

REPORT OF THE CITY OF OAKLAND TASK FORCE ON HOMELESSNESS AND VERY LOW INCOME HOUSING

EXECUTIVE SUMMARY

At the direction of Council, the City of Oakland Task Force on Homelessness and Very Low Income Housing was convened by Councilmembers Nancy Nadel and Larry Reid between April and December 2001. This Task Force was charged with making recommendations to address homelessness and the shortage of housing for persons with very low incomes in the City of Oakland. The Task Force included 38 members from various sectors including representatives of city and county government, businesses and banks, homeless services and housing providers, advocates, formerly homeless persons, and faith- and community-based organizations.

The Task Force planning process occurred in two phases. In the first phase, staff met individually or in small groups with Task Force members to learn about their current efforts and interests in the issue area. The findings from the first phase were used to identify views of the problem, barriers encountered, and proposed strategies to overcome them that were shared by the Task Force's diverse membership. Through this process, several key issues were identified that were deemed to be timely and with significant potential to impact the problem.

In the second phase the Task Force members, meeting as a body, prioritized from among the strategy areas and created four working groups to develop objectives, explore specific strategies, and make recommendations. The four working groups were:

- Impact Housing Policy;
- Create New Resources;
- Leverage Human and Financial Resources (City/County Collaboration); and,
- Community Education.

Each working group developed an action plan including objectives, strategies, recommendations to the City Council and other community bodies, and made commitments to lead the implementation through ad-hoc and ongoing groups. The recommendations in this report were adopted by consensus of the full Task Force at its December 5, 2001 meeting. The full report details the objectives, recommendations and implementation steps in each area. Below is a summary of the recommendations made to the City Council, presented by working group area.

SUMMARY OF RECOMMENDATIONS TO THE CITY COUNCIL

The Task Force took two general positions that apply to all of the recommendations in this report. Firstly, it is the Task Force's position that the proposed new resources and policies (except in the case of SROs which typically serve an exclusively very low income group) should be administered in the context of the current goals of meeting the housing and service needs of the target population in mixed-income housing settings and in geographically diverse locations throughout the city, consistent with the City's sustainable development strategy.

Secondly, the Task Force recognizes that the prevention of homelessness is always preferable to providing assistance once an individual or family has lost their housing. The Task Force recognizes that increasing the availability of affordable housing, providing access to needed services, increasing incomes through work that pays living wages and adequate levels of public assistance when needed are the best prevention strategies. Thus, the Task Force characterizes each of the recommendations in this report as a prevention strategy as well as a solution for persons already homeless or at high risk of losing their housing.

1) Impact Housing Policy

Take action to preserve the existing stock of SRO housing.

- (a) Direct staff to implement Recommendation 1.3 from Jane Brunner’s Housing Task Force to “Preserve/improve Single Room Occupancy Housing.” If there are currently appropriate, affordable sites at-risk for conversion or significantly vacant or with significant health and safety problems, focus resources to preserve them by acquisition/rehabilitation and/or master-lease.*
- (b) Modify Section 17.102.230 of the Planning Code (sometimes informally referred to as the “SRO Conversion Ordinance”) to tighten up the language to ensure that SRO units can only be removed from the housing stock with good cause, with comparable (i.e., type, location and affordability) replacement units provided in a timely manner and with appropriate compensation for existing tenants.*
- (c) Direct the Redevelopment Agency to explore the possibilities of using its power of eminent domain to transfer ownership if Code Enforcement is unsuccessful in getting blighted SROs up to health and safety standards. To the extent that Code Enforcement has resulted in taking a building out of service, ensure that the units are either comparably replaced or use the power of eminent domain to put the building into comparable use in a timely manner.
- (d) Direct the Redevelopment Agency to make the Touraine Hotel available to a nonprofit for use as supportive SRO housing for households at 15% AMI or below, if the programs and services currently offered by the Henry Robinson at the Touraine are relocated.

Modify other City policies to help preserve and create affordable, high quality, sustainable supportive housing units and opportunities for individuals at 15% AMI.

- (e) Increase the cap, currently set at 40%, on the percentage of City-awarded development funds which can be invested in a housing project for those projects that provide units or a portion of units at 15% AMI or below.
- (f) Make available resources to fund operating subsidies for existing and/or new projects serving the target population.

* Recommendations with asterisks are those that are currently in progress in Oakland; the Task Force wishes to support and endorse these efforts.

- (g) Direct the Redevelopment Agency to adopt a policy to replace affordable housing units that are demolished or converted through Agency action with units that are comparable in type, location and affordability (i.e., demolished downtown units at 30% AMI replaced 1:1 with downtown units at 30% AMI) in a timely manner.
- (h) Adopt an inclusionary zoning ordinance as recommended by the Housing Development Task Force and currently under analysis by staff. The ordinance should be developed to ensure that significant resources are allocated for housing for extremely low income households.*

Work with other housing and funding agencies to develop/expand the support for housing for this population from other resources.

- (i) Instruct CEDA staff to actively participate in the ad-hoc working group on project - based Section 8 created by the Task Force, to seek federal waivers for the use of Project-based Section 8 in Oakland and to explore establishing a loan guarantee program to enable existing and new projects using Section 8 to serve households at 15% AMI or below to get additional capital financing/funding.
- (j) Instruct policy staff at CEDA and state and federal lobbyists to work with the Oakland Housing Authority and other advocacy groups to lobby the appropriate state and federal agencies, the state legislature and Congress to expand current housing and services programs targeting this population, and to pass national housing trust fund legislation that meets the needs of this population.*
- (k) Request and encourage the Oakland Housing Authority to establish a tenant-based Section 8 set-aside program for homeless people, those with 15% AMI or below, and those at or below 30% AMI who pay 75% or more of their income for rent.

