

**CONSOLIDATED PLAN**  
**for**  
**Housing and Community Development**  
**July 1, 2005 – June 30, 2010**



**May 13, 2005**

City of Oakland  
Community and Economic Development Agency

## Housing and Homelessness Goals and Accomplishments, Five Year and Current Year

	5-Year (2005-2010)		Current Year (FY 2005-2006)	
	Goal	Actual to Date (2005-2006 only)	Goal	Actual
<b>Expansion of the Supply of Affordable Rental Housing</b>				
Rental Housing New Construction: Units Built	805 Units Built or Underway	80	80	80
Rental Housing New Construction: Units Underway		599		599
<b>Preservation of the Supply of Affordable Rental Housing</b>				
Rental Housing Preservation: Units Built	400 Units Built or Underway	17	17	17
Rental Housing Preservation: Units Underway		61		61
Public Housing Reconstruction: Units Built		35	35	35
Public Housing Reconstruction: Units Underway		110		110
<b>Expansion of the Supply of Affordable Ownership Housing</b>				
Ownership Housing Construction: Units Built	105 Units Built or Underway	13	6	13
Ownership Housing Construction: Units Underway		88		88
<b>Expansion of Ownership Opportunities for First-Time Homebuyers</b>				
Mortgage and Downpayment Assistance	565 Households	42	110	42
Housing Counseling	Prepare Residents	1,249	175	1,249
Mortgage Credit Certificates	100 Households	3		3
<b>Improvement of Existing Housing Stock</b>				
Owner-Occupied Housing Rehabilitation: Units Completed	1440 Housing Units	246	304	246
Owner-Occupied Housing Rehabilitation: Units Underway		54		54

## Housing and Homelessness Goals and Accomplishments, Five Year and Current Year

	5-Year (2005-2010)		Current Year (FY 2005-2006)	
	Goal	Actual to Date (2005-2006 only)	Goal	Actual
<b>Provision of Rental Assistance for Extremely Low and Low Income Families</b>				
Tenant Based Rental Assistance	Maintain Current Level of Assistance	-		-
<b>Provision of Supportive Housing for Seniors and Persons with Special Needs</b>				
Senior Housing Development: Units Built	400 Units Built or Underway	-	99	-
Senior Housing Development: Units Underway		687		687
Persons with Special Needs Housing Development: Units Built		-		-
Persons with Special Needs Housing Development: Units Underway		20		20
Access Improvement: Units Completed	40 Housing Units	15	8	15
Access Improvement: Units Underway		6		6
<b>Removal of Impediments to Fair Housing</b>				
Referral, Information, and Counseling to Residents w/Disabilities	500 Households	706		706
Referral, Information, and Counseling to Residents	2500 Households	7,227		7,227
Discrimination Education and Investigation	100 Households	182		182
<b>Prevention and Reduction of Homelessness and Elimination of Chronic Homelessness</b>				
Outreach and Information Referral				
Homeless Mobile Outreach Program	5,000 People	671	1,000	671
Health Care for Homeless	500 People		100	
Other Outreach Services	1,225 People	1,976	245	1,976
Information and Referral Services	4,000 People	821	787	821
Emergency Shelters and Services				
Existing Year-Round Emergency Shelter System	9,000 People	1,909	1,800	1,909
Winter Shelter	6,000 People	1,445	1,200	1,445
Emergency Shelter Hotel/Motel Voucher Program	2,200 People	287	441	287
Transitional Housing				

## Housing and Homelessness Goals and Accomplishments, Five Year and Current Year

	5-Year (2005-2010)		Current Year (FY 2005-2006)	
	Goal	Actual to Date (2005-2006 only)	Goal	Actual
Existing Transitional Housing Facilities	750 Families	161	151	161
Transitional Housing Jobs Campus at Oakland Army Base		-	-	-
Supportive Services Program				
Homeless Prevention				
Rental Assistance	1,000 Individuals/Families	13	216	13
Eviction Prevention	1,000 Individuals/Families	13	216	13
Legal Assistance	1,200 Cases	3,168	240	3,168
Housing Counseling	1,700 Cases	1,004	355	1,004
Tenant Education Program	550 Cases		115	
Linked HIV/AIDS				
Service-Rich Housing for PLWAA and Families	55 People	17	11	17
Services and Referral	3,000 People	564	600	564
Permanent Housing	300 Units of Housing	35	100	35

## IV. Strategic Plan

### A. Affordable Housing Strategy

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

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

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

#### 1. General basis for assigning priorities

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

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

The City's priorities for assistance are summarized in Table 1.

