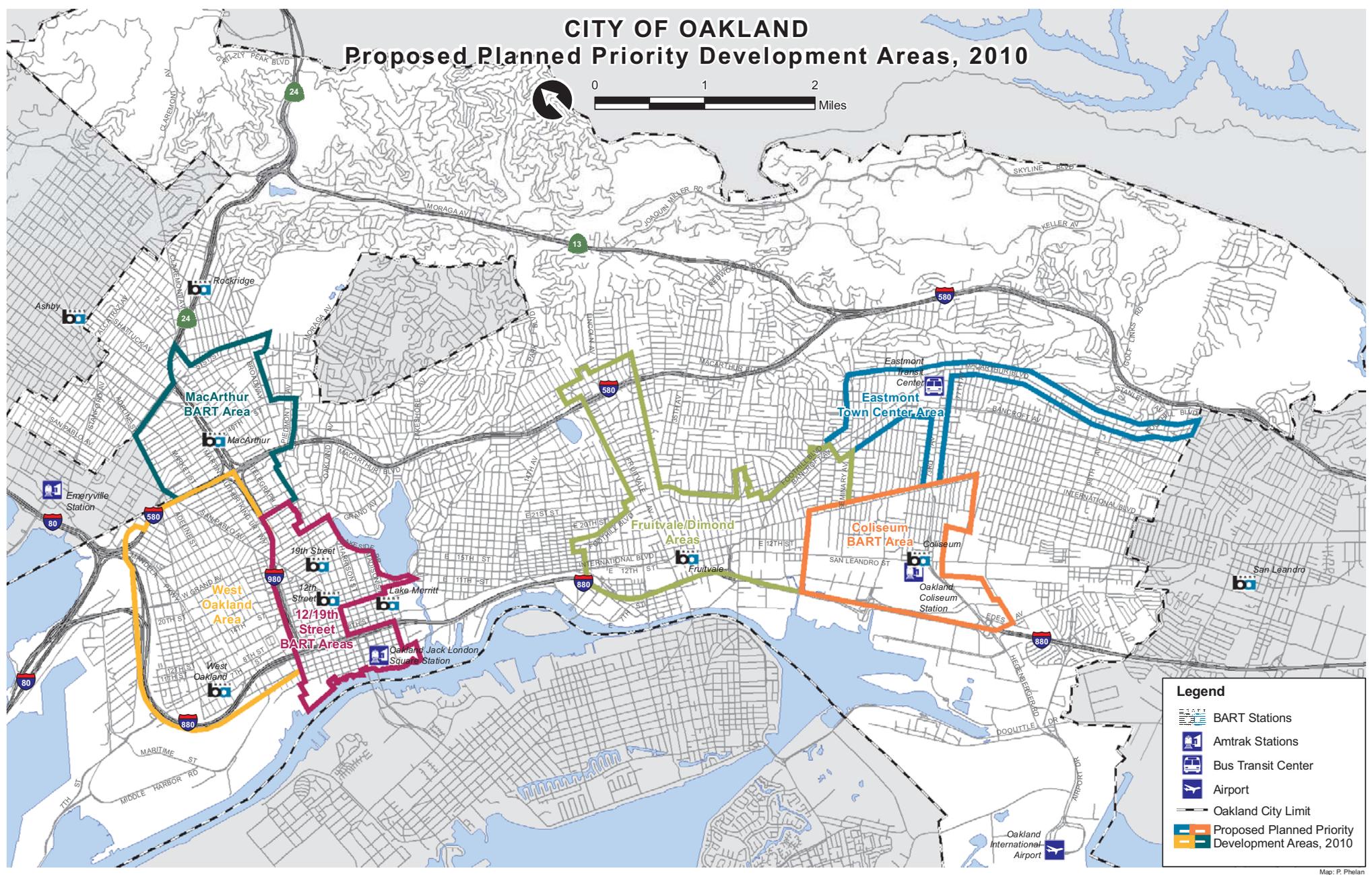


**Map 3:  
Oakland's Redevelopment Areas  
Oakland, CA 2009**



# CITY OF OAKLAND

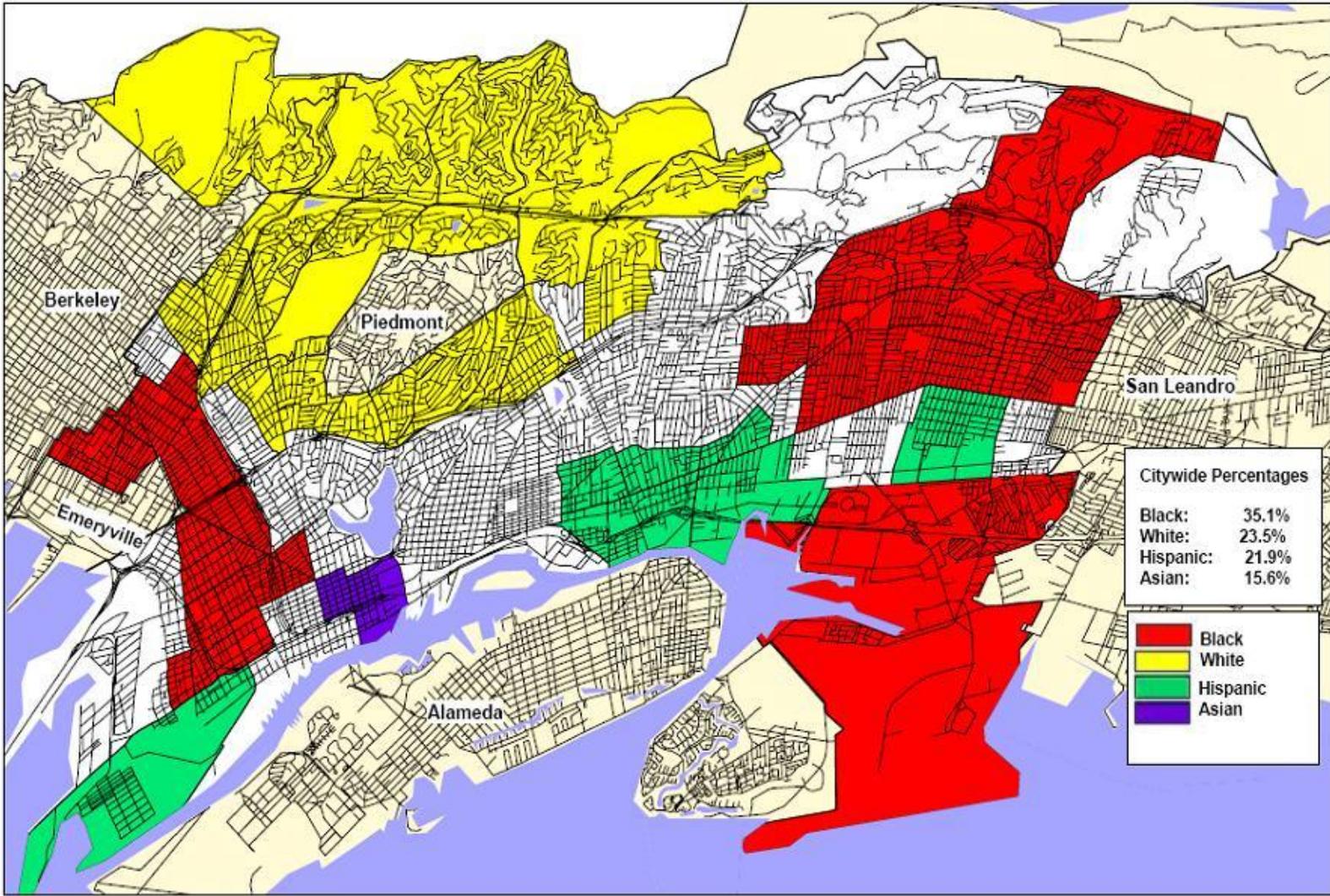
## Proposed Planned Priority Development Areas, 2010



**Legend**

- BART Stations
- Amtrak Stations
- Bus Transit Center
- Airport
- Oakland City Limit
- Proposed Planned Priority Development Areas, 2010

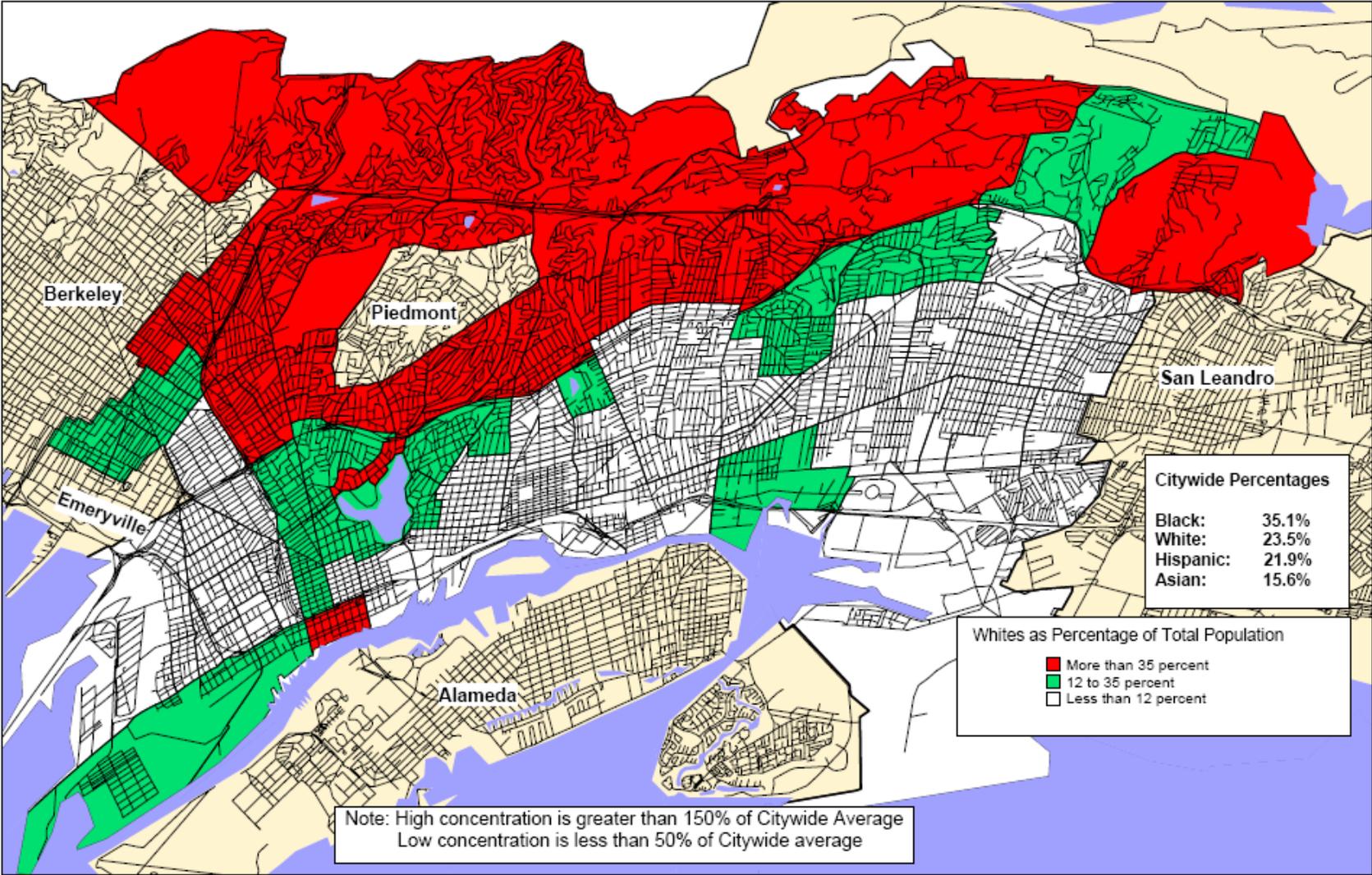
## Map 5: Areas with Racial/Ethnic Majorities



Source: 2000 Census, Summary File 1

Prepared by Jeffrey Levin, City of Oakland/CEDA-HCD

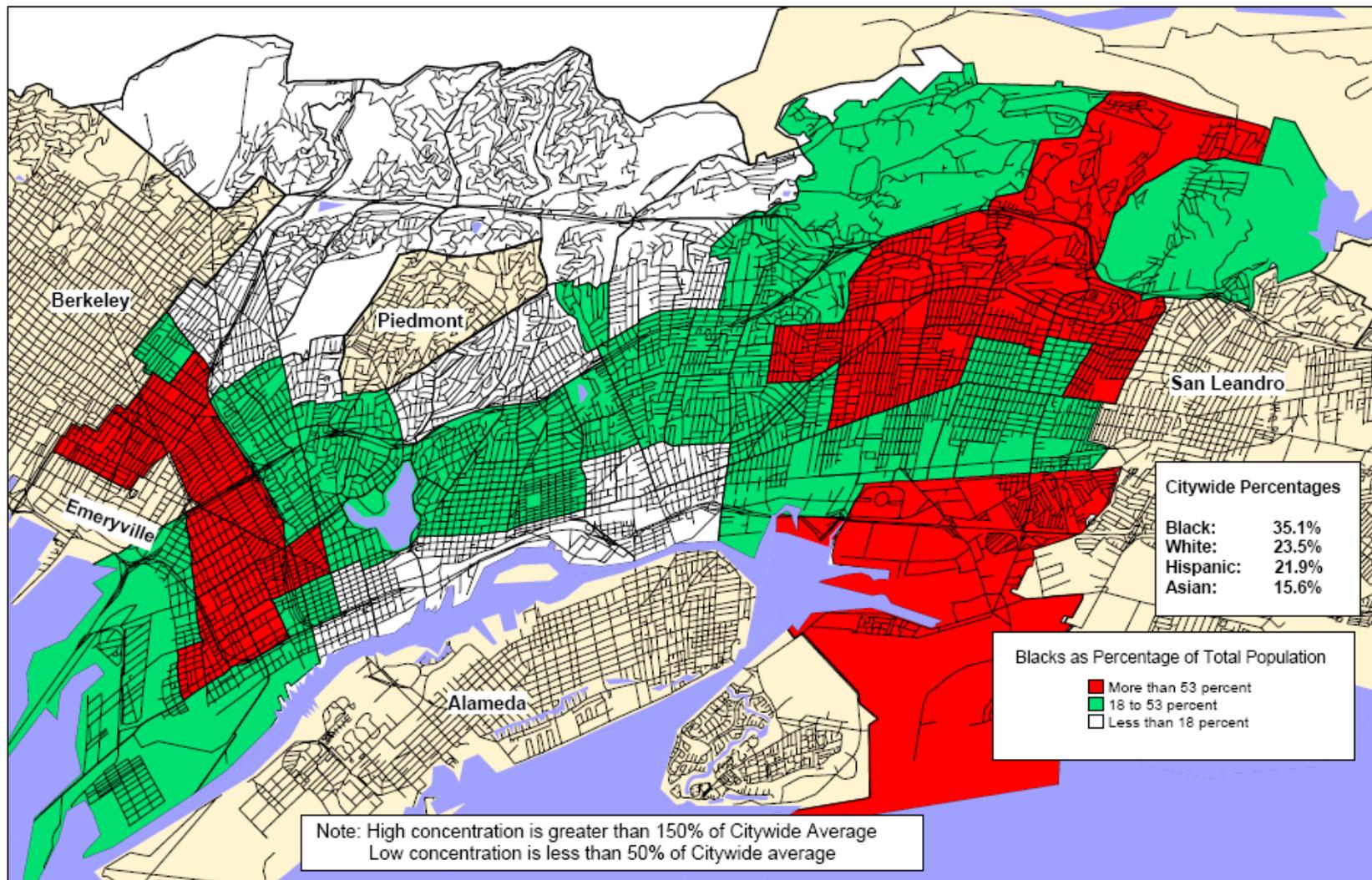
# Map 6: Concentration of White Population



Source: 2000 Census, Summary File 1

Prepared by Jeffrey Levin, City of Oakland/CEDA

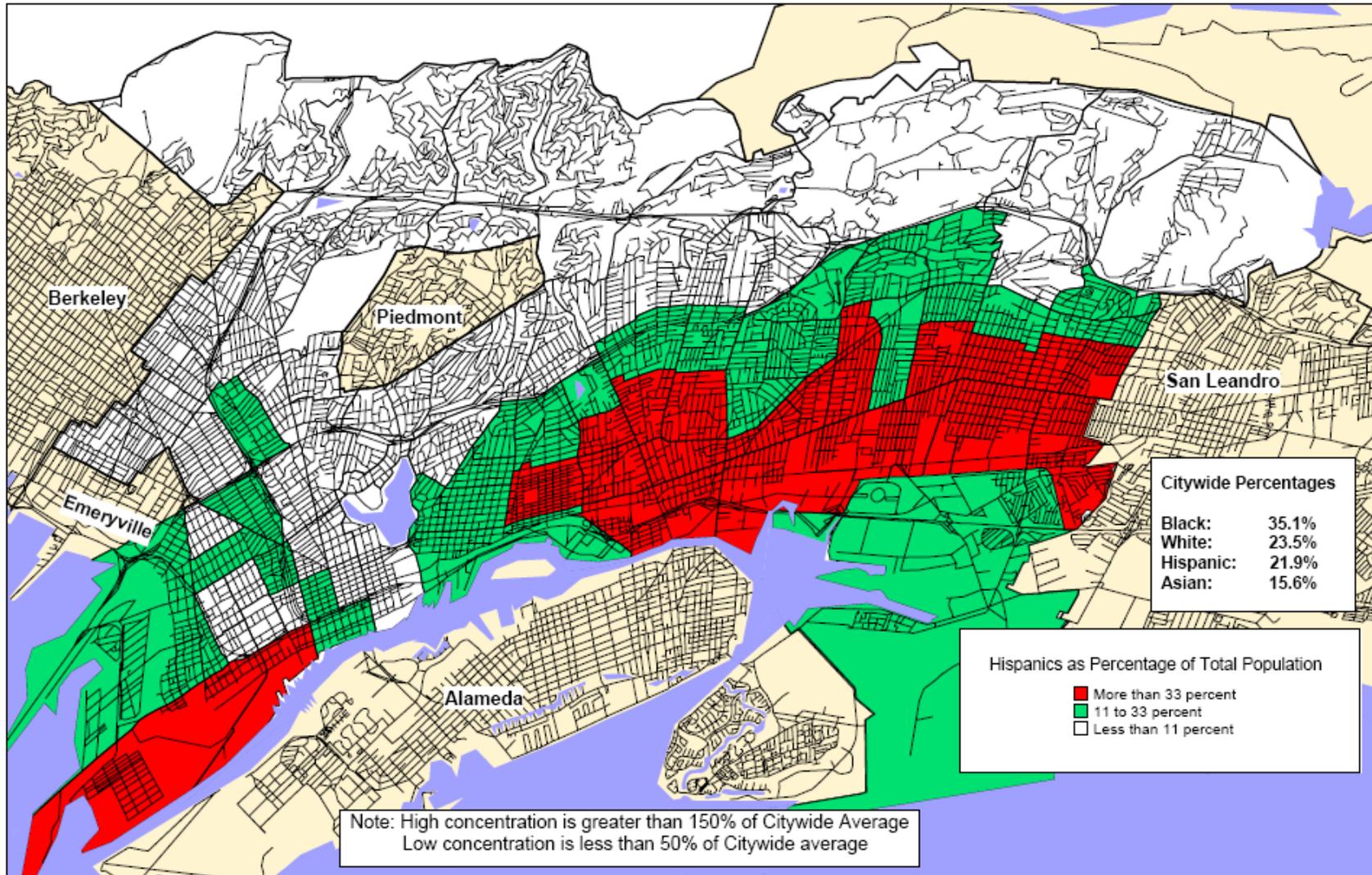
## Map 7: Concentration of Black Population



Source: 2000 Census, Summary File 1

Prepared by Jeffrey Levin, City of Oakland/CEDA

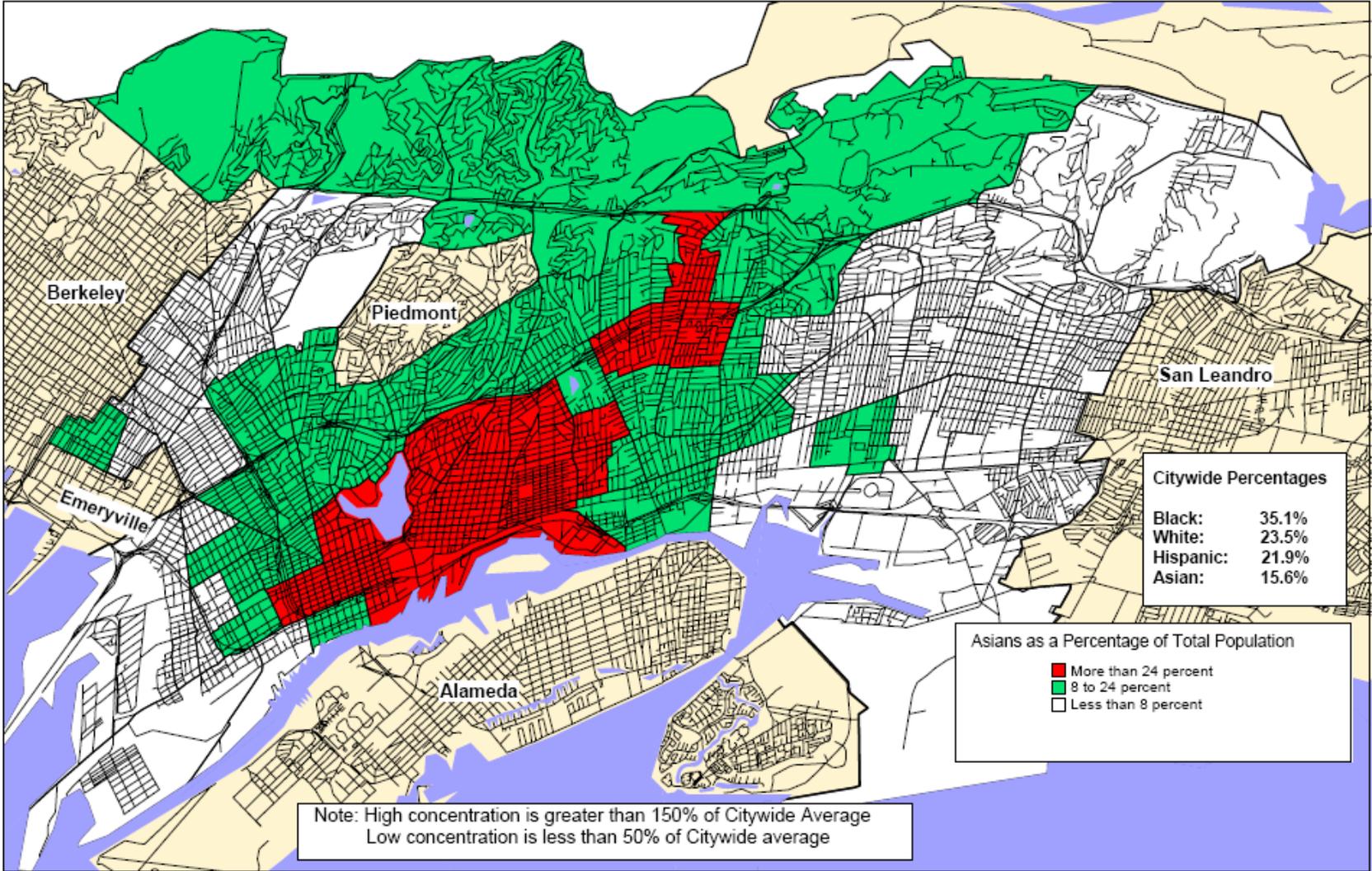
## Map 8: Concentration of Hispanic Population



Source: 2000 Census, Summary File 1

Prepared by Jeffrey Levin, City of Oakland/CEDA

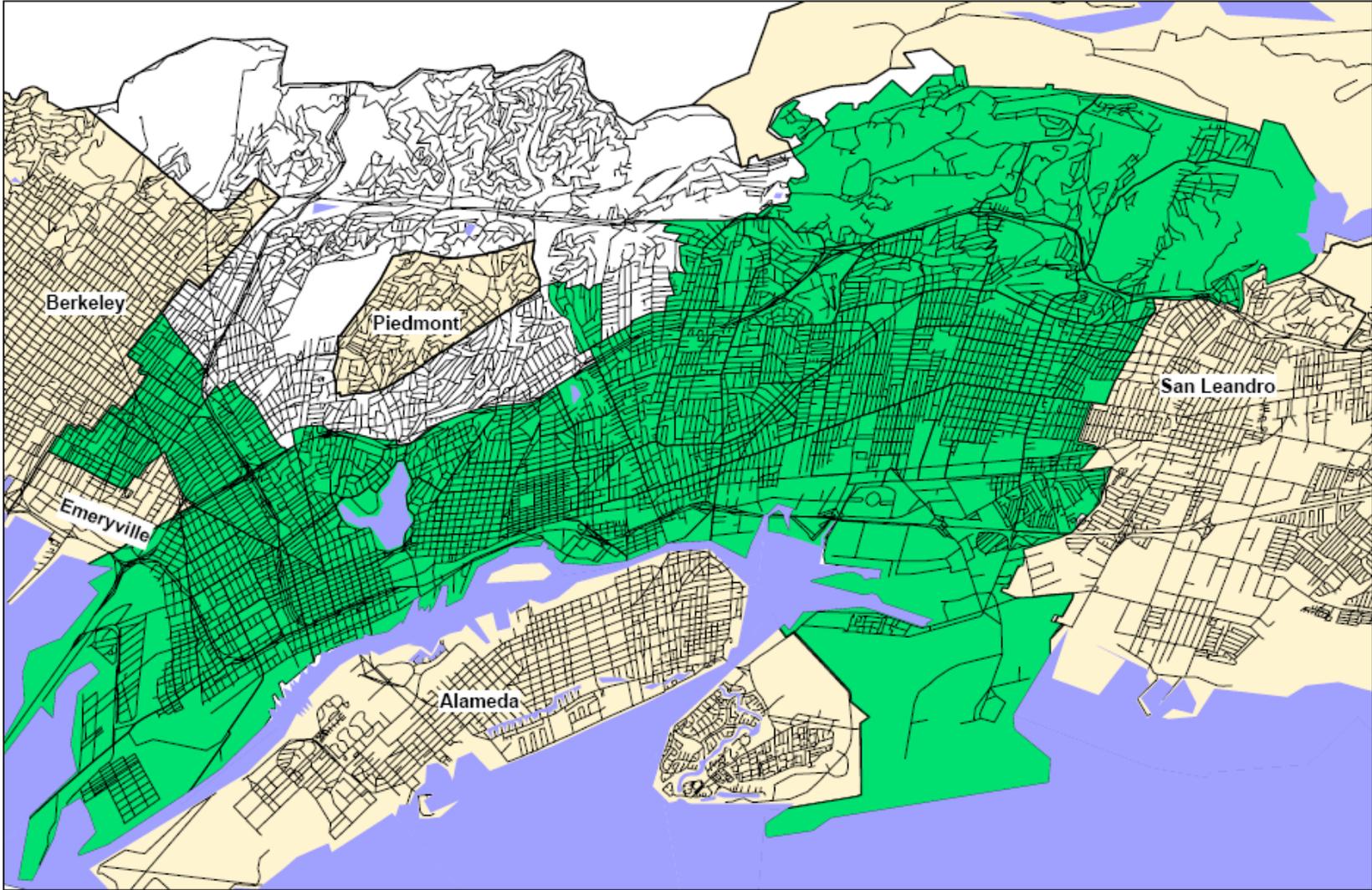
# Map 9: Concentration of Asian Population



Source: 2000 Census, Summary File 1

Prepared by Jeffrey Levin, City of Oakland/CEDA

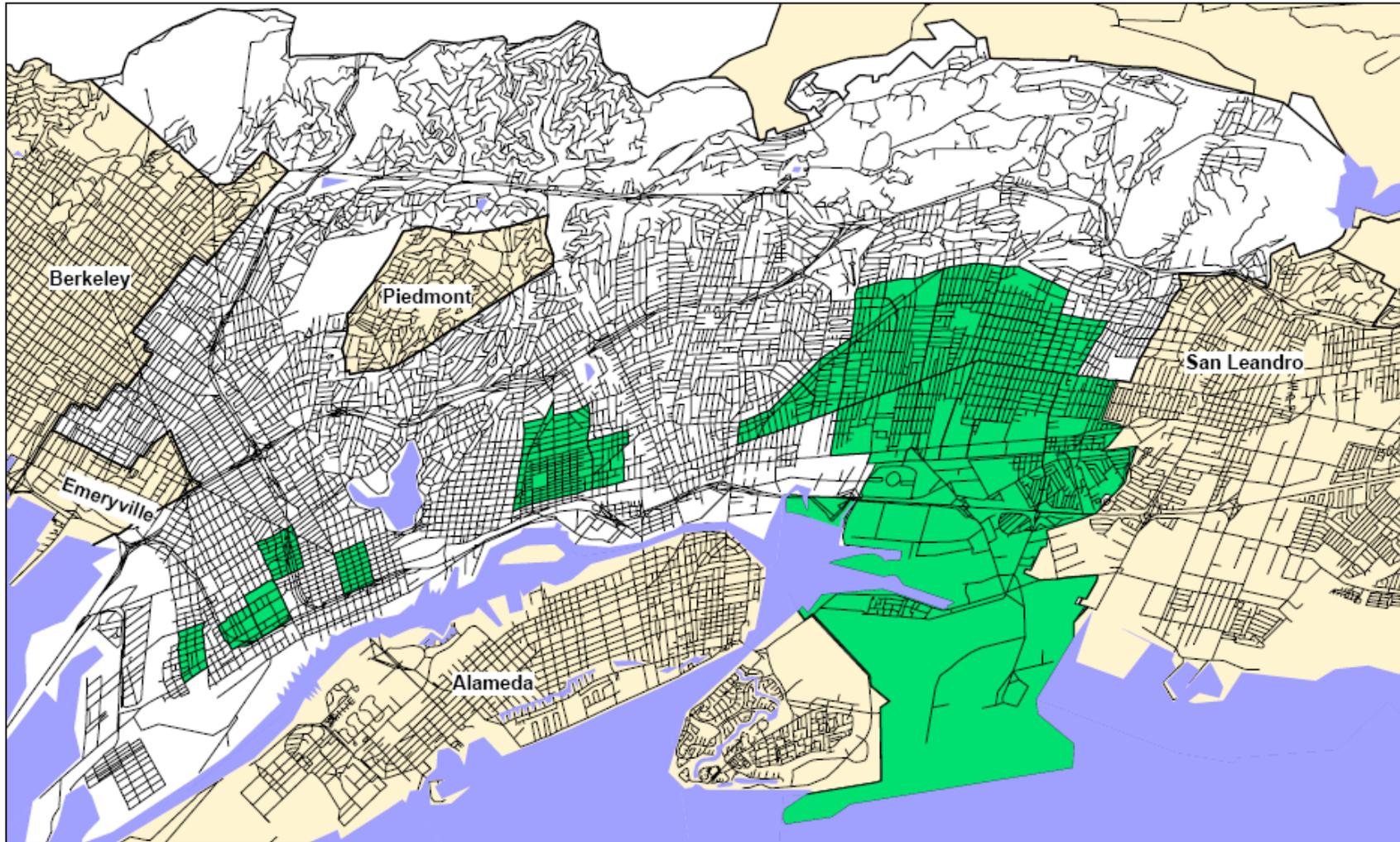
**Map 10:  
Areas with Minority Population Greater than 50%**