2) Create New Resources

- (a) Endorse the creation of a community-based fundraising campaign to raise funds to develop and maintain a 100-bed shelter and gap financing for 1,500 units of affordable housing with needed support services for households at 30% of AMI or below
- (b) Provide staff representation and resources as needed to assist the newly formed Oakland Housing Trust Fund planning group, the group formed to spearhead the aforementioned fundraising campaign.
- (c) City Councilmembers assist with publicizing and marketing this campaign, through participation in methods such as a speakers bureau or other actions.
- (d) Make available City marketing and communications resources to the Housing Trust Fund campaign.
- (e) When requested, make a significant seed contribution to the Housing Trust Fund campaign.
- (f) Direct CEDA staff to bring to the City/County working group (described in recommendation 3.b. below) the goal of obtaining commitments for service dollars from the County to match those raised by the Housing Trust Fund campaign to create service-enriched housing for the target population.

* Recommendations with asterisks are those that are currently in progress in Oakland; the Task Force wishes to support and endorse these efforts.

3) Leverage Human and Financial Resources through City/ County Collaboration

- (a) Direct the City Manager to immediately meet with appropriate City and County Departments and to prepare a report to Council with recommendations to address the critical issues of siting and planning for County-funded services and residential treatment for this population located in Oakland; when appropriate, request that the Alameda County Board of Supervisors adopt concomitant recommendations. The recommendations should address how loss of current services can be prevented and how siting of future services can be facilitated, including developing standard criteria for future siting and quality assurance, and joint agreements for oversight and problem solving. Within this process, work to ensure that such services are not overly concentrated in or disproportionately impacting Oakland neighborhoods, while meeting the needs for access by the target population. Key players are the County Behavioral Health Care Services Department, the County Social Services Agency and the City Planning/Zoning Department.
- (b) Adopt, and request that the County Board of Supervisors and the County-wide Continuum of Care Council adopt, a recommendation to create and participate in a Committee to explore strategies for funding and addressing homelessness jointly between the City of Oakland and the County. Direct Department heads to assign appropriate staff to the process.
- (c) Forward this report to the Alameda County Board of Supervisors for their information.

4) Community Education

- (a) Increase City participation and the visibility of Affordable Housing Week in Oakland, and utilize City resources such as marketing staff, media, presentation space and other tools to convey to the community a message of support for affordable housing options.
- (b) Once the Oakland Housing Task Force has established an approach to its fund development campaign, City leaders approach public relations firms about providing pro bono services to craft a message to support the campaign. City should be prepared to offer the same type of visible and in-kind support for the Oakland Housing Trust Fund campaign as recommended above for Affordable Housing Week.
- (c) Use local university resources, such as graduate student internship programs, to prepare information and analysis for decision makers regarding affordable housing proposals under consideration in the City of Oakland and models in other jurisdictions. City Council staff and staff at CEDA work together to identify projects and to provide space and supervision for these projects.
- (d) Endorse the creation of an ongoing legislative working group, chaired by Councilmember Nancy Nadel, to strategize about the role of Oakland's elected officials in community education, creating new resources and in addressing the issue of housing and related service needs for the target population at the regional, state and national levels. Include city, county, state and national elected officials or their designated staff.

**REPORT OF THE CITY OF OAKLAND
TASK FORCE ON HOMELESSNESS AND
VERY LOW INCOME HOUSING**

This report presents the background, planning process, recommendations, including objectives and implementation steps, and next steps of the Oakland Task Force on Homelessness and Very Low Income Housing.

I. BACKGROUND

Authority for the Task Force

On May 9, 2000, in response to a report from the Life Enrichment Committee about welfare reform's impact on homelessness, the City Council approved a motion that Councilmembers Nadel and Reid establish a Homeless and Very Low Income Housing Task Force. To develop the Task Force concept, Councilmembers Nadel and Reid convened a meeting with Alameda County Supervisor Keith Carson, Oakland's Emergency Housing Coordinator Susan Shelton, and Alameda County Housing Director Linda Gardner. This group outlined the basic structure and purpose of the Task Force. It identified the purpose of the Task Force as follows:

- To increase public awareness of homelessness through a media campaign;
- To develop new innovative funding strategies for homelessness and very low income housing, including Section 8;
- To improve coordination between City and County programs; and,
- To create an agenda for Oakland as an "activist" city on homeless and Section 8 issues.

This group also proposed a broad membership for the Task Force to include representatives of city and county government, businesses, homeless and housing providers and advocates, formerly homeless persons, and faith- and community-based organizations. On July 25, 2000 the Oakland City Council approved the formation of the Task Force according to the proposed structure and authorized funds for staffing it. During the latter part of the year 2000 and early 2001, participants for the Task Force were recruited, nominated by the Council President and approved by the Council. (A full list of Task Force participants is attached.)

Developing the Goals and the Vision

In early 2001, CEDA staff hired a consultant team to work with the City to develop the planning process, facilitate the Task Force meetings and anticipated working groups, and to prepare the final report. CEDA hired Debbie Greiff and Katharine Gale, both Bay Area-based independent consultants with extensive backgrounds in housing and homelessness, and in facilitation of community-based planning and action-based processes. To guide the Task Force and oversee the process, a Steering Committee was formed composed of Councilmembers Nadel and Reid, Supervisor Carson, and CEDA staff Roy Schweyer, Rae Mary and Susan Shelton, staffed by the Consultant team.

