



# ALAMEDA COUNTY COMMUNITY DEVELOPMENT AGENCY

Chris Bazar  
Agency Director

Agenda Item \_\_\_\_\_ June 28, 2016

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June 22, 2016

Honorable Board of Supervisors  
Administration Building  
Oakland, California 94612

Dear Board Members:

**SUBJECT: ALAMEDA COUNTY GENERAL OBLIGATION BOND  
FOR HOUSING: HOUSING PROGRAM**

**RECOMMENDATION:**

Approve the Program to guide use of the proceeds of the \$580 Million General Obligation Bond for Affordable Housing upon passage by two-thirds of the electorate voting on the Measure in the November 8, 2016 General Election.

**DISCUSSION/SUMMARY:**

Over the last several months extensive work has been done on the development and refinement of program proposals for the proposed General Obligation Bond for Housing, including numerous stakeholder and other meetings and forums for public input to discuss the bond and to solicit feedback on the proposed bond programs. Staff has presented and taken comments on affordable housing needs and draft programs, and has developed and refined the program proposal, in consultation with County Counsel in conjunction with Bond Counsel.

The program is being forwarded by your Board's Health Committee, which was charged by your Board to oversee the process of developing the housing bond measure and program proposal. The Health Committee held six work sessions between March and June 2016, including its work session on June 21, 2016 at which it considered the attached program proposal.

The bond program proposal responds to critical housing needs across the County with an array of proposed programs eligible to be funded with General Obligation Bond proceeds. It also responds to key themes of stakeholder input and suggestions in a number of ways, including the size of the total bond issuance, the geographic spread of rental housing development funds, vulnerable populations to target for assistance, types of programs to be funded by the bond, and leveraging other sources of local funds which the Board has reserved for addressing affordable housing and homeless needs in our community.

The array of programs includes both homeowner and rental housing programs. Homeowner programs include a first-time homebuyer Down Payment Assistance Loan Program focused on assisting middle-income residents, a Homeowner Housing Development Program to assist low-income residents become homeowners without leaving the County, and a Home Preservation Program focused on existing low-income senior, disabled, and other low-income homeowners to stay in their homes safely and avoid displacement due to changing physical needs or dilapidated conditions. All of these programs will be available countywide and are revolving loan programs.

The rental housing programs includes a countywide Innovations and Opportunity Program designed for a quick response to capture opportunities as they arise in the market, including acquisition of existing apartment buildings to avoid displacement of current low-income tenants, and a Rental Housing Development Program focused on very low- and extremely low-income rental housing development for an array of vulnerable populations including homeless people, seniors, veterans, re-entry, youth aging out of foster care, and low-income workforce households. These funds will be distributed countywide according to a formula as described in the attached program. Additional information on housing needs and these programs is in the attached program description.

**SELECTION CRITERIA AND PROCESS:**

*Detailed program policies and selection criteria and processes for the bond program will be brought to your Board for approval. Specific affordable housing developments to be financed with General Obligation Bond proceeds will be selected and come to your Board for approval after passage of the Bond Measure.*

**FINANCING:**

Expenses related to issuance of the bonds, program delivery and bond-funded programs will be paid out of the proceeds of the bond. There is no Net County Cost as a result of this action.

Very truly yours,



Chris Bazar, Director  
Community Development Agency

Attachment

cc: Susan S. Muranishi, County Administrator  
Donna R. Ziegler, County Counsel  
Steve Manning, Auditor-Controller  
Naomi Hsu, County Administrator's Office  
Heather M. Littlejohn, Office of the County Counsel  
U.B. Singh, CDA Finance Director  
Andrea Weddle, Assistant County Counsel  
Kai Mander, County Administrator's Office  
Theresa Rude, County Administrator's Office  
Naomi Hsu, County Administrator's Office

**RESOLUTION AND ORDER NO. 2016-\_\_\_**

RESOLUTION AND ORDER OF THE BOARD OF SUPERVISORS OF THE COUNTY OF ALAMEDA, STATE OF CALIFORNIA, CALLING AND PROVIDING FOR A BOND ELECTION TO BE CONSOLIDATED WITH THE NOVEMBER 8, 2016 GENERAL ELECTION TO SUBMIT AN AFFORDABLE HOUSING BOND PROPOSITION TO THE QUALIFIED ELECTORS OF SAID COUNTY; DECLARING THE AMOUNT OF BONDS TO BE ISSUED AND THE MAXIMUM RATE OF INTEREST TO BE PAID THEREON; FIXING THE DATE AND MANNER OF SUCH ELECTION AND THE PROCEDURE FOR VOTING THEREIN; AND PROVIDING FOR NOTICE THEREFOR.