Source: 2000 Census, Summary File 1

Prepared by Jeffrey Levin, City of Oakland/CEDA

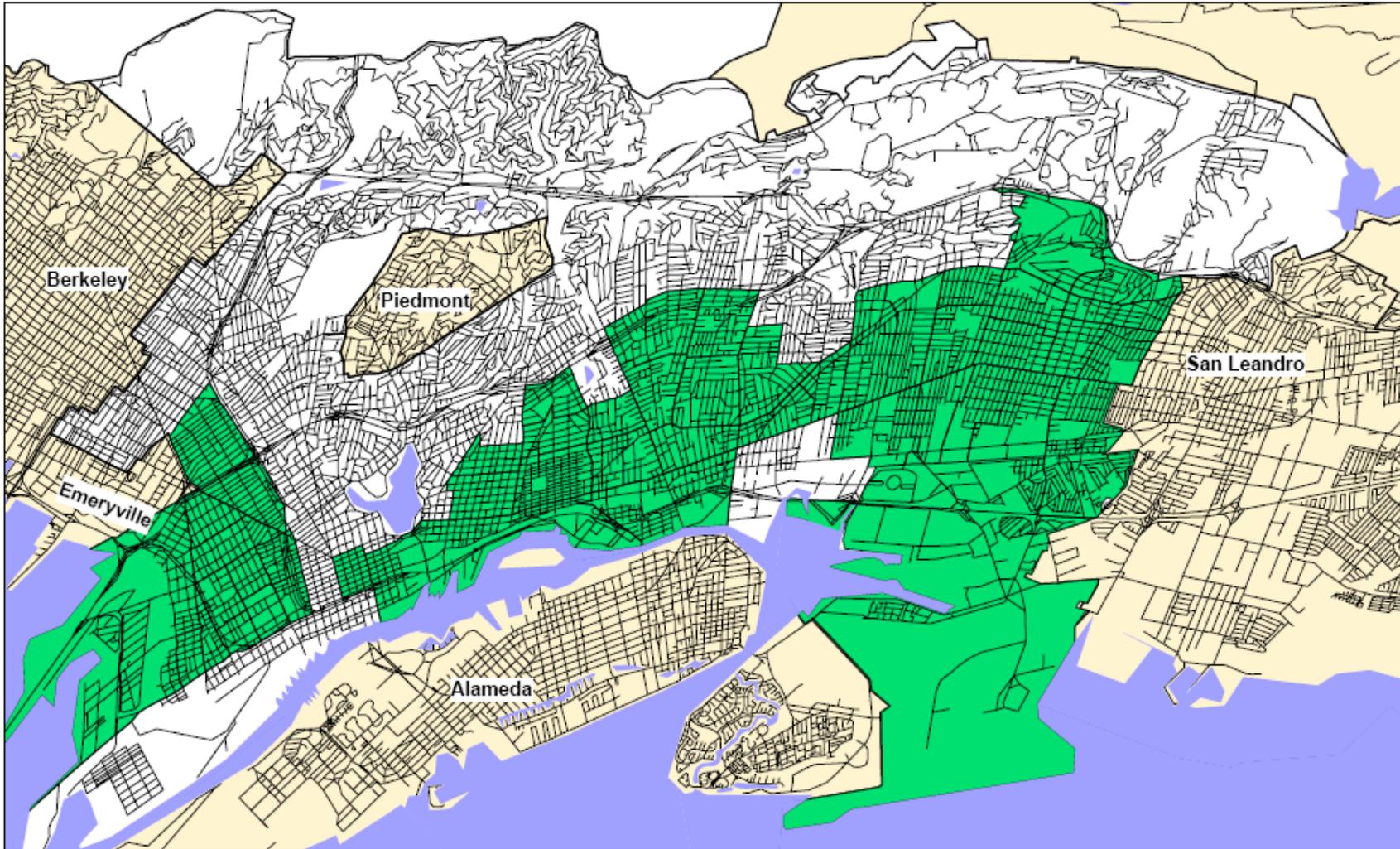
### Map 11: Areas of Minority Concentration – HUD Definition



Source: 2000 Census, Summary File 1

Prepared by Jeffrey Levin, City of Oakland/CEDA

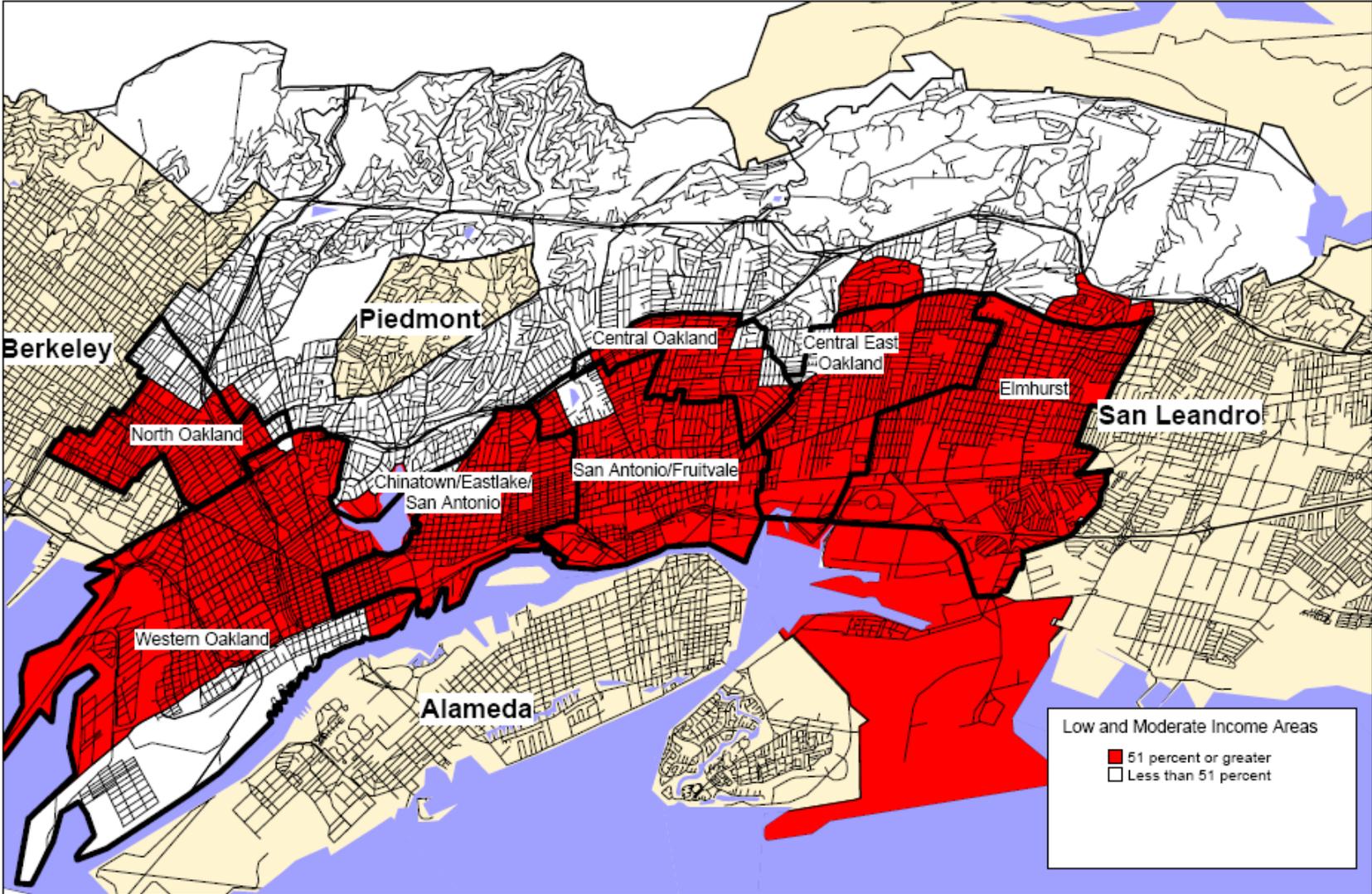
## Map 12: Areas of Minority Concentration Alternate Definition



Source: 2000 Census, Summary File 1

Prepared by Jeffrey Levin, City of Oakland/CEDA

### Map 13: Low and Moderate Income Census Tracts



Source: 2000 Census; U.S. Department of Housing and Urban Development

Prepared by Jeffrey Levin, City of Oakland/CEDA-HCD

## **B. Managing the Process**

### **1. Identify Lead Agency**

Preparation of the Consolidated Plan was coordinated by the Housing and Community Development Division of the Community and Economic Development Agency.

### **2. Identify The Process By Which The Plan Was Developed**

The 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 fourth five-year plan. The City of Oakland published its first Consolidated Plan for Housing and Community Development May 15, 1995 to cover the period from July 1, 1995 through June 30, 2000; its second Consolidated Plan May 15, 2000 to cover the period July 1, 2000 through June 30, 2005, the third Consolidated Plan May 13, 2005 to cover the period July 1, 2005 to June 30, 2010.

Because the development of goals and strategies for housing and community development is an ongoing process, the development of the Consolidated Plan drew upon a number of recent planning efforts. Much of the data on housing needs and market conditions, as well as specific strategies for addressing those needs, has been taken from the City's Housing Element, which was completed in 2009 after a lengthy research process and public input including several public hearings. Information on the needs of homeless persons and others with special needs draws from the process used to develop and implement the Alameda County EveryOne HOME plan (adopted by the City of Oakland 2007) for homelessness and special needs. That process is described below under "Consultations." The development of priorities for community development was accomplished during meetings of the City's seven Community Development District Councils.

### **3. Consultations**

In the development of the Consolidated Plan, City staff consulted with public health agencies regarding lead-based paint issues, the Oakland Housing Authority (OHA) to coordinate activities between the City and OHA including the HOPE IV programs and the Public Housing Disposition Plan, adjacent jurisdictions (City of Berkeley, Alameda County HOME Consortium, Contra Costa County) regarding housing and community development needs and strategies, and coordination of the HOPWA program. Providers of public services to youth and seniors were asked to review and comment on the draft as well as fair housing services providers, disabled service providers and hunger relief agencies.

In 2007 the City adopted the Alameda County-wide EveryOne HOME plan. This plan is a County-wide approach to addressing housing and supportive service needs for persons who are homeless, mentally ill or living with HIV/AIDS. The planning process involved extensive consultation and collaboration with other agencies through three different processes:

1. Coordination by a Sponsoring Agencies Group, whose members included:

- Alameda County Behavioral Health Care Services
  - Alameda County Housing and Community Development Department
  - Alameda County Public Health Department, Office of AIDS Administration
  - Alameda County-Wide Homeless Continuum of Care Council
  - City of Berkeley Health and Human Services Department
  - City of Berkeley Housing Department
  - City of Oakland Community and Economic Development Agency
  - City of Oakland Department of Human Services
2. Guidance on needs, priorities and strategies was provided by a Stakeholders Steering Committee that included consumers, service providers, governmental representatives and advocates from the homeless, mental health, AIDS and housing communities.
  3. Consultation with over two dozen organizations responsible for preparation of the EveryOne HOME Plan who interviewed key informants, conducted focus groups, made site visits, and attended special and regular meetings of community-based organizations. The results of these consultations were used by both the Sponsoring Agencies Group and the Stakeholders Steering Committee to help refine the needs assessment, identify priorities, develop the strategy, and build community-wide support for the plan.

The City of Oakland staff have co-coordinated efforts to share information and resources with regard to implementing the Federal Neighborhood Stabilization Program (NSP) (funded by 2008 Housing and Economic Recovery Act and 2009 American Revitalization and Recovery Act—entitlement round-NSP 1 and competitive round-NSP2 respectively). Neighborhood Stabilization Funds are critical for addressing the foreclosure crisis that impacted the City tremendously.

## **C. Citizen participation**

### **1. Summary of Process**

The development of this Consolidated Plan for 2010-2015 was the result of an extensive citizen participation process consisting of:

- City-wide community meetings/public hearings were conducted Wednesday, October 14 at Arroyo Viejo Recreation Center, Thursday, October 15 at Spanish Speaking Citizen’s Foundation, Monday, October 19, at the East Oakland Senior Center, Monday, October 26 at the North Oakland Senior Center, Monday, November 2 at the Allendale Recreation Center, Thursday, November 5 at City Hall and Thursday, November 12 at the West Oakland Senior Center. At the community wide meetings City staff solicited input on housing, economic development and community development needs and priorities. Other organizations and citizens invited to these meetings included East Bay Housing Organizations and City Council constituents. These meetings were agendized and advertised in local English, Spanish and Chinese language newspapers as well as direct mailings and notices on the City’s webpage.

- Consultations with local agencies on lead-based paint hazards occurred through the Community Development Partnership—a partnership between the City of Oakland, the Alameda County Lead Poisoning and Prevention Program (ACLPPP), and the U.S. Department of Housing and Urban Development’s (HUD) Lead-Based Paint Hazard Control Grant Program. Alameda County will provide technical assistance, lead evaluations, risk assessments and paint inspections in up to 38 units of eligible housing pre year. ACLPPP will also provide clearance inspections, health education, promotion of blood lead screening and limited assistance with temporary relocation.
- A draft of this document was released in mid-October 2009. At above community meetings comments on the draft were solicited using a comment card. The public was given until November 30, 2009 to provide comments on this document on the card provided or through email. Those comments are summarized below under “Summary of Comments.” These comments were then used to inform edits to the next public review draft available for public comment prior to the second official public hearing to adopt this 5-year plan document.
- The second official public hearing will be before the City Council on May 4, 2010.

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

A public notice has been placed in the Oakland Tribune announcing the public hearing and the availability of the draft plan. Citizens will be invited to provide comments and input.

Copies of the draft Plan are available for a 30-day comment period and are on file at the main branch of the Oakland Public Library and made available from both the Community & Economic Development Agency and the Office of the City Clerk. Notices will be distributed to a wide variety of nonprofit housing organizations, homeless service providers, public agencies and commissions, and other interested parties. Copies of the draft Plan will also posted on the Housing and Community Development Division’s website at [www.oaklandnet.com/government/hcd](http://www.oaklandnet.com/government/hcd).

In October and November of 2009 during preparation of the draft plan, the City conducted 7 community meetings to solicit input on past performance and Housing, Homelessness and Community Development Needs.

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 will be held during a City Council meeting, May 4, 2010, in the City Council Chambers at One Frank Ogawa Plaza.

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

### **3. Efforts to broaden public participation-outreach to minorities, non-English speaking and disabled residents**

In an effort to broaden participation, the seven community meetings were widely announced and publicized. The Sing Tao Daily, an Asian newspaper, and El Bohemio, a Hispanic newspaper published the meeting announcement in their newspapers. Notices were also provided to the board members of the seven Community Development District Boards that serve as the City's Citizen Participation bodies for the CDBG Program and City Councilmembers. Staff met with the Commission on Disabilities regarding needs of the City's Disabled Population.

Notices of the public hearing and comment period were available and posted on the City's website in English, Spanish, Chinese and Vietnamese.

### **4. Summary of Comments Received During Plan Preparation**

Following are comments collected at the seven community-wide meetings held during October and November 2009. Also included in the following summary are comments received either by Comment Card (circulated at all community meetings) or via email.

- Concerned about the number of homeless who are war veterans
- Interested in "Smart-Growth" housing and its impacts on low-density residential neighborhoods
- Sought information on case management services for the homeless, especially to address substance abuse
- Perceived increase in domestic violence, ethnic abuse, and elder abuse (both financial and physical) and belief that the cause is related to current economic crisis
- Observed problem with the number of homes abandoned due to foreclosure. Related issues/concerns:
  - Blight
  - Challenge of identifying owned versus rented properties
  - Banks not putting properties back on the market
- Anticipated wave of "traditional" foreclosures due to job loss and other economic circumstances rather than to predatory lending
- Perceived problem of Elderly homeowners who have been targeted by unscrupulous lenders and who have been sold re-finance loans or reverse mortgages that they cannot afford and who are vulnerable to foreclosure
- Observed increase in junk mail with predatory lending solicitations

- Concerned about economic stress reflected in imbalance in types of businesses serving the community – liquor stores and check cashing businesses versus banks and grocery stores.
- Perceived need for additional services to improve the health and resources of neighborhoods underserved by basic needs such as grocery stores and pharmacies
- Proposed that City Staff need to solicit input from people most affected by plan to create sense of ownership and greater control of their lives/environments
- Proposed that Community Development District Boards should invite input through their contacts in the communities where they live
- Review results of studies by Casey Foundation and their project “Making Connections”
- Critiqued that the City’s Code Compliance department is complaint driven
- Proposed that City’s program on façade and street improvements focus on vacant properties to prevent further decay of some struggling small commercial districts
- Suggested that the City dedicate more funds for single family homeownership opportunities
- Suggested that the City dedicate more funds toward job creation efforts
- Suggested that the City dedicate more funds toward assistance to small business
- Suggested that the City dedicate more funds toward after school programs for school-aged children
- Concerned about the density of affordable housing developments and that they don’t have enough recreation areas for their residents
- Critiqued the First Time Homebuyer program and that it is not reaching enough people
- Observed the importance of supporting a Community Land Trust in the City
- Suggested that the City dedicate more funds toward building affordable homeownership units
- Observed problems due to overcrowding in single family homes or small apartment units

## **5. Summary of Comments on the Proposed Plan**

Following are comments collected at the May 4<sup>th</sup> Public Hearing.

- No public comments were received.

Following are written comments collected during the 30 day comment period.

- \*\*\*

Following are responses to comments.

- \*\*\*

# III. HOUSING (INCLUDING SPECIAL NEEDS HOUSING)

## A. Housing Needs

### 1. Housing Needs and Priority Housing Needs

The 2000 Census demographic data is the primary data used for this analysis. Since this consolidated planning period falls between the 2000 and 2010 decennial Census, demographic data has not been changed from the 2005-2010 planning period. Exceptions to this are noted in the text or table references.<sup>2</sup> For a summary of housing need see Table 10 on page 65. More detailed discussion and analysis of housing needs is also contained in the City's 2007-2014 Housing Element.

<http://www.oaklandnet.com/government/hcd/policy/he2009.html>

The purpose of this section is to summarize available data on the most significant housing needs of extremely low, low, moderate and middle income households, as well as homeless persons and others with special needs and to project those needs over the five year Consolidated Plan period (July 2010-June 2015). The information in this section is based on the 2000 Census, the most recent data available, including special Census tables made available from HUD.

According to the 2000 Census, 22.8 percent of Oakland's households are extremely low income (earning 30% of median income or less), 14.6 percent are very low income (incomes between 31% and 50% of the area median), 14.9 percent are low income (between 51% and 80% of area median) and 47.6 percent are middle income (above 80% of area median).

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 refer 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

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<sup>2</sup> The current American Community Survey Census product is not used by the City of Oakland. Comparing these data to other sources used by the City (e.g.: 2000 Census, California State Department of Finance, and USPS 90-day Vacancy data), there is clear evidence that there are problems with the ACS sampling. Specifically, the ACS data in question is an under count of the population and over count of the vacancy rate.

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.

**a. Housing needs by income group and tenure**

**Extremely Low Income Households (0 to 30 percent of median income)**

There are 34,653 households that qualify as extremely low income under HUD guidelines, over 22 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

Nearly 80 percent of all household types except seniors have housing problems. For seniors, the rate is 66 percent. Severe cost burden (rent in excess of half the household's income) is especially high for this group, affecting over 56 percent. In other words, over 15,300 extremely low income renter households are reported to be devoting over half their limited incomes to rent. Extremely low income renters also experience high rates of overcrowding.

Owners

Among this relatively smaller group, three-quarters 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.

**Low Income Households (31 to 50 percent of median income)**

There are 21,617 low income households in Oakland, constituting over 14 percent of all Oakland households. Of these, 15,858 (73 percent) are renters, and 5,759 (27 percent) are owners.

Renters

For low income renters, affordability is clearly the most significant problem, affecting approximately 60 percent of these households. Overcrowding is reported for

approximately 29 percent of low income renters. However, among large families, the overcrowding rate is over 82 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 66 percent of all owners in this group. Since 2007 adjusting sub-prime loans and the resulting foreclosure crisis has dramatically impacted Oakland's low-income neighborhoods. Both low-income new owners and existing owners who refinanced their homes have been disproportionately impacted by the foreclosures on loans that were unaffordable.

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

Over 22,077 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 (14,578) are renters. The incidence of housing problems is greater for owners than renters.

#### Renters

Among moderate income renters, 47 percent have some kind of housing problem, with an incidence of 89 percent for large families. Affordability affects over 24 percent of these households, and is a particular problem for seniors, who report excessive cost burden at the rate of 41 percent. Although the rate of housing problems is high among seniors, it should be noted that there are six 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 24 percent of this income group as a whole, but affecting nearly 85 percent of the large families, many of whom report overcrowding problems even in the absence of any excessive cost burden.

#### Owners

For the 7,499 moderate income owners, some 60 percent have some kind of housing problem, with 46 percent reporting excessive cost burdens, and 18 percent reporting severe cost burdens. Overcrowding is reported by 8 percent of these households. The incidence of problems among this group is twice as high for non-elderly households than for elderly households. Similar to low-income households, moderate income households have also been impacted by sub-prime lending of unaffordable loans resulting in foreclosure.

## **Middle Income Households (higher than 80 percent of median income)**

There are 70,362 households that qualify as middle income under the Consolidated Plan definition of this term. Of these, 28,878 (41 percent) are renters, and 41,484 (59 percent) are owners.

### Renters

Not surprisingly, this group has lower rates of housing problems than is true for low and moderate income households. Less than 20 percent of middle income renters experience any housing problems, and only 5.5 percent have excess cost burdens. Cost burden is more of a problem among elderly households at this income level (20 percent have excess cost burden, and 0.8 percent have severe cost burdens). Most significant, however, is that even at this income level, large families have a 73 percent rate for housing problems, yet only one 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

Middle income owners face more housing problems than middle income renters (26 percent for owners as compared to 19 percent for renters). In particular, 20 percent of all non-elderly middle income owners have excessive cost burdens, far higher than any non-elderly 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 12 percent, a clear indication of the benefit they receive as a result of having purchased homes many years ago. The figures on housing cost burden do not factor in the tax savings associated with ownership so overpayment problems are somewhat overstated.

*Moderate and middle income homeowners were heavily impacted by the wave of foreclosures that was not captured by the 2000 Census data.*

## **b. Housing needs of the elderly**

According to the 2000 Census, elderly households make up fourteen percent of the rental households. Of the elderly renter households, 57 percent are extremely low income and 66 percent of those have housing problems with 41 percent paying over 50 percent of their income on housing. Sixteen percent of elderly rental households are low income with 63 percent with housing problems and 58 percent paying over 30 percent of their income on housing. Ten percent of the elderly rental households are moderate income and 47 percent have housing problems and 40 percent paying over 30 percent of their income on housing. This illustrates a significant need for affordable rental housing.

According to the 2000 Census, elderly households make up 24 percent of the owner households. Of the elderly owner households, 38 percent are extremely low income and 71 percent of those have housing problems with 50 percent paying over 50 percent of their

income on housing. Seventeen percent of elderly owner households are low income with 45 percent with housing problems and 29 percent paying over 30 percent of their income on housing. Forty-seven percent of the elderly owner households are moderate income and 13 percent have housing problems and 13 percent paying over 30 percent of their income on housing.

Many seniors have limited financial resources resulting in a great demand for affordable housing. The median household income for seniors from 65 to 74 years was \$29,479 and for seniors 75 years and older was \$23,574. In Oakland the need for affordable housing resources is particularly acute due to the high cost of housing. For those able to live independently, housing facilities need to be affordable and safe. Independent living can be sustained through services which update existing housing units with safety equipment such as hand rails.

### **c. Housing needs of persons with disabilities**

According to the 2000 Census, nearly 21 percent of the population age five and older (84,542 individuals) who live in Oakland reported a disability. The Census also reported 29,428 households with mobility and self care limitations. Of these households, 69 percent are very low income and 81 percent are low income as compared to 50 percent and 67 percent of all renters. Fifty percent of households with a member who has mobility and/or self care limitations are extremely low income.

### **d. Large families**

Overcrowding rates are especially severe for large families regardless of income. This is due to an acute shortage of housing units with four or more bedrooms, especially rental units. The 2000 Census identified 11,365 renter households with five or more persons, but only 2,341 rental units with four or more bedrooms. Despite the fact that there is a much better relationship between the number of large homeowner families and large owner-occupied units, overcrowding rates are still very high for lower income large families, which suggests that more affluent families are able to occupy homes larger than they might need, while low and moderate income large families can achieve homeownership only by buying units smaller than what they might need.

### **e. Single persons**

Households that are not categorized as either families or elderly one- and two-person households, are predominately single person households. These households do not have significantly higher rates of cost burden for renter households but do have significantly higher cost burden for homeowners. This suggests that single persons extend themselves to own a home to a greater extent than family households or elderly households that may have owned their homes longer. Not surprisingly, single persons have significantly lower rates of overcrowding than do family households.

## **f. Housing conditions**

A significant amount of Oakland's substandard housing is rental housing affordable to lower income households. For many low income renters, substandard housing is the only housing available at an affordable price.

According to the 2000 Census, approximately 2,200 dwelling units had no heating systems, over 1,600 dwelling units lacked complete plumbing, and nearly 2,650 dwelling units lacked complete kitchen facilities. It should be noted that a significant percentage of these housing units are in single-room occupancy buildings that do not have private bath and kitchen facilities for individual dwelling units.

Health hazards, such as presence of asbestos or lead-based paint, can also be an indicator of housing condition. The City estimates up to two-thirds of the housing units in Oakland could contain lead based paint. The large percentage of homes constructed before the 1970s increases the probability of lead paint contamination since this type of paint was commonly used up to that time.

Housing conditions in the City's oldest, poorest neighborhoods with the highest proportion of renters are likely to suffer the most from substandard housing conditions.

There are a significant number of low-income and elderly homeowners whose homes have problems of deterioration coupled with the presence of toxic materials such as lead based paint and asbestos. These owners are often unable to finance repairs without assisted rehabilitation programs.

## **g. Racial/ethnic difference in incidence of housing problems**

Significant information is available in the City of Oakland's Analysis of Impediments to Fair Housing (<http://www.oaklandnet.com/government/hcd/policy/policy.html#fhplans>).

This document is required by HUD to provide an overview of demographic and housing market conditions in the City. It includes a profile of fair housing in the City, the number and status of any fair housing complaints in the City, a description and discussion of various market and public policy impediments to fair housing choice and a summary of actions to remove any identified impediments.

Because minorities make up nearly 80 percent of low income households it is likely that minority households would experience higher rates of housing problems. However, even when the analysis is restricted to low income households, minority households have more housing problems than non-minority households.

Data provided by HUD from the 2000 Census (the "CHAS Data Set") shows that Hispanic and Asian households tend to have significantly higher rates of housing problems in every category of household types and incomes except elderly renters. Hispanics make up 47.3 percent of overcrowded households in the City and 63.3 percent of the severely overcrowded households, yet they make up less than 14 percent of the total households. Over a third of all

the Hispanic households in the city live in overcrowded conditions as opposed to 10.3 percent of the population as a whole, 1.5 percent for Whites, 5.5 percent for Blacks and 19.8 percent for Asians. Asian renters have significantly higher rates of housing problems at very low, low and middle income. Even though a lower proportion of low income Blacks have housing problems than low income Whites, in absolute terms, there are more low income Blacks with housing problems than low income Whites.