The Steering Committee recognized that the Task Force should build on the work of other related groups that preceded its formation, especially the work of the County-wide Continuum of Care Council, the City of Oakland's Continuum of Care Plan and the recently completed work of the Affordable Housing Task Force chaired by Councilmember Jane Bruner.

Rather than produce an exhaustive list of all potential solutions, the Steering Committee decided to structure the Task Force Process around developing and carrying out recommendations that:

- reflected the common ground of interest from the broad, community-wide representation on the Task Force;
- were actions that this group of community stakeholders were willing to put their time and energy toward working on directly; and,
- were timely and had a good chance of being implemented.

The Committee concluded that in order to have maximum impact, the Task Force should not only make critical recommendations to the City Council, but should develop working relationships among all stakeholders and lay the ground work for specific future action on the prioritized strategies.

Building from the purpose and structure adopted by the Council, the Steering Committee laid out the following principles, mission and vision to guide the Task Force in its development. In each of the paired statements the first reflects a focus on the subject work of the Task Force, and the second on the methods for bringing about change. The founding principles are statements of belief about the importance of the Task Force effort, the vision statements reflect the desired results of this work, and the mission statements are the commitments to how the Task Force will complete its tasks.

Founding Principles

- (1) Housing is a basic right and a fundamental component for the economic health and vitality of a community.
- (2) To create and sustain change requires working in a new way that attracts and embraces creativity and focuses intent and efforts in a common direction.

Vision

- (1) Oakland will be a place where everyone will get and maintain housing.
- (2) Oakland will be an activist city and a leader in solving difficult social problems.

Mission

- (1) The Task Force will build relationships, consensus and commitment among stakeholders to enact a common agenda to house those in greatest need.
- (2) Through its work, the Task Force will model a new way of doing business that recognizes and creates opportunities and solutions.

II. TASK FORCE PLANNING PROCESS

To support the vision and mission, and ensure a productive process of engagement, the Steering Committee established a phased process of convening the Task Force.

Phase I: Building the Vision

Phase I of the Task Force process was designed to gather information about the Task Force members' current efforts on the issue, and to gauge their interests and concerns, in order to build a shared vision for engaging the Task Force. Between April and July, 2001 every member of the Task Force was interviewed singly or in small groups by at least one member of the consultant team. The interviews asked about the vision each participant held on the issue, the actions in which each was engaged, the barriers experienced in accomplishing goals, the solutions/strategies the member felt were needed to make significant progress in general, and each member's thoughts of how the Task Force could assist in addressing barriers and advancing strategies to house homeless and very low income people in Oakland. CEDA staff and/or Councilmember Nadel attended nearly all of the interviews to begin building relationships with Task Force members.

At the conclusion of Phase I, the consultant team compiled the results from the interviews and identified those strategies most frequently mentioned as potential project areas for the Task Force to work on. (For details on Phase I findings, see Task Force Interview Findings and Attachments in the Task Force's Meeting Binder under the September 12, 2001 meeting tab.) The summary findings from this process included:

View of the problem:

The shortage of affordable housing was cited most frequently and thought by most people to be the greatest single factor at play. Members generally viewed the problem of homelessness and the housing crisis for low income people as the result of a combination of factors – most people felt that there were systemic, situational and character issues involved.

Barriers:

Task Force members identified five barriers to addressing the problem in the City of Oakland. The greatest of these was the lack of political and community will to address the problem. In addition, the task force identified a shortage of money/resources, bureaucratic inertia/lack of coordination, NIMBY (not in my backyard) opposition to siting housing and services, and public misperceptions of the problem and the solutions.

Strategies:

Task Force members identified a need for strategies in five areas:

- Impact local/county/state policy -- changing or creating governmental policies that impact the development or provision of affordable housing.
- Create or advocate for new/increased local/state/federal resources –developing additional resources for financing development and operations of housing, especially to reach the lowest income.
- Leverage human and financial resources better – identifying ways local systems/agencies which are each responsible for a piece of the solution can coordinate and “work smarter.”
- Education and awareness/building will - elevating the attention paid to the issue.

- Develop/expand programmatic responses -- developing new programs and approaches to providing housing and services to homeless and very low income households.

Definition of Success:

Task force members defined a successful process as one in which the City and the members of the Task Force would take concrete action together toward addressing the problem, and these actions would result in an increase in housing and/or decreased need.

Phase II: Acting on the Vision

Drawing from the areas of most interest, the consultant team conducted research on current activities being undertaken in the City, the region and the nation, and developed detailed descriptions of several strategies on which the Task Force might choose to work. In addition, they prepared a primer and a reader of materials on the issues of very low income housing and homelessness to prepare Task Force members for their work together.

The Task Force met on September 12, 2001 to prioritize the strategies and select those on which they wanted to work. They chose to address the first four strategy areas mentioned above. To develop detailed recommendations and action plans, the Task Force created four working groups, one in each of the selected strategy areas. These were:

- Impact Housing Policy;
- Create New Resources;
- Leverage Human and Financial Resources (City/County Collaboration); and,
- Community Education.