**WHEREAS**, this Board of Supervisors (the “Board”) recognizes that housing in the County of Alameda, State of California (the “County”) has become increasingly scarce and expensive, to the point that it is now out of reach for many low- and middle-income residents, including, but not limited to, the elderly, the homeless, persons with disabilities, and other vulnerable populations; and

**WHEREAS**, the County’s Housing and Community Development Department (the “Housing Department”) made presentations about the housing issue to the Board of Supervisors’ Transportation and Planning Committee at its November 2015 and January 2016 meetings; and

**WHEREAS**, the Board reviewed County’s housing needs at its February 9<sup>th</sup> Special Meeting, and instructed County staff to explore the possibility of placing a bond measure on the November 2016 ballot to provide funds to mitigate the affordable housing shortage; and

**WHEREAS**, between March 2, 2016 and June 21, 2016 the Board’s Health Committee held a total of six work sessions to discuss housing needs and the viability of a bond measure, and in addition, the Board held eight town hall meetings throughout the County to solicit input from the public and stakeholders on both policy and programs; and

**WHEREAS**, the Board, having received input and support from the community, now desires to call an election for the purpose of submitting to the qualified electors of the County a proposition for incurring bonded indebtedness of the County to mitigate the scarcity and cost of housing within the County; and

**WHEREAS**, Article XXXIV of the Constitution of the State of California (“Article XXXIV”) provides that no low-rent housing project shall be developed, constructed, or acquired in any manner by any state public body until a majority of the qualified electors of the county in which it is proposed to develop, construct, or acquire the project, voting upon such issue, approve such project by voting in favor thereof at an election to be held for that purpose, or at any general or special election; and

**WHEREAS**, the Board hereby determines that there is a need for affordable housing for low- and middle-income families, vulnerable populations, and others throughout the County; and

**WHEREAS**, the Board recognizes that passage of a bond for housing will allow other local County funds it has designated for affordable housing development to be repurposed to provide affordable housing programs and services that are not eligible to be funded from the bond, specifically to prevent displacement of current County residents; and

**WHEREAS**, administrative expenses related to the issuance of the bonds, bond program delivery, and the bond program will be paid from bond proceeds to the extent permitted by law; and

**WHEREAS**, in the judgment of the Board it is in the public interest, serves a public purpose and is necessary that the funds of the County shall be expended for the purposes described herein, and the Board is authorized to expend funds of the County for said purpose; and

**WHEREAS**, the County now wishes to submit a measure to the qualified electors of the County at the November 8, 2016 election for the purpose of authorizing general obligation bonds to be spent on increasing the availability of affordable housing within the County and on authorized low rent housing developments;

**NOW, THEREFORE, THIS BOARD OF SUPERVISORS HEREBY RESOLVES AND ORDERS AS FOLLOWS:**

**Section 1.** The Board hereby finds and determines that the foregoing recitals are true and correct.

**Section 2.** The County hereby calls a bond election (the “Election”) throughout the County at the next general election, to be held on November 8, 2016, for the purpose of submitting to the qualified electors of the County the proposition set forth in the Measure set forth in Exhibit A hereto (the “Measure”) for their approval, such approval to constitute the approval required by Article XXXIV and authorization to issue the general obligation bonds contemplated therein. The Registrar of Voters is requested to cause the exact wording of the following abbreviation of the Measure to appear on the ballot:

**BALLOT MEASURE: ALAMEDA COUNTY AFFORDABLE HOUSING BOND.** *To provide affordable local housing and prevent displacement of vulnerable populations, including low- and moderate-income households, veterans, seniors, and persons with disabilities; provide supportive housing for homeless people countywide; and help low- and middle-income households purchase homes and stay in their communities; shall the County of Alameda issue up to \$580 million in general obligation bonds to acquire or improve real property, subject to independent citizen oversight and regular audits?*

The Registrar of Voters is further requested to print the full text of the measure set forth in Exhibit A in the voter information pamphlet to be distributed to voters. The Board hereby submits the measure to the qualified electors of the County at the Election in the form set forth above. The Election shall be held and conducted, the votes received and canvassed, and the results ascertained and determined all in the same manner as the statewide election to be held on that date and in conformity with the election laws of the State of California. Only qualified electors of the County may vote on the Measure.