**Table 10**  
**Housing Needs by Income, Tenure and Household Type**  
**(HUD Comprehensive Housing Affordability Strategy Data Table)**

Household by Type, Income, & Housing Problem	Renter Households (HHs) by Type and Number of Persons					Owner Households (HHs) by Type and Number of Persons					Total HHs
	Elderly (1 & 2)	Small Related (2 to 4)	Large Related (5 or more)	All Other HHs	Total Renters	Elderly (1 & 2)	Small Related (2 to 4)	Large Related (5 or more)	All Other HHs	Total Owners	
<b>1. Very Low Income(Household Income &lt;=50% MFI)</b>	<b>8,671</b>	<b>15,293</b>	<b>6,433</b>	<b>13,000</b>	<b>43,397</b>	<b>5,332</b>	<b>3,211</b>	<b>1,648</b>	<b>1,802</b>	<b>11,993</b>	<b>55,390</b>
<b>2. Household Income &lt;=30% MFI</b>	<b>6,842</b>	<b>9,014</b>	<b>3,853</b>	<b>7,830</b>	<b>27,539</b>	<b>3,076</b>	<b>1,490</b>	<b>586</b>	<b>1,082</b>	<b>6,234</b>	<b>33,773</b>
3. % with any housing problems	65.8	85.6	94.3	77.7	79.7	71.4	80.7	92.2	71.8	75.7	78.9
4. % Cost Burden >50% with other housing problems	3.8	17.6	38.2	3.9	13.1	0.8	8.6	43	0.4	6.6	11.9
5. % Cost Burden >30% to <=50% with other housing problems	2.1	8.7	19.9	1.9	6.7	0.7	2	8.9	0	1.6	5.8
6. % Cost Burden <=30% with other housing problems	2.6	6.1	18.4	2	5.8	1.2	2.3	15	0	2.6	5.2
7. % Cost Burden >50% only	37.4	43.2	13	61.4	42.7	50.8	63.1	21.5	64.2	53.3	44.7
8. % Cost Burden >30% to <=50% only	19.9	10	4.8	8.6	11.3	18	4.7	3.8	7.2	11.6	11.4
<b>9. Household Income &gt;30% to &lt;=50% MFI</b>	<b>1,829</b>	<b>6,279</b>	<b>2,580</b>	<b>5,170</b>	<b>15,858</b>	<b>2,256</b>	<b>1,721</b>	<b>1,062</b>	<b>720</b>	<b>5,759</b>	<b>21,617</b>
10. % with any housing problems	62.8	76.6	93.5	78.2	78.3	43.7	73.2	92.1	76.8	65.6	74.9
11. % Cost Burden >50% with other housing problems	4.4	1.6	2.5	0.3	1.6	0.4	6.1	11.4	2.5	4.4	2.4
12. % Cost Burden >30% to <=50% with other housing problems	1.3	11.5	20.4	2.8	9	0.4	6.9	30.8	0	7.9	8.7
13. % Cost Burden <=30% with other housing problems	4.6	17.6	59.3	3.1	18.1	0	7.2	27.5	0	7.2	15.2
14. % Cost Burden >50% only	19.9	10.4	2.7	22.2	14.1	27.7	35.3	8.4	60.6	30.5	18.5
15. % Cost Burden >30% to <=50% only	32.6	35.5	8.6	49.7	35.4	15.2	17.7	14	13.8	15.6	30.1
<b>16. Household Income &gt;50 to &lt;=80% MFI</b>	<b>1,213</b>	<b>5,170</b>	<b>2,008</b>	<b>6,187</b>	<b>14,578</b>	<b>2,141</b>	<b>2,521</b>	<b>1,492</b>	<b>1,345</b>	<b>7,499</b>	<b>22,077</b>
17. % with any housing problems	47.1	45.1	88.7	34.2	46.6	30.5	64.6	87.6	65.9	59.7	51.1
18. % Cost Burden >50% with other housing problems	2.1	0.2	0	0	0.2	0	1.9	4.1	0.3	1.5	0.7
18. % Cost Burden >30% to <=50% with other housing problems	0	1.3	3	0.8	1.2	0	2.3	17	1.5	4.4	2.3
19. % Cost Burden <=30% with other housing problems	6.3	25	81.6	4.2	22.4	0.5	10	50.1	0.7	13.6	19.4
20. % Cost Burden >50% only	11.9	1.1	0.5	2.1	2.4	14.3	17.1	4.2	31.8	16.4	7.1
21. % Cost Burden >30% to <=50% only	26.9	17.6	3.6	27	20.4	15.7	33.3	12.2	31.6	23.8	21.6
<b>22. Household Income &gt;80% MFI</b>	<b>1,938</b>	<b>9,529</b>	<b>2,368</b>	<b>15,043</b>	<b>28,878</b>	<b>6,773</b>	<b>20,563</b>	<b>4,907</b>	<b>9,241</b>	<b>41,484</b>	<b>70,362</b>
23. % with any housing problems	23.1	21	72.9	9.4	19.4	12.5	21.8	54.4	30	26	23.3
24. % Cost Burden >50% with other housing problems	2.3	0	0	0	0.2	0	0	0.4	0	0.1	0.1
25. % Cost Burden >30% to <=50% with other housing problems	1.2	0.2	0.2	0.2	0.2	0	0.5	2.2	0.1	0.5	0.4
26. % Cost Burden <=30% with other housing problems	2.7	17.3	72	4	13.9	5.4	7.8	22.2	13.8	5.2	2.6
27. % Cost Burden >50% only	4.7	0.3	0	0.4	0.6	3.3	3	1.9	4.2	3.2	2.1
28. % Cost Burden >30% to <=50% only	12.1	3.2	0.8	4.9	4.5	8.7	14	8.5	24.9	14.9	10.6
<b>29. Total Households</b>	<b>11,822</b>	<b>29,992</b>	<b>10,809</b>	<b>34,230</b>	<b>86,853</b>	<b>14,246</b>	<b>26,295</b>	<b>8,047</b>	<b>12,388</b>	<b>60,976</b>	<b>147,829</b>
30. % with any housing problems	56.4	56.2	88.4	39.9	53.8	32.9	32.6	68.3	40.3	38.9	47.7

## **2. Non-Homeless Special Needs (Elderly, Disabled, HIV/AIDS)**

This section relates to specific needs of population that needs housing linked to supportive services.

### **a. Elderly**

According to the 2000 Census, there are 41,788 persons 65 or older living in Oakland. There were 16,052 senior homeowner householders and 82 percent of them owned homes that were built before 1950. There were 5,329 seniors living below the poverty level and 2,126 living at half the poverty level. Of those living below the poverty level, 56 percent live with some sort of disability and of those living above the poverty level, 45 percent live with some sort of disability.

According to service providers, there is a critical shortage of rental units for low and moderate income elderly households in Oakland. City staff sampled the three largest senior residence property management companies operating in the Oakland. Combined, these companies operate 64% of properties in the City including 55% of the total affordable senior residential units. The average wait for one of these units is from 2 to 5 years.

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 accessibility and safety updates to existing housing units with equipment such as hand rails, stairs and elevator upgrades. In addition, Service Coordinators are an important part of supportive services provided to senior housing residents. Referrals and coordination of services are the primary responsibility of Service Coordinators and are incorporated into many of Oakland's affordable senior housing. Referrals for services available in the community include: assistance 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.

Given all these senior services there are still significant limitations that result in unmet needs for the senior population. City funding cuts have eliminated the public senior shuttle service which makes access to services difficult for seniors with limited mobility. Only one property management company operates a shuttle service for their residents. Other shuttle services are available on a limited basis or for a fee. Language barriers also prove to be a problem for service providers as the aging population becomes more diverse. With regard to recreational, educational, and social activities, federal funds cannot be allocated to cover these activities. Many senior residential facilities must find alternate sources of funding or volunteers to fill

these important services. All affordable senior residential communities in the City provide independent living care. The care providers surveyed find that aging in place for some senior citizens is a challenge as their needs increase and supportive services are not set up to meet those needs. In some cases there is a problem with finding affordable options for the next level of care. Finally, 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 housing and support services that are designed to encourage independent living and accommodate their special needs. Market rate housing is not an option for many people in special needs categories, thus, demand for low-income special needs housing with and without support services is great.

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. Agencies serving the disabled community report that housing discrimination, while illegal, continues to be a problem for this population.

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.

## **c. Needs of persons with HIV/AIDS**

Currently, it is estimated that there are 5,938 cumulative AIDS cases and 2,818 cumulative HIV cases diagnosed from 1981 - 2007<sup>3</sup> in the Oakland Eligible Metropolitan Area (EMA). The Oakland EMA consists of both Alameda and Contra Costa Counties with the City of Oakland serving as the local HOPWA (Housing Opportunities for People with AIDS/HIV) grantee. The Oakland EMA is geographically, ethnically and economically diverse, spanning 1,458 square miles. Approximately 2.5 million people reside within the Oakland EMA. The Oakland EMA has the 21<sup>st</sup> largest number of cumulative diagnosed AIDS cases of any U.S. Metropolitan Area, and a cumulative AIDS case load larger than that of 18 U.S. states. Oakland itself has the 18<sup>th</sup> highest reported cumulative AIDS caseload out of 107 metropolitan areas listed by the U.S. Centers of Disease Control and Prevention (CDC). 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 full blown AIDS. Estimates of HIV positive/AIDS cases 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.

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<sup>3</sup> 2008 Contra Costa Public Health "The Public's Health" newsletter for medical professionals in Contra Costa County, California & 2008 Alameda County HIV/AIDS EPI chart

The Oakland EMA utilizes the U.S. Health Resources and Services Administration (HRSA) unmet needs framework to estimate the total number of individuals with unmet HIV care needs living in the Oakland EMA. The following estimates were prepared in collaboration with the California Department of Health Services. Of those estimated to be living with HIV/AIDS in the Oakland EMA, 16% demonstrated an unmet need of HIV/AIDS primary medical care, 25% indicated they needed more case management, 34% stated they needed more dental services; Emergency Financial Assistance was cited by 32%; Food voucher 29%; Food and household items 25%; transportation 23%, Housing Assistance 25%; and therapy and counseling 20%<sup>4</sup>. Another indispensable component in the continuum of effective HIV care is personalized and assertive HIV prevention education and support for persons living with HIV and AIDS.

Studies still indicate the prevalence of HIV among homeless people is between 3-20%. People who are homeless have higher rates of chronic diseases than those who are housed. Further those who are living with HIV/AIDS are at a higher risk of becoming homeless<sup>5</sup>.

*i. Alameda County*

The Alameda County Public Health Department's AIDS Report (December 31, 2007), indicates that there is a cumulative total of 2004 people living with HIV and 3,197 people living with AIDS, tracked from 1981 to 2007. Among Alameda County people living with AIDS (PLWA), the distribution of cases are as follows: 46% are African American, 34% are White, 14% Hispanic, 4% Asian/Pacific Islander, and American Indians, Alaskan Natives, Multi race, and unknown race makes up less than 1%. The Majority of PLWA in Alameda County are between the ages of 30-39 years (40%). Pediatrics ages 0-12 year make up .5% of total PLWA. While .78% are between the ages of 13-19 years, 13.45% between the ages of 20-29 years, 31.12% between the ages of 40-49 and 14.95% are age 50 and over. 82% of PWLA are male and 18 % are females. The highest rate of AIDS transmission is among men who have sex with men.

The largest number of AIDS cases diagnosed in a single year from 1980 - 2005 in Alameda County occurred in 1995 (247 cases). Since then, there has been a steady decline in the number of cases diagnosed each year. While the case rate in Alameda County (per 100,000 residents) has consistently declined since 1992, it has historically been higher than both the State of California and national rates. In 2005, the AIDS case rates in Alameda County were 9.3 per 100,000 residents, dipping below the national AIDS rate of 18 per 100,000, but remaining higher than the California rate of 7.6 per 100,000 residents.<sup>6</sup>

The AIDS fatality rate has continued to decline each year as well. Of the cumulative Alameda County residents diagnosed with AIDS from 1991-2005, there was a fatality rate of 58.8%. In the prior eight years of this epidemic the fatality rate declined from a

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<sup>4</sup> Oakland Eligible Metropolitan Area 2006/2009 Comprehensive Services Plan

<sup>5</sup> HIV/AIDS and Homelessness – National Coalition for the Homeless – June 2006

<sup>6</sup> AIDS Epidemiology Report – Alameda County, California 1980-2005 – August 2006

fatality rate of 26% to 6%. Increased availability of anti-retroviral therapies, improved clinical management and earlier diagnosis has resulted in longer life expectancy for individuals infected with HIV/AIDS.

**ii. Contra Costa County**

From February 1, 1982 to December 31, 2007, the Contra Costa County Department of Public Health reports an estimated cumulative total of 814 Contra Costa County residents estimated to have been infected with the HIV virus. There have been 2,741 cases of AIDS diagnosed in Contra Costa County. Of the 2,741 AIDS cases reported, 62% (1,687) have died, and there are 21 pediatric cases (ages 1-12), and 2,720 adult and adolescent cases comprising 2,272 males and 448 females<sup>7</sup>.

Currently, within Contra Costa County, the majority of AIDS cases are men who have sex with men (2,045 - 75%)<sup>8</sup>, white males (49%), and men & women between the ages of 30-39 (40%).

The largest number of HIV/AIDS cases diagnosed in a single year from 1982 - 2007 in Contra Costa County occurred in 1992 (246 cases). In the last twelve years deaths due to AIDS have dropped dramatically, reflecting advances in care and treatment and more successful new medications. Because of earlier identification of HIV infection and treatment, including medications that slow the progression of AIDS, the number of new AIDS cases have dropped dramatically between 1996 and 2008<sup>9</sup>.

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<sup>7</sup> 2008 Contra Costa County Public Health, *The Public's Health Newsletter for Medical Professionals in Contra Costa County, California*

<sup>8</sup> Ibid

<sup>9</sup> Ibid

*iii. The Need*

Currently, the 2009 Homeless Count information is somewhat limited with regards to the specificity of HIV/AIDS housing needs in Oakland and the Oakland EMA. Table 11 is an estimate of housing and housing service needs within the Oakland EMA, made up of Alameda and Contra Costa Counties:

**Table 11  
Homeless Housing for HIV/AIDS: Goals for Permanent Short Term  
Housing for Target Populations in the Oakland EMA**

	Permanent Independent Housing (With no On-Site Support Services)	Permanent Housing With Some Level of On Site Support Services Offered			Short-term Rent Mortgage or Utility Assistance Only*	Total Permanent Housing & Short-Term Assistance Needed
		Low Level of Services	Moderate Level of Services	High Level of Services		
<b>Low Income Single Adults Living with HIV/AIDS</b>						
ALAMEDA COUNTY	914	366	366	182	1828	3656
CONTRA COSTA COUNTY*	301	121	121	60	603	1205
<b>TOTAL OAKLAND EMA</b>	<b>1215</b>	<b>487</b>	<b>487</b>	<b>242</b>	<b>2431</b>	<b>4861</b>
<b>Low-Income Heads of Family Households Living with HIV/AIDS</b>						
ALAMEDA COUNTY	494	197	197	99	247	1234
CONTRA COSTA COUNTY*	163	65	65	33	81	407
<b>TOTAL OAKLAND EMA</b>	<b>657</b>	<b>262</b>	<b>262</b>	<b>132</b>	<b>328</b>	<b>1641</b>

\* Table adopted from the Alameda Countywide Homeless & Special Needs Housing Plan. Contra Costa County totals estimated based on the percentage of AIDS cases in the Oakland EMA.

*iv. Public and Private Resources Expected to be Made Available in Connection with Housing Opportunities for People with AIDS/HIV (HOPWA) Activities*

Housing development for people with HIV/AIDS will continue to leverage local government funds such as HOME, CDBG, Community Services Block Grant (CSBG) 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 Purpose Funds, local public funds, the AIDS Drug Assistance Program, the State of California and Home-Based Care Program, and, the Residential AIDS Shelter Program.

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

Lead poisoning is a serious issue in Alameda County with significant numbers of older homes occupied by low-income families with children. These older homes are most likely to contain lead hazards.

Lead-based hazards are defined as any condition that causes exposure to lead from lead-contaminated dust, soil, or paint that is deteriorated or present in accessible surfaces, frictional surfaces, or impact surfaces that would result in adverse human health effects. The U.S. Environmental Protection Agency has established lead hazard standards under 40 CFR Part 745. The most common sources of lead poisoning are lead-based paint hazards from dust, deteriorated paint, and soil.

Older housing is more likely to contain lead-based paint because lead paint was discontinued in 1978. According to 2000 Census data, the City of Oakland has 141,991 housing units that were built prior to 1980 or 90% of the housing stock. In addition, older housing inhabited by low income households is often in poor physical condition, which increases the risk of exposure to lead hazards for children in those homes. An analysis of the City of Oakland housing stock and its occupancy by income group reveals that many low income households, particularly renter households, occupy the much older housing stock in the City, units which potentially contain lead-based paint.

The Alameda County Lead Poisoning Prevention Program (ACLPPP) is responsible for case management of lead-poisoned children in Alameda County. Lead-poisoning is a serious problem in Alameda County with 6,089 cases over the last ten years (1998 to 2007), of which 3,714 were in the City of Oakland. Housing-related hazards are considered a factor in the majority of these cases.

### **4. Needs of Public Housing**

#### **a. Public Housing Residents**

The Oakland Housing Authority (OHA) is responsible for the operation, management and maintenance of 1,606 public housing units, and also operates the Section 8 Rental Assistance Program. Both programs serve low- and extremely low-income persons. The housing authority programs are the principal programs available to meet the needs of persons with incomes below 30 percent of median income. One of the most pressing needs of this population, with the very high cost of housing in the bay area, is affordable housing. There are no other local programs that provide the level of subsidy that the Authority's Public Housing program provides. With the extreme and ongoing federal state and local funding cuts, related social services for this population are at a minimum. Job training programs, subsidized childcare, GED courses, English as a second language, substance abuse programs, and a variety of Senior Services are needed for this population. Additionally, the Bay Area economy has slowed, which leaves a very limited number of jobs that pay a wage high enough to live in this area without some form of assistance.

## b. Families on the Public Housing and Section 8 Tenant-Based Waiting Lists

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 public housing list was opened, between July 27, 2009 and July 31, 2009, OHA received 93,654 pre-applications to enter a lottery for placement on 12 public housing site-based wait lists. This number could include duplicate households, because a household may have applied for wait lists at more than one site (if eligible). However, the online system would not allow a household to apply more than once for the same site-based wait list.

The following table summarizes information on the demand for public housing based on the pre-application process.

**Table 12:  
OHA Summary for Public Housing Pre-Application Process  
for Site Based Waiting Lists**

	Count	Percent of Total
Totals		
Total Applications Submitted	93,654	
Families with Children	46,771	49.90%
Total One-person Households	46,963	50.10%
Elderly Families	8,060	8.60%
Households Requesting Reasonable Accommodations	18,145	19.36%
Total Non-duplicated Applications	24,948	26.62%
Head of Households		
Male	30,464	32.50%
Female	63,267	67.50%
Average Household Size	1.87	

## B. Market Analysis

### 1. Housing Market Analysis

More detailed discussion and analysis of the Oakland housing market is also contained in the City's 2007-2014 Housing Element.

<http://www.oaklandnet.com/government/hcd/policy/he2009.html>

### **a. Housing Supply**

According to the California Department of Finance (2008), Oakland is the eighth largest city in California. The City is home to 164,053 housing units. Approximately 7,257 Oakland residents live in group quarters such as college dormitories, nursing homes, correctional facilities, and other shelter facilities not constituting individual dwelling units.

The last two to three decades have brought significant changes to Oakland. For the first time since the 1940s, Oakland experienced significant and sustained population growth, increasing from about 339,000 in 1980 to over 420,000 in 2008. Before 1980, Oakland had experienced three decades of population decline due to changes in the local economy, migration to suburban communities, and other factors. Since 1990, Oakland has experienced growing interest as a place to live and work. The overall trend since 1990, however, has been steady, if modest, population growth (about one percent per year).

Census 2000 data indicates that there was an approximately two percent net increase in the total number of year-round housing units in Oakland between 1990 and 2000, but a four percent increase in total occupied housing units. Housing production failed to meet demand for housing and therefore, the vacancy rate dropped and the average household size increased. The rate of increase in both housing units and occupied housing trailed the growth in population substantially; the four percent increase in total occupied units contrasts sharply to the 10 percent increase in population during the same period.

As of 2000 the majority of Oakland's occupied housing was renter occupied--58.6 percent or 88,305 units. Approximately 62,482 units (41.4 percent) was owner occupied.

### **b. Size of Units**

The 2000 Census data indicates that a significant number of Oakland's housing stock is comprised of small units. Studio and one-bedroom units comprise 39 percent of the stock (61,712 units), while two-bedroom units comprise 31 percent of the stock (48,575 units), and units with three or more bedrooms comprise 30 percent of the stock (47,218 units). Rental units also tend to be smaller than ownership units; 59 percent are either studio or one-bedroom units, 28 percent are two-bedroom, and only 13 percent are three or more bedrooms. Whereas owner units are comprised of 12 percent studio or one-bedroom, 34 percent two bedrooms and 54 percent three or more bedrooms.

### **c. 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 half of those units are single family (mostly detached) houses. Twenty-four percent of the rental units are in buildings with five to 19 units; and 26 percent are in properties with 20 or more units. Less than one percent are in other types of structures.

Homeownership units are predominantly single-family detached homes; this type of structure comprises 85 percent of the homeowner units. Only eight percent of owner occupied units are in buildings with three or more units.

#### **d. Vacancy**

The effective vacancy rate<sup>10</sup> of two percent was well below the level most housing analysts consider sufficient—about five percent—to allow for mobility and choice in housing and to moderate housing cost increases. By 2000 vacancy rates had reached a point where the existing housing stock could not absorb additional housing demand. While vacancy rates have increased since 2000 due to an economic slowdown, this is most likely a cyclical effect and not a long-term structural change.

#### **e. Housing Costs**

The Bay Area is one of the most expensive housing markets in the country. In Oakland, rents and median sales prices rose slowly during much of the 1990s, and then accelerated in the late 1990s and continued to increase rapidly until 2006. Since then, prices have declined dramatically as the housing bubble burst and as foreclosures increased. Despite these reductions, prices are still well above those of 10 years ago.

#### **f. Rental Costs**

Rental costs are usually evaluated based on two factors: rents paid by existing occupants of rental units and advertised rents for vacant units. When the housing market is tight, rents increase rapidly. Under these conditions, advertised rents for vacant units are often significantly higher than rents paid by existing tenants. The difference between rents for occupied units versus vacant units is magnified by the presence of rent control in Oakland. Property owners typically increase rents to market levels when they become vacant, creating a large gap between rents for occupied and vacant units.

Rental costs are often evaluated based on the “gross rent” paid by tenants, which includes utility payments, versus the contract rent for the dwelling units only. According to Census data, although rents increased faster than incomes between 1990 and 2000, the percentage of renter households paying more than 30 percent of income for housing remained about the same (approximately 40 percent). Recent rent increases have likely had a disproportionate effect on very low-income renter households (those earning less than 50 percent of the countywide median income). Nearly 80 percent of these renter households paid more than 30 percent of their incomes for housing expenses in 1990.

Following are findings from a 2004 Rent Survey conducted by City of Oakland staff with some updated rental data from July 2008 and 2009.

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<sup>10</sup> The percent of dwelling units available for occupancy excluding homes that are boarded up, used only part of the year, or sold or rented and awaiting occupancy

The City of Oakland has tracked rental housing cost information in the City between 1980 and 2004 through an annual rent survey. The City's 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 Adjustment Ordinance that limits rent increases to much lower rates (rent increases are set each year). Additionally, there are limitations to this data. During the 1980's and 1990's, the City was able to get consistent data from available print and rental housing advertising agencies. In the last decade, the advertising shifted predominantly to internet advertising (dominated by [www. craigslist.org](http://www.craigslist.org)) and now the City is unable to get data consistently from this source without a significant amount of manual data entry.

According to data collected for the City's 2004 Rental Survey with updated 2008 and 2009 data, median rents remained flat or declined beginning in 2002 and continued this trend through 2004 for most studio, one-bedroom, and two-bedroom rental units in Oakland. At the time, those rents were still substantially higher than in the mid- to late 1990's. In 2008 that flat to downward trend reversed as median rents increased in all rental categories. In 2009 rents once again went down (with the exception of studio apartments) but are not close to the same prices as seen in 2004. Notably, there is a larger range of advertised rental prices. Further study of this is required to gain a complete understanding of what this indicates. Table XX shows Estimated Citywide Median Advertised Rents in Oakland 2002-2004 and 2008-2009.

**Table 13**  
**Estimated Citywide Median Advertised Rents**  
**Oakland 2002-2004 & 2008-2009<sup>11</sup>**

City	Studio		1 Bedroom		2 Bedroom		3 Bedroom	
	Rental Range	Median Rent	Rental Range	Median Rent	Rental Range	Median Rent	Rental Range	Median Rent
2002	n/a	\$790	n/a	\$990	n/a	\$1,373	n/a	\$1,600
2003	\$695 - \$760	\$741	\$850 - \$985	\$934	\$1,100 - \$1,400	\$1,251	n/a	\$1,800
2004	\$650 - \$750	\$747	\$775 - \$938	\$895	\$1,013 - \$1,250	\$1,219	\$1,275 - \$1,800	\$1,692
2008	\$395 - \$2,550	\$800	\$645 - \$3,600	\$1,150	\$800 - \$3,650	\$1,500	\$895 - \$4,800	\$1,968
2009	\$425 - \$1,950	\$825	\$600 - \$2,500	\$1,030	\$700 - \$4,999	\$1,425	\$1,000 - \$4,800	\$1,750

Table 13 summarizes changes in rents by bedroom size based on listings in *The Oakland Tribune*, *The Montclarion*, *Homefinders*, and *Craigslist.org*.

### **g. Homeownership Costs**

With regard to housing prices for owner-occupied housing, even with the housing cost increase and accompanying recent sales price corrections experienced since 2000, Oakland remains relatively affordable compared to other centrally located Bay Area communities. Housing prices in most Oakland neighborhoods are significantly lower than the median Bay Area housing price of \$686,810 as reported by the California Association of Realtors in June 2008.<sup>12</sup> According to DataQuick, median home sales price data obtained by the City show that in the past ten years housing prices in Oakland increased on average 158%. Expanding the time range to twenty years from 1988 to 2008, there is a dramatic increase in median home prices—an average increase of 232%.

Given the recent decreases in sales prices and their relative affordability compared to other Bay Area cities, homeownership is difficult for moderate-income households and all but impossible for lower-income households. Ownership remains difficult as housing costs increased to well beyond annual salaries for many of the jobs located in the East Bay region. A household can typically qualify to purchase a home that is three times its annual “gross” income, depending on the down payment, the level of other long-term obligations (such as a car loan), and interest rates. In practice, the interaction of these factors allows some households to qualify for homes priced at more than three times their annual income, while other households may be limited to purchasing homes less than three times their annual income. A median income renter household earning approximately \$30,000 would be able to

<sup>11</sup> For 2002-2004 the data was aggregated using the publications: *The Montclarion*, *The Oakland Tribune*, *Homefinders Bulletin*, [www.craigslist.com](http://www.craigslist.com) (2003-2004 only); Single source for 2008-2009: [www.craigslist.com](http://www.craigslist.com). Lacking addresses, staff was unable to determine the extent of overlap of the listings, a weighted average was calculated. Staff calculated the weighted average of the medians from each source for the estimates used for the “Citywide Median.” For 2008 and 2009, staff aggregated data from a single source, [www.craigslist.com](http://www.craigslist.com), due to the lack of a significant data sample from other sources used in prior years.

<sup>12</sup> As per California Association of Realtors press release June 25, 2008 (<http://www.car.org/index.php?id=MzglMzE=>)

purchase a home valued at \$90,000 to \$100,000 under customary lending assumptions. There are few homes in Oakland that can be purchased in this price range.

Although lower than many other Bay Area Cities, the relative affordability given other Bay Area Cities and its central location—especially its proximity to downtown San Francisco—are likely to create demand pressures that increase housing costs. These housing cost increases have the potential to impact rents and in general decrease housing affordability for lower-income households. Homeownership for low-income households will be all but impossible except under privately sponsored, state, or federal programs targeted to this income group. Financial assistance for low-income homeownership is extremely limited under most targeted programs, however. As a result, expansion of the rental housing stock for households earning less than the median income may be a necessity. Despite decreases in home sales prices due to the financial and resulting foreclosure crisis, most home sales prices are out of reach for many people without some form of assistance.

#### **h. Housing Conditions**

According to the 2000 Census, approximately 2,200 dwelling units had no heating systems, over 1,600 dwelling units lacked complete plumbing, and nearly 2,650 dwelling units lacked complete kitchen facilities. Each of these measures showed a higher incidence than in 1990. It should be noted that a significant percentage of these housing units are in single-room occupancy buildings that do not have private bath and kitchen facilities for individual dwelling units.

A sample survey of housing conditions in 2002 found that as much as 30 percent of the housing stock may need various levels of repair, from deferred maintenance to substantial rehabilitation. Unfortunately, there is no empirical evidence based on consistent, periodically conducted citywide surveys of housing conditions on which to base definitive conclusions about whether Oakland's housing stock is improving or deteriorating.

A significant amount of Oakland's substandard housing is rental housing affordable to lower income households. For many low income renters, substandard housing is the only housing available at an affordable price.

#### **i. 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 population, 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 4,291 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.

For an inventory of facilities and services for non-homeless persons with special needs, see Appendix 5.

**i. HIV/AIDS Housing**

Within the Oakland EMA, HOPWA funds are used to support property acquisitions, rehabilitation, and construction of living units for persons living with HIV/AIDS and their families in addition to operating costs for HOPWA stewardship units..

Since 1993, 1,099 mixed-use housing units have been created and/or maintained with 216 of these housing units dedicated for occupancy by persons with HIV/AIDS and their families. In addition, 125-131 shelter beds have been created at the newly built Crossroads Shelter, with 20 beds dedicated for persons with HIV/AIDS. See Appendix 6 for details.

Currently, 216 bedroom units and 20 shelter beds of HIV/AIDS housing are assisted with HOPWA funds for either support services, operations, and/or housing development. Last year, five previously HOPWA funded housing units were removed from the HIV/AIDS housing inventory. All “Use” and “Stewardship” requirements were met prior to the termination of operations and support services funds allocated to this particular facility.

**j. Projected Housing Demand**

California law requires that each city and county adopt a Housing Element. Among the many statutory requirements of this report, it contains an assessment of housing needs and an inventory of resources and constraints relevant to meeting those housing needs.

An important part of the Housing Element is the determination of the City’s new housing construction need. Under California law, new housing construction need is determined, at a minimum, through a regional housing allocation process. Oakland (along with all other jurisdictions in the state) must plan to accommodate its share of the housing need of persons at all income levels.

The City’s share of regional housing need is based on a plan prepared by the Association of Bay Area Governments (ABAG), the *Regional Housing Needs Allocation* (RHNA) that was adopted in 2008. Under the RHNA, Oakland must accommodate 14,629 new housing units between 2007 and 2014. In addition, the *Regional Housing Needs Allocation* describes housing needs by income level (as a percentage of area median income, or “AMI”): 1,900 units for very low-income households, 2,098 for low-income households, and 3,142 for moderate income households.

According to the 2000 Census, the effective vacancy rate was just two percent for owner-occupied housing and three percent for renter housing. The effective vacancy rate was well below the level most housing analysts consider sufficient—about five percent—to allow for mobility and choice in housing and to moderate housing cost increases. By 2000, vacancy rates had reached a point where the existing housing stock could not absorb additional housing demand. While vacancy rates have increased since 2000 due to an economic slowdown, this is most likely a cyclical effect and not a long-term structural change. We expect demand for rental housing to continue to be high.

#### **k. Foreclosures**

The trend in subprime lending practices taking place from approximately 2005 to 2007 has dramatically impacted the City of Oakland. These high-risk mortgage loans including adjustable rates and balloon payments have led to a substantial increase in the number of homeowners who have lost or are in danger of losing their homes to foreclosure. The City of Oakland is tracking the number of houses that are in foreclosure by monitoring properties that are in default (NOD), that have a trustee sale scheduled (NTS), or that are bank-owned (REO). Between January 2007 and July 2009, 8,784 NODs, 4,461 NTSs, and 6,452 REOs were recorded.

In addition, the City acquired data on properties that had an adjustable rate loan scheduled to reset in the near future that had a greater than 90% combined loan-to-value ratio. As of November 2008<sup>13</sup>, this data showed that there were close to 7,365 properties that with loan adjustments scheduled for 2009-2010. Of those properties, 3,655 (50%) loans adjusted before the end of 2008; 6,303 (85%) loans were set to adjust between December 2008 and November 2009.

There are various negative impacts on housing that the foreclosure crisis prompts:

- Borrowers facing adjustable rate loan interest resets cannot keep up with their mortgage payments;
- Borrowers efforts to keep up with unaffordable mortgage payments are wiping-out their savings;
- Borrowers able to keep up with their mortgage payments and remain in their home face decreasing equity as neighboring foreclosed properties that are sold at reduced prices decrease home equity in Oakland neighborhoods;
- The foreclosure crisis' impact on the rental market is not clear but data collected indicates that the market has become flooded with rentals resulting in a slight decrease in rents between 2008 and 2009.

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<sup>13</sup> Adjustable Rate Loan Rider data for the City of Oakland acquired from First American Core Logic. This data consists of first mortgage loans that will have at least one adjustment between November 2008 and November 2010 and that have a combined loan to value ratio of >90%. These data include loans on the following types of properties: condominiums, duplexes, multi-family, PUDs, four plexes, single family residential, townhomes and triplexes. The adjustable rate loans that are counted in this data include: subprime, interest only, term and option. Data does not include negative or partial amortization loans.