Each of the working groups met three to four times during the Task Force period to develop the action plans needed to carry the work forward. In the first meetings, each working group focused on further refining the group's objectives and strategies. In the next meetings, the working groups developed draft action plans with recommendations and implementation steps for review by the entire Task Force. The full Task Force provided input to the working groups' action plans at its October 24, 2001 meeting. Final working group meetings were dedicated to completing the action plans, incorporating the Task Force input and putting in place the necessary steps to begin implementation of the strategies. On December 5, 2001, the Task Force adopted by consensus the recommendations in this report.

III. RECOMMENDATIONS

The following recommendations were developed by the four working groups and approved by the full Task Force. In each section below, the recommendations are divided into those requiring City Council endorsement or action, and other recommendations and implementation steps needed to carry out the group's action plan. (See attached final Working Group Action Plans for greater detail.)

The resources to be garnered and policies that are being recommended are intended to support and enhance existing housing funding programs to better fill the gap in serving homeless and very low income people and those with special needs. Currently, resources and programs often do not reach these populations due to a lack of deep enough

subsidies. Unless otherwise specified, the target population considered in these recommendations are individuals and families who are homeless, and households with extremely low incomes, defined as at or below 30% of the area median income (AMI). (The annual income levels for an individual and a family of four, respectively, at 30% of AMI in Alameda County are \$15,050 and \$21,500. The maximum affordable rents for the same two household profiles are \$376 and \$537 per month including utilities.)

In the course of developing the recommendations and action plans, the Task Force recognized two general positions that apply to all recommendations in this report. Firstly, it is the Task Force's position that the proposed new resources and policies (except in the case of SROs which typically serve an exclusively very low income group) should be administered in the context of the current goals of meeting the housing and service needs of the target population in mixed-income housing settings and in geographically diverse locations throughout the city, consistent with the City's sustainable development strategy.

Secondly, the Task Force recognizes that the prevention of homelessness is always preferable to providing assistance once an individual or family has lost their housing. Findings from recent research on specific homeless prevention programs, however, indicate that narrowly-drawn programs and interventions of short duration are of limited assistance to households in danger of losing housing, and do nothing to stem the general tide of homelessness. The Task Force recognizes that increasing the availability of affordable housing, providing access to needed services, such as health care and mental health and substance abuse treatment, increasing incomes through work that pays living wages and adequate levels of public assistance when needed are the best prevention strategies. Thus, the Task Force characterizes each of the recommendations in this report as a prevention strategy as well as a solution for persons already homeless or at high risk of losing their housing.

The recommendations are presented here by Working Group Topic area.

1) *Impact Housing Policy*

This working group focused on developing recommendations for changes in local and other governmental policy that can facilitate the preservation of housing for homeless and the very lowest income households, and promote increased development and sustainable provision of this type of housing.

Working Group Objectives

Address policy and regulatory barriers to:

- (1) Preserve existing SROs for affordable housing for individuals at 15% AMI or below; and,
- (2) Create affordable, high quality, sustainable supportive housing units and opportunities for individuals at 15% AMI or below which are close to public transportation and needed services, as identified in the Consolidated Plan and Continuum of Care Plan.

Background/Discussion

According to the federal definition, for housing to be considered affordable tenants must pay no more than 30% of their adjusted gross income in rent and utilities. In housing targeted for households with incomes between 30% and 80% of median income, it is

possible to make this housing affordable primarily with development subsidies. However, most housing for people with incomes at or below 15% of median (comparable to income from federal disability payments, SSI, or CalWORKS, and below the federal poverty line) cannot both be made affordable and generate sufficient rents to operate without ongoing operating subsidy.

Sources of operating subsidy are very limited. The best available source, Section 8, can be "project-based" by designating rental subsidies for particular units. This approach, however, is problematic in most of Oakland due to new federal regulations regarding rent levels and a prohibition against use in census tracts with poverty rates of more than twenty percent.

Single Room Occupancy apartments (SROs) are a significant source of housing for persons at this income level. The long-term operation of SROs in Oakland is threatened not only by a need for operating support, but by a lack of proactive City policies to target and maintain them in the housing stock.

The policy working group developed a number of policy proposals designed to: preserve the stock of SRO housing; create greater access to operating subsidies and service funding for housing targeted to persons with extremely low incomes; and, encourage the development of additional units for this population.

Recommendations to the City Council

Take action to preserve the existing stock of SRO housing.

- (a) Direct staff to implement Recommendation 1.3 from Jane Brunner's Housing Task Force to "Preserve/improve Single Room Occupancy Housing." * The identified action steps for HCD and Redevelopment are to update the SRO analysis and identify and target SROs for rehabilitation where appropriate. The SRO analysis should include the following information about the current inventory of Oakland's SROs: the location, number and description of units (i.e., how many bedrooms, approximate square footage, bathrooms, kitchen, etc.), rents, description of the amenities of the building, any outstanding citations for safety and health code violations, populations served, average length of stay and ownership status.

If there are currently appropriate, affordable sites at-risk for conversion or significantly vacant or with significant health and safety problems, focus resources to preserve them by acquisition/rehabilitation and/or master-lease.

Under a master lease arrangement, the City of Oakland would master lease a building from a private owner and sub-contract the property management and service program to a nonprofit. City and County funds would be needed for the master lease (above what the tenants can pay) and to pay for the services. Such a program would improve the management, maintenance and appearance of these privately-owned hotels, while improving public safety. (San Francisco currently does this under the Department of Public Health's Direct Access to Housing (DAH) program. It currently master leases 180 units of housing and has 139 more in the pipeline. These units are primarily targeted to chronic, high utilizers of public health systems.)