**Section 3.** If at the Election, two-thirds of the electors of the County voting vote in favor of the Measure, then the County may issue bonds, in one or more series, in an aggregate principal amount not to exceed \$580 million. The bonds shall bear interest at a rate not to exceed 12% per annum. In no event shall the total indebtedness incurred exceed an amount equal to 1.25% of the

total assessed valuation of the taxable property of the County as shown by the last equalized assessment roll. The County will have an annual report prepared describing the funds expended and the programs and projects authorized. The Board shall establish and appoint a citizens' oversight committee (the "Oversight Committee"). The Oversight Committee shall annually review the expenditure of the proceeds of the bonds for the prior year and shall report to the Board whether the proceeds of the bonds were spent in accordance with the purposes set forth in the ballot measure.

**Section 4.** The provisions of Elections Code Section 9160 *et seq.*, relating to arguments concerning county measures, shall apply to the Measure submitted at the Election. The President of the Board, or any member or members of the Board as the President shall designate are hereby authorized, but are not directed, to prepare and file with the Registrar of Voters a ballot argument in favor of the Measure, which shall be considered the official ballot argument of the Board for the Measure. The Auditor-Controller of the County is hereby authorized to prepare and file with the Registrar of Voters the tax rate statement required by the provisions of Section 9401 of the Elections Code substantially in the form of Exhibit B attached hereto.

**Section 5.** Notice of the Election shall be given by publication of this Resolution and Order in the Inter City Express once a week for at least four weeks prior to the holding of the Election, and the Registrar of Voters is hereby ordered and directed to cause this Resolution and Order to be so published. No other notice of the Election need be given.

**Section 6.** The Election is ordered to be consolidated with the statewide general election to be held on November 8, 2016.

**Section 7.** The Board hereby declares, and the voters by approving the measure concur, that every section, paragraph, sentence and clause of the Measure has independent value, and the Board and the voters would have adopted each provision hereof regardless of every other provision hereof. Upon approval of the Measure by the voters, should any part be found by a court of competent jurisdiction to be invalid for any reason, all remaining parts hereof shall remain in full force and effect to the fullest extent allowed by law.

**Section 8.** This Resolution and Order relating to an election shall take effect immediately.

The foregoing Resolution and Order was passed and adopted by the Board of Supervisors of Alameda County, State of California on June 28, 2016 by the following vote:

Ayes:

Noes:

Excused:

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SCOTT HAGGERTY  
BOARD PRESIDENT

APPROVED AS TO FORM:  
DONNA R. ZIEGLER, COUNTY COUNSEL

BY: \_\_\_\_\_

Andrea L. Weddle  
Assistant County Counsel

**CERTIFICATE OF THE CLERK**

I, Clerk of the Board of Supervisors of the County of Alameda, hereby certify that the foregoing is a full, true and correct copy of a resolution duly adopted at a meeting of the Board of Supervisors of the County of Alameda duly and regularly held in Oakland, California, on June 28, 2016, of which meeting all of the members of said Board had due notice.

I further certify that I have carefully compared the foregoing copy with the original minutes of said meeting on file and of record in my office; that said copy is a full, true and correct copy of the original resolution adopted at said meeting and entered in said minutes; and that said resolution has not been amended, modified, rescinded or revoked in any manner since the date of its adoption, and the same is now in full force and effect.

I further certify that an agenda of said meeting was posted at least 72 hours before said meeting at a location in Oakland, California, freely accessible to the public and a brief general description of the resolution to be adopted at said meeting appeared on said agenda.

IN WITNESS WHEREOF, I have executed this certificate and affixed the seal of the Board of Supervisors of the County of Alameda hereto as of this 28<sup>th</sup> day of June, 2016.