- Foreclosed homeowners are hurt by reduced credit scores resulting in diminished ability to seek homeownership opportunities in the future and hurting efforts by the City to encourage homeownership for its residents;
- Foreclosed (REO) homes have negative impacts on neighborhoods as absentee homeowners (i.e. banks) are not adequately managing the vacant properties resulting in neighborhood blight.

## **2. Barriers to Affordable Housing**

Public policies at all levels of government can sometimes act as barriers to affordable housing by increasing development costs, blocking certain kinds of development, or adding unnecessary delays to the process.

The City has analyzed its regulatory requirements in accordance with HUD Form 27300, the questionnaire for HUD's Initiative on Removal of Regulatory Barriers and has determined that most of the potential barriers identified by HUD do not exist in Oakland. The City has undertaken a number of measures to facilitate and encourage affordable housing, including zoning and development standards designed to encourage development of multi-family housing in areas designated by the City's General Plan. Further details may be found in the City's Housing Element.

Listed below are some other factors that may act as barriers to affordable housing.

### **a. Local barriers to affordable housing**

- Since Oakland is built out, the lack of available vacant land is a major impediment to the production of affordable housing. New development is therefore limited to in-fill types of projects which result in higher costs due to the need to demolish existing structures and relocate existing uses/tenants.
- Many sites available for development require environmental remediation which results in higher costs.
- Completed subsidized homeownership units with long-term affordability restrictions are having difficulty selling due to the large number of low-cost units on the market as a result of the current foreclosure crisis.
- Redevelopment tax increment funds that would normally go into the Low- and Moderate-Income Housing Fund are threatened by the State of California's requirement that Redevelopment Agencies contribute to balancing the State's budget crisis.
- The high demand for land coupled with the lack of available sites has resulted in high land costs.
- Diminished sources to finance acquisitions coupled with tougher underwriting standards employed by commercial lenders due to the current financial crisis makes it difficult for non-profit developers to compete and secure sites for affordable housing.
- Some of the existing affordable rental stock is in need of rehabilitation that exceeds available project reserves and local funds will be needed to assist these rehabilitation efforts reducing the amount of funding available to construct new affordable units.

- Oakland Housing Authority announced that it will reduce the number of available Section 8 vouchers beginning 2009-2010.
- Neighborhood opposition continues to be a barrier to the development of affordable housing. As with other communities, neighbors are sometimes opposed to affordable housing developments for fear that the development will affect property values or result in crime or other problems.
- Oakland's ordinance regarding secondary units (also known as "in-law units") restricts building secondary units on streets with narrow widths, due to emergency vehicle access. Narrow streets are primarily found in parts of the City which coincidentally house low concentrations of minorities. While the narrow street limitation may be a legitimate public safety concern, it adversely affects minorities seeking affordable housing in legally permitted secondary units, and may limit the creation of housing opportunities outside areas of minority concentration. The parking requirement for secondary units might also limit the creation of new secondary units, due to the size and configuration of some lots.

**b. State barriers to affordable housing**

- The 2009 State financial crisis has resulted in a freeze in the availability of bond-funded financing programs from the California State Housing and Community Development Department and California Housing Finance Agency.
- State Multi-Family Housing Program funds have been depleted with no new sources anticipated for additional funding.
- The purchasing power of tax credits is reduced due to poor market conditions resulting from the current financial crisis.
- The State competitive tax credit program has reduced its application cycle from two to only one round in 2009 and no Oakland developments received funding in this extremely competitive application year.
- State requirements often overlap with federal and local strategies, adding extra burden to the implementation process.
- Inconsistencies between federal, State, and local underwriting standards, such as affordability restrictions, increase costs.
- Relocation laws discourage property owners from participating in rental rehabilitation.

**c. Federal barriers to affordable housing**

A number of Federal requirements involve duplication of effort involved in meeting State requirements.

- Federally funded projects must have two environmental reviews conducted, one under NEPA (federal) and one under CEQA (state). Likewise, federal requirements require the preparation of a Consolidated Plan, while State requirements require the preparation of a Housing Element and Implementation Plan (for Revitalization Housing Set-Aside funds). All three of these documents are five year planning documents and address many of the same topics.

- Mandatory cost containment policies necessitate local subsidies to achieve local design approvals.
- Inconsistencies between federal, State and local underwriting standards, such as affordability restrictions and foreclosure rules, increase cost and time.
- Federal requirements to mitigate toxics (such as lead-based paint) in affordable housing may prohibitively increase cost of development and/or rehabilitation and first-time homebuyer assistance.
- Reporting requirements such as the Consolidated Plan, CAPER, Analysis of Impediments, Lead Based Paint Management Plan, etc. tie up scarce staff and time, which moves the focus away from production to report-writing.
- Requirements for relocation benefits discourage funding for rehabilitation of rental housing.
- Davis Bacon wage requirements increase the cost of providing affordable housing and make it difficult to find contractors in a competitive construction market.
- The declining purchasing power of CDBG and HOME funds, which have remained the same or decreased over the years while housing costs have skyrocketed, have made it difficult to address the City's affordable housing needs.

## C. Assisted Housing Resources

### 1. Assisted Housing Inventory

There is a substantial amount of subsidized housing in the City of Oakland. Most of this housing is privately owned and was developed under various federal, State, and City of Oakland funding programs. Although these units are located throughout the City, there is a higher concentration in East and West Oakland and near the Downtown area. The following sections on Public Housing, Privately Owned Assisted Housing Units, and Section 8 Vouchers give an overview of assisted housing resources in the City of Oakland.

**Table 14**  
**Assisted Housing**

	Number of Units
Public Housing	1,606
Section 8 Housing	13,177
Assisted Housing*	8,800

*\*Assisted Housing may include project based Section 8 or tenants may receive individual Section 8 Vouchers.*

### 2. Public Housing

The Oakland Housing Authority (OHA) administers both the Public Housing Program and the Section 8 Housing Choice Voucher and Certificates Programs.

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

Until recently, the Oakland Housing Authority owned and managed 3,221 units of public housing. As a result of an approved application to dispose of the scattered site public housing portfolio, (see section d below), 1,553 units have been removed from the public housing program and will be leased to Oakland Housing Initiatives (OHI, a nonprofit affiliate of OHA) and remain affordable. Sixty one units will be sold at fair market value. OHA expects to put all of the OHI units under project-based Voucher contracts by 2011.

As a result, the public housing stock now consists of 1,606 units on 13 sites.

The following Table 15 provides a summary of the total number of Public Housing as of March 3, 2010.

**Table 15:  
City of Oakland  
Total Public Housing Units and Housing Vouchers by Program**

<b>Large Family and Mixed Population Sites</b>	
Campbell Village	154
Peralta Villa	390
Lockwood Gardens	372
<b>Designated Senior Developments</b>	
Palo Vista Gardens	100
1619 Harrison	101
Oak Grove North	77
Oak Grove South	75
Adel Court	30
<b>HOPE VI Sites</b>	
Chestnut Court	45
Linden Court	38
Mandela Gateway	46
Foothill Family Apts.	21
Lion Creek Crossings (Phases 1, 2, 3)	136
Lion Creek Crossings (Phase 4, underway)	21
<b>Total (Public Housing)</b>	<b>1,606</b>

Source: Oakland Housing Authority as of March 3, 2010.

The majority (56 percent or 1,790 units) of OHA’s Public Housing and former public housing units in the scattered site portfolio approved for disposition (OHI units) consist of units with three or more bedrooms. This includes 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 (775 units), and finally one-bedroom units make up the remaining 20

percent (656 units). Following Table 16 illustrates the distribution of Public Housing and OHI units by number of bedrooms.

**Table 16:  
Public Housing and Disposition Units (OHI) by Number of Bedrooms**

	Number of Bedrooms					TOTAL
	1	2	3	4	5	
Number of units	656	775	1,653	114	23	3,221

OHA’s public housing portfolio includes three large mixed developments for families, five sites are specifically designated for seniors, and five HOPE VI sites that include both public housing and and non-public housing assisted units. The Disposition Units (no longer under the Public Housing Program) are located at 254 small sites scattered throughout the City.

The condition of the public housing stock varies from development to development and site to site. Much of the scattered sites approved for disposition are approximately forty years old, and many suffer from poor design and construction that compounded the maintenance problems. See Section d. below for details on the approved disposition plan for the former public housing scattered sites. Many of the large public housing projects have been renovated over the past decade.

**b. Public Housing Vacancy Rate**

Overall, the Oakland Housing Authority has an average vacancy rate 6.2%. Among their developments that have not been rehabilitated, the vacancy rate ranges from 1.4% to 16.3%. The vacancy rate in its large HOPE VI developments the vacancy rate ranges from 0% to 8.7%.

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

The Oakland Housing Authority has 121 accessible units for persons with a mobility disability, 19 audio/visual units and 40 adaptable units.

**d. Scattered Site Disposition**

On March 3, 2009, the U.S, Department of Housing and Urban Development (HUD) approved the Oakland Housing Authority’s (OHA) Disposition Application for 1,615 scattered site units in 254 properties. The disposition plan includes two components. The first component is the transfer of 249 properties, comprised of 1,554 units, to a non-profit corporation affiliated with OHA, the Oakland Affordable Housing Preservation Initiatives (OAHPPI). The transfer will be accomplished via a long-term lease, for 30 years, for a nominal fee of \$1.00 per year. The second component is the sale at Fair Market Value of five out of services properties with a total of 61 units. OHA’s application for disposition was contingent on receipt of tenant protection vouchers. Following approval of the disposition, the Agency’s application for 1,528 Tenant Protection Vouchers was approved. The 1,528 vouchers represent all units occupied in the 24-month period before the application for

disposition was approved. OAHPI will contract with OHA to manage the majority of the units in the scattered site portfolio including maintenance, police and other services.

Under the terms approved by HUD, the units will no longer be part of the Public Housing Program but will instead be subsidized through the Section 8 Program. Current residents will be provided tenant-based Section 8 vouchers, with no one required to move as the result of the disposition. Over time, as units are vacated, the subsidy will be converted to project-based Section 8. New occupants will be pulled from OHA waitlists, including site-based waitlists.

OHA will replace any unit occupied in the 24-month period before the application for disposition was approved, so there will be no decrease in the number of affordable rental units as the result of the disposition. Units, or their replacement, will remain affordable to families at or below 60% AMI for a period of no less than 55 years. Any significant action in the future with regard to these properties (substantial rehabilitation, redevelopment, sale, etc.) will require OHA Board approval in public session.

### **3. Section 8 Rental Assistance**

#### **a. Housing Choice Vouchers and Other Local Section 8**

The largest category of housing assistance is the tenant-based Section 8 Housing Choice Voucher Program. Under this program, tenants receive subsidy vouchers and seek out private rental housing on the open market. The Housing Authority pays a subsidy to the landlord that is approximately 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 assistance enables low income households somewhat greater flexibility in apartment location. However, a significant problem with the program is the inability of households to find sufficiently large or moderately priced apartments, which will allow use of Section 8 programs. Eligibility for the programs is open to people with incomes up to 50 percent of area median income, but most recipients have incomes well below this level.

Table 17 below summarizes Oakland Housing Authority-managed Section 8 tenant based rental assistance by program. As of July 1, 2010, the Oakland Housing Authority provides housing voucher assistance to 13,359 households.

**Table 17:  
Housing Choice Voucher Units**

<b>Moving To Work: Housing Choice Voucher Units</b>		<b>12,494</b>
<b>Non-MTW Housing Choice Voucher Units</b>		<b>683</b>
Section 8 Mod Rehab	508	
Section 8 Mainstream Program	175	
<b>Shelter Plus Care (administered by OHA)</b>		<b>242</b>
<b>Total</b>		<b>13,419</b>

Some of the Housing Choice Vouchers have been used to provide project-based rental assistance to make housing affordable to extremely low income households. Many of these project-based Vouchers are located in housing developments that also received capital assistance from the City of Oakland or the Oakland Redevelopment Agency. Table 18 below provides a list of approved PBV allocations and project status.

**Table 18:  
Approved Project Based Voucher Units**

<b>Development Name</b>	<b>Date of Board Approval</b>	<b># of PBV Units</b>	<b>Contract Date</b>	<b>Project Description</b>
Mandela Gateway	2/12/2003	30	10/20/2004	Low Income Families
Fox Courts / Uptown Oakland	12/3/2004	20	5/15/2009	Low Income Families / Homeless with HIV/AIDS
Altenheim Senior Housing Phase I	7/13/2005	23	1/1/2007	Senior
Madison Apartments	7/13/2005	19	4/25/2008	Low Income Families
Seven Directions	7/13/2005	18	9/12/2008	Low Income Families
Lion Creek Crossings II	11/9/2005	18	7/3/2007	Low Income Families
Lion Creek Crossings III	6/14/2006	16	6/25/2008	Low Income Families
Orchards on Foothill	6/14/2006	64	11/7/2008	Senior
14 <sup>th</sup> St Apartments at Central Station	1/22/2007	20	11/25/2009	Low Income Families
Jack London Gateway - Phase II	2/26/2007	60	6/5/2009	Senior
Tassafaronga Village Phase I	2/25/2008	80	Est. - 3/2010	Low Income Families
Altenheim Senior Housing Phase II	4/28/2008	40	Est. - 4/2010	Senior
Tassafaronga Village Phase II	7/21/2008	19	Est. - 4/2010	Low Income Families / Homeless with HIV/AIDS
<b>Total Units Under HAP Contract</b>		<b>427</b>		
Harrison & 17 <sup>th</sup> Senior Housing		11	In Dev.	Senior
St. Joseph's Senior Apartments		83	In Dev.	Senior
Lion Creek Crossings Phase IV		10	In Dev.	Low Income Families
720 East 11 <sup>th</sup> Street		16	In Dev.	Low Income Families / Persons with Disabilities
Fairmount Apartments		16	In Dev.	Low Income Families / Persons with Disabilities
Willow Place Senior Homes		50	In Dev.	Senior
Effie's House		10	In Dev.	Low Income Families
Slim Jenkins Court		11	In Dev.	Low Income Families
Marin Way		19	In Dev.	Low Income Families
Drachma Housing		14	In Dev.	Low Income Families
Park Village Apartments		84	Pending	Senior
OHA Scattered Sites		1,553	Pending	Low Income Families
<b>Commitments In Development or Pending</b>		<b>1,877</b>		
<b>Total PBV Allocations</b>		<b>2,304</b>		

**b. Other Project Based Section 8 Units**

There are 4,280 privately owned, housing units (in 51 properties) that have project-based rental assistance funded directly by HUD under the Section 8 New Construction, Substantial

Rehabilitation and other Section 8 programs. Of these 51 properties, 36 (almost 71 percent) are owned by non-profit organizations, 10 are owned by for-profit companies and 5 are limited-dividend partnerships. This proportion of non-profit organizations is very high compared to the State of California as a whole, in which only one-third of subsidized housing is non-profit-owned. This high proportion reduces the number of at-risk units, since non-profit organizations often have little interest in converting to market rate. However, many of these non-profit projects will require significant repair and renovations.

Table 17 above shows the distribution of the 683 units funded under the Section 8 Moderate Rehabilitation and Mainstream Programs. Under these programs, the subsidy is tied to specific units. 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.

#### **4. Privately Owned Assisted Housing Units Funded by Federal, State or Local Funds**

##### **a. Assisted Housing Unit Inventory (with and without Section 8)**

As of December 2008, there are 8,266 privately owned, publicly subsidized rental housing units in over 129 developments in Oakland. Of these units, 166 are designated for persons with disabilities and/or HIV/AIDS, 3,135 for families and 4,196 for seniors. As discussed in the preceding section, many of these units have project based rental assistance directly from HUD through the Section 8 New Construction or Substantial Rehabilitation Programs. In Other developments were developed without HUD assistance, using financing from State and local sources including Low Income Housing Tax Credits and local Redevelopment Agency Low and Moderate Income Housing Fund investments. There are 679 privately owned subsidized units in residential hotels and 90 transitional housing units for homeless individuals and families. Many of the residential hotel and transitional housing units provide some supportive services. In addition, some of the residential hotel units receive rental subsidies and services through the Section 8 Moderate Rehabilitation, Shelter Plus Care and HOPWA Programs.

A more detailed inventory of privately-owned Assisted Rental Housing can be found in Appendix 7 or on the City's web site at:

<http://www.oaklandnet.com/government/hcd/projects/docs/directory.pdf>

##### **b. Units Expected to be Lost from the Assisted Housing Inventory**

Three projects, containing 468 units have Section 8 contracts that expire between 2009 and 2014 and are considered "At-Risk." According to California Housing Partnership Corporation (a statewide organization that, among other services, tracks Section 8) "At-Risk" properties where the end date of the most valuable subsidy or rent restriction is in the next five years. Housing that falls within this time period but that are owned by a non-profit or non-profit controlled entity are considered "Lower Risk" properties therefore they are not

counted in the “At-Risk” category. All owners or managers of these properties were contacted in summer 2008. City staff surveyed the owners of the three properties and found that two owners were intending to renew their contract upon its expiration date. Additional information on at-risk units can be found in Chapter 3 of the City of Oakland Housing Element, available online at:

[http://www.oaklandnet.com/government/hcd/policy/housing\\_element.html](http://www.oaklandnet.com/government/hcd/policy/housing_element.html)

### **c. Capital Improvement Needs of Existing Multi-family Housing**

The City has a significant number of assisted rental housing projects that were built or rehabilitated more than ten years ago, including much older properties that were not completely rehabilitated at the time they were funded. Over the years, the cost of utilities, insurance, labor and materials, and other costs for these projects have increased more rapidly than their rental incomes (at the required restricted rates). Many are now experiencing a growing number of operating and maintenance problems, yet lack sufficient income to correct those problems or sufficient reserves to pay for necessary upgrades to major building systems.

The City must focus on protecting and preserving older existing affordable housing developments because these projects are already providing housing to lower income households despite their conditions. Without assistance, the properties will continue to decline and the existing tenants will suffer worsening living conditions or the loss of these units from the housing stock

## **5. Financial Resources (HUD, Local, Leveraged)**

This section of the 5 Year Strategic Plan summarizes information on funds available to support Oakland’s housing programs. These programs encourage housing rehabilitation, assist first-time homebuyers, support housing development, and provide miscellaneous housing services to low- and moderate-income households.

### **a. Low- and Moderate-Income Housing Fund**

The Redevelopment Agency’s Low- and Moderate-Income Housing Fund is the main source of housing funds utilized to support the City’s housing programs. The City has nine active redevelopment project areas from which tax increment revenues are collected. These include Acorn, Broadway/MacArthur/San Pablo, Central City East, Central District, Coliseum, Oak Knoll, Oakland Army Base, Stanford/Adeline, and West Oakland. State law requires that the Redevelopment Agency deposit 20 percent of the gross tax increment revenues from these redevelopment project areas into the Low- and Moderate Income Housing Fund (LMIHF) to be used exclusively for housing for persons of low and moderate income. In 2001, the Redevelopment Agency adopted a formal policy to deposit an additional five percent of tax increment into the LMIHF, and has done so every year since that time.

In 2000 and 2006, the Redevelopment Agency issued a total of \$95 million through tax allocation bonds backed by the Low- and Moderate-Income Housing Fund. Annual debt service on these bonds will require over \$8 million from the Low- and Moderate-Income Housing Fund. Most of these funds have already been committed to housing development projects.

Over the next several years, and depending on the state of the bond market (currently severely impacted by the global financial crisis), additional bond issuances are planned for major developments such as Oak to 9th and the MacArthur BART transit-oriented development project. These funds will be required to insure that the Redevelopment Agency meets State law requirements that at least 15 percent of all housing developed in a redevelopment area be affordable to persons of low and moderate income; 40 percent of those units must be affordable to very low income households.

Most Redevelopment Agency housing activities are carried out citywide. Two of the City’s redevelopment project areas – Central City East and West Oakland – have provisions that restrict the use of housing funds to programs within those specific areas. Following are proposed uses funds that represent the percentage of total funds allotted per program for those two areas:

Central City East:

Rehabilitation of Owner-Occupied Housing (CCE-HRP)	35%
Rehabilitation of Rental Housing (CCE-LARP)	20%
Mortgage Assistance Program (CCE-MAP)	20%
New Construction of Rental Housing (CCE-NOFA-RENTAL)	10%
New Construction of Ownership Housing (CCE-NOFA-OWNER)	15%

West Oakland

Residential Rehabilitation Program (WO-HRP)	20%
Mortgage Assistance Program (WO-MAP)	30%
Large Affordable Rehabilitation and Preservation Program (WO-LARP)	18%
Vacant Housing Acquisition and Rehabilitation Program (WO-VHARP)	10%
Foreclosure Acquisition and Rehabilitation Program (WO-FARP)	12%
Special Projects (WO-SP)	10%

**b. Other Financial Resources**

In addition to locally generated redevelopment funds, the City also receives federal HOME and CDBG funds that are allocated for housing. HOME funds are used primarily for housing development projects. CDBG is primarily used for loans for rehabilitation of owner-occupied housing, capital and operating costs of shelter and housing for the homeless, housing counseling and fair housing services.

The City also receives approximately \$362,000 in federal Emergency Shelter Grant funds for support of shelter and services for the homeless.

In FY 2008-09, the City was awarded \$8.25 million in supplemental CDBG funds under the Neighborhood Stabilization Program (NSP) to assist with the acquisition, rehabilitation and resale or rental of foreclosed homes and apartments. This is a one-time award; grant activities will be carried out over a four year period. In the Spring 2009 the City applied for NSP round 2—competitive grant funding to augment the City’s foreclosure program cited above.

In addition to the HOME and CDBG Programs, affordable housing developers in Oakland routinely apply for additional funds provided by the state and federal governments, including low-income housing tax credits, and special financing programs, such as the Section 202 and Section 811 programs for seniors and persons with disabilities. The City’s willingness to make early commitments of local funds for housing development projects makes Oakland-based projects more competitive for outside funding. In addition, affordable and mixed-income housing projects in Oakland, most of them already receiving assistance from the City or Redevelopment Agency, have been awarded over \$80 million in funds from Proposition 1C under the State’s Transit Oriented Development and Infill Infrastructure Grant competitive grant programs.

## **D. Priorities**

### **1. Affordable Housing-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

The City’s priorities for assistance are summarized in Table 19.

In assigning priorities for assistance to different groups, the City has used the following definitions:

**High Priority:** Activities to address this need will be funded by the City with federal or local funds, either alone or in conjunction with the investment of other public or private funds.

**Medium Priority:** If funds are available, activities to address this need may be funded by the City with federal or local funds, either alone or in conjunction with the investment of other public or private funds. Also, the City will take other actions to locate other sources of funds to assist groups assigned a medium priority.

**Low Priority:** The City is not likely to fund significant activities to address this need. 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 also 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.

Housing for individuals and families with extremely low incomes generally requires ongoing operating subsidies since incomes are insufficient to pay rents that can cover the costs of managing and operating housing, let alone to cover the debt service payments on funds used to build such housing. While the City continues to make efforts to provide new housing for extremely low income households, the lack of sufficient resources and programs to provide new project-based operating subsidies and tenant-based rental assistance makes it difficult to provide sufficient assistance to extremely low income households in proportion to their need.

A second area of concern is the City's low rate of homeownership and especially the lower rates experienced by minorities. Accordingly, the City has made programs that provide expanded opportunities for first-time homebuyers a high priority. Because the gap between incomes and the price of owner-occupied housing is so large, these efforts are focused primarily on moderate income households with some assistance to very low income households as well.

In response to communities severely impacted by the national foreclosure crisis, HUD developed and funded the Neighborhood Stabilization Program (NSP) to help revitalize and stabilize communities. The purpose of NSP is to provide targeted assistance to state and local governments to acquire and redevelop abandoned and/or foreclosed homes and residential properties that otherwise might become sources of blight. In 2008, the City of Oakland was awarded \$8,250,668 in funding from the NSP program for acquisition and rehabilitation of vacant, foreclosed homes.

A summary of the City's priorities and goals by household type and income level may be found in HUD Table 2A, located on page 28.

The City's housing strategy includes the following objectives and approaches:

- Expansion of the Supply of Affordable Rental Housing
- Preservation of the Supply of Affordable Rental Housing

- Expansion of the Supply of Affordable Ownership Housing
- Expansion of Ownership Opportunities for First Time Homebuyers
- Improvement of the Existing Housing Stock
- Provision of Rental Assistance for Extremely Low and Low Income Families
- Provision of Supportive Housing for Seniors and Persons with Special Needs
- Prevention of Foreclosures and Stabilization of Neighborhoods
- Removal of Impediments to Fair Housing

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 that Federal grant levels will remain at or near the FY 2008-09 level for the entire five year period (see the Annual Action Plan for a listing of these amounts). 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.

**Table 19:  
Priorities for Housing Assistance 2010-2015**

	Renters				Owners			Homeless Persons		Non-Homeless Persons with Special Needs
	Elderly 1&2 Member Households	Small, Related Households (2 to 4)	Large Related Households (5 or more)	All Other Households	Existing Homeowners	First-Time Homebuyers		Individuals	Families	
						With Children	All Others			
<b>A. Household Income</b>										
1. Extremely Low 0 to 30% MFI	M	M	M	M	M	L	L			
2. Low 31 to 50 % MFI	H	H	H	M	H	M	M	H	H	M
3. Moderate 51 to 80% MFI	M	H	H	L	M	H	H			
<b>B. Activity</b>										
1. Acquisition	S	S	S	S		P	P	S	S	S
2. Rehabilitation	S	S	S	S	P	P	P	S	S	P
3. New Construction	P	P	P	S		S	S	S	P	P
4. Rental Assistance	P	P	P	S				P	P	P
5. Homebuyer Assistance						P	P			
6. Support Facilities & Services	P	S	S	S		S	S	P	P	P

**Priorities**

H = High--City will provide funding  
M=Medium--City may provide funding if other funds can be leveraged  
L=Low--City not likely to fund but will support applications for other funds

**Activities:**

P=Primary  
S=Secondary

## **2. Affordable Housing-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 projected funding levels are likely to be insufficient to maintain the existing supply of public housing and Section 8 vouchers. This is by far the most serious barrier to meeting the needs of extremely low income households.

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 units 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 five 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. Through the Countywide EveryoneHome Planning process, the City worked with housing, homeless service and social service providers, including the County Department of Behavioral Health Care Services, to develop plans to better coordinate housing and services funding. These efforts will continue.

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. 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.

Third, providing services to people with HIV/AIDS is hampered by several factors. These factors include the need for additional tailored services to meet the needs of specific underserved populations and groups in a safe and sensitive way, the need for more trained, culturally competent health providers capable of providing respectful, empathetic services to disenfranchised populations, the need to provide staff who reflect the communities served by HIV/AIDS agencies, the need for increased immediate linkage to services at the time an individual learns of his or her HIV-positive status and the need for additional services located directly within communities which disenfranchised people live.

The state of the economy proves to be an overlaying barrier to housing development projects and continuing needed services for persons living with AIDS and their families. Increased interest rates and escalated difficulty in obtaining loans has caused delays in the development and the securing of mixed funds to support these projects. As a result, larger funding gaps are experienced for longer periods in the development of the housing projects. Agencies are collaborating and applying for less traditional fund sources in order to fully fund these highly needed projects, for the provision of affordable housing for persons with HIV/AIDS, as the availability of affordable housing in the bay area is another frequently stated barrier, especially for those clients living with HIV/AIDS that have bad credit and/or criminal records.

Alameda County is one of the top 10 least affordable housing markets in the United States. A family earning minimum wage needs to work over 142 hours a week, 52 weeks a year to afford a modest two bedroom apartment. Approximately 34,000 (6%) of Alameda County's 523,000 households are at severe risk of homelessness because they are extremely low-income renters paying more than 50% of their income on housing. A disabled individual earns less per month from SSI (\$812) than the fair market value of a studio apartment (\$900).

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Fourth is how discrimination affects the ability of people living with HIV/AIDS to access services. These factors include, the continued stigma and negative attitudes (including attitudes prevalent in organized religions) regarding HIV and HIV/AIDS risks behaviors, which lead to a reluctance on the part of people with HIV to disclose their HIV status to family members, friends, and care providers to seek care. People who speak languages other than English have difficulty accessing services.

Fifth relates to other barriers that individuals living with HIV/AIDS face in accessing services. Those barriers include people in poverty have difficulty prioritizing personal health care over more basic needs such as food, shelter, and caring for one's family, fear and suspicion on the part of people living with HIV/AIDS of traditional medicine and the health care system in general and denial by people with HIV/AIDS of personal risk for illness or death as a result of HIV/AIDS

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<sup>14</sup> EveryOne Home Plan Fact Sheet - 2009

### **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 available programs. In May 8, 2001 the City of Oakland, California, became the first city in the nation to pass an Equal Access to Services Ordinance (EAO) with the purpose of removing language barriers that limited-English speakers may have in accessing City services. The Ordinance mandates that Oakland must provide language access for residents that are limited or non-English speakers through (1) bilingual personnel in public contact positions (PCPs) throughout its agencies and (2) translated written outreach materials: brochures, forms, notices, applications, etc. that provide vital information to the public about the Department's services or programs. The Ordinance targets languages that have 10,000 or more Oakland residents that are limited English speakers.

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.

## **E. Specific Strategies and Uses of Funds**

Table 20 on the following page provides a summary of the City's housing objectives and strategies, including which agencies are involved, what kinds of activities will be pursued, likely funding sources, target population groups, and estimated accomplishments for the five year period covered by this Consolidated Plan.

Following the table there is a discussion for each of these strategies in turn, including a description of how characteristics of the housing market and severity of needs have provided the basis for assigning relative priorities and influenced how funds will be used to address those needs.