* Recommendations with asterisks are those that are currently in progress in Oakland; the Task Force wishes to support and endorse these efforts.

- (b) Modify Section 17.102.230 of the Planning Code (sometimes informally referred to as the “SRO Conversion Ordinance”) to tighten up the language to ensure that SRO units can only be removed from the housing stock with good cause, with comparable (in type, location and affordability) replacement units provided in a timely manner and appropriate compensation for existing tenants.*
- (c) Direct the Redevelopment Agency to explore the possibilities of using its power of eminent domain to transfer ownership if Code Enforcement is unsuccessful in getting blighted SROs up to health and safety standards. To the extent that Code Enforcement has resulted in taking a building out of service, ensure that the units are either comparably replaced or use the power of eminent domain to put the building into comparable use in a timely manner.
- (d) Direct the Redevelopment Agency to make the Touraine Hotel available to a nonprofit for use as supportive SRO housing for households at 15% AMI or below, if the programs and services currently offered by the Henry Robinson at the Touraine are relocated. The Touraine is particularly well suited for SRO use both because of its layout and location; the cost to replace these units would be significantly more than preserving them. This action should not jeopardize the programs and services currently offered by the Henry Robinson program at the Touraine Hotel.

Modify City policies to preserve and create affordable, high quality, sustainable supportive housing units and opportunities for individuals at 15% AMI.

- (e) Increase the cap, currently set at 40%, on the percentage of City-awarded development funds which can be invested in a housing project for those projects that provide units or a portion of units at 15% AMI or below.
- (f) Make available resources to fund operating subsidies for existing and/or new projects serving the target population.
- (g) Direct the Redevelopment Agency to adopt a policy to replace affordable housing units that are demolished or converted through Agency action with units that are comparable in type, location and affordability (i.e., demolished downtown units at 30% AMI replaced 1:1 with downtown units at 30% AMI) in a timely manner.
- (h) Adopt an inclusionary zoning ordinance as recommended by the Housing Development Task Force and currently under analysis by staff. The ordinance should be developed to ensure that significant resources are allocated for housing for extremely low income households.*

To do this, the ordinance should:

- Include requirements for a significant percentage of units at 30% of area median income (based on the population share of this group); or,
- If such units are not provided for within the ordinance itself, then commit to reallocate City housing development funds (such as HOME, Redevelopment, and others) toward subsidies for extremely low income units, given that new units created by inclusionary zoning will serve higher-income households; and,

* Recommendations with asterisks are those that are currently in progress in Oakland; the Task Force wishes to support and endorse these efforts.

- If an in-lieu fee option is part of the final ordinance, the in-lieu rate should be set at a level able to finance the creation of affordable units, including ones for extremely low income households, and that set-asides be established within the in-lieu fee program for housing targeted to extremely low income households, based on the population share of this group.

Work with other housing and funding agencies to develop/expand the support for housing for this population from other resources.

- (i) Instruct CEDA staff to actively participate in the ad-hoc working group on project-based Section 8 created by the Task Force, to seek federal waivers for the use of Project-based Section 8 in Oakland and to explore establishing a loan guarantee program to enable existing and new projects using Section 8 to serve households at 15% AMI or below to get additional capital financing/funding.
- (j) Instruct policy staff at CEDA and state and federal lobbyists to work with the Oakland Housing Authority and other advocacy groups to lobby the appropriate state (HCD, HHS, EDD) and federal (HUD, HHS, DOL) agencies, the state legislature and Congress to expand current housing and services programs targeting this population, including SHIA, MHP, AB 2034, Section 8, and SHP/Shelter Plus Care*

In addition, work to pass national housing trust fund legislation that meets the needs of this population. A new proposal to create a National Housing Trust Fund has been recently introduced in both the House and the Senate. The Housing Trust Fund proposal would create a dedicated source of funds from other housing program surpluses, so the program does not need to have an appropriation every year. The proposal is currently structured to target 75% of the money to housing for households below 30% of the median income.

- (k) Request and encourage the Oakland Housing Authority to establish a tenant-based Section 8 set-aside program for homeless people, those with 15% AMI or below, and those at or below 30% AMI who pay 75% or more of their income for rent.

Other Recommendations/Implementation Steps

An ad-hoc working group was established to address the barriers to using Project-Based Section 8 in Oakland and to explore establishing a loan guarantee program to enable existing and new projects serving households at 15% AMI or below to get additional capital financing/ funding when a significant portion of their income stream is or will be from annually appropriated Section 8 income. (San Francisco and Berkeley have devised approaches to addressing this.) The next meeting of the working group will be on Friday, January 18, 2002, from 10:00 am – 12:00 pm at EBHO's offices. Maria Benjamin from EBHO and Catherine Firpo of CEDA staff will be coordinating and facilitating the working group.

The Task Force also recommends that community organizations such as EBHO and/or the Continuum of Care Council continue to follow these policy issues closely and to keep members of the Task Force apprised of the efforts after the Task Force is no longer in effect.

* Recommendations with asterisks are those that are currently in progress in Oakland; the Task Force wishes to support and endorse these efforts.