By

\_\_\_\_\_  
Clerk of the Board of Supervisors  
County of Alameda

## **EXHIBIT A**

BALLOT MEASURE \_\_  
[Letter to be assigned by Registrar of Voters]  
County of Alameda

### **ALAMEDA COUNTY AFFORDABLE HOUSING BOND AUTHORIZATION**

The Board of Supervisors (the “Board”) recognizes housing in the County of Alameda, State of California (the “County”) has become increasingly scarce and expensive, to the point that it is now out of reach for many low- and middle-income residents, including, but not limited to, the elderly, the homeless, persons with disabilities, and other vulnerable populations.

Having received input and support from the community, the Board has called an election for the purpose of submitting to the qualified electors of the County a proposition for incurring bonded indebtedness of the County to mitigate the scarcity and cost of housing within the County. The bonds will generate up to \$580 million for the acquisition or improvement of real property, a portion of which shall be used to provide up to 8,500 units of affordable local rental housing to prevent displacement of vulnerable populations, including low and middle-income individuals and families, working households, veterans, seniors, and persons with disabilities; a portion of which shall be used to provide supportive housing for homeless people; and a portion of which shall be used to help low and middle-income households purchase homes and stay in their communities.

### **ACCOUNTABILITY SAFEGUARDS**

Pursuant to Government Code Section 53410, the following additional accountability measures will be complied with for this bond measure:

Specific Purpose: The specific purpose of the bonds to be issued pursuant to this bond measure are to fund the acquisition or improvement of real property in order to prevent displacement of vulnerable populations, to provide supportive housing for the homeless, and to help low and middle income households purchase homes. The proceeds of any bonds issued pursuant to this bond measure will be applied only to these specific purposes.

Special Bond Proceeds Account: The County will create an account into which the bond proceeds shall be deposited.

Annual Report: The County will prepare and file an annual report pursuant to Government Code Section 53411.

Independent Citizens’ Oversight Committee: A Citizens' Oversight Committee will be established to review the annual report each year to ensure that bond proceeds are being spent in compliance with this ballot measure.

## **EXHIBIT B**

### **COUNTY OF ALAMEDA, STATE OF CALIFORNIA**

#### **TAX RATE STATEMENT**

An election will be held in the County of Alameda, State of California (the "County") on November 8, 2016, to authorize the sale of not to exceed \$580 million in general obligation bonds of the County to mitigate the housing crisis by providing affordable housing to low- and middle-income families. If the bonds are approved, the County expects to sell the bonds in three (3) series over time. Principal and interest on the bonds will be payable from the proceeds of taxes levied made upon the taxable property in the County. The following information is provided in compliance with Section 9400-9404 of the Elections Code of the State of California.

1. The best estimate of the tax which would be required to be levied to fund this bond issue during the first fiscal year after the sale of the first series of bonds, based on estimated assessed valuations available at the time of filing of this statement, is \$0.0125 per \$100 (\$12.50 per \$100,000) of assessed valuation in fiscal year 2017/18.
2. The best estimate of the tax which would be required to be levied to fund this bond issue during the first fiscal year after the sale of the last series of bonds, based on estimated assessed valuations available at the time of filing of this statement, is \$0.0138 per \$100 (\$13.80 per \$100,000) of assessed valuation in fiscal year 2021/22.
3. The best estimate of the highest tax rate which would be required to be levied to fund this bond issue, based on estimated assessed valuations available at the time of filing of this statement, is \$0.0139 per \$100 (\$13.90 per \$100,000) of assessed valuation in fiscal year 2023/24.
4. The best estimate of the total debt service, including the principal and interest, that would be required to be repaid if all of the bonds are issued and sold is \$953,194,950.
5. The best estimate of the average annual tax rate which would be required to be levied to fund the bond issue over the entire life of the bond debt service, based on estimated assessed valuations available at the time of filing of this statement, is \$0.0116 per \$100 (\$11.60 per \$100,000) of assessed valuation. The final fiscal year in which a tax is anticipated to be collected is 2040/41.