**Table 20  
Housing Objectives, Strategies and Goals, 2010-2015**

<b>Participants</b>	<b>Funding Sources</b>	<b>Target Population</b>	<b>City Programs</b>	<b>5-Year Goals</b>	<b>Outcome/ Objective</b>
<b>Objective 1: Expand the Supply of Affordable Rental Housing (Rental Housing Production)</b>					
City of Oakland Redevelopment Agency HUD Lenders Investors Foundations Developers	HOME ORA Low/Mod Fund CDBG Federal Home Loan Bank Affordable Housing Program Tax Credits/Syndication State Housing Programs	Extremely Low, Low and Moderate income Renters.	1A: New Construction/Substantial Rehabilitation Housing Development Program	400 units built or underway	Decent Housing/ Affordability
			1B: Vacant Housing Acquisition Rehabilitation Program Capital Needs	3 units built or underway	Decent Housing/ Affordability
<b>Objective 2: Preserve the Supply of Affordable Rental Housing (Rental Housing Preservation)</b>					
City of Oakland Redevelopment Agency HUD Lenders Investors Foundations Developers	HOME ORA Low/Mod Fund CDBG HUD Programs Federal Home Loan Bank Affordable Housing Program Tax Credits/Syndication State Housing Programs	Extremely Low, Low and Moderate income Renters.	2A: New Construction/Substantial Rehabilitation Housing Development Program  2B: Capital Needs Rehabilitation and Preservation Program for Existing Affordable Housing	650 units rehabilitated or preserved with extended affordability	Decent Housing/ Affordability
<b>Objective 3: Expand the Supply of Affordable Ownership Housing (Ownership Housing Production)</b>					
City of Oakland Redevelopment Agency HUD Lenders Secondary Market Investors Foundations Developers	HOME ORA Low/Mod Fund CDBG Federal Home Loan Bank Affordable Housing Program State Housing Programs	Low and moderate income families Some ownership housing targeted to above-moderate income households	3A: New Construction/Substantial Rehabilitation Housing Development Program	50 units built or underway	Decent Housing/ Affordability
			3B: Vacant Housing Acquisition Rehabilitation Program	2 units built or underway	Decent Housing/ Affordability

Participants	Funding Sources	Target Population	City Programs	5-Year Goals	Outcome/ Objective
<b>Objective 4: Expand Ownership Opportunities for First Time Buyers (Homebuyer Assistance)</b>					
City of Oakland Redevelopment Agency CHFA Lenders Secondary Market Foundations Realtors	ORA Low/Mod Fund Mortgage Credit Certificates Bank Funds Bond programs State Housing Programs	Moderate and above-moderate Income families Some low and Extremely low income households	4A: Mortgage Assistance Program	150 households	Decent Housing/ Affordability
			4B: Public Safety Employee and O.U.S.D. Teacher Downpayment Assistance Program	15 households	Decent Housing/ Affordability
			4C: Mortgage Credit Certificates	100 households	Decent Housing/ Affordability
<b>Objective 5: Improve the Existing Housing Stock (Housing Rehabilitation)</b>					
City of Oakland Redevelopment Agency Existing property owners	CDBG HOME ORA Low/Mod Fund	Low and moderate income owners including very low income families Persons with disabilities, renter and owner	5A: Home Maintenance and Improvement Program	125 housing units	Decent Housing/ Affordability
			5B: Minor Home Repair	450 housing units	Decent Housing/ Affordability
			5C: Emergency Home Repair	50 housing units	Decent Housing/ Affordability
			5D: Lead-Safe Housing	250 housing units	Decent Housing/ Affordability
			5E: Automatic Gas Shutoff Valve Program	40 housing units	Decent Housing/ Affordability
			5F: Neighborhood Housing Revitalization Program	50 housing units	Decent Housing/ Affordability
			5G: Seismic Safety Incentive Program	50 housing units	Decent Housing/ Affordability
			5H: Weatherization and Energy Retrofit Loan Program	300 housing units	Decent Housing/ Affordability

<b>Participants</b>	<b>Funding Sources</b>	<b>Target Population</b>	<b>City Programs</b>	<b>5-Year Goals</b>	<b>Outcome/ Objective</b>
			5I: West Oakland Owner Occupied Rehabilitation Program	50 housing units	Decent Housing/ Affordability
<b>Objective 6: Provide Rental Assistance for Extremely and Very Low Income Families (Rental Assistance)</b>					
Oakland Housing Authority Rental property owners	Section 8 Certificates and Vouchers	Extremely low income renters	6A: Section 8 Housing Choice Vouchers	Maintain current level of assistance	Decent Housing/ Affordability
<b>Objective 7: Provide Supportive Housing for Seniors and Persons with Special Needs (Supportive Housing)</b>					
City of Oakland Redevelopment Agency HUD Developers Social service agencies	HOME ORA Low/Mod Fund HOPWA HUD Section 202 HUD Section 811	Extremely low and low income seniors Persons with disabilities Persons with AIDS/HIV	7A: New Construction/Substantial Rehabilitation Housing Development Program	300 units built or underway	Decent Housing/ Affordability
			7B: HOPWA	70 households	Decent Housing/ Affordability
			7C: Access Improvement Program	40 households	Decent Housing/ Accessibility
			7D: Section 8 Housing Choice Vouchers	Maintain current level of assistance	Decent Housing/ Affordability

Participants	Funding Sources	Target Population	City Programs	5-Year Goals	Outcome/ Objective
<b>Objective 8: Prevention of Foreclosures and Stabilization of Neighborhoods</b>					
City of Oakland Community Land Trust	Neighborhood Stabilization Program	Low income homebuyers	8A: Neighborhood Stabilization Program (rehabilitate and re- sell foreclosed homes)	150 housing units	Decent Housing/ Affordability
City of Oakland Private housing counseling Agencies	CDBG ORA Low/Mod Fund	People at risk of losing homes to foreclosure	8B: Foreclosure Counseling	1,000 households	Decent Housing/ Affordability
City of Oakland Private housing counseling Agencies	Neighborhood Stabilization Program	People considering buying previously foreclosed properties	8C: Land Trust Pre and Post purchase counseling	150 households	Decent Housing/ Affordability
City of Oakland Non-Profit Housing Developers	Neighborhood Stabilization Program ORA Low/Mod Fund	Extremely Low and Low Income Renters	8D: Acquisition and Rehabilitation of Foreclosed Rental Housing	58 housing units	Decent Housing/ Affordability
City of Oakland	CDBG	Vacant Foreclosed Properties	8E: Board Up and Clean up of vacant foreclosed Properties	30 housing units	Suitable Living Environment/ Sustainability
<b>Objective 9: Remove Impediments to Fair Housing (Fair Housing)</b>					
City of Oakland Private fair housing agencies HUD	CDBG HUD Fair Housing programs CDBG HUD Fair Housing programs	People facing impediments to fair housing based on race, color, ancestry, national origin, religion, gender, sexual orientation, age, marital status, familial status, presence of children in a household, source of income, physical, sensory or cognitive disability, Acquired Immune Deficiency Syndrome (AIDS) or AIDS-related conditions (ARC), or any other arbitrary basis	9A: Referral, Information and Counseling to Renters and Rental Owners	7,500 households	Decent Housing/ Accessibility
			9B: Discrimination Education and Investigation	300 households	Decent Housing/ Accessibility

## **1. Objective 1: Expand the Supply of Affordable Rental Housing**

### **a. Priority Analysis**

Despite the softening of the rental market, the City continues to experience a long-term shortage of decent affordable rental housing. Housing for larger families in particular is inadequate to meet the need, leading to overcrowding and a deterioration of housing conditions. The City will implement programs for new construction and substantial rehabilitation of rental housing, including the conversion of non-residential structures to residential use where appropriate and feasible. Most rental housing will be targeted to families with incomes at or below 60 percent of median, with preference given to those projects that serve very low and extremely low income families. Most rental projects will be required to ensure that at least 10 percent of all units are offered at rents affordable at or below 35 percent of median income. Priority will also be given to those projects that provide larger units (3 or more bedrooms) in order to provide more housing for larger families.

### **b. Investment Plan**

Funding will be provided from HOME funds and local Redevelopment Agency Low and Moderate Income Housing Funds. Assistance for housing development 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.

## **2. Objective 2: Preserve the Supply of Affordable Rental Housing Strategy**

### **a. Priority Analysis**

While most of the City's existing supply of affordable rental housing is not at risk of conversion to market rate, there are still some projects where owners could terminate project-based Section 8 contracts and convert the projects to market-rate rental housing. Replacement of these units, most of which serve very-low and extremely-low income renters, would be extremely expensive and would hamper efforts to expand the housing supply. Preservation of these units is a high priority.

Many assisted rental projects that were completed 10 or 20 years ago have substantial needs for rehabilitation and modernization. In many cases the projects' capital reserves are insufficient for this purpose. As is true with projects threatened with loss of use restrictions, preservation of these existing projects is a high priority.

## **b. Investment Plan**

Funding will be provided from HOME and Redevelopment Agency funds to the extent that Federal and State funding sources are insufficient for this purpose. Use restrictions will be extended for the maximum feasible period, and owners will be required to commit to renew project-based rental assistance contracts so long as renewals are offered. The City will actively support efforts to secure Federal, State and private funding for these projects.

### **3. Objective 3: Expand the Supply of Affordable Ownership Housing**

#### **a. Priority Analysis**

With an ownership rate of only 42 percent, expansion of homeownership is a high priority for the City. Because of the high cost of developing such housing, and the difficulty of leveraging subsidy funds from other sources, it is expected that most new ownership housing will be targeted to moderate income households with incomes at or below 100 percent of median income. Some ownership housing assisted with Redevelopment Agency funds will be targeted to households with incomes between 80 percent and 120 percent of median income, since these households also require assistance to purchase single family homes.

#### **b. Investment Plan**

Funding will be provided from HOME funds and local Redevelopment Agency Low and Moderate Income Housing Funds. The City generally seeks to make such housing permanently affordable by imposing recorded resale controls. It is possible that the specific affordability mechanisms will be modified to respond to changing market conditions and to balance long term affordability with the objective of allowing homebuyers to retain sufficient equity to move up in the housing market at a future date, thus making the assisted units available to more first-time homebuyers. Regardless of the specific mechanisms, the City will strive to ensure that new ownership housing remains affordable for at least 45 years.

### **4. Objective 4: Expand Ownership Opportunities for First Time Buyers**

#### **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. The City will continue to offer first-time homebuyer assistance targeted primarily to very low and moderate income families, although in a limited number of cases it may be possible to serve extremely low income families.

## **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 principal source of funding for these programs will be Redevelopment Agency Low and Moderate Income Housing Funds. For very low and extremely low income families, it will be necessary to leverage additional funds from State homeownership programs and other sources, and for extremely low income families (such as those currently living in public housing) the City will seek to use the Section 8 Homeownership program to the extent that such funds are available.

## **5. Objective 5: Improve the Existing Housing Stock**

### **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 will use CDBG, HOME and Redevelopment Agency funds to assist moderate, low and extremely low income homeowners to rehabilitate their homes. Funds will be targeted to the City's Community Development Districts to stimulate stabilization and revitalization of low and moderate income neighborhoods. Funds will be provided in the form of low interest loans with payments deferred as long as the units continue to be used as the borrower's principal residence. Funds will also be used for energy efficiency retrofits, seismic retrofits, the rehabilitation of foreclosed, blighted and abandoned properties, emergency and minor home repairs. All rehabilitation programs will incorporate measures to address lead-based paint hazards.

## **6. Objective 6: Provide Rental Assistance for Extremely and Very 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**

The City will continue to lobby to maintain and increase funding for rental assistance, and will actively support applications by other entities for funds for this purpose. The City will also work with the Oakland Housing Authority to provide project-based Section 8 for some City-assisted affordable housing units in order to ensure affordability to extremely low income families.

### **7. Objective 7: Provide Supportive Housing for Seniors and 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 approximately 4,291 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.

HOPWA (HIV/AIDS) funds for the Oakland EMA are allocated between Alameda County and Contra Costa County proportionally based on the percentage of HIV/AIDS cases reported in the two counties for the Oakland EMA.

**b. Investment Plan**

Because of the need to link deep rental subsidies to these developments, the City’s general policy is to provide HOME and Redevelopment Agency 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 seeks to leverage other funds available from the State and other sources.

To address the accessibility needs of persons with mobility limitations, The City also operates a CDBG-funded Access Improvement Program that provides grants to property owners to make accessibility modifications.

Under the HOPWA Program, the following activities will be undertaken to better serve the AIDS communities and their families:

- |                                |                                |
|--------------------------------|--------------------------------|
| Housing Development Set Asides | Tenant Based Rental Assistance |
| Information & Referrals        | Shallow Rent Subsidies Program |
| Technical Assistance           | Shelter                        |
| Transitional Housing           | Case Management                |

**8. Objective 8: Prevention of Foreclosures and Stabilization of Neighborhoods**

**a. Priority Analysis**

The current foreclosure crisis has resulted in over 6,000 properties (from January 2007 to July 2009--mostly single family homes but this figure also includes duplexes, triplexes and other multi-unit buildings) that have been foreclosed by banks. The City of Oakland estimates that about two-thirds of those houses are owned by banks with the remaining one-third possibly re-sold into private ownership. The City’s Neighborhood Stabilization Program seeks to improve the existing housing stock, by purchasing foreclosed properties, rehabilitating and selling to low and moderate income buyers.

In the current foreclosure crisis, many lending institutions targeted their mortgage programs to residents of low income communities by providing low down payment options and various types of adjustable rate mortgages. Many people in these neighborhoods are now struggling to hold onto their homes. Homeownership Foreclosure Prevention is now a high priority to protect the City’s ownership population.

**b. Investment Plan**

The City has received one-time Federal funds to address the foreclosure crisis through its Neighborhood Stabilization Program (NSP1). The City will use NSP1 funds to acquire and rehabilitate single family homes through a Community Land Trust to provide permanent

affordable ownership for low income households. The City will use NSP1 funds to acquire and rehabilitate foreclosed multifamily housing for very low income households.

The City will work with non-profit housing services providers to target programs to extremely low, low and moderate income homeowners at risk of losing their homes to foreclosure and, as appropriate and to the extent that funds are available, provide foreclosure housing counseling including mailings to all addresses receiving Notice of Defaults (NODs) and funding housing counseling and sponsoring counseling clinics with counselors and lenders.

The City's Just Cause Ordinance protects tenants from being evicted from a foreclosed housing unit.

## **9. Objective 9: Remove Impediments to Fair Housing**

### **a. Priority Analysis**

The City's 2005 Analysis of Impediments to Fair Housing (AI) provides 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. This document is in the process of being updated but will continue to use 2000 Census data and will include a review of policies and practices in the administration of public housing, Section 8, and publicly-assisted housing. According to the 2000 Census data, 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 a 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 the difference in the rate of housing problems for some minorities is significant--particularly for Hispanic renters and owners at all income levels, Asian renters at very low and moderate levels, and Asian owners at low and moderate income levels. In addition, because minorities are far more likely to be low income, rates of housing problems for minorities are 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.

Because many low income Hispanics and Asians are recent immigrants, part of the reason for these differences may be language barriers that limit these groups' access to housing and housing-related services.

The City is in the process of analyzing information on complaints received on an ongoing basis by housing organizations. We expect that it will 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**

Upon completion of the 2010 Analysis of Impediments to Fair Housing, the City will develop a plan for housing services programs targeted to extremely low, low and moderate income residents that include, as appropriate and to the extent that funds are available, information and referral, fair housing counseling and tenant/landlord education.

To deal with language issues that may serve as impediments to fair housing, the City will continue to make efforts to provide its program materials in Spanish, Vietnamese and Chinese, and will provide funding to housing services organizations that can provide services in these languages.

The City will continue policies that seek to disperse affordable housing throughout all parts of Oakland so as to avoid overconcentrations of minority households.

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.

### **10. Public Housing Strategy**

#### **a. Accessible Units**

OHA is not subject to a Voluntary Compliance Agreement. The Agency's portfolio of large Public Housing developments have been upgraded and rehabilitated to include accessible units as required. The portfolio of scattered site former Public Housing units are currently being evaluated for compliance and modifications will be made as required and where feasible. The Agency has a 504 review committee and the Agency's Board of Commissioners currently has a subcommittee focused on disabilities.

#### **b. Public Housing Resident Involvement in Management**

The Agency staffs a Resident Advisory Board (RAB) that meets periodically to review and provide input on draft plans, new policies and funding priorities.

#### **c. Public Housing Participation in Homeownership**

The Agency runs a first time homebuyer program and qualified Public Residents are able to participate in the programs through a priority placement on the HCV program.

#### **d. HOPE IV**

The Oakland Housing Authority HOPE IV projects are a catalyst for broader neighborhood revitalization. Both the Mandela Gardens and Lions Creek are envisioned as the first phase of a broader development of transit oriented developments around existing BART stations/transit hubs.

#### **e. Public Housing Disposition Program**

On March 3, 2009, the U.S. Department of Housing and Urban Development (HUD) approved the Oakland Housing Authority's (OHA) Disposition Application for 1,615 scattered site units in 254 properties. The disposition plan includes two components. The first component is the transfer of 249 properties, comprised of 1,554 units, to a non-profit corporation affiliated with OHA, the Oakland Affordable Housing Preservation Initiatives (OAHPI). The transfer will be accomplished via a long-term lease, for 30 years, for a nominal fee of \$1.00 per year. The second component is the sale at Fair Market Value of five out of services properties with a total of 61 units. OHA's application for disposition was contingent on receipt of tenant protection vouchers. Following approval of the disposition, the Agency's application for 1,528 Tenant Protection Vouchers was approved. The 1,528 vouchers represent all units occupied in the 24-month period before the application for disposition was approved. OAHPI will contract with OHA to manage the majority of the units in the scattered site portfolio including maintenance, police and other services.

Under the terms approved by HUD, the units will no longer be part of the Public Housing Program but will instead be subsidized through the Section 8 Program. Current residents will be provided tenant-based Section 8 vouchers, with no one required to move as the result of the disposition. Over time, as units are vacated, the subsidy will be converted to project-based Section 8. New occupants will be pulled from OHA waitlists, including site-based waitlists.

OHA will replace any unit occupied in the 24-month period before the application for disposition was approved, so there will be no decrease in the number of affordable rental units as the result of the disposition. Units, or their replacement, will remain affordable to families at or below 60% AMI for a period of no less than 55 years. Any significant action in the future with regard to these properties (substantial rehabilitation, redevelopment, sale, etc.) will require OHA Board approval in public session.

## **f. Resident Programs and Services**

The Oakland Housing Authority provides a range of services to Public Housing residents designed to promote self-sufficiency, employment and economic development and civic engagement. Coordinated through the Department of Family and Community Partnerships, OHA provides a combination of case management, referrals to service providers and strategic partnerships with other agencies where there is overlapping goals.

- Self sufficiency activities include case management and referrals for service ranging from parenting classes to youth programs and employment and training opportunities.
- Section 3 hiring and business development are a central component of the Agency's Economic Opportunities Policy. The Contract Compliance department works with vendors to meet Section 3 goals while the Department of Family and Community Partnerships conducts outreach to residents to assess interest and skills for job placements.
- Partnerships with the local Workforce Investment Board and agencies that specialize in workforce training are key to the job development strategy.
- The Agency sponsors various civic engagement activities including the Neighborhood Orientation Workshop (NOW) Program designed to support resident as successful tenants and productive members of their respective communities. The program consists of a half day orientation workshop as well as a 12 week leadership development program offered in collaboration with a local community college.

## IV. HOMELESS

### A. Needs of the Homeless Population

In January of 2009, Alameda County and its partnering jurisdictions organized and completed the Alameda Countywide 2009 Homeless Count to produce point-in time estimates of the prevalence of three mutually exclusive groups of households and persons in Alameda County:

- (1) **Literally Homeless**--those residing in shelters, transitional housing, on the street, or other places not meant for human habitation.
- (2) **Hidden Homeless**—those residing on a temporary basis with friends or relatives (couch surfers), or in motels, or within 7 days of being evicted, and
- (3) **Housed**--but relying on services such as hot meal sites, food pantries, and drop-in centers.

The Count also yields an estimate of the number of people defined as chronically homeless as well as those restricted by one or more disabilities.

Two types of data comprise the 2009 count estimates:

- (1) data from the InHOUSE Homeless Management Information System and program administrative data enumerating the number and characteristics of persons residing in shelters and transitional housing programs the night of January 26, 2009, and
- (2) survey-based population estimates of the number and characteristics of unsheltered persons, persons in temporary situations, and housed persons relying on services. Administrative data and survey results are duplicated and combined in many tables and reweighted to generate countywide and regional population estimates.

The survey is based on a stratified, two-stage cluster sample of 1,251 individuals at service sites. Survey sites were selected randomly from a sampling frame (list) of facilities known to provide services to homeless adults and youth, categorized by service type and region of the county. On January 27, 2009, all customers being served at 27 meal service sites, food pantries, drop-in centers, and outreach programs throughout Alameda County were asked to participate in the survey. Trained volunteers interviewed English-speaking adults or emancipated youth about housing status, duration of homelessness, disabilities, and what would help most. Responses were recorded anonymously. Interviews lasted about ten minutes per respondent. The response rate overall was 65 percent and 71 percent for English-speaking customers. Over 90 percent of non-responses other than because of language barrier were for one of three reasons: refused, not enough time, or not available when an interviewer became free.

Data is presented by service sites in seven regions of the county, including Oakland. What the 2009 Homeless Count proves is that the strategies to end homelessness, outlined in the Alameda County EveryOne Home Plan and the Oakland Permanent Access to Housing (PATH) Strategy (March 2007) are working. While the 2009 Count shows a spike in hidden homelessness, it is the City's intention to employ the same innovative collaborative approach that has helped move hundreds of chronically homeless and literally homeless families return to permanent housing.

### Extent of Homelessness:

From the 2009 Alameda Countywide Homeless Count, a point-in-time count, we find a total of 4,223 homeless persons in Oakland, compared to the 2003 Count of 3,056. Of the 4,223, an estimated 2,091 homeless persons meet the definition of *Literally Homeless* and 2,132 homeless persons meet the definition of *hidden homeless*. *Chronically Homeless* people are 31% (661) of the Literally Homeless population. In Oakland, the Chronically Homeless population has decreased by 16% (from 780 to 661) in comparison the 2003 and 2009 Homeless Counts.

The Literally Homeless (2,091) consist of 175 households with children (239 adults and 336 children) and 1,516 households without dependent children. The Hidden Homeless consist of 180 households with children (531 adults and 794 children) and 807 households without dependent children.

While the total of Literally Homeless in Oakland has decreased by 14.7% from 2003 to 2009, the count for Hidden Homeless in Oakland has experienced an upward spike of 251.8% from 2003 to 2009, resulting in Oakland having the largest number of additional hidden homeless people (2,132) in Alameda County, 70% of the countywide total hidden homeless persons. See chart below:

Factors playing a major role in this increase of the hidden homeless population in Oakland include increase housing instability as a result of the recession. Food banks, soup kitchens and food stamp programs are reporting increased demand for services. Yet the number of persons on the street or in shelters did not increase. Research shows that people will rarely go directly from their own housing, straight to the streets or shelters. Shelters and living on the streets are last resorts after exhausting family, friend, motel and campground type of resources for housing.

Decreases in Chronic Homeless and literally homeless populations is a product of an increasing number of shelters programs employing a “housing first” approach (prioritizing access to permanent housing at the end of each clients shelter stay), increase development of permanent supportive housing, conversion of transitional housing units to permanent affordable housing, and the intensive efforts to identify, engage and service the chronically homeless, combining street outreach and direct access to permanent housing through vouchers.

While the Homeless Count gives a point-in-time estimation of the number of homeless individuals and households with Children, the Oakland PATH Strategy estimates that almost 6,300 people are homeless during the course of a year in Oakland, nearly half the estimated 12,750 homeless people in Alameda County. On any given night, there are as many as 7,383<sup>15</sup> homeless people in Alameda County, 4,223 of them in Oakland.

The estimated 6,300 homeless people in Oakland represent 3,987 households, of which 600-700 households are living in homeless encampments. The PATH Strategy defines “homeless” as

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<sup>15</sup> Alameda Countywide Homeless Count 2009

people living in the streets, cars, emergency shelters or transitional housing, or losing their housing within a month, with no where to go.<sup>16</sup>

These 3,987 households are comprised of:

- 2,497 single adults;
- 485 youth; and,
- 1,005 families with children

Oakland's homeless population of 4,223 on any given night represents about 1.06% of the total population of about 397,067. By comparison, Baltimore, MD counted 3,419 homeless people on a given night in 2009, which represented 0.54% of that city's population of 631,366. In 2009, the City of Sacramento counted 2,800 homeless people, 0.62% of their population of 453,781.

Approximately 56% of Oakland's homeless adults are men and 44% are women. Their racial and ethnic breakdown is 71% African-American, 14% Caucasian, 11% Latino/Latina, 3% Native American, 1% Asian-Pacific Islander, 1% other races and ethnicities.

Approximately 16% of the homeless people in Oakland have a serious mental illness; 50% have a chemical dependency problem; 4% have HIV/AIDS; 57% have a chronic disability; and 12% have co-occurring mental illness and chemical dependency. An estimated 17% (two and a half times as likely as housed persons) have been victimized physically or sexually by a non-family member), 77% have spent time in jail or in prison and/or are veterans. Of the homeless people younger than 30, over one third (37%) were in foster care or a group home before the age of 18.<sup>17</sup>

In addition to the 6,300 people who are homeless in Oakland over the course of a year, there are approximately 17,200<sup>18</sup> more people with serious and persistent mental illness and/or HIV/AIDS who are living in precarious or inappropriate situations. These estimated 17,200 people are at extreme risk of homelessness due to their disabilities and extremely low incomes defined as at or below 30% of Area Median Income (AMI).

These 17,200 people with special needs who are at-risk of homelessness represent 11,128 households:

- 7,544 individual households comprised of 5,753 individuals with mental illness and 1,791 individuals with HIV/AIDS;

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<sup>16</sup>Of these 3,987 households, 923 are "chronically homeless" according to the definition established by HUD: a single individual with a disability who has been homeless for one year or longer or more than four times in three years. The remaining 3,064 are described in this Strategy as "community-defined" homeless because they do not meet the HUD definition of chronic homelessness. This distinction is significant because these two populations have relatively different housing needs, as documented in the Unmet Housing Need chart below and in the Housing Need, Unit, Cost Projections, Attachment C.

<sup>17</sup>Demographics and subpopulation information were extracted from *Alameda Countywide Shelter and Services Survey: County Report*, (Richard Speigman and Jean Norris, 2004) prepared for the Alameda Countywide Homeless Continuum of Care Council

<sup>18</sup>Please note that the Need, Unit, Cost Projections, Attachment C, indicates 11,127 households comprised of 11,127 people at-risk of homelessness in Oakland. Attachment C is based on the data and methodology used in *EveryOne Home* which didn't make projections on the numbers of people that comprised the targeted households who are at-risk of homelessness. The 17,200 figure provided here is based upon data from the *Alameda Countywide Shelter and Services Survey*, which documents 1.7 children per homeless family.

- 3,583 families comprised of 2,978 families in which a head of household has a mental illness and 605 families in which a head of household has HIV/AIDS.

There are a total of 15,115 households in Oakland that are either homeless or at-risk of homelessness:

- 3,987 homeless households; and,
- 11,128 households at-risk of homelessness.

These 15,115 households have a variety of housing needs. Some need short-term financial assistance or other support services to prevent them from becoming homeless. Some need affordable housing, meaning a housing unit that costs no more than 30% of their income, which is accessible to people who have extremely low incomes. Many, particularly those who have disabilities and have been homeless for a long period of time, need supportive housing. Supportive housing is permanent housing that is affordable for people with extremely low incomes that includes on-site supportive services that are designed to help tenants stay housed and work to meet other self-directed goals, such as improving health status, obtaining employment or making connections to the community. It differs from affordable housing in that affordable housing generally includes only very limited or no on-site services. Supportive housing has been proven to be a very effective model for ending homelessness for people who have serious disabilities and other complex problems. (Additional information about the effectiveness of supportive housing is provided in Attachment B, Policy and Local Context for PATH.)

Using the methodology established in EveryOne Home<sup>19</sup>, PATH has determined that:

- 7,380 households need permanent affordable and, where needed, supportive housing; and,
- 7,735 need short-term assistance to prevent or end their homelessness, such as short-term rent or mortgage subsidy or a short stay in an emergency shelter.

While the City of Oakland has a significant inventory of affordable housing, there are very long waiting lists for these units and most of them do not have supportive services. There is a tremendous unmet need for housing for the 7,380 households who need permanent housing affordable to people with extremely low incomes. Therefore, PATH contends that homelessness can be prevented or ended for these 7,380 households only by creating affordable and supportive housing units affordable to those with extremely low incomes. These units can be created through three different methods: acquisition and rehabilitation or new construction, tenant-based housing subsidies using existing housing, and master leasing using existing housing.

Of the 7,380 units to be created, the breakdown of PATH projects needs are:

- 4,740 supportive housing units; and,
- 2,640 affordable housing units with rents at or below 30% AMI.

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<sup>19</sup> The projections of housing need in the EveryOne Home plan were developed by breaking down the homeless and at-risk population into subgroups that are known to have different types of housing needs. The EveryOne Home planners then convened working groups with representatives from housing and service providers that developed estimates of the percentages of each subpopulation that needed particular types of interventions (e.g. affordable housing, supportive housing, and short-term financial assistance).

Table 21 below presents the housing needs of people who are homeless and at-risk of homelessness in Oakland, broken down by type of households, type of housing or assistance needed, and the method for creating the housing.

**Table 21  
Housing Needs of Homeless or People At-Risk of Homelessness**

Households	Permanent Supportive Housing Units Needed	Affordable Housing Units ≤30% AMI Needed	Total Housing Units Needed	Short-Term Assistance to Secure & Maintain Housing	Total
<b>Homeless (H/L) Households</b>	<b>1,937</b>	<b>618</b>	<b>2,555</b>	<b>1,432</b>	<b>3,987</b>
Chronically H/L Individuals	923		923	0	923
Community-Defined H/L Individuals	551	236	787	787	1,574
Community-Defined H/L Youth	162	81	243	243	485
Community-Defined H/L Families	301	302	603	402	1,005
<b>Households who are At Risk of Homelessness due to Extremely Low Incomes and Disabilities</b>	<b>2,803</b>	<b>2,022</b>	<b>4,825</b>	<b>6,303</b>	<b>11,128</b>
Individuals w/ HIV/AIDS	448	448	896	896	1,791
Head of Family H/H w/ HIV/AIDS	242	242	484	121	605
Individuals w/ Mental Illness	1,369	587	1,956	3,797	5,753
Head of Family H/H w/ Mental Illness	744	745	1,489	1,489	2,978
Development Type					
<b>Acquisition &amp; Rehabilitation/ New Construction</b>	<b>1,564</b>	<b>871</b>	<b>2,435</b>		
<b>Tenant-Based Housing Subsidies Using Existing Housing</b>	<b>1,588</b>	<b>884.5</b>	<b>2,472.5</b>	N/A	N/A
<b>Master Leasing Using Existing Housing</b>	<b>1,588</b>	<b>884.5</b>	<b>2,472.5</b>		
<b>TOTAL</b>	<b>4,740</b>	<b>2,640</b>	<b>7,380</b>	<b>7,735</b>	<b>15,115</b>

Source: Oakland PATH Strategy March 2007

Oakland will continue to support and expand direct access to housing and Housing First programs that are successful in getting the homeless off the streets and out of shelters. Oakland will continue to pull together and seek additional resources to build permanent supportive housing units, expand the number of permanent housing subsidies, maintain a balanced approach to housing chronically homeless singles and families for continued reductions in these areas, and focus on ending homelessness rather than managing it.