Project-based Section 8 Working Group

Staff/Coordination: Maria Benjamin, EBHO and Catherine Firpo, Oakland CEDA
Lisa Appleberry/Maryann Leshin, Corporation for Supportive Housing
Kathie Barkow, County-wide Homeless Continuum of Care Council
Lynette Lee, EBALDC
Joseph Villarreal, Oakland Housing Authority

To be recruited/confirmed:

Citibank or Cal Fed representative
Major development entity representative

2) Create New Resources

This working group focused on ways to create significant new resources to support the creation and ongoing operations of the most critically needed housing and services for the target population.

Working Group Objectives

Create new resources to support:

- (1) A permanent, 100-bed, year-round shelter with services to assist homeless residents towards permanent affordable housing and maximum independence and self-determination.
- (2) 1,500 units of permanent affordable housing with needed support services for extremely low income families and individuals, those families at or below 30% of the Area Median Income (AMI).

Background/Discussion

The limited local, state and federal resources available to the City of Oakland to develop housing and shelter are insufficient to address the magnitude of the problem, and existing affordable housing resources are primarily directed toward housing persons with higher incomes than the target population for this Task Force. In order to have a major impact on the issue, significant new resources must be obtained that can maintain much needed shelter beds on a year-round basis, develop additional housing units for the target population, and provide for the operating subsidies and services needed to go with them.

The working group has identified that to have a meaningful impact on the problem in Oakland the City needs to develop and operate a permanent 100-bed homeless shelter and 1,500 units of affordable housing with needed services for households at or below 30% AMI. (See the attached Create New Resources Action Plan for the calculus of housing need.)

The strategy to meet this need is a combined public and private sector campaign aimed at raising \$230 million in capital financing and \$70 million to support operating costs and services. The financial target for services is predicated on the assumption that the County will match the service dollars to be provided by these new City resources on a 3:2 basis. That is, the County will provide \$3,000 per unit per year for services wherein the City provides \$2,000.

Recommendations to the City Council

- (a) Endorse the creation of a community based fundraising campaign to raise funds to develop and maintain a 100-bed shelter and gap financing for 1,500 units of affordable housing with needed support services for households at 30% of AMI or below
- (b) Provide staff representation and resources as needed to assist the newly formed Oakland Housing Trust Fund planning group, the group formed to spearhead the aforementioned fundraising campaign.
- (c) City Councilmembers assist with publicizing and marketing this campaign, through participation in methods such as a speakers bureau or other actions.
- (d) Make available City marketing and communications resources to the Housing Trust Fund campaign.
- (e) When requested, make a significant seed contribution to the Housing Trust Fund campaign.
- (f) Direct CEDA staff to bring to the City/County working group (described in recommendation 3.b. below) the goal of obtaining commitments for service dollars from the County to match those raised by the Housing Trust Fund campaign to create service-enriched housing for the target population.

Other Recommendations/Implementation Steps

An ad hoc working group – the Oakland Housing Trust Fund Planning Committee – was established to begin the planning and feasibility phase of the fundraising campaign. The composition and structure of the committee is based on successful models such as the Friends of the Oakland Public Schools and the Silicon Valley Manufacturing Group's housing trust fund effort.

The first meeting will be on January 16, 2002, from 9:00 am – 11:00 am at CEDA offices. The first actions of the group will be to:

- determine the needed organizational structure of the planning group to ensure effective planning and the ability to sponsor and receive grants and other funds raised;
- apply for a seed grant from private sources, i.e., philanthropy, business, in order to map out and conduct the feasibility phase of such a fundraising campaign; and,
- initiate discussions with Alameda County, other jurisdictions within the County, and the EDAB Jobs/Housing Task Force about plans for a county-wide bond initiative and the possibility of combining our efforts, while maintaining our commitment to the goal of a minimum of \$225 million for Oakland from a bond.

Oakland Housing Trust Fund Planning Committee

Staff/Coordination: Rae Mary, Oakland CEDA
Ces Butner, Horizon Beverages
Father John Eastwood, St. Paul's Episcopal Church
Olen Grant/Herb Sandler, World Savings
George McDaniel/Phil Palmer, Community Bank of the Bay
Nelson Meeks, Clorox Company
Nancy Nadel, Oakland City Council
Roy O'Shaughnessy, Episcopal Community Services
Stefanie Parrott, Real Estate Broker

To be recruited/confirmed:

Sid Beane, Center for Community Change
Linda Gardner, County Housing Director
Carol Lamont, San Francisco Foundation
Chris Sutherland, East Bay Community Foundation
Trina Villanueva, PolicyLink
EDAB representative
Private developer

3) Leverage Human and Financial Resources through City/County Coordination

This working group focused on identifying areas of common interest in which the City and County could work together to better coordinate and leverage resources currently addressing the issues of homelessness and very low income housing in Oakland and to develop potential to leverage greater resources in the future.

Working Group Objectives

- 1) Build the infrastructure for working together – something that lives on beyond the Task Force;
- 2) Generate new ideas/work together to develop policies and approaches that improve existing efforts; and,
- 3) Develop responses that lead to greater self-sufficiency of the population.

Background/Discussion

The City of Oakland and Alameda County have jurisdictional responsibility for some overlapping and some distinct aspects of the issue of homelessness and very low income housing. For example, most housing funds come through the City or the Housing Authority, but most funding and responsibility for supportive services, especially health and mental health care, are the responsibility of the County. While many services are paid for by the County, they are operated and located within the City, requiring siting permission from City bodies. Recently, existing County-funded substance abuse treatment services in the City of Oakland have had to shut down because of inability to secure renewal of these permissions. Even when responsibilities overlap, there is frequently not coordination. For example, both jurisdictions provide funding for emergency shelter beds, but these efforts are not coordinated.