Attention of all voters is directed to the fact that the foregoing information is based upon the County's projections and estimates only, which are not binding upon the County. The estimates provided herein do not account for the taxes levied to pay for bonds issued by the County pursuant to prior voted authorizations. The actual tax rates and the years in which they will apply may vary from those presently estimated, due to variations from these estimates in the timing of bond sales, the amount of bonds sold at any given sale, market interest rates at the time of each bond sale, the credit quality of the County at the time each issue is sold, and actual assessed valuations over the term of repayment of the bonds among other factors. The actual dates of sale of said bonds and the

amount sold at any given time will be governed by the needs of the County and other factors. The actual interest rates at which the bonds will be sold will depend on the bond market at the time of each sale. Actual future assessed valuation will depend upon the amount and value of taxable property within the County as determined in the annual assessment and the equalization process.

Dated: June \_\_, 2016

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Steve Manning  
Auditor/Controller  
County of Alameda

**PROPOSED \$580 MILLION AFFORDABLE HOUSING GENERAL OBLIGATION  
BOND PROGRAM SUMMARY  
June 28, 2016**

**Summary**

In November 2016, Alameda County residents will have an opportunity to direct more resources towards addressing a range of critical affordable housing needs by passing a general obligation bond measure. The measure, a \$580 million General Obligation Bond, will create new affordable rental and homeowner housing units and assist existing low-income and vulnerable residents.

Acknowledging Alameda County's well-documented affordability gap for both rental and ownership housing across a range of income levels, the Bond program was developed with extensive input from the community, including 15 formal stakeholder and Board of Supervisor's committee meetings and an on-line survey. The capital investment in housing made possible by the Bond will help to meet the needs of lower income seniors, people with disabilities, homeless, veterans, re-entry, youth aging out of foster care, and low-income working families, while also helping to stabilize existing neighborhoods and increase the livability in every community in the County. Increasing access to safe and affordable housing will, in turn, promote diversity, social equity, and economic vitality – cornerstones that support our thriving County.

The 2016 Affordable Housing Bond proposes two categories of investments, each of which supports housing for Alameda County households at a range of income levels:

- **Affordable Rental Housing Development Programs**
  - Development of new and preservation of existing affordable rental housing units for residents of Alameda County; and
  - Creation of an Innovation & Opportunity Rental Housing Program to promote innovation and capture opportunities as they arise in the market.
  
- **Affordable Home Ownership Programs**
  - Down Payment Loan Assistance Program to assist middle-income, first-time home buyers to stay in Alameda County;
  - Home Preservation Rehabilitation Program to help low-income homeowners, especially seniors and people with disabilities, to remain safely in their homes; and,
  - Homeownership Development Program to create homeownership opportunities for lower-income residents.

Table 1: Alameda County Program Categories and Target Funding Levels

<b>Alameda County Affordable Housing Bond</b>	
<b>Homeownership Programs</b>	<b>\$120,000,000</b>
<i>Down Payment Assistance Loan Program</i>	<i>\$50,000,000</i>
Homeownership Development Program	\$25,000,000
<i>Home Preservation Loan Program</i>	<i>\$45,000,000</i>
<b>Rental Housing Development Programs</b>	<b>\$460,000,000</b>
<i>Affordable Rental Development</i>	<i>\$425,000,000</i>
<i>Innovations Program</i>	<i>\$35,000,000</i>
<b>Total</b>	<b>\$580,000,000</b>

The Housing Bond will:

- Invest in our local Alameda County communities;
- Develop and acquire housing for a broad range of populations who have an increasingly difficult time finding housing they can afford or affording the housing they currently have including people who are homeless, low-income seniors and disabled homeowners and renters, families and working households, people with disabilities, transition-aged youth, re-entry, veterans, and low and middle-income first-time homebuyers;
- Meet these needs through a range of activities, including development of new multi-family and single-family housing opportunities for rental or ownership, rehabilitation loans to low-income senior, disabled, and other low-income homeowners, down payment assistance for middle-income first-time homebuyers, and acquisition and/or rehabilitation of existing apartment buildings;
- Help people who are struggling with housing costs;
- Help homeless and other vulnerable populations with long-term affordable rental housing; and,
- Help low and middle income Alameda County residents buy homes.

While the Housing Bond will make a significant contribution to meeting the needs of Alameda County’s lower income residents, it alone cannot address all of them. There are a number of other efforts across the County underway. In particular to the County, the Board of Supervisors has also set-aside a minimum of \$5 million annually from funds returning to the County due to the dissolution of Redevelopment Agencies (“boomerang funds”) and is working to use those funds to address needs that the Bond cannot be used for, including a variety of anti-displacement uses for residents at risk of losing their housing.