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 as 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.

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 **Error! Bookmark not defined.**

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
- 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 2005-06 level for the entire five year period (see the Annual Action Plan section 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. **If recent proposals to reduce or eliminate Federal programs are enacted, then the City will not be able to carry out the strategies outlined below and will not be able to meet the goals and objectives contained in this Consolidated Plan.**

**Table 1  
Priorities for Housing Assistance 2005-2010**

	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	H	H	M
2. Low 31 to 50 % MFI	H	H	H	M	H	M	M			
3. Moderate 51 to 80% MFI	M	H	H	L	M	H	H			
<b>B. Activity</b>										
1. Acquisition	S	S	S	S				S	S	S
2. Rehabilitation	S	S	S	P	P	S	S	S	S	S
3. New Construction	P	P	P	S		P	P	S	P	P
4. Rental Assistance	P	P	P	S				P	P	P
5. Homebuyer Assistance						P	P			
6. Support Facilities & Services	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. 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 Multi-Plan process, the City has 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.

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 is 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

### **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.

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

Table 2 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 2**  
**Housing Objectives, Strategies and Goals, 2005-2010**

<b>Participants</b>	<b>Funding Sources</b>	<b>Target Population</b>	<b>City Programs</b>	<b>5-Year Goals</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	800 units built or underway
			1B: Vacant Housing Acquisition Rehabilitation Program	5 units built or underway
<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	400 units built or underway
<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	100 units built or underway
			3B: Vacant Housing Acquisition Rehabilitation Program	5 units built or underway

Participants	Funding Sources	Target Population	City Programs	5-Year Goals
<b>Objective 4: Expand Ownership Opportunities for First Time Buyers (Homebuyer Assistance)</b>				
City of Oakland Redevelopment Agency CHFA Lenders Secondary Market Foundations Realtors	HOME ORA Low/Mod Fund CDBG 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	350 households
			4B: Public Safety Employee and O.U.S.D. Teacher Downpayment Assistance Program	15 households
			4C: Mortgage Credit Certificates	100 households
			4D: American Dream Downpayment Initiative	20 households
<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	60 housing units
			5B: Access Improvement Program	60 households
			5C: Minor Home Repair	700 housing units
			5D: Emergency Home Repair	250 housing units
			5E: Lead-Safe Housing	100 housing units
<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
<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	400 units built or underway
			7B: HOPWA	300 households
			7C: Section 8 Housing Choice Vouchers	Maintain current level of assistance
<b>Objective 8: Remove Impediments to Fair Housing (Fair Housing)</b>				
City of Oakland Private fair housing agencies HUD	CDBG HUD Fair Housing programs	Racial/ethnic minorities Families Persons with disabilities	8A: Referral, Information, and Counseling to Residents with Disabilities	500 households
			8B: Referral, Information and Counseling to Renters and Rental Owners	2,500 households
			8C: Discrimination Education and Investigation	100 households

**a. Objective 1: Expand the Supply of Affordable Rental Housing (Rental Housing Production)**

*i. Priority Analysis*

Despite the softening of the rental market in recent years, 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.

*ii. 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.

**b. Objective 2: Preserve the Supply of Affordable Rental Housing (Rental Housing Preservation)**

*i. 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.

*ii. 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.

**c. Objective 3: Expand the Supply of Affordable Ownership Housing (Ownership Housing Production)**

*i. 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 80 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.

*ii. 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.

**d. Objective 4: Expand Ownership Opportunities for First Time Buyers (Homebuyer Assistance)**

*i. Priority Analysis*

As demonstrated in the needs assessment and market analysis, the gap between housing costs and incomes makes homeownership difficult to achieve for low and moderate income households. Both the savings required for a down payment, and the income required to support a mortgage, are obstacles to homeownership for potential

homebuyers. Many lending institutions have introduced new mortgage programs that significantly reduce the down payment required to home purchase, from the conventional 20 percent to as little as three percent and sometimes even with no down payment. However, for low and moderate income households, the mortgage payments may be too high given their limited incomes. 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.