While the City and County coordinate on some specific issues related to low income populations, such as the Safe Passages project, there is no joint venue for planning and coordination that focuses on very low income housing and homelessness needs. The County-wide Homeless Continuum of Care Council addresses many of the issues around coordinating and improving homeless services, but the Council membership is broader than government players and several City and County departments are generally not well represented there.

Recommendations to the City Council

- (a) Direct the City Manager to immediately meet with appropriate City and County Departments and to prepare a report to Council with recommendations to address the critical issues of siting and planning for County-funded services and residential treatment for this target population located in Oakland; when appropriate, request that

the Alameda County Board of Supervisors adopt concomitant recommendations. The recommendations should address how loss of current services can be prevented and how siting of future services can be facilitated, including developing standard criteria for future siting and quality assurance, and joint agreements for oversight and problem solving. Within this process, work to ensure that such services are not overly concentrated or disproportionately impacting Oakland neighborhoods, while meeting the needs for access by the target community. Key players are the County Behavioral Health Care Services Department, Social Services Agency and the City Planning/Zoning Department.

- (b) Adopt, and request that the County Board of Supervisors and the County-wide Homeless Continuum of Care Council adopt, a recommendation to create and participate in a Committee to explore strategies for funding and addressing homelessness jointly between the City of Oakland and the County. The Task Force recommends that this Committee:
- be developed as a pilot project of the three bodies above, with lessons learned from the effort being made available to inform other possible partnerships between cities in Alameda County and the County in the future;
 - be convened under the auspices of the County-wide Continuum of Care Council and be staffed by the City of Oakland Aging, Health and Human Services Department (AHHS);
 - include at least one program and one contract management staff person responsible for services and/or housing for homeless persons from key City and County Departments and divisions. These representatives should be appointed by Department heads and have sufficient authority to make commitments on behalf of their departments. (See City/County Pilot Partnership Committee below.); and,
 - report back to the City Council, the County Board of Supervisors and the County-wide Continuum of Care on not less than a semi-annual basis.
- (c) Forward this report to the Board of Supervisors for their information.

Other Recommendations/Implementation Steps

The Continuum of Care Council and the County of Alameda must approve similar recommendations to (b) above and designate participants to move forward with a City/County pilot. Members of the Task Force Working Group from each of these bodies should approach the County and the Continuum of Care Council regarding the appropriate process to have this recommendation considered and adopted.

Once approved by the County and the Council, the Committee should begin meeting and design a work plan for itself. Actions of this group should include:

- Inventory resources and funding allocation processes currently serving the target population and identify overlaps and gaps;
- Share info on methods for funding distribution (ongoing commitments, RFPs, etc.) and seek ways of providing joint funding to appropriate efforts within the City of Oakland;
- Share/develop comparable reimbursement rates for shelter beds and work together for implementation of shelter standards;
- Address ways in which City/County could better leverage other funds (State and Fed) through more coordinated (less categorical) funding;

- Look at the provider capacity gaps in Oakland; work together to strengthen common providers;
- Work together to increase investment in permanent supportive housing – including the possibility of shifting funds from less effective strategies and utilizing untapped resources such as Oakland Housing Authority properties which may be available with matching resources; and,
- Work with the Oakland Police Department, Eden I&R and Emergency Services Network to develop a strategy for training officers on available resources and for providing a single point of contact to refer to evenings and weekends.

Representation to City/County Pilot Partnership Committee

Staff/Coordination: Sara Bedford and Desirae Chambers-Docks, AHHS and Susan Shelton, CEDA

For the City:

Staff from Community and Economic Development Agency's Emergency Housing, Community Development Block Grant and Workforce Investment divisions; Aging, Health and Human Services; Community Action Agency

For the County:

Staff from Social Services Agency Emergency Services and Workforce Development divisions; Health Care Services Agency's Health Care for the Homeless program, Behavioral Health Care Services Mental Health and Substance Abuse divisions; Housing and Community Development Department

Others:

County-wide Homeless Continuum of Care Council
Oakland Housing Authority

4) Community Education

This working group focused on the methods for improving community education around the need for housing for homeless and very low income households and its community benefits.

Working Group Objectives

- 1) Communicate the depth and breadth of the problem to the general public, to elected officials and to the business community to increase resources; and,
- 2) Coordinate with the other Working Groups of the Task Force to develop a message(s) supporting their objectives.

Background/Discussion

Awareness of the need for housing affordable to those at the lowest incomes is critical to generating support for policies and programs to address this gap. Affordable housing and homeless programs are often seen as controversial and proposals may fail to receive support due to misconceptions about their impact. But broad campaigns that don't link the target audience to actions they can take can be costly and have uncertain results.

The Community Education group identified four areas in which the City of Oakland should involve itself to support and further community education on the issue of homeless and very low income housing. These efforts take advantage of existing resources, such as Affordable Housing Week and local university resources, and support current or proposed

efforts to make real change in the community in support of affordable housing and services for homeless people.