Further, the City of Oakland is a recipient of the American Recovery and Reinvestment Act of 2009 under the Homelessness Prevention & Rapid Rehousing Program (HPRP). The City will use these funds to expand activities so they reach that most at risks of becoming literally homeless, re-house those who have become homeless, track outcomes and evaluate the results of HPRP activities.

## B. STRATEGIC PLANNING

Paralleling the outcomes projected in Alameda County EveryOne Home Plan, PATH projects that by 2020:

### 1. Goals

#### a. Homeless People Become Housed

Approximately 7,380 individuals and families in Oakland who have experienced homelessness or are extremely low-income and living with serious and persistent mental illness and/or HIV/AIDS in inappropriate or precarious housing situations will achieve long-term appropriate housing situations. These results will be phased as detailed in Table 22 below, with 4,427 households achieving stability in permanent housing by 2015 and 7,380 by year 2020:

**Table 22**  
**Goals for Households Achieving Permanent Housing, 2007-2020**

Year	Households Achieving Stability in Permanent Housing
2007	443
2009	1,032
2011	2,065
2013	3,246
2015	4,427
2017	5,608
2020	7,380

#### b. Easy Access to Services: “No Wrong Door”

People experiencing a crisis or in need of basic medical, behavioral health and/or social services will be able to access user-friendly and up-do-date information and obtain assessment services through any providers of such services in Oakland and throughout the county.

#### c. Homelessness Prevention System in Place

People throughout Oakland, including elected officials, community leaders, and the general public demonstrate, through their charitable contributions, volunteer service, funding decisions, and state and federal advocacy, will have an accurate understanding of how to prevent homelessness and a solid commitment to remedy the complex social and health

issues faced by extremely low-income people living with HIV/AIDS, serious and persistent mental illness, chemical dependency, and other disabling conditions.

## **2. Resources Needed to Realize Results**

### **a. The Cost of Homelessness**

The cost of continuing with current approaches is unacceptable and unsustainable, in both human and financial terms. People who are homeless struggle to meet basic human needs for food and clothing and face significant barriers to participation in the workforce and in community life. The costs of not solving this problem are borne not just by people who are living in the streets, shelters or inadequate housing situations, but by the entire community in the form of diminished community well being -- including the financial burden of paying for emergency and social services that generally do not end homelessness for those served.

Each day, public resources are expended on social services and costly emergency interventions that do not solve the problem. Mental health facilities, drug treatment, emergency room services, jails, detoxification programs and other social services are overwhelmed by people who are in crisis because they have no stable place to live. A small percentage of homeless people, those who are disabled and chronically homeless, use the majority of resources in the homeless system. These populations are also the most costly to the mainstream systems because of their frequent use of emergency services. Because they tend to access services only when in crisis, their high service use does not lead to long-term gains in health, stability or an end to their homelessness.

Many communities have begun to document the financial costs of continuing to “manage” the problem of homelessness and to compare these annual outlays to what it would cost to actually end the problem. A New York City study documented that emergency and other social services for homeless people cost on average approximately \$40,000 per person per year – roughly equivalent to what it would cost to develop and operate a unit of supportive housing. San Diego documented a cost of about \$65,000 per year in health services alone for long-term homeless people. If applied to Oakland, these figures suggest it will cost anywhere between \$2.4 - \$3.9 billion over 15 years to simply continue providing expensive emergency interventions that do not for the most part end homelessness for those receiving them. EveryOne Home and the Oakland PATH Strategy are based on a commitment to invest in solutions that work.

### **b. Cost of Developing Housing Units Needed to End Homelessness**

PATH estimates that it will cost a little more than \$1 billion to create and operate the 7,380 units of housing needed to end homelessness in Oakland by 2020. Table 23 breaks down these costs by development type and cost type (one-time capital costs, and annual operating and services costs).

The estimated \$1 billion needed to create and operate the 7,380 units of housing to end homelessness in Oakland by year 2020 has not been fully secured, but is a continual work in

process as the City collaborates with the surrounding jurisdictions, realizing that the majority of the resources to end homelessness in Oakland will come from nonlocal sources, leveraged by local investment. Local funding, particularly when used in a coordinated and efficient manner, leverages significant amounts of state and federal dollars in affordable and supportive housing development and operations. Typically, projects draw approximately one third of their funding from local sources and two thirds from state and federal sources and private sector investment. In other words, one dollar of local funds leverages two dollars.

The resources needed to implement PATH will be developed using three related strategies:

1. Use existing funds more efficiently.
2. Use local funds to capture greater amounts of state and federal resources.
3. Increase local public and private investment.

**Table 23**  
**Estimated Costs for Housing Homeless in Oakland**  
**2007-2020**

<b>Development Type</b>	<b>Capital Development Costs</b>	<b>Phased In Services and Operating Costs</b>	<b>Total Costs</b>
Acquisition & Rehabilitation/New Construction	\$571,450,737	\$152,449,092	\$723,899,829
Tenant-Based Housing Subsidies Using Existing Housing		\$154,758,926	\$154,758,926
Master Leasing Using Existing Housing	\$7,416,789	\$154,758,926	\$162,175,715
<b>TOTAL</b>	<b>\$578,867,526</b>	<b>\$461,966,944</b>	<b>\$1,040,834,470</b>

This cost-projection methodology is described in EveryOne Home and more detailed information on Oakland-specific costs are available from Department of Human Services, City of Oakland (Oakland PATH Plan, Attachment C, “Housing Need, Unit, and Cost Projections”).

### **3. Strategies for Securing Resources Needed to End Homelessness**

The majority of the resources to end homelessness in Oakland will come from non-local sources, leveraged by local investment. Local funding, particularly when used in a coordinated and efficient manner, leverages significant amounts of state and federal dollars in affordable and supportive housing development and operations. Typically, projects draw approximately one third of their funding from local sources and two thirds from state and federal sources and private sector investment. In other words, one dollar of local funds leverages two dollars.

The resources needed to implement PATH will be developed using three related strategies:

**a. Use existing funds more efficiently.**

Existing public and private funds can be maximized through better coordination, streamlining and integration – working smarter. By being clear on desired results and tying funding to accountability for results, funders can better target and coordinate existing resources, such as through issuing joint requests for proposals or by pooling funds. Eventually, as housing strategies are implemented there will be opportunities to recapture and redirect resources once spent on emergency interventions.

**b. Use local funds to capture greater amounts of state and federal resources.**

Having clear goals and strategies, maximizing local coordination and integration, and demonstrating results will increase local government’s ability to capture even greater resources from the state and federal government, thereby maximizing the effective use of local dollars. Strategic use of local resources will allow for the leveraging of greater amounts of housing and services dollars.

**c. Increase local public and private investment.**

Demonstrating the efficient use of resources and the achievement of tangible results helps to build community will to invest greater local resources in solutions to end homelessness. New investment can come from both the public and private sector and can take different forms, such as increased contributions from individuals and businesses towards solutions to end homelessness, or new revenue streams such as fees or taxes.

While many of the resources needed will be leveraged from the state and federal level, implementing EveryOne Home and the Oakland PATH Strategy’s recommendations will require a dedication of significant resources at the local level, including resources for oversight and guidance. The Interim Leadership Structure responsible for implementing EveryOne Home (and developing a permanent leadership structure) will require resources and staff. Some of the needed resources can be secured through restructuring and coordination of existing funding streams, but some will have to come from new local, state and federal sources.

# V. COMMUNITY DEVELOPMENT

## A. Community Development Needs

### 1. Economic Development Needs

#### a. Background

Since its founding in 1852, Oakland has been known as a manufacturing and transportation hub. In contrast to San Francisco, with its corporate headquarters and financial power, Oakland has always been in the business of manufacturing and moving goods across the nation by rail, truck, air and across the Pacific by ship. In the decades since the end of World War II, a number of trends have combined to create economic decline and social decay within the blue collar communities which have constituted the economic and social backbone of the city.

Oakland's current workforce development issues can be traced back to the beginning of WWII and the nation's all-out efforts to gear up for war through massive investment in shipbuilding, aircraft manufacturing and other wartime industries, as well as in new and vastly expanded military installations.

The economic impact of the war effort was powerfully felt in California, and Oakland was among those cities most profoundly affected:

- Henry J. Kaiser, the Moore Shipbuilding Company and other Oakland shipbuilding concerns supported the Pacific coast's lead in shipbuilding. By 1943, over 35% of the entire Pacific Coast cargo ship fleet had been built in Oakland.
- Already substantial, the food packing industry grew to prepare supplies for the troops overseas. To this day, food processing companies continue to play a vital role in Oakland's economic base.
- The Oakland Naval Supply Center, Oakland Army Base and Oak Knoll Naval Hospital were established.

These installations resulted in huge numbers of available jobs, which in turn attracted workers from across the country. Well-paying jobs were available to women and minority groups whose chances for employment were otherwise often limited. By 1945, Oakland's population of over 400,000 represented a 33% increase from its 1940 population of 302,163.

By war's end, however, the jobs that supported these new arrivals to Oakland began to disappear. This trend continued with the later closing of the Oakland Naval Supply Center, the Oakland Army Base and Oak Knoll Naval Hospital in the 1990s. These closings have left Oakland with the challenges of creating blue-collar employment for people who were largely female and non-white. This was further exacerbated by the commencement of an era in which traditional manufacturing jobs were outsourced to less-expensive states and countries. Oakland continues to face these issues due to the post-war industrial transformation from a manufacturing to a service based economy. The closing of many of

these manufacturing and military facilities have left blight, and toxic contamination. The resulting cleanup and property reuse have posed problems throughout the City.

## **b. The Present**

The rich diversity of workers attracted to Oakland during WWII continues to be represented in Oakland's current demographic profile. The 2000 Census described a population of 36% African-American, 31% Caucasian, 15% Asian, and 18% other.

While Oakland has made many strides in attracting white collar jobs—since January 1999 more than 10,000 new jobs have been created in Oakland, bringing Downtown Oakland's daytime workforce to more than 76,000—current figures show the results of the decrease of high-paying, blue-collar jobs that were lost over the last 50 years.

According to the U.S. 2000 census:

- 44% of Oakland's households make less than \$40,000 per year.
- 32% of Oakland's households earn between \$40,000 and \$75,000 annually.
- Less than 25 % earn over \$75,000 annually.
- 16% of Oakland's families live below the poverty level. The poverty rate in certain areas of Oakland runs as high as 30%.
- The median price of a single-family home in Alameda County was \$489,000 as of August 2004 which eliminates the possibility of home ownership for a significant percent of Oakland's population.

As of November 2009, Oakland's unemployment rate was among the highest in the Bay Area, at 16.8%.

- (1) Job and training opportunities for Oakland's unemployed, underemployed and economically disadvantaged residents
- (2) Private investment to strengthen the tax base and stimulate commercial activity
- (3) Reduction in blight and chronic vacancies in the City's commercial districts and downtown.
- (4) Revitalization of downtown and neighborhood commercial areas, physically, organizationally and economically
- (5) Convenient access to healthy food options and other basic goods and services for many lower income Oaklanders
- (6) Oakland businesses' access to capital

## **2. Infrastructure (Neighborhood Improvements) and Public Services Needs**

### **a. Public Services**

Indicators of need for Public Services and Infrastructure (Neighborhood Improvements) are derived from the 2000 census data, public agencies and social service providers. In 2008,

staff from the Community and Economic Development Agency (CEDA) 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 facilitated a brainstorming process to elicit from community members ideas for community development activities in their districts. The community members then voted on their top three priorities for the 2009-2011 funding cycle.

Oakland residents reported the three most important priorities for CDBG funding were Seniors Services, Youth Services and Blight/Healthy Environment.

Youth Services: Although there is an increasing need and demand for services in the Oakland community, the city's youth population, particularly those in the community development areas, have an even greater need for a variety of types of supportive services. Community members identified school-based programs for young children, job training and job readiness training for teens and young adults, and academic and physical activities for youth.

Senior Services: The City of Oakland's senior population, persons over the age of 62 is steadily increasing. In addition to affordable, physically accessible housing, Community members identified programs to decrease isolation and increase activities for seniors, programs for food security, legal access, services for non-English speaking seniors, transportation and programs for seniors with cognitive and physical disabilities.

Blight/Healthy Environment: The City of Oakland population has many challenges as they relate to health issues including blight and stresses related to violence and family economic viability. Community members identified programs for reducing blight, improving neighborhood serving retail, attracting green businesses and training for green jobs, programs that provide training about healthy lifestyles and access to healthy foods, programs that educate residents about creating a healthier community and environment through green businesses, social awareness, violence prevention and public safety and providing household stability through financial education.

## **b. Public Facilities**

Public facility needs vary greatly from neighborhood to neighborhood. In some neighborhoods, attractive, well-kept and well-lighted streets are the norm while in others; clearly deteriorating streets are without lights. While some parks are lush inviting, others are overgrown and unkempt, currently serving little purpose, save serving as a convenient place for drug trafficking and gang meetings.

Oakland's parks and recreational facilities provide a broad range and variety of recreational resources and opportunities for its residents. The City operates community centers, senior centers and a variety of recreational facilities providing recreational and community services programs, supervised team sports, instruction and other group recreational activities.

While some neighborhoods have a community center, a building facility located in or directly adjacent to a city park, playground or playing fields (providing a place for public meetings and social functions), these facilities can be marginally used due to maintenance issues and/or a pattern of drug and alcohol activity, use by homeless persons, vandalism and other criminal activity.

The current fiscal crisis has left the City with less resources to maintain and improve existing public facilities. We expect these problems to grow worse over time.

### **c. Infrastructure**

Public infrastructure consists of a range of facilities including water, sewer, storm draining, flood control, solid and liquid waste disposal facilities, gas and electric utilities, telecommunications facilities and local governmental facilities. A number of needs identified for infrastructure include street repairs with curbs, gutters and sidewalks, street landscaping and additional street lighting.

The current fiscal crisis has left the City with less resources to maintain and improve existing public infrastructure. We expect these problems to grow worse over time.

## **B. Community Development Strategy**

### **1. Basis for Assigning Priorities**

Community and Economic Development Agency (CEDA) staff is holding community meetings with residents from all Community Development (CD) Districts and boards to assess and prioritize Public Service and Infrastructure (Neighborhood Improvement) needs.

### **2. Obstacles to Meeting Under-Served Needs**

There are certain categories of need that have been particularly difficult to serve. These include very low income households of all types, more specifically 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 who have need for additional assistance through the food programs, childcare, youth and senior services. This is by far the most serious barrier to meeting the needs of extremely low income households.

The City's own resources, such as the Oakland Children Youth Fund, the Senior Services and the Hunger Program have not been adequate to address these needs. The CDBG funds have been used to provide vital services, particularly to those who are low income, 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.

### **b. 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 available programs. The City continues to maintain its Equal Access to Services Ordinance (EAO) with the purpose of removing language barriers that limited-English speakers may have in accessing City services. The Ordinance mandates that Oakland must provide language access for residents that are limited or non-English speakers through (1) bilingual personnel in public contact positions (PCPs) throughout its agencies and (2) translated written outreach materials: brochures, forms, notices, applications, etc. that provide vital information to the public about the Department's services or programs. The Ordinance targets languages that have 10,000 or more Oakland residents that are limited English speakers.

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.

## **3. Community Development Strategy**

### **a. Economic Development**

As stated in the "Non-Housing Community Development Needs" section of this Plan, there is a need for:

- Job opportunities for Oakland's unemployed, underemployed and economically disadvantaged residents
- Private investment to strengthen the tax base and stimulate commercial activity
- Reduction in blight and chronic vacancies in the City's commercial districts and downtown.

#### **i. Goals and Objectives**

The purpose of local economic development is to build up the economic capacity of a local area to improve its economic future and the quality of life for all residents. It is a process by which public, business and non-governmental sector partners work collectively to create better conditions for economic growth and employment generation. The City is working to achieve the following goals:

- Stimulate private investment to foster Oakland's business growth which ultimately will create more jobs for low and moderate income persons
- Support local job training and placement resources for Oakland's low to moderate income residents

- Support and encourage livable communities with greater safety and access to goods and services.

Oakland has grown tremendously in its business base in the last ten years but much potential remains. While there are new office buildings in downtown Oakland, underutilized lots remain. While the City is home to nine business improvement and community benefit districts, many commercial districts remain half-filled and undercapitalized. While some parts of Oakland feature nationally known new restaurants, in much of East and West Oakland a full service grocery store is miles away.

Oakland has 55 retail nodes (commercial districts), approximately 25 of which are located in low-moderate income neighborhoods that are also in redevelopment areas and on major transit corridors. The physical conditions of these areas reflect long term public and private disinvestment. Conditions include blighted buildings, vacant/underutilized lots, poorly lighted sidewalks and a general absence of streetscape amenities e.g. street trees, pedestrian level street lights, public plazas and landscaped medians—though there has been solid improvement in some areas. These conditions are often accompanied by drug activity, prostitution and violence. These types of activities are deterrents to investment and create a climate of fear and danger. When criminal activity is reduced in these areas, opportunities for investment are enhanced.

The construction sector, one of Oakland's traditionally strong sectors, has been hard hit with the current recession, Local Oakland firms report a 20-30% decline or more in business and have had to react with shrinking of facilities and/or laying off of staff. The green design engineering and construction industry in general is remaining competitive with more local sales, as well as regional or national consulting contracts. This sector sees the new stimulus packages with hope for more enterprises benefiting from the clean tech and or green energy efficiency measures.

While a renaissance in the City's food production industry is occurring—thanks to the presence of network suppliers and like-minded companies—the number of vacant manufacturing and warehouse buildings is increasing, with the departure of major manufacturers, including Metro Furniture and Tension Envelope.

Oakland is consistently rated among the top ten most sustainable large cities in the U.S., including a rating of 4<sup>th</sup> nationally by Popular Science in 2008. Such ratings are based both on public policy and programs as well as initiatives emerging from a city's private sector; indeed, Oakland boasts a minimum of 250 firms that either directly provide environmentally beneficial products or services, or are certified as meeting or exceeding high environmental standards in the way they do business.

Oakland has three major and distinct office districts, two of which have experienced considerable investment in new construction and rehabilitation of older office buildings since 2000. Major businesses still include traditional companies such as Clorox, University of California and Kaiser Permanente. However, cutting edge companies in green and digital media industries are also moving into and growing in Oakland. These

companies include Ask.com (internet search engine), Pandora.com (internet radio), Bright Source Energy and First Solar (solar systems).

Even with the sizeable gains that Oakland has made in the last decade, much remains to be done in all sectors, all sizes of businesses and all parts of the city.

## **ii. Economic Development Division**

In order to accomplish the stated goals, the Economic Development Division will continue to lead the following initiatives and provide the following services:

- Provide a comprehensive operating framework to guide Economic Development efforts
  - Work closely with the Oakland Metropolitan Chamber of Commerce and other partners on implementing the Oakland Partnership Strategy
  - Partner with Oakland Mayor's Office to ensure Oakland applies for any possible federal, state, regional and local grant funds
  - Work closely with the Oakland Workforce Investment Board (WIB) on structuring and implementing the WIB's local plan.
- Encourage small business development growth by streamlining the process of starting, relocating and growing a business in Oakland.
  - Operate the Oakland Business Assistance Center and serve clients looking to do business in the City of Oakland—nearly 600 clients served in the first quarter of operation, July, August and September 2009.
  - Partner with Alameda County Small Business Development Center and others to conduct small business education events
  - Identify ways to position the city's small businesses as suppliers to its large ones.
- Enhance the business climate for mid and larger sized businesses
  - Implement business tax and sales tax incentives to make it more appealing to do business in Oakland for businesses with 20 or more employees, which are most likely to provide stable, well-paid jobs.
- Contribute resources to the development of the "Created in Oakland" initiative to help move existing small businesses beyond startup.  
Bolster opportunities for employers and workers to connect and for workers to get training
  - Improve the performance of Oakland's employment and training services for youth and adults assist in helping these service providers meet all other federally mandated performance measures
  - Save Oakland businesses state income taxes by processing more than 10,000 CA Enterprise Zone Hiring Tax Credit vouchers
  - Expand and improve job training services for truants, parolees and probationers through the implementation of job training components of Oakland's Violence Prevention initiative, Measure Y.

- Conduct job fairs
- Partner with local job training agencies to ensure that Oakland residents are trained and ready to take advantage of economic development job opportunities
- Facilitate smoother permitting processes for businesses of all sizes
- Facilitate the cleanup and reuse of toxic sites
  - Manage brownfields loan and grant portfolio of over \$1 million in funding from state and federal sources.
- Encourage self-supported community revitalization
  - Manage and expand Business Improvement District (BID) and Community Benefit District (CBD) program, revenues from which pay for enhanced cleaning, security, streetscape improvements, marketing and economic development activities in affected commercial/residential districts throughout the City.
- Encourage business development, including
  - Facilitate the East Bay Green Corridor Partnership, a unique and dynamic partnership of cities, educational and research institutions, and local green companies working together to translate green innovation hatched at UC Berkeley and Lawrence Berkeley Lab into practical regional green economic development.
  - Create green design, engineering and construction industry trail to promote that industry
  - Support the Oakland Green Jobs Corps training and jobs partnership of the City of Oakland, Peralta Community Colleges, Cypress Mandela Training Center, Growth Sector, Inc., Ella Baker Center for Human Rights, and more
  - Implement the Oakland Retail Enhancement Strategy (2008), which calls for, among other things, creation of new grocery stores in East and West Oakland, development of major general merchandise retail development to recoup \$1 billion in sales “leakage,” and better City government coordination on retail business issues.
  - Lead retail tours, including one in September 2009, with over 40 retail real estate professionals.
  - Continue to market Oakland’s Food & Wine Waterfront Trail cluster of specialty food and wine producers.
  - Participate in the Oakland Food Policy Council and identify ways to increase access to food in Oakland
  - Expand the healthcare and bioscience presence in Oakland by leveraging the City’s existing four major healthcare campuses and related businesses
  - Coordinate international trade activities.
  - Support industrial businesses by creating industrial tenant improvement matching grant program
- Expand mobility in the Greater Downtown area so as to spur greater vitality and business growth
  - Marketing Oakland’s successes and opportunities for “eating, shopping, doing” in Oakland ([www.OaklandGrown.org](http://www.OaklandGrown.org)).

- Lead efforts to attract large office tenants and new office development and increase hotel usage and the possibility of new hotel development by managing contract overseeing Scotlan Convention Center and advocating for much needed improvements to the facility.
- Assess West Oakland industrial district's lighting, street surfacing, sidewalks and public utilities with an eye toward modernizing West Oakland's aging industrial areas on and near Mandela Parkway in order to make the area more attractive to employers.

### ***iii. Redevelopment Façade and Streetscape Improvement Programs***

The City of Oakland and Oakland Redevelopment Agency established and maintains its Façade and Streetscape Improvement Programs to offer services to improve physical and economic conditions in targeted neighborhood commercial districts.

#### ***Redevelopment Façade and Streetscape Improvement Programs strategies include:***

- Grants for exterior improvements to commercial building in Redevelopment areas, site/project development assistance, public improvements and technical assistance to merchant organizations
  - Improve the physical appearance of and pedestrian safety in targeted neighborhood commercial districts,
  - Assess existing conditions to identify strengths, weaknesses and opportunities and planning comprehensively to establish a framework for public and private investments,
  - Organize community stakeholders to actively participate in revitalization efforts,
  - Market and promote economic development opportunities to potential investors.

### ***iv. Commercial Lending Program***

The City of Oakland and Oakland Redevelopment Agency established and maintains its Commercial Lending Unit (CLU) for the purpose of providing small business technical assistance and lending services to Oakland's business community.

#### ***Redevelopment Commercial Lending Unit strategies include:***

- Maintains multiple professional services contracts with qualified service providers capable of delivering services targeted towards: technical support, strategic planning, training, employee recruitment and commercial lending.
- The Commercial Lending (CL) Unit oversees a loan portfolio of seven loan programs.

## **b. Public Services**

The City of Oakland, Community Development Division administers the Community Development Block Grant (CDBG) Program and works with the community to identify public services needs in each City Council District to allocate CDBG Public Service funds to organizations that apply to meet the identified needs.

*Community Development Programs strategies include provision of the following services as prioritized by the community and as funding allows:*

### **i. Senior Services**

As some of the most vulnerable members of the City of Oakland's population, seniors require a variety of non-housing support services to live independently and with dignity. Low cost legal services, meal delivery and in-home supportive services are but a few of the programs upon which seniors rely. The provision senior services may include programs that provide 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.

### **ii. Youth Services**

Youth services will focus on the goal of supporting young people so they may grow into productive members of the community. Because of the magnitude and complexity of the social problems youth face in Oakland, many are raised by single parents or grandparents, and drugs, violence, AIDS and poverty are all prevalent, there is a great deal to overcome. The provision of youth services may include programs that provide academic tutoring in math, science, English, counseling for at-risk youth and those involved with the juvenile justice system, monitoring and after-school activities.

### **iii. Hunger Relief**

The provision of hunger relief services will include 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.

### **iv. Childcare Services**

The provision of childcare services for infants and school-age children. The programs that provide childcares services may have primary consideration given to those services which are intended to support working single parents or those in school or job training. Programs services for special needs, such as those targeting the developmentally disabled may also be given primary consideration.

**v. Anti-crime/Violence Prevention**

The provision of anti-crime and violence prevention programs may provide services that focus on counseling, anti-recidivism programs, alternative activities and community organizing.

**vi. Employment Education and Job Training**

The provision of employment education and job training programs may include tutorial services, employment assistance, job training and placement particularly for those who would be considered members of most-in-need target populations such as youth, displaced workers, etc.

**vii. Substance Abuse**

The provision of substance abuse programs may provide services that focus on counseling, case management or supportive services.

**viii. Domestic Violence Services**

The provision of domestic violence programs may provide services that focus on counseling, legal services, emergency shelter or shelter placement, case management, supportive services, violence prevention and other family services.

**ix. Tenant/Landlord Counseling and Fair Housing**

The provision of tenant/landlord education and fair housing programs may provide services that focus on counseling.

**x. Disabled Services**

The provision of disabled services may include programs that provide services intended to mitigate accessibility and mobility problems, provide assistance for reasonable accommodation requests, transportation services, counseling and other supportive services.

**xi. Other Social Services**

The provision of other social services may 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.

**c. Public Facilities and Infrastructure**

The City of Oakland, Community Development Division administers the Community Development Block Grant (CDBG) Program and works with the community to identify public facilities and infrastructure needs in each City Council District and to allocate Capital Improvement funds to organizations and entities that apply to meet the identified needs.

***Public Facilities and Infrastructure strategies include provision of the following services as prioritized by the community and as funding allows:***

***i. Infrastructure***

Priority may be given to infrastructure improvements, i.e., supplementing or enhancing funding for street improvements, lighting, street landscaping, banners, screening residential from commercial and industrial areas, sidewalks, curbs and gutters, street trees etc., which improve housing marketability and enhance neighborhood development.

***ii. Public Facilities***

Improve public facilities and recreation centers such as safety enhancements and renovation of interior spaces to make them functional. The objective is to develop safe, desirable and well-used park and recreational facilities to improve the image and desirability of the neighborhoods and provide activities for youth and adults.

## **VI. CROSS CUTTING ISSUES**

### **A. Lead-Based Paint**

The City of Oakland continues its collaboration with Alameda County Lead Poisoning Prevention Program (ACLPPP) via the Community Development Partnership (Partnership).

The current strategies to address known lead-based paint hazards in housing units are dependent on the complexity of the scope of work and the cost to remediate the project. Lead based paint remediation is mandatory for buildings constructed prior to 1978. When rehabilitation costs are less than or equal to \$5,000, lead hazards are presumed safe and safe work practices are required on all surfaces disturbed by the rehabilitation work. Rehabilitations between \$5,000 and \$25,000 require risk assessments and/or paint testing and the performance of interim controls on identified hazards. Rehabilitation over \$25,000 requires risk assessments and/or paint inspections and abatement only on identified lead-based paint hazards, which includes all applicable surfaces (e.g.: surfaces to be disturbed or surfaces with deteriorated paint resulting from impact, friction, or chewable surfaces).

As a result of a recent strategic planning process, following are specific activities that were identified to address lead-based paint hazards in the City of Oakland.

The Partnership, via the Lead Hazard Control team, will identify and remediate lead hazards in at least 25 eligible housing units. The City of Oakland's CDBG program will provide funds, and the Partnership will seek to leverage these funds for in-kind contributions resulting in a total program budget of \$144,000. These funds will be used for rehabilitation and lead hazard control activities.

The Partnership will maintain contact information for families and housing units receiving lead hazard control services under the contract with ACLLPP. The contact information will be used to do outreach in health education and the promotion of blood lead screening for families with children under six residing in or spending a significant amount of time in units known to have lead-based paint.

With regard to remediation of housing units known to have lead hazards, the Lead Hazard Control team will incorporate detailed scopes of work to avoid lead poisoning in the rehabilitation process. Areas that are covered in the scope of work will also include occupant protection from lead hazards during lead hazard control and rehabilitation.

In addition to the Partnership program, City of Oakland will continue to implement its own Lead Safe Homes Program and the Home Maintenance and Improvement Program. These programs provide loans and grants to low- and very low-income homeowners. Funds are used for exterior house painting and other related lead-based paint hazard reduction repairs and services.

## **B. 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. As a result, the City has determined that most of the potential barriers identified by HUD do not exist in Oakland. The City has undertaken a number of measures to facilitate and encourage affordable housing, including zoning and development standards designed to encourage development of multi-family housing in areas designated by the City's *Land Use and Transportation Element* of the General Plan. Further details may be found in the City's Housing Element.

<http://www.oaklandnet.com/government/hcd/policy/docs/he2009draft.pdf>

### **1. Neighborhood Opposition**

The City will continue to work with community groups and local housing associations to gain acceptance at the neighborhood level for affordable housing. At the same time, the City does require that projects seeking City funding provide evidence of neighborhood support.

### **2. Streamlining Government 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.

Implement a "one-stop" permit process that provides coordinated, comprehensive, and accurate review of residential development applications. Ensure coordination between different City departments, provide for parallel review of different permits associated with projects, and provide project coordinator services to expedite project review when needed.

### **3. Development Standards**

The City's Planning division routinely considers variances from developers to its parking requirements for new multi-family housing, including developers of affordable housing. One zoning district, S-15, the Transit Oriented Development Zone, which is mapped around the West Oakland, MacArthur and Fruitvale BART stations, significantly reduces the parking requirement for new multi-family housing to .5 spaces per unit.

The new Central Business District zoning update, adopted in 2009, increased residential densities in downtown Oakland, and lowered open space requirements; these provisions, along with others of the new zoning, are intended to encourage the development of new multi-family housing in the transit-rich downtown area.

The Planning division intends, during 2010, to adopt written administrative procedures, available to the public, to ensure that all “reasonable accommodation” is made to further the development of housing for the disabled.

The City will adopt, by 2011, amendments to the Planning Code, which permit emergency shelters to locate in at least one zone outright, without a Conditional Use Permit.