*ii. 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. American Dream Downpayment Initiative (ADDI) funds made available through the HOME program may also be used to assist low and moderate income households. 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.

**e. Objective 5: Improve the Existing Housing Stock (Housing Rehabilitation)**

*i. 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.

*ii. 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 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 emergency and minor home

repairs. All rehabilitation programs will incorporate measures to address lead-based paint hazards.

**f. Objective 6: Provide Rental Assistance for Extremely and Very Low Income Families (Rental Assistance)**

*i. 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.

*ii. 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.

**g. Objective 7: Provide Supportive Housing for Seniors and Persons with Special Needs (Supportive Housing)**

*i. Priority Analysis*

Seniors and other persons with special needs for housing with supportive services, including the physically and mentally disabled and persons with AIDS/HIV, have extremely pressing housing needs. Many of these households have extremely low incomes, and find it difficult to secure affordable housing in either the private market or in assisted housing that does not include some form of Section 8 rental assistance. A substantial number also require a variety of supportive services to help them live independently, as described in the needs assessment section.

There are over 3,500 units of assisted housing for seniors in Oakland (not counting Public Housing or Section 8 certificates/vouchers). Nonetheless, service providers continue to report that securing affordable housing is a major obstacle for seniors.

There are very few assisted housing developments earmarked exclusively for persons with disabilities. In recent years the City has financed some additional units for persons with HIV/AIDS and mental disabilities, but the supply is still inadequate. Persons with physical disabilities who also require supportive services have few housing options. Those who do not require supportive services still face difficulties in finding affordable housing that is physically accessible. Although recently developed projects have some units that are designed to be accessible, it may take many months before a vacancy occurs.

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.

How HOPWA funds are to be used is determined by a multi-year AIDS Housing Plans for each county. AIDS Housing Plans were developed and adopted in 1996 for both counties. An updated 5-Year Comprehensive HIV/AIDS Plan was completed in 2002. Updates to the 2002 Plan are to be completed in June 2005 and will be included in the Multi-Plan.

*ii. 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

## **h. Objective 8: Remove Impediments to Fair Housing (Fair Housing)**

### *i. Priority Analysis*

The City's 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. Oakland is a city of great racial and ethnic diversity, in which groups that are racial and ethnic minorities at the national level are in fact in the majority in the City. The City also has significant number of seniors and people with disabilities, for whom there may be a need for housing with supportive services. There are also a significant number of families with five or more persons, who find it extremely difficult to secure adequate and affordable housing.

Analysis of the data available to the City indicates that 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.

Information on complaints received on an ongoing basis by fair housing organizations indicates 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.

### *ii. Investment Plan*

To address these impediments, the City offers programs that provide residents with counseling, information, legal advice and referrals. The City's fair housing programs are targeted to moderate, low and extremely low income residents. As part of this effort, investigation of fair housing complaints and enforcement of fair housing laws will continue to be funded as part of the effort to expand fair housing choices. There is also a need for education and outreach to property owners and managers to make them more aware of fair housing issues, and a need to promote greater awareness among housing

consumers of their rights and remedies under the law. Through the fair housing programs, the resources for property owners and housing consumers are made available.

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

Analysis of policies and practices in the administration of public housing, Section 8, and publicly-assisted housing and community development programs indicate that most programs are successfully expanding fair housing choices, although specific improvements can be made in some areas. 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.

## **B. Homelessness Strategy**

The City's Homeless priorities are currently contained in the Alameda County Continuum of Care planning document. Priorities referenced in Table 1A are based on the Alameda County-wide Homeless Continuum of Care's report, *Comprehensive Data about Homelessness in Alameda County*. A new official representation of homeless and prevention priorities will be published in June of 2005 in the Alameda County Multi-Plan.

**Error! Reference source not found.** on the following page provides a summary of the City's homeless 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 the 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 priorities.