Recommendations to the City Council

(a) Increase City participation and the visibility of Affordable Housing Week in Oakland, and utilize media and other tools to convey to the community a message of support for affordable housing options. Currently, a coalition of organizations and cities, convened and sponsored by East Bay Housing Organizations (EBHO) works annually on an Affordable Housing Week campaign covering Alameda and Contra Costa Counties. Oakland should support this effort through steps including:

- Issue a proclamation recognizing June 1- 9, 2002, as Affordable Housing Week in the City of Oakland;
- Designate Samee Roberts or another staff person with media/marketing expertise to participate with the affordable housing week planning committee, beginning in January through the events in June;
- Direct staff at KTOP to work with the Affordable Housing Week Committee to provide air time to list a calendar of Affordable Housing Week events, and cover Affordable Housing Week activities, and work with the Committee to explore the production of Public Service Announcements (PSAs) for distribution;
- Post information on the City web site about Affordable Housing week, about homelessness and the housing crisis;
- Use space in City buildings, including city offices, senior centers, community centers, libraries, parks and recreation buildings, to display Affordable Housing Week posters and materials;
- Through a joint effort of AHHS, CEDA and Parks and Recreation, sponsor a one-day event such as an Opportunity Fair or “stand down.” This is a large all-day event providing services to homeless people including donated grooming and hair cutting services, health care, job opportunities, housing applications, food, etc. to which the media are also invited with opportunities to meet and interview homeless and formerly homeless people (based on Baltimore Opportunity Fair model);
- Direct the Council president to send a letter to other City and Regional agencies seeking their endorsement of Affordable Housing Week in the City of Oakland and requesting their in-kind support for the effort. Include:
 - Oakland Unified School District: Request for endorsement, in-kind assistance for community education through distribution of information about affordable housing in its mailings, and use of production capacity and airtime on channel 13
 - Port of Oakland: Request for endorsement and in-kind assistance through use of its printing shops to defray expenses for production of Affordable Housing Week posters and information
 - AC Transit and BART: Request for endorsement and for use of advertising space to publicize Affordable Housing Week
 - Chamber of Commerce: Request for endorsement and support through displaying/distributing posters and advertising in Affordable Housing Week booklet and through urging its members to do the same;
- Ask Council members who are also members of the ABAG Executive Committee to approach ABAG about supporting this effort on a regional basis, in connection with its smart growth agenda; and,

- Designate Councilmember Nadel to work with EBHO and the Oakland Museum to raise the funds needed to develop an exhibit on the history of affordable housing in California, highlighting Oakland projects.
- (b) Once the Oakland Housing Task Force has established an approach to its fund development campaign, City leaders approach public relation firms about providing pro bono services to craft messages that not only encourage Oaklanders in general to support an affordable housing trust fund, but target specific stakeholder groups, like the business and faith-based communities, to support the campaign. (Initial ideas generated by the Community Education Task Force are included in the attached Community Education Action Plan.) The City should be prepared to offer the same type of visible and in-kind support for the Oakland Housing Trust Fund campaign as recommended above for Affordable Housing Week.
- (c) Use local university resources, such as graduate student internship programs, to prepare information and analysis for decision makers regarding affordable housing proposals under consideration in the City of Oakland and models in other jurisdictions. City Council staff and staff at CEDA work together to identify projects for graduate students at Berkeley's Goldman School of Public Policy, the Fisher Center for Real Estate and Urban Economics and/or other university programs, and to provide space and supervision for these projects.
- (d) Endorse the creation of an ongoing legislative working group, chaired by Councilmember Nancy Nadel, to strategize about the role of Oakland's elected officials in community education, creating new resources and in addressing the issue of housing and related service needs for the target population at the regional, state and national levels. Include city, county, state and national elected officials or their designated staff.

Other Recommendations /Implementation Steps

When appropriate, members of the Community Education Task Force should be invited to join the Oakland Housing Trust Fund Planning Committee to assist in promotion of a campaign to various sectors of the community, especially to the Faith community.

Oakland Legislative Committee on Housing

Chair: Nancy Nadel

Staff/Coordination: Jeff Levin, CEDA

Ian Barlow, Assemblywoman Dion Aroner

Garrett Dempsey, Assemblywoman Wilma Chan

Michael Rubiano, Congresswoman Barbara Lee

Desley Brooks, Supervisor Keith Carson

To be recruited/confirmed:

Staff to State Senator Don Perata

Additional City Council and Supervisors as interested

IV. Oversight, Coordination and Next Steps

To provide oversight for the implementation of the recommendations in this report, a small ad-hoc group composed of representatives of the four original working groups will continue to meet. This group will follow the progress on the recommendations, coordinate between

the four implementation bodies established by the Task Force, communicate with Task Force members about progress and obstacles encountered in implementation and act as advocates for the recommendations to regional and community bodies whose buy-in is needed to fulfill the recommendations.

Oversight and Coordination Committee

Nancy Nadel, chair

Roy Schweyer, co-chair

Staff/Coordination: Amanda Brown-Stevens, staff to Nancy Nadel

Lisa Appleberry (Impact Housing Policy)

Ian Barlow (Community Education)

Kathie Barkow (Impact Housing Policy)

Maria Benjamin (Impact Housing Policy)

Desley Brooks (Leverage Resources)

Ces Butner (Create New Resources)

Father John Eastwood (Community Education)

Linda Gardner (Leverage Resources)

Dave Kears (Leverage Resources)

Samee Roberts (Community Education)

Joseph Villarreal (Impact Housing Policy)

Andrea Youngdahl (Leverage Resources)

Next Steps

CEDA Staff will develop a staff recommendation for the report to be sent to Council at the end of January. Implementation working groups called for in this report will begin meeting prior to Council consideration to lay the groundwork for implementation. The Oversight and Coordination Committee will meet on January 23, 2002, from 10:30 am – 12:30 pm, at City Council offices.