#### **4. Environmental Remediation**

Apply for funding for brownfields cleanup. Explore possible funding sources and other ways to assist prospective housing developers in addressing soil contamination on potential housing sites. If appropriate funding can be identified, develop and implement a remediation assistance program

#### **5. Second Units**

Continue to encourage the construction of new secondary units and the legalization of existing non-conforming secondary units to bring those units into compliance with current zoning and building standards

### **C. Antipoverty Strategy**

Neighborhoods with high concentration of poverty are further challenged by their lack of social services, employment opportunities, childcare facilities and job-training programs. Welfare Reform has further exacerbated these problems, as former welfare recipients with limited education and skills exhaust their eligibility without having gained sufficient employment skills to make them competitive in the job market. Failure to properly train aid recipients has been a contributing factor to the growing concentration of poverty and social problems that are associated with economically marginalized neighborhoods (e.g., crime, drugs, teenage births, high dropout rates). Job training programs in the Bay Area fail to train people for the fastest growing occupations and often lack a focus on the “soft skills” needed by long-term aid recipients to obtain and maintain a job. The problem has become more apparent as the economy has softened and former TANF recipients have lost the jobs they gained during the 1990’s. These increased pressures on a tightly stretched safety net may jeopardize many of the neighborhood revitalization strategies already in place in the target neighborhoods.

Many of Oakland’s poorest residents must overcome such barriers as:

- Lack of access to affordable, reliable childcare
- Lack of experience and skills, including “soft” skills such as behavior in the workplace
- Preconceived assumptions about work ethics, social lives and job skills
- Racial discrimination

Wage rates for those at the bottom of the skill ladder have fallen in real terms, making it more difficult for the unskilled, whom are heavily represented among the poor, to find a job that will support a family.

To address these needs, the City of Oakland must continue to:

- Pinpoint and monitor already impoverished and economically marginalized areas so that the poverty concentration is not accelerated and thus adversely affect on City's Neighborhood Revitalization Strategies
- Continue to provide support for programs that keep young people in school to enhance their employability.

## **D. Institutional Structure**

This section discusses the role of the City of Oakland, other public sector partners and entities, the nonprofit sector and private sector in the implementation of the City's housing and community development plan.

### **1. City of Oakland**

#### **a. Community & Economic Development Agency**

Oakland's Community and Economic Development Agency (CEDA) is committed to sustainable growth and development throughout the City in ways that promote sound economic standards, environmental quality and the equitable distribution of jobs, housing and income. The Agency works to attract new businesses and jobs, retain and expand existing businesses, facilitate job training and placement, and redevelop key areas of the city. The Agency places a special focus on affordable housing, homebuyer assistance, the 10K downtown housing initiative, and revitalizing the City's neighborhood commercial corridors.

Planning, zoning, building services, economic development, redevelopment and housing and community development are consolidated functions of the CEDA.

#### **i. Housing & Community Development Division**

Housing & Community Development (HCD) is a division within CEDA that is responsible for managing HUD grant programs, developing housing policy and information, and administering the Rent Arbitration Ordinance. There are six sections within the division:

- Community Development Block Grant
- Homeownership Programs
- Housing Development
- Housing Policy and Programs
- Rent Adjustment
- Residential Lending and Rehabilitation Services

## **ii. Economic Development Division**

The Economic Development Division of CEDA offers assistance and resources to help establish and grow business in the City of Oakland. The division has two primary areas of operation—marketing to target industries and sites for new or expanded business in the City and providing assistance to entrepreneurs and existing business through the Division’s Business Assistance Center.

## **b. Department of Human Services**

The Department of Human Services (DHS) provides a wide range of services to Oakland’s children, youth and young adults, adults and families, and seniors and adults with special needs. Children and youth services include Head Start, Early Head Start, Even Start Family Literacy Program, Safe Walk to School, a Summer Lunch Program and other direct services for children and youth. Additionally, the Youth Advisory Commission and the Youth Leadership Development Team are programs targeting the older youth age-range. Adult and Family Services include programs to provide housing and services to homeless, the hungry, individuals and families impacted by HIV/AIDS, and those families that fall in the extremely low-income range. DHS’s Linkages program connects disabled adults (18 years and older) and frail older adults to community-based programs, enabling them to remain living independently rather than in group or nursing homes. Additionally, DHS provides transportation services via the Oakland Paratransit for the Elderly and Disabled. Other senior services include ASSETS, the Multipurpose Senior Services Program (MSSP), and Senior Companions (SCP) and Foster Grandparents Program (FGP). ASSETS provides employment and training for adults 55 years and older with limited income. MSSP assists seniors by assigning a nurse and social worker to assess needs and provide ongoing care management so that they may continue to live safely and independently in their own homes. The SCP program provides a small stipend to income-eligible participants who wish to volunteer their time to provide companionship and minor support to older adults. The FGP program also provides a small stipend to income-eligible participants who wish to volunteer as a mentor to at-risk children and youth. Finally, the City supports senior centers at six locations where a broad range of classes and special events are sponsored. Free or low-cost meals are also provided at these senior centers.

## **2. Other Partners**

### **a. Oakland Housing Authority**

The Oakland Housing Authority was established on April 28, 1938 to provide low-income residents of the City of Oakland with access to low-cost housing. The Authority is governed by a seven-member Board of Commissioners appointed by the mayor of the City of Oakland, with the approval of the Oakland City Council. Two members are residents of the Housing Authority. The Housing Authority executive director reports to the Board of Commissioners. The Authority has 8 major divisions: Property Operations, Leased Housing, Finance, Information Technology, Family and Community Partnerships, Police, Human Resources, Contract Compliance.

## **b. Other Public Entities**

### **i. Alameda County Housing & Community Development Department**

The Alameda County Housing and Community Development Department (HCD) plays a lead role in the development of housing and programs to serve the county's low and moderate income households, homeless, and disabled populations. Alameda County HCD maintains and expands housing opportunities for low--and moderate--income persons and families in the county by:

- Preserving the county's housing stock through rehabilitation and repair assistance programs.
- Expanding the supply of affordable housing for lower income renters and owners, including first-time homebuyers.
- Serving the needs of the homeless community as the lead agency in the countywide homeless collaborative and partnering with homeless service providers.
- Revitalizing low-income neighborhoods by installing sidewalks and public accessibility improvements, and by constructing neighborhood-serving facilities.

### **ii. Alameda County Lead Abatement Program**

Established in 1991, the Alameda County Lead Poisoning Prevention Program has become a national leader in childhood lead poisoning programs, combining health, environmental and residential hazard reduction services under one umbrella. The Alameda County Lead Poisoning Prevention Program's unique multidisciplinary approach is serving the community to eliminate environmental lead contamination and prevent childhood lead poisoning. Following are the program services offered by this program:

- Funding for Lead Hazard Reduction available from HUD to reduce lead hazards in privately owned rental housing.
- Health Services
  - Blood Lead Screening
  - Blood Level Results
  - Health Care Providers
  - Public Health Nursing Case Management
- Property Owner Services
- Classes
  - For Property Owners
  - For Contractors
  - Taught in Spanish

### **iii. Alameda County Behavioral Health Care Services**

The mission of Alameda County Behavioral Health Care Services (BHCS) is to provide strength-based, recovery and resiliency oriented, culturally competent, high quality, geographically accessible, integrated alcohol, drug, and mental health services to Alameda County residents of all ages. Through a network of community-based and county providers, services include prevention education, treatment, and rehabilitation. Their services include:

- Promoting recovery and resilience
- Minimizing services delivered in restrictive environments
- Stabilizing and managing symptoms and behaviors that are problematic for clients whether psychiatric in nature or related to substance use or abuse
- Supporting clients in the least restrictive environment of their choice
- Reducing the long-term adverse impacts on individuals, families and the community resulting from untreated severe emotional disorders, serious mental illness, and substance abuse
- Reducing illness, death, disability and the cost to society resulting from these conditions.

In addition, BHCS provides crisis and recovery services following major disasters.

### **iv. Alameda County Public Health Department--Office of AIDS Administration**

The Alameda County Public Health Department provides an array of programs and services designed to protect the health and safety of County residents. The backbone of Public Health includes assessments of the health status of residents, disease prevention and control, community mobilization and outreach, policy development, education, and assurance of access to quality medical and health care services.

The Office of AIDS Administration is located in the Division of Communicable Disease Control and Prevention (DCDCP). DCDCP's mission is to work in partnership with the community to protect the public from the spread of contagious diseases that result in illness, disability or death. Components of their HIV/AIDS program include monitoring the occurrence of the disease, and education and prevention. The Office of AIDS Administration provides HIV education and counseling to high risk populations and community agencies; they screen high risk individuals, and refer them to health care providers for evaluation, treatment and follow-up when appropriate.

## **c. Nonprofit Sector**

### **i. Affordable Housing Developers and other Associated Organizations**

The City has an active nonprofit housing development community, including four developers that have been certified as Community Housing Development Organizations (CHDOs) under the HOME program. The City works closely with the major nonprofit development industry organizations in the area – East Bay Housing Organizations

(EBHO) and the NonProfit Housing Association of Northern California (NPH). Other nonprofit organizations that participate in the housing development program include nonprofit financial intermediaries (such as the Low Income Investment Fund and Northern California Community Loan Fund) and nonprofit technical assistance organizations (such as the Local Initiatives Support Corporation and the Enterprise Foundation).

The City is working with the Oakland Community Land Trust as part of the Neighborhood Stabilization Program to acquire, rehabilitate and sell foreclosed homes.

**ii. Social Service Providers**

Numerous nonprofit organizations receive funding for the provision of public services (such as childcare, senior services, after school programs, health care, etc) through the Community Development Block Grant Program.

Nonprofit organizations are also key providers of shelter and supportive services for homeless persons and non-homeless persons with special needs, and play a critical role in the City's Continuum of Care activities.

**iii. Housing Counseling Organizations**

Nonprofits are also funded to provide fair housing counseling and education, homebuyer counseling and other housing services. There are a number of HUD-certified organizations located in Oakland who provide residents with these services. In addition, those same organizations are now providing critical support to homeowners facing foreclosure.

**d. Private Sector**

**i. Banks**

Private lenders and secondary mortgage market entities are active participants in the City's implementation strategy, particularly with respect to the housing development and first time homebuyer programs. The City works extensively with the lending community to expand opportunities for homeownership, by cosponsoring homebuyer fairs, providing homebuyer education, and by working with selected lenders as partners in the City's first time homebuyer programs. Funds invested by the City in housing development leverage substantial funding from private lenders and from institutions such as the Federal Home Loan Bank.

**ii. Private Investors**

Many of the City's housing development projects receive state and federal Low Income Housing Tax Credits. Nonprofit developers sell these credits to private investors in return for equity capital that is invested in the developments. A number of corporations and specialized investment organizations play a key role in this process.

### *iii.* **Business Community**

Private contractors are used for rehabilitation and new construction activities. The City makes efforts to involve local, small local and minority and women based contractors.

Private developers are participants in the housing development program, for both ownership and rental housing.

The City's economic development programs include assistance to local businesses through commercial lending programs for small businesses and micro-enterprises.

### *iv.* **Foundations**

In recent years various housing developments in the City have received grant funds from local foundations. In one case, funds were granted as a program related investment to reduce the amount permanent financed of that development. Other foundation grants include small sums to assist with various components of the development whether it be for funding pre-development planning, paying for analysis and incorporation of green building elements, or funding on-site service planning.

The Enterprise Foundation has played a vital role in providing Technical Assistance for implementation of the Neighborhood Stabilization Program (NSP).

### **e. Gaps and Weaknesses and Strategies for Improvement**

Nonprofit housing developers sometimes have difficulty attracting and retaining senior development staff. They have also faced new challenges as their portfolios mature and they encounter more challenging asset management issues.

The foreclosure crisis has created a need for programs for acquisition and rehabilitation of single-family homes but there has been little existing capacity and experience in this area.

The City will continue to seek out technical assistance for nonprofit developers, and will consider the continuation of HOME funding for operating support for CHDOs, particularly if it is tied to technical assistance and capacity building from third party providers. The City will also continue to take advantage of opportunities to use technical assistance provided by HUD in connection with the CDBG and HOME and NSP programs.

The State's financial crisis has prevented issuance of bonds to fund the California Housing and Community Development Agency's Multifamily Housing Program and similarly funded housing finance sources. Therefore, projects with commitments from those programs are unable to proceed.

The City will support State initiatives to provide temporary financing as a stand-in pending issuance of bonds.

In addition, the financial crisis has made the sale of Low Income Housing Tax Credits difficult. The yield for selling tax credits to investors has dropped dramatically in recent years. Two years ago, projects had been receiving commitments of close to \$1 for each dollar of tax credits to the investor.

To some extent, this problem has been mitigated through the Federal Tax Credit Assistance Program which allows state tax credit agencies to exchange credits from projects unable to obtain investor equity to the US Treasury for cash. However, the exchange rate of \$.85 per \$1 of federal tax credits and \$.60 for state tax credits is significantly less than the credits had been yielding. These problems have made the construction and rehabilitation of affordable housing more difficult and more expensive, as projects struggle to fill the financing gap.

## **E. COORDINATION**

The City works with non profits housing providers to and the East Bay Housing Organizations to facilitate development, rehabilitation and management of assisted housing. The City will continue to coordinate with the Oakland Housing Authority in relation to Public Housing, Section 8 and the OHA disposition program. There is extensive coordination regarding homeless issues as described in the Homeless Needs section. Coordination with Alameda County Lead Poisoning Prevention Program discussed earlier in this section. Oakland will work with other jurisdictions and nonprofits to coordinate NSP activities including maintaining a NSP list serve. The City participates in periodic meetings with the Federal Reserve Bank with Banks and Public Agencies regarding the foreclosure crisis.

## **F. 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. As part of each year's Consolidated Annual Performance and Evaluation Report (CAPER), the City compares its actual accomplishments to the goals and objectives established in the Five Year Plan and the Annual Action Plan.

#### **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 a variety of Federal, State and local requirements, 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.

City staff serve as 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.

In addition, CDBG-funded subrecipients are evaluated on a regular basis to determine if the activities are achieving their stated objectives and producing the desired outcomes.

The City's Finance and Management 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.

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. Once completed, the community, staff and City Council use the evaluation results for funding consideration for future years.

#### **b. Construction Requirements**

Construction projects are monitored, with the assistance of the Contract Compliance Unit, 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 Planning and

Zoning Division of the Community and Economic Development Agency, upon request from other 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 ESG. 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 City of Oakland's Affirmative Fair Housing Marketing requirements is included in the City's Annual Action Plan.

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. Monitoring staff in the Housing Development section 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.

# APPENDICES

**Appendix 1:  
Housing Units Dedicated for Occupancy by persons with HIV/AIDS in  
Oakland EMA.**

FACILITY	# OF BEDROOM UNITS	# OF HIV/AIDS DEDICATED BEDROOM UNITS	TYPE OF HOUSING
Adeline Apartments 3222 Adeline Street Oakland, CA	19		4 Permanent Rental Multi-Family Housing
Allied Housing Associates- University Avenue 1719 University Avenue Berkeley, CA	29		2 Mixed Use Residential over Commercial
Allen Temple Housing Corporation Arms IV (Allen Temple Manor) 7607 International Blvd., Oakland	24		4 Multi-Family Rental Housing
Alvarez Court 760 Alvarez Court Pinole, CA	19		10 Permanent Housing
Amara House 1631 Cypress Richmond, CA	5		5 Group Home
Ark of Refuge 9702 International Blvd. Oakland, CA	9		9 Emergency Housing/ Service Enriched
Aspen Court 121 Aspen Drive Pacheco, CA	12		12 Community Residence
Bay Bridge Apartments 1134 36 <sup>th</sup> Street Emeryville, CA	6		6 Community Residence
Bella Monte Apartments (Bayview) 2420 Willow Pass Road, Bay Point Bay Point, CA	52		5
BOSS-Rosa Parks 521 West Grand Avenue Oakland, CA	13		13 Transitional Housing- Community Residence
Concord House 20373 Concord Avenue Hayward, CA	8		8 SRO dwelling
Dwight Way House 2501 Sacramento Street Berkeley, CA	2		2
East Oakland Community Project /Crossroads	131 (beds)		20 Emergency Shelter and Transitional Housing
EBALD Swan's Market Oakland, CA	4		4 Family Rental Housing
Garden Parks Apartments 2387 Lisa Lane Pleasant Hill, CA	28		6 Affordable Rental
Fox Courts Oakland, CA	80		4 Affordable Rental/Subsidized Units
Harrison Hotel 1415 Harrison Street Oakland, CA	81		14 SRO dwelling

FACILITY	# OF BEDROOM UNITS	# OF HIV/AIDS DEDICATED BEDROOM UNITS	TYPE OF HOUSING
Housing Alliance Project 22198-22200 Center St. Castro Valley, CA	27		2 Affordable
Idaho Apartments 10203 San Pablo Avenue El Cerrito, CA	28		11 SRO dwelling
International Boulevard Family Housing Initiative 6006 International Boulevard, Oakland, CA	24		2 Permanent Multi-Family Rental Housing
Marlon Riggs Apartments 269 Vernon Oakland, CA	13		13 1-Bedroom Units
Miramar Housing 101-111 Corpus Chisti & 100-110 Pensacola Alameda, CA	24		24 Single Family Rentals
North County Women's Transitional Housing 2140 Dwight Way Berkeley, CA	10		4 Transitional Housing-Community Residence
Oaks Hotel 587-15 <sup>th</sup> Street Oakland, CA	84		4 SRO dwelling
OCHI-California Hotel 3501 San Pablo Avenue Oakland, CA	149		5 SRO dwelling
Oxford Plaza 2200 Oxford Plaza Berkeley, CA 94704	96		5
Peter Babcock House 2350 Woolsey Street Oakland, CA	5		5 Group Home
Providence House 540 - 23 <sup>rd</sup> Avenue Oakland, CA	40		4 Disabled
Resources for Community Development- Eastmont Court Apartments 6850 Foothill Blvd Oakland, CA	29		4 Affordable
Shelter, Inc. 935 East Street Pittsburg, CA	8		4 Affordable Rental
Sacramento Senior Homes/Outback 2517 Sacramento St Berkeley, CA 94702	40		2 Affordable Rental
Spirit of Hope 1 & 2 Alameda, CA	23 22		6 Community Residence 2
The Landings 811 East Street Pittsburg, CA	4		4 Affordable Rental
Victoria Apartments 1650, 1670, 1680 Detroit Avenue Concord, CA	12		4 Community Residence
Villa Vascancellos 151 Geary Road Walnut Creek, CA 94565	70		3 Affordable Rental
<b>TOTAL BEDROOM UNITS</b>	<b>1,099 (PLUS 131 SHELTER BEDS)</b>		<b>216</b>



## Appendix 2: Emergency Shelters in Oakland

Provider Name	Facility Name	HMIS	Geo Code	Target Population Year-Round Units/Beds				All Beds	Year - Round	Seasonal Individual Units	Over-flow/ Voucher
				A	B	Family Units	Family Beds				
24 Hour Oakland Parent/Teacher Children's Center	77th Street Shelter	P-	062508	HC		5	17	0	17		
A Safe Place	A Safe Place	P-	062508	HC	DV	0	20	0	20		
Anka Behavioral Health, Inc.	Oakland Army Base Winter Shelter	P-	062508	SMF		0	0	100		100	
Anka Behavioral Health, Inc.	Henry Robinson Multi-Service Center	P-	062508	HC		8	33	0	33		
BOSS	Oakland Homeless Project	P-	062508	SMF		0	0	25	25		
BOSS	Harrison House	P-	060324	SMF		0	0	50	50		
Casa Vincentia	Casa Vincentia	N	062508	HC		7	14	0	14		
City Team Ministries	City Team Ministry Shelter	N	062508	SM		0	0	50	50		
Covenant House Oakland	Permanent Youth Shelter	N	602508	SMF		0	0	20	20		
East Oakland Community Project (EOCP)	Crossroads	P-	062508	SMF, HC	AIDS	5	25	106	131		
Oakland Catholic Worker	Oakland Catholic Worker Shelter	N	062508	SMF		0	0	8	8		
Salvation Army	Salvation Army	P-	062508	HC		0	65	0	65		
St. Mary's Center	Winter Shelter	P-	062508	SMF		0	0	25		25	25
				<b>SUBTOTAL</b>		<b>25</b>	<b>174</b>	<b>384</b>	<b>433</b>	<b>125</b>	<b>25</b>

KEY: Target Population A and B

SM: single males

SF: single females

SMF: single males and females

CO: couples only, no children

SMHC: single males and households with children

SFHC: single females and households with children

HC: households with children

YM: youth males

KEY: Inventory type

C: Current Inventory

N: New Inventory

U: Under development

### Appendix 3: Transitional Housing in Oakland

Provider Name	Facility Name	HMIS	Geo Code	Target Pop.		Year-round Units/Beds			Total Beds
				A	B	Family Units	Family Beds	Individual Beds	
Ark of Refuge /Fred Finch Youth Center (FFYC) /Homeless Youth Collaborative (HYC)	Ark House II	P-	062508	SMF	AIDS	0	0	8	8
Ark of Refuge	Hazard-Ashley House	P-	062508	SMF	AIDS	0	0	3	3
BOSS	Rosa Parks	P-	062508	SMF	AIDS	0	0	23	23
EOCP/FFYC/ HYC	Our House	P-	062508	SMF	AIDS	0	0	8	8
Casa Vincentia /FFYC/ HYC	Transitional House for Young Mothers I	P-	062508	HC	DV	2	4	0	4
Casa Vincentia /FFYC/ HYC	Transitional House for Young Mothers II	P-	062508	HC	DV	2	4	0	4
Operation Dignity	House of Dignity/Aztec	P-	062508	SM	VET	0	0	30	30
Allied Fellowship Services	Allied Fellowship Services	N	062508	SMF		0	0	25	25
Alpha Omega Foundation	8th Street;83rd Ave	N	062508	SMF		5	15	29	44
Ariel Outreach Mission	Project Hope	N	062508	SF		3	6	15	21
City of Oakland Department of Human Services (DHS)	Matilda Cleveland	P-	062508	HC		14	44	0	44
City of Oakland DHS	Families in Transition	P-	062508	HC		9	50	0	50
City of Oakland DHS	HFSN/Henry Robinson	P-	062508	HC		54	177	0	177
City of Oakland DHS	Oakland Homeless Youth Housing Collaborative	P-	062508	SMF	Y	0	0	32	32
Clausen House	Clausen House	N	062508	SMF		0	0	9	9
First Place Fund for Youth	Supportive Housing Program	N	062508	M		0	0	45	45
Genesis Project	Genesis Project	N	069001	SMF		0	0	40	40

Images on the Rise	Images on the Rise	N	062508	SMF		0	0	40	40
Lutheran Social Services of Northern California	Transitional Housing	P-	062508	SF		0	0	5	5
Mary Ann Wright Foundation	Transitional House	N	062508	SMF		0	0	18	18
Oakland Elizabeth House	Elizabeth House	N	062508	M		7	28	2	30
The Solid Foundation	Mandela House	N	062508	FC		3	20	0	20
				<b>SUBTOTAL</b>		<b>99</b>	<b>348</b>	<b>332</b>	<b>680</b>

**Appendix 4:  
Permanent Supportive Housing in Oakland**

Provider Name	Facility Name	HMIS	Geo Code	Target Pop.		Year-Round Units/Beds			Total Beds
				A	B	Family Units	Family Beds	Individual Beds	
Ark of Refuge	Walker House	P-	062508	SMF	AIDS	0	0	10	10
EBALDC	Swan's Market	N	062508	FC	AIDS	0	0	4	4
Providence House	Providence House	N	062508	SMF	AIDS	0	0	41	41
RCD	Marlon Riggs	N	062508	M	AIDS	0	0	13	13
RCD	International Blvd	N	062508	M	AIDS	32	41		41
Lifelong Medical	Harrison Hotel	N	062508	SMF	AIDS	0	0	22	22
Alameda County	S+C SROs	P-10/04	062508	SMF				59	59
East Bay Asian EBALDC Local Development Corporation (EBALDC)		N	062508	SMF		0	0	43	43
Jubilee West	Jubilee West, Inc.	N	062508	SMF		0	0	6	6
Mercy Housing	C.L. Dellums Apts	N	062508	SMF		0	0	78	78
Mercy Housing	Hamilton Apts	N	062508	SMF		0	0	92	92
Mercy Housing	73rd Avenue		062508	MF			6		6
Pending	California Hotel	N	062508	SMF		0	0	144	144
Pending	Oaks Hotel	N	062508	SMF		0	0	84	84

Bonita House	Temescal Apts	N	062508	SMF		0	0	8	8
Jubilee Restoration	Jubilee Village	N	062508	M		20	46	0	46
RCD	Eastmont Court	N	062508	M		0	0	19	19
St. Mary's Center	St. Mary's Center	P	062508	SMF	Seniors	0	0	15	15
AHA	Madison @ 14 <sup>th</sup> Street		062508		Foster youth & families			20	20
RCD	Fox Courts		062508		Special Needs, Seniors, Individuals			10	10
				<b>SUBTOTAL</b>		<b>52</b>	<b>93</b>	<b>668</b>	<b>761</b>

**Appendix 5:  
Inventory of Facilities and Services for Non-Homeless Persons with  
Special Needs**

(See Appendix 1 for HIV/AIDS Housing Units)

<b>FACILITY NAME/PROGRAM NAME</b>	<b>DESCRIPTION</b>
<b>73<sup>rd</sup> Avenue Apartments - Shelter Plus Care</b>	4-unit housing for dually diagnosed hard-to-place homeless persons. Mental and substance abuse services made available.
<b>Oakland Homeless Youth Housing Collaborative</b>	The Oakland Youth Housing Collaborative, led by City of Oakland Dept. of Human Services, provides transitional housing and supportive services to homeless, runaway and at-risk youth in Oakland. Services provided include drop-in centers, vocational/educational training, life skills training, emotional support and transitional housing.
<b>Eden Information and Referral</b>	AIDS Housing Information Program (AHIP) has a full time supervisor and 2 part-time phone line attendants who answer inquiries, provide housing search related training to providers county-wide, and produce a bimonthly update/newsletter for the community.
<b>Families in Transition Project</b>	The City of Oakland Department of Human Services leads this scattered-site transitional housing program for low-income, homeless families. The Families in Transition Program can house up to 14 families of up to 50 individuals for up to 24 months.
<b>Fred Finch</b>	Fred Finch operates Coolidge Courts, the Avalon House and the Residential Program in Oakland providing housing and services to youth. Coolidge Courts provides safe housing and supportive services for young adults with persistent mental illness who have the ability or potential, with counseling and other assistance, to live independent lives. This project is believed to be the country's only low-income housing for mentally disabled young adults. The Avalon House has become a national model, serving youth, ages 12-17, who are dually-diagnosed with severe emotional disturbance and developmental disabilities. Clients live and attend school on campus, and receive therapeutic services 24 hours a day, 7 days a week. The Residential Program (Oakland Campus) provides treatment for young people with severe emotional disturbance, ages 12-18. Clients receive individual, group, and family therapy while attending our accredited school, Oakland Hills Academy. The program

	uses a strengths-based approach to help children return to community-based living.
<b>Options Recovery Services (formerly Hale Laulima)</b>	This 5-bedroom facility, formerly used to house women with HIV/AIDS and their children, is now operated as a clean-and-sober housing facility for people in recovery from substance abuse problems, operated by Options Recovery Services
<b>Homeless Families Support Network</b>	This Collaborative, led by the City of Oakland, provides 54 units of transitional housing for families at the Henry Robinson Multi-Service Center in downtown Oakland. Case management and a full complement of supportive services are provided at the Center and at the Network's service sites in downtown Oakland.
<b>Homeless One-Stop Welfare-to-Work Employment Support Systems/Parents (HII)</b>	The Homeless One-Stop Welfare-to-Work Employment Support System (HOWWESS) for Parents and Children in Oakland provides a holistic training and employment program focused on the special needs imposed on homeless families by welfare-to-work deadlines. It will continue providing innovative employment-related services to at least 200 parents and 400 children. This project connects homeless families to permanent housing and sustains permanent housing through collaborations with area housing providers and mainstream employment.
<b>Matilda Cleveland Transitional Housing Program</b>	The City of Oakland operates the Matilda Cleveland Transitional Housing Program, which provides 14 units of transitional housing for women and their children. Childcare, employment training and health care services are provided.
<b>One-Stop Homeless Employment Center</b>	The One-Stop Homeless Employment Center in Oakland provides comprehensive training and employment services for homeless persons with multiple employment barriers. The project will continue to provide innovative employment-related services to 500 homeless individuals annually.
<b>Providence House</b>	A 40-bedroom unit facility providing mental health counseling services and service coordination for residents at Providence House with HIV/AIDS.
<b>Resources for Community Development-Variou Sites</b>	Operate and provide case management and support services to tenants with HIV/AIDS at the Bay Bridge Apartments, Marlon Riggs Apartments (13 – 1 bedroom units), and Harrison Hotel (81 unit SRO, 14 dedicated to HIV/AIDS tenants).
<b>Resources for Community Development-Variou Sites</b>	Operate and provide case management and support services to tenants with HIV/AIDS at the Bay Bridge Apartments, Marlon Riggs Apartments (13 – 1 bedroom

	units), and Harrison Hotel (81 unit SRO, 14 dedicated to HIV/AIDS tenants).
<b>Rosa Parks House</b>	Building Opportunities for Self-Sufficiency operates Rosa Parks House, a transitional housing program in Oakland serving homeless individuals with mental disabilities and/or with HIV/AIDS. Rosa Parks provides transitional housing and supportive services (case management, mental health and recovery services and HIV/AIDS services) to 23 individuals. The program is designed to provide a structure for residents to achieve a level of personal and financial stability in order to move them along to a more permanent, independent living arrangement and to sustain that housing over time.
<b>Transitional Housing for Women (Hope Cottage)</b>	Lutheran Social Services of Northern California operates the Transitional Housing Program for Women in Oakland, providing low-cost housing, financial assistance, supportive services and emotional support to homeless women without children who are in an economic and personal transitional period in their lives. The program serves up to five women at any one time and provides assistance in meeting financial needs.
<b>Walker House</b>	Walker House in Oakland, operated by the Ark of Refuge, provides permanent supportive housing for 10 homeless, medically fragile dual and triply diagnosed adults living with disabling HIV disease and/or other disabilities who have critical need of care and supervision. Supportive services include attendant care by nursing attendants, meals, registered nurse case management, medication management (to assist with complex medical regimens), and on-site drug counseling as well as a 24-hour supervision for medical emergencies and crisis intervention.
<b>InHOUSE (Homeless Management Information System (HMIS))</b>	Information about Homelessness, Outcomes, and Service Engagement (InHOUSE), will be a unified data hub that provides an on-going structure to deliver and manage client service, assess needs within the Alameda County homeless service system, enumerate the homeless, monitor efforts to end homelessness, and coordinate data with multiple systems of care.
<b>One-Stop Homeless Employment Center</b>	The One-Stop Homeless Employment Center in Oakland provides comprehensive training and employment services for homeless persons with multiple employment barriers. The project will continue to provide innovative employment-related services to 500 homeless individuals annually.