Fiscal responsibility measures have been incorporated into the Housing Bond proposal including the establishment of an Independent Citizen’s Oversight Committee to ensure that bond proceeds are being spent in compliance with the ballot measure.

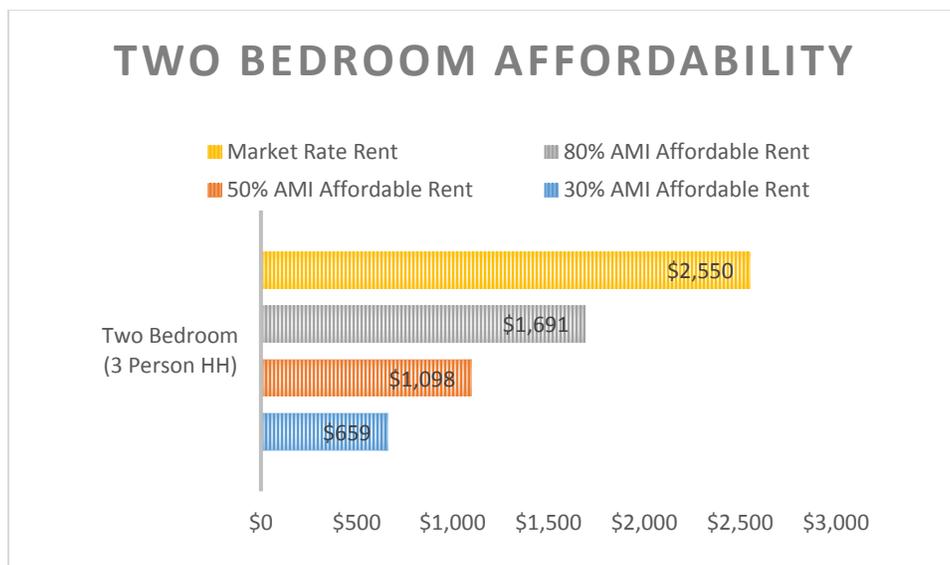
## THE NEED FOR MORE AFFORDABLE HOUSING

The well-documented housing affordability gap, which has been growing in the current housing market, makes it a challenge for Alameda County to ensure that economic diversity can be maintained. These high housing costs inhibit healthy, balanced economic growth regionally. Individuals and families are increasingly locked out of the local housing market and forced to take on increasingly long commutes to reach employment. In recent years, the impact of this affordability gap has expanded beyond low- and moderate-income households, which traditionally could benefit from some forms of governmental assistance. Strong housing production and the availability of housing affordable to a wider range of households has therefore become more important than ever.

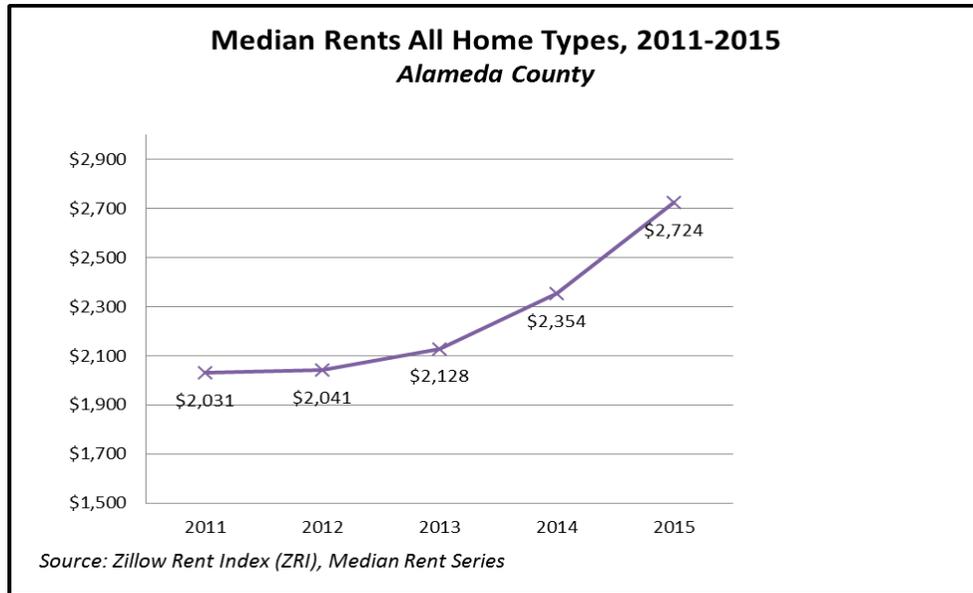
The Housing Bond will help to address the affordability gap, as well as the destabilization that occurs when market pressures in communities result in long-time residents being forced out of the County entirely in order to find housing they can afford.