## Appendix 6: PRIORITY HOMELESS NEEDS

NEED BY SUBPOPULATION	Individuals/Households Needing Housing Assistance					Households Needing Short- Term		Households Needing Permanent	
	Alameda County		Oakland			AL CTY	OAK	AlamCt	OAK
	Indivs	H/H	Indivs	H/H		H/H	H/H	H/H	H/H
<b>Chronically Homeless Single Individuals (HUD Definition)</b> Includes: Chronically Homeless with HIV/AIDS Chronically Homeless with Mental Illness Chronically Homeless Other	1,883	1,883	923	923		0	# 0	1,883	# 923
<b>Community-Defined Homeless Singles (excludes chronic homeless)</b>	3,522	3,212	1,726	1,574	Note 1	1,606	# 787	1,606	# 787
<b>Community-Defined Homeless Youth (excluded chronic homeless)</b>	990	990	485	485		495	# 243	495	# 243
<b>Community-Defined Homeless Families</b> Includes: Community-defined Homeless Living with HIV/AIDS Community-defined Homeless with mental Illness Community-defined Homeless Other	6,357	2,052	3,115	1,005	Note 2 Note 3 Note 3	821	# 402	1,231	# 603
<b>Sub-Total Community-Defined Homeless People</b>	10,869	6,254	5,326	3,064		2,922	1,432	3,332	1,633
<b>Extremely Low-income Single Adults Living with HIV/AIDS (not home)</b>	3,656	3,656	1,791	1,791		1,828	# 896	1,828	# 896
<b>Extremely Low-Income Head of Family Household Living with HIV/AIDS</b>	1,234	1,234	605	605		247	# 121	987	# 484
<b>Sub-Total ELI Adults/Head of Family Households Living with HIV/AIDS</b>	4,890	4,890	2,396	2,396		2,075	1,017	2,815	1,379
<b>Extremely Low-Income Single Adults with Mental Illness (not home)</b>	11,741	11,741	5,753	5,753		7,749	# 3,797	3,992	# 1,956
<b>Extremely Low-Income Head of Family Household with Mental Illness</b>	6,078	6,078	2,978	2,978		3,039	# 1,489	3,039	# 1,489
<b>Sub-Total ELI Adults/Head of Family Households with Mental Illness</b>	17,819	17,819	8,731	8,731		10,788	5,286	7,031	3,445
<b>Total by Subpopulation</b>	35,461	30,846	17,376	15,115		15,785	7,735	15,061	7,380

NEED BY HOUSING STATUS	Individuals/Households Needing Housing Assistance					Households Needing Short- Term		Households Needing Permanent	
	Alameda Cty		Oakland			AL CTY	OAK	AL CTY	OAK
	Indivs	H/H	Indivs	H/H		H/H	H/H	H/H	H/H
<b>Homeless Single Individuals, Couples and Families</b>	12,752	8,137	6,248	3,987		2,922	1,432	5,215	2,555
<b>Housed Low-Income Individuals/Head of Family Household with Dis</b>	22,709	22,709	11,127	11,127		12,863	6,303	9,846	4,825
<b>Total by Housing Status</b>	35,461	30,846	17,376	15,115		15,785	7,735	15,061	7,380

NEED BY HOUSEHOLD TYPE	Individuals/Households Needing Housing Assistance					Households Needing Short- Term		Households Needing Permanent	
	Alameda Cty		Oakland			AL CTY	OAK	AlamCt	OAK
	Indivs	H/H	Indivs	H/H		H/H	H/H	H/H	H/H
<b>Individuals &amp; Couples without Children</b> Chronically Homeless Individuals (HUD definition) Community-Defined Individuals & Couples Community Defined Homeless Youth Individuals who are Low-Income and Living with HIV/AIDS Individuals who are Low-Income with Mental Illness	1,883	1,883	923	923		0	0	1,883	923
<b>Sub-total Individuals</b>	21,792	21,482	10,678	10,526		11,678	5,722	9,804	4,804
<b>Families</b> Community-Defined Homeless Families Extremely Low-Income Head of Family Household and Living with HIV/AIDS Extremely Low-Income Head of Family Household with Mental Illness	6,357	2,052	3,115	1,005		821	402	1,231	603
<b>Sub-total Families</b>	13,669	9,364	6,698	4,588		4,107	2,012	5,257	2,576
<b>Total by Household Type</b>	35,461	30,846	17,376	15,115		15,785	7,735	15,061	7,380

NEED BY LEVEL OF ON- SITE SERVICE REQUIRED IN PERMANENT HOUSING	AL CTY H/H	OAK H/H	On-Site Service Level				Total
			No	Low	Medium	High	
<b>Individuals &amp; Couples without Children</b> Chronically Homeless Individuals (HUD definition) Community-Defined Individuals & Couples Community Defined Homeless Youth Individuals who are Extremely Low-Income and Living with HIV/AIDS Individuals who are Extremely Low-Income with Mental Illness	1,883	923		185	369	369	923
<b>Sub-total Individuals</b>	9,804	4,804	1,352	1,023	1,373	1,056	4,804
<b>Families</b> Community-Defined Homeless Families Extremely Low-Income Head of Family Household and Living with HIV/AIDS Extremely Low-Income Head of Family Household with Mental Illness	1,231	603	302	121	121	60	603
<b>Sub-total Families</b>	5,257	2,576	1,288	515	515	258	2,576
<b>Total by Level of On-Site Service in Permanent Housing Required</b>	15,061	7,380	2,640	1,538	1,888	1,313	7,380

These Oakland numbers could be low as the homeless population in Oakland (and Berkeley) is disproportionately comprised of single adults and couples without children as compared with families. Also don't know how to estimate Oakland share of the county-wide low-income households with an adult with HIV/AIDS mental illness other than applying the 49% figure. Please advise.

Note 1: The Oakland % should probably be more due to the greater number of homeless people who are single in Oakland as compared to the rest of the county.

Note 2: The Oakland % probably should be less due to the smaller number of homeless families in Oakland as compared to the rest of the county.

Note 3: These numbers from Table 4, Page 75 of Plan don't make sense to me -- they don't add to the numbers above them, so it's unclear what they mean.



## Appendix 7: Publicly Assisted Rental Units in the City of Oakland

Property Name	Property Address	Special Code	Year Complete	Total Units	Total Sub Units	Sub SRO	Sub 0 BR	Sub 1 BR	Sub 2 BR	Sub 3 BR	Sub 4+	Senior Units	Accessible Units	Section 8 Units
Allen Temple Manor	7607 International Blvd.	Disabled or HIV/AIDS	2001	24	23	0	0	21	2	0	0	0	2	0
Coolidge Ct	3800 Coolidge Ave	Disabled or HIV/AIDS	1998	19	18	0	18	0	0	0	0	0	9	18
CURA-North	531 24th Street	Disabled or HIV/AIDS	2001	18	17	0	15	2	0	0	0	0	2	0
Eastmont Court	6850 Foothill Blvd	Disabled or HIV/AIDS	2005	19	18	0	0	9	9	0	0	0	0	0
Homes Now in the Community	1800 Linden St	Disabled or HIV/AIDS	1983	10	10	0	0	6	4	0	0	0	1	10
Humphrey/Lane Homes	2787 79th Ave	Disabled or HIV/AIDS	1984	12	12	12	0	0	0	0	0	0	4	0
Marlon Riggs Apts	269 Vernon St	Disabled or HIV/AIDS	1996	13	12	0	0	12	0	0	0	0	1	0
Peter Babcock House	2350 Woolsey St	Disabled or HIV/AIDS	1996	5	5	5	0	0	0	0	0	0	1	0
Providence House	540 23rd St	Disabled or HIV/AIDS	1990	41	40	0	0	34	6	0	0	0	40	40
Rosa Parks House	521 W. Grand Ave	Disabled or HIV/AIDS	1999	11	11	0	2	7	2	0	0	0	1	0
		<b>SUB-TOTAL Disabled or HIV/AIDS</b>		<b>172</b>	<b>166</b>	<b>17</b>	<b>35</b>	<b>91</b>	<b>23</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>61</b>	<b>68</b>
Allen Temple Arms I	8135 International Blvd	Seniors	1982	76	75	0	0	75	0	0	0	75	7	75

Property Name	Property Address	Special Code	Year Complete	Total Units	Total Sub Units	Sub SRO	Sub 0 BR	Sub 1 BR	Sub 2 BR	Sub 3 BR	Sub 4+	Senior Units	Accessible Units	Section 8 Units
Allen Temple Arms II	1388 81st Ave	Seniors	1987	51	51	0	13	38	0	0	0	51	7	51
Allen Temple Gardens	10121 International Blvd	Seniors	2001	50	49	0	0	49	0	0	0	49	5	0
Altenheim Phase I	1720 MacArthur Blvd	Seniors	2007	93	92	0	52	40	0	0	0	92	0	0
Bancroft Senior Homes	5636 Bancroft Ave	Seniors	2001	61	60	0	0	60	0	0	0	60	3	0
Baywood	225 41st St	Seniors	1981	77	77	0	5	72	0	0	0	77	10	77
Beth Asher	3649 Dimond	Seniors	1971	50	50	0	34	16	0	0	0	49	0	49
Beth Eden	1100 Market St	Seniors	1975	54	54	0	0	54	0	0	0	54	10	54
Bishop Nichols Senior Housing (Downs)	1027 62nd St	Seniors	2003	17	16	0	0	16	0	0	0	16	0	0
Casa Velasco	3430 Foothill Blvd	Seniors	2003	20	19	0	12	7	0	0	0	19	0	20
Doh On Yuen	211 8th St	Seniors	n/a	48	46	0	36	10	0	0	0	46	0	46
E.E. Cleveland Manor	2611 Alvingroom Ct	Seniors	1990	54	53	0	13	40	0	0	0	53	4	53
Glen Brook Terrace	4030 Panama Ct	Seniors	n/a	66	66	0	57	9	0	0	0	65	0	65
Hotel Oakland	270 13th St	Seniors	1981	315	313	0	77	236	0	0	0	313	313	313
Irene Cooper Terrace	1218 2nd Ave	Seniors	2000	40	39	0	0	39	0	0	0	39	0	0
J.L. Richards Terrace	250 E 12th St	Seniors	1988	80	80	0	20	60	0	0	0	80	8	80

Property Name	Property Address	Special Code	Year Complete	Total Units	Total Sub Units	Sub SRO	Sub 0 BR	Sub 1 BR	Sub 2 BR	Sub 3 BR	Sub 4+	Senior Units	Accessible Units	Section 8 Units
Lake Merritt Apartments	1417 1st Ave	Seniors	2003	55	54	0	0	54	0	0	0	54	54	54
Lakemount Apartments	136 E 12th St	Seniors	1974	66	66	0	12	54	0	0	0	66	66	66
Las Bougainvilleas	1231-7 37th Ave	Seniors	1998	67	67	0	0	66	1	0	0	67	6	67
Lincoln Court Senior Housing	2400 MacArthur Blvd	Seniors	2006	82	81	0	2	79	0	0	0	81	0	0
Linda Glen	32 Linda Ave	Seniors	1973	42	42	0	33	9	0	0	0	42	10	40
Mark Twain Senior Center	2426-38 35th Ave	Seniors	1996	109	106	68	32	6	0	0	0	106	12	22
Noble Towers	1515 Lakeside Dr	Seniors	1982	195	195	0	0	195	0	0	0	195	14	195
Northgate Terrace	550 24th St	Seniors	1970	201	200	0	180	20	0	0	0	200	10	155
Oak Center Towers	1515 Market St	Seniors	1974	196	195	0	173	22	0	0	0	195	4	195
Oak Street Terrace	1109 Oak St	Seniors	2004	39	38	0	38	0	0	0	0	38	0	0
Orchards on Foothill	2719 Foothill Blvd	Seniors	2008	65	64	0	0	64	0	0	0	64	0	0
Otterbein Manor	5375 Manila Ave	Seniors	1973	39	39	0	31	8	0	0	0	38	0	38
Park Blvd Manor	4135 Park Blvd	Seniors	n/a	42	39	0	33	6	0	0	0	39	0	39
Park Village	3761 Park Blvd Way	Seniors	1978	84	84	0	0	84	0	0	0	84	2	84
Percy Abram, Jr Senior Apartments	1070 Alcatraz Ave	Seniors	2006	44	44	0	0	44	0	0	0	44	0	0

Property Name	Property Address	Special Code	Year Complete	Total Units	Total Sub Units	Sub SRO	Sub 0 BR	Sub 1 BR	Sub 2 BR	Sub 3 BR	Sub 4+	Senior Units	Accessible Units	Section 8 Units
Posada de Colores	2221 Fruitvale Ave	Seniors	1979	100	100	0	0	99	1	0	0	100	14	100
Rose of Sharon	1600 Lakeshore Ave	Seniors	1977	141	139	0	83	56	0	0	0	139	30	88
Saint Andrew's Manor	3250 San Pablo Ave	Seniors	1973	60	59	0	51	8	0	0	0	59	6	59
Saint Marks Hotel/Victoria Plaza	394 12th St	Seniors	1986	101	100	0	0	100	0	0	0	100	7	100
Saint Mary's Gardens	801 10th St	Seniors	1979	100	100	0	0	100	0	0	0	100	9	100
Saint Patrick's Terrace	1212 Center St	Seniors	1973	66	65	0	57	8	0	0	0	65	4	65
San Pablo Hotel	1955 San Pablo Ave	Seniors	1995	144	144	144	0	0	0	0	0	144	144	0
Satellite Central	540 21st St	Seniors	1970	151	150	0	115	35	0	0	0	150	0	150
Sister Thea Bowman Manor	6400 San Pablo Ave	Seniors	1990	56	55	0	14	41	0	0	0	55	6	55
Sojourner Truth Manor	5815, 5915, 6015 Martin Luther King Jr Way	Seniors	1976	88	87	0	74	13	0	0	0	87	10	87
Southlake Tower	1501 Alice St	Seniors	2004	130	129	0	0	129	0	0	0	129	14	129
Sylvester Rutledge Manor (North Oakland Senior)	3255 San Pablo Ave	Seniors	2003	65	64	0	0	64	0	0	0	64	0	0
Valdez Plaza	280 28th St	Seniors	1981	150	150	0	0	150	0	0	0	150	20	150
Westlake Christian Terrace I	251 28th St	Seniors	n/a	200	200	0	158	42	0	0	0	200	0	91
Westlake Christian Terrace II	275 28th St	Seniors	1977	200	200	0	0	200	0	0	0	200	0	40

Property Name	Property Address	Special Code	Year Complete	Total Units	Total Sub Units	Sub SRO	Sub 0 BR	Sub 1 BR	Sub 2 BR	Sub 3 BR	Sub 4+	Senior Units	Accessible Units	Section 8 Units
		<b>SUB-TOTAL Seniors</b>		<b>4,230</b>	<b>4,196</b>	<b>212</b>	<b>1,405</b>	<b>2,577</b>	<b>2</b>	<b>0</b>	<b>0</b>	<b>4,193</b>	<b>809</b>	<b>3,052</b>
Adcock/Joiner Apts.	532 16th St	Families	1994	50	50	0	25	25	0	0	0	0	5	0
Adeline Lofts	2320 Adeline St	Families	2002	38	37	0	0	12	13	12	0	0	8	0
Chestnut Court Rental	2240 Chestnut St	Families	2003	27	26	0	0	4	20	2	0	0	0	0
City Towers Apartments #1	1050 7th St	Families	1980	77	77	0	11	22	44	0	0	0	0	77
City Towers Apartments #2	725 Market St	Families	1980	77	77	0	11	22	44	0	0	0	0	77
City Towers Apartments #3	1055 8th St	Families	1980	77	77	0	11	22	44	0	0	0	0	77
Courtyards at Acorn	923 Adeline	Families	2000	87	87	0	6	7	20	52	2	0	0	0
Drachma Housing Inc. (14 unit)	scattered sites in W. Oakland	Families	2005	14	14	0	0	0	1	12	1	0	0	0
Drachma Housing LP (19 unit)	scattered sites in W Oakland	Families	2003	19	19	0	3	1	9	5	1	0	0	0
Drasnin Manor	2530 International Blvd	Families	1993	26	26	0	0	3	5	18	0	3	3	0
E.C. Reems Gardens	2700-2785 Alvingroom Court	Families	1999	126	124	0	0	17	71	36	0	0	0	0
East Side Arts and Housing	2277-2289 International Blvd.	Families	2006	18	16	0	8	8	0	0	0	0	0	0
Effie's House	829 E 19th St	Families	1999	21	20	0	11	9	0	0	0	0	0	0
Eldridge Gonaway Commons	1165 3rd Ave	Families	1984	40	39	0	0	10	14	13	2	0	3	39

Property Name	Property Address	Special Code	Year Complete	Total Units	Total Sub Units	Sub SRO	Sub 0 BR	Sub 1 BR	Sub 2 BR	Sub 3 BR	Sub 4+	Senior Units	Accessible Units	Section 8 Units
Foothill Plaza	2701 64th Avenue	Families	1988	54	11	0	0	6	5	0	0	0	1	0
Frank G. Mar	1220 Harrison St	Families	1990	119	119	0	0	51	35	27	6	38	8	0
Fruitvale Transit Village	3301 and 3411 E 12th St	Families	2003	47	10	0	0	4	6	0	0	0	1	0
Hismen Hin-nu Terrace	2555 International Blvd	Families	1995	92	92	0	0	18	34	30	10	0	5	0
Howie Harp Plaza	430 28th St	Families	1995	20	19	0	0	0	7	12	0	0	0	19
International Blvd Family Housing	6600 International Blvd	Families	2002	30	29	0	0	7	9	11	2	0	8	0
James Lee Court	690 15th St	Families	1992	26	25	0	0	4	7	10	4	0	0	0
Keller Plaza	5321 Telegraph Ave	Families	1973	201	201	0	40	120	41	0	0	0	1	168
Kenneth Henry Ct	6455 Foothill Blvd	Families	1992	51	51	0	0	8	29	12	2	0	19	11
Linden Court Rental	1089 26th St	Families	2003	41	40	0	0	15	20	5	0	0	0	0
Lion Creek Crossings Phase I	881 69th Ave and 6814-6846 Hawley St	Families	2006	115	70	0	0	11	22	26	11	0	0	0
Lion Creek Crossings Phase II	69th St & Snell St	Families	2007	147	92	0	0	20	59	11	2	0	0	0
Lion Creek Crossings Phase III	66th Street at Leona Creek Drive and Lion Way	Families	2008	107	106	0	0	5	34	51	16	0	0	0
Lottie Johnson Apartments	970 14th St	Families	1974	27	22	0	8	12	2	0	0	0	0	22
Madison Lofts	160 14th Street	Families	2008	79	78	0	16	36	20	6	0	0	0	0

Property Name	Property Address	Special Code	Year Complete	Total Units	Total Sub Units	Sub SRO	Sub 0 BR	Sub 1 BR	Sub 2 BR	Sub 3 BR	Sub 4+	Senior Units	Accessible Units	Section 8 Units
Madison Park Apartments	100 9th St	Families	1995	98	98	0	20	69	9	0	0	0	5	96
Mandela Gateway Rental Housing	1346 and 1420 7th Street	Families	2004	168	120	0	0	36	61	23	0	0	12	30
Marcus Garvey Commons	721 Wood st	Families	1992	22	21	0	0	4	7	8	2	0	4	0
Marin Way Ct	2000 International Blvd	Families	1987	20	19	0	0	0	19	0	0	0	2	0
MORHI Housing	741 Filbert Street	Families	1972	126	125	0	0	0	0	56	69	0	1	0
Northgate Apartments	2301 Northgate Ave	Families	2003	42	41	0	0	0	14	23	4	0	0	0
Nueva Vista	3700 International Blvd	Families	1986	30	29	0	0	8	14	7	0	0	0	0
Oak Center Homes	850 18th St.	Families	1983	89	89	0	0	11	38	33	7	0	1	89
Oak Center I	1601 Market St, Unit 106	Families	1972	79	76	0	0	33	20	11	12	0	1	76
Oak Park Apartments	2618 E. 16th St	Families	2004	35	34	0	0	13	3	16	2	0	0	0
Oak Village	780 13th St, #103	Families	1973	117	3	0	0	2	1	0	0	0	0	0
Oakland Point Limited Partnership	1448 10th St.	Families	2002	31	31	0	6	1	16	3	5	0	0	0
Piedmont Apartments	215 W MacArthur Blvd	Families	1998	250	250	0	33	193	24	0	0	0	0	0
San Antonio Terrace	1485 E 22nd St	Families	1990	23	22	0	0	0	11	11	0	0	1	0
Santana Apartments	2220 10th Ave	Families	1992	30	30	0	6	12	6	6	0	0	4	0

Property Name	Property Address	Special Code	Year Complete	Total Units	Total Sub Units	Sub SRO	Sub 0 BR	Sub 1 BR	Sub 2 BR	Sub 3 BR	Sub 4+	Senior Units	Accessible Units	Section 8 Units
Seven Directions	2946 International Blvd	Families	2008	36	35	0	2	2	17	13	1	0	0	0
Slim Jenkins Ct	700 Willow St	Families	1991	32	13	0	0	0	13	0	0	0	2	0
Stanley Avenue Apartments	6006 International Blvd	Families	2003	24	23	0	0	5	5	11	2	0	8	0
Swans Market Housing	918 Clay St.	Families	1999	18	18	0	0	8	10	0	0	0	18	0
Taylor Methodist	1080 14th St	Families	n/a	12	12	0	0	0	8	4	0	0	0	0
Town Center at Acorn	1143-10th St.	Families	2000	206	206	0	18	25	63	90	10	0	0	25
United Together Manor	9410 MacArthur Blvd	Families	1992	18	17	0	0	11	6	0	0	0	1	0
Uptown Apartments	500, 600, 601 Williams Street	Families	2008	665	166	0	32	75	50	9	0	0	0	0
West Street	3927 West St.	Families	1999	3	3	0	0	0	1	2	0	0	0	0
		<b>SUB-TOTAL Families</b>		<b>4,027</b>	<b>3,135</b>	<b>0</b>	<b>267</b>	<b>987</b>	<b>1,031</b>	<b>677</b>	<b>173</b>	<b>41</b>	<b>122</b>	<b>806</b>
1063 82nd Avenue (Wang Scattered Site)	1063 82nd Avenue	Ownership	2002	2	2	0	0	0	0	0	0	0	0	0
1226 94th Avenue (Wang Scattered Site)	1226 94th Avenue	Ownership	2002	1	1	0	0	0	0	0	0	0	0	0
1311 Campbell Street (Wang Scattered Site)	1311 Campbell Street	Ownership	2005	1	1	0	0	0	0	0	0	0	0	0
4100 MLK Homeownership (Wang)	4100 Martin Luther King Jr Way	Ownership	2002	1	1	0	0	0	0	0	4	0	0	0
901 70th Avenue (Wang Scattered Site)	901 70th Avenue	Ownership	2005	1	1	0	0	0	0	0	0	0	0	0

Property Name	Property Address	Special Code	Year Complete	Total Units	Total Sub Units	Sub SRO	Sub 0 BR	Sub 1 BR	Sub 2 BR	Sub 3 BR	Sub 4+	Senior Units	Accessible Units	Section 8 Units
938 46th Street (Wang Scattered Site)	938 46th Street	Ownership	2007	2	2	0	0	0	0	0	0	0	0	0
Bayporte Village	Market St. between 8th and 10th	Ownership	1999	71	71	0	0	0	0	0	0	0	0	0
Central East Oakland Infill	scattered sites	Ownership	1995	4	4	0	0	0	0	0	0	0	0	0
Chestnut Court Ownership	1114 14th St	Ownership	2003	15	15	0	0	0	0	0	0	0	0	0
Edes Avenue Homes, Phase A	10900 Edes Avenue	Ownership	2008	26	26	0	0	0	0	0	0	0	0	0
Elmhurst Infill Housing (Wang)	scattered sites	Ownership	1998	8	8	0	0	0	0	0	0	0	0	0
Elmhurst Scattered Site	1153 79th Avenue	Ownership	n/a	7	7	0	0	0	0	0	0	0	0	0
Golf Links Road Rehabilitation	8200 - 8400 Golf Links Road	Ownership	1991	21	21	0	0	0	0	0	0	0	0	0
Habitat for Humanity	82nd Avenue and International Blvd	Ownership	2001	3	3	0	0	0	0	0	0	0	0	0
Habitat Fruitvale Homes	2662 Fruitvale Ave	Ownership	2003	4	4	0	0	0	0	2	2	0	0	0
Habitat Village	277 105th Avenue	Ownership	2001	40	40	0	0	0	0	0	0	0	0	0
Leola Terrace	2428 90th Avenue	Ownership	1997	8	8	0	0	0	0	0	0	0	0	0
Mandela Gateway Ownership Housing	8th Street bet. Mandela Pkwy & Center St	Ownership	2008	14	14	0	0	0	0	14	0	0	0	0
MLK Plaza Homes	Dover St, 58th St and Aileen St	Ownership	2002	11	11	0	0	0	0	11	0	0	0	0
NCLT Homeownership Program	3032 Linden St	Ownership	2003	4	4	0	0	1	2	1	0	0	0	0

Property Name	Property Address	Special Code	Year Complete	Total Units	Total Sub Units	Sub SRO	Sub 0 BR	Sub 1 BR	Sub 2 BR	Sub 3 BR	Sub 4+	Senior Units	Accessible Units	Section 8 Units
North Oakland Infill (Ward)	scattered sites	Ownership	1989	4	4	0	0	0	0	0	0	0	0	0
Oakwood Estates	Creekside Circle at 105th Avenue	Ownership	1997	36	36	0	0	0	0	0	0	0	0	0
Palm Court	926- 949 Palm Court	Ownership	2005	12	12	0	0	0	0	8	4	0	0	0
Palm Villa	MacArthur Blvd between 90th and 94 <sup>th</sup> Avenues	Ownership	2003	78	78	0	0	0	0	74	4	0	0	0
San Pablo Gateway	5216 San Pablo Avenue	Ownership	2000	11	11	0	0	0	0	0	0	0	0	0
Sausal Creek Townhomes	2464 26th Avenue	Ownership	2008	17	17	0	0	0	0	0	0	0	0	0
Town Square	1 - 27 Town Square Place	Ownership	1994	27	27	0	0	0	0	0	0	0	0	0
Traditional Homes	1044 - 1048 91st Avenue	Ownership	1996	2	2	0	0	0	0	0	0	0	0	0
Victoria Court	1400 and 1500 blocks of Adeline St	Ownership	1996	16	16	0	0	0	0	0	0	0	0	0
Victorian Village	1400 and 1500 blocks of Market St	Ownership	1994	56	56	0	0	0	0	0	0	0	0	0
Villas at Jingletown	2806 East 10th Street	Ownership	1997	53	53	0	0	0	0	0	0	0	0	0
West Oakland Infill	scattered sites	Ownership	n/a	11	11	0	0	0	0	0	0	0	0	0
		<b>SUB-TOTAL Ownership</b>		<b>567</b>	<b>567</b>	<b>0</b>	<b>0</b>	<b>1</b>	<b>2</b>	<b>110</b>	<b>14</b>	<b>0</b>	<b>0</b>	<b>0</b>
Aztec Hotel	583-587 8th St	Residential Hotel	1993	58	58	58	0	0	0	0	0	0	4	0
C.L. Dellums Apartments	644 14th St	Residential Hotel	1995	73	72	72	0	0	0	0	0	0	6	72

Property Name	Property Address	Special Code	Year Complete	Total Units	Total Sub Units	Sub SRO	Sub 0 BR	Sub 1 BR	Sub 2 BR	Sub 3 BR	Sub 4+	Senior Units	Accessible Units	Section 8 Units
California Hotel	3501 San Pablo Ave	Residential Hotel	1990	150	149	133	16	0	0	0	0	0	4	9
Coit Apartments	1445 Harrison St	Residential Hotel	1995	107	107	105	0	0	2	0	0	0	0	105
Hamilton Hotel	2101 Telegraph Ave	Residential Hotel	1997	92	92	92	0	0	0	0	0	0	0	92
Harrison Hotel	1415 Harrison Street	Residential Hotel	1996	81	59	59	0	0	0	0	0	0	59	59
Hugh Taylor House	1935 Seminary Ave	Residential Hotel	1994	42	25	20	0	5	0	0	0	0	2	25
Madrone Hotel	477 8th St	Residential Hotel	1988	32	32	31	1	0	0	0	0	0	0	0
Oaks Hotel	587 15th St	Residential Hotel	1985	85	85	84	1	0	0	0	0	0	0	0
		<b>SUB-TOTAL Residential Hotel</b>		<b>720</b>	<b>679</b>	<b>654</b>	<b>18</b>	<b>5</b>	<b>2</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>75</b>	<b>362</b>
Hale Laulima House	369 Fairmount Ave	Transitional Housing	1995	1	1	0	0	0	0	0	1	0	1	0
Henry Robinson Multi-Service Center	559 16th St	Transitional Housing	1993	63	62	32	0	0	24	5	0	0	0	0
Matilda Cleveland Hsg	8314 MacArthur Blvd	Transitional Housing	1992	14	14	3	0	2	3	6	0	0	1	0
Transitional Housing - 84th Ave	1936 84th Ave	Transitional Housing	1991	1	1	0	0	0	1	0	0	0	0	0
Transitional Housing - Adeline St	3501 Adeline St	Transitional Housing	1991	1	1	0	0	0	1	0	0	0	0	0
Transitional Housing - Bancroft Ave	5239-41 Bancroft Ave	Transitional Housing	1991	3	3	0	0	1	1	1	0	0	0	0
Transitional Housing - Church/Halliday	2400 Church St & 6850 Halliday	Transitional Housing	1992	2	2	0	0	0	2	0	0	0	0	0

Property Name	Property Address	Special Code	Year Complete	Total Units	Total Sub Units	Sub SRO	Sub 0 BR	Sub 1 BR	Sub 2 BR	Sub 3 BR	Sub 4+	Senior Units	Accessible Units	Section 8 Units
Transitional Housing - Hunter Ave	173 Hunter Ave	Transitional Housing	1991	1	1	0	0	0	0	1	0	0	0	0
Transitional Housing - Walnut St	9905 Walnut St	Transitional Housing	1992	4	4	0	0	0	4	0	0	0	0	0
Transitional Housing - West St	3824 West Street	Transitional Housing	1991	1	1	0	0	0	0	1	0	0	0	0
		<b>SUB-TOTAL Transitional Housing</b>		<b>91</b>	<b>90</b>	<b>35</b>	<b>0</b>	<b>3</b>	<b>36</b>	<b>14</b>	<b>1</b>	<b>0</b>	<b>2</b>	<b>0</b>