### **Affordability Gap – Rental Housing**

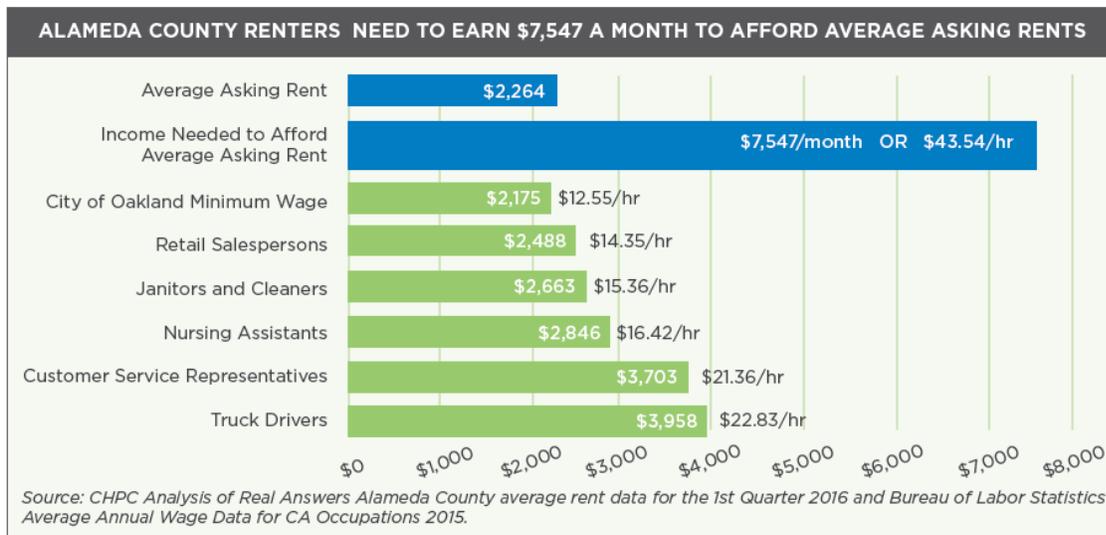
The difference between an affordable housing cost and market-rate housing cost is commonly called the housing “affordability gap.” Alameda County’s housing affordability gap exists for both rental and ownership housing. Low-income and middle-income households face a significant gap between what they can afford and the price of available housing. The illustration below highlights a three person household affordability gap at Extremely Low Income (30% of AMI), Very Low Income (50% of AMI) and Low Income (80% of AMI).



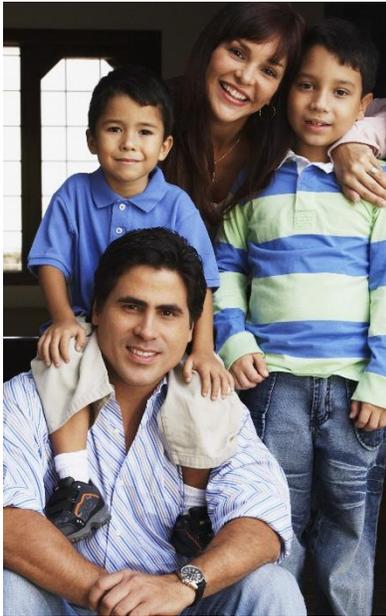
Median rents increased 34% between 2011 and 2015 countywide. While the percentage increases vary by city across the County, the trend line for all jurisdictions in the County mirrors the countywide trend; rapidly increasing rents over the last several years, are shown below.



At the same time that rents are increasing so rapidly, incomes in Alameda County are not keeping up with rapidly increasing rental housing costs. In addition to retired seniors and people with disabilities receiving Social Security Income (SSI), many working households do not earn high enough wages to afford housing in our communities. A sample is shown in the chart below to illustrate this point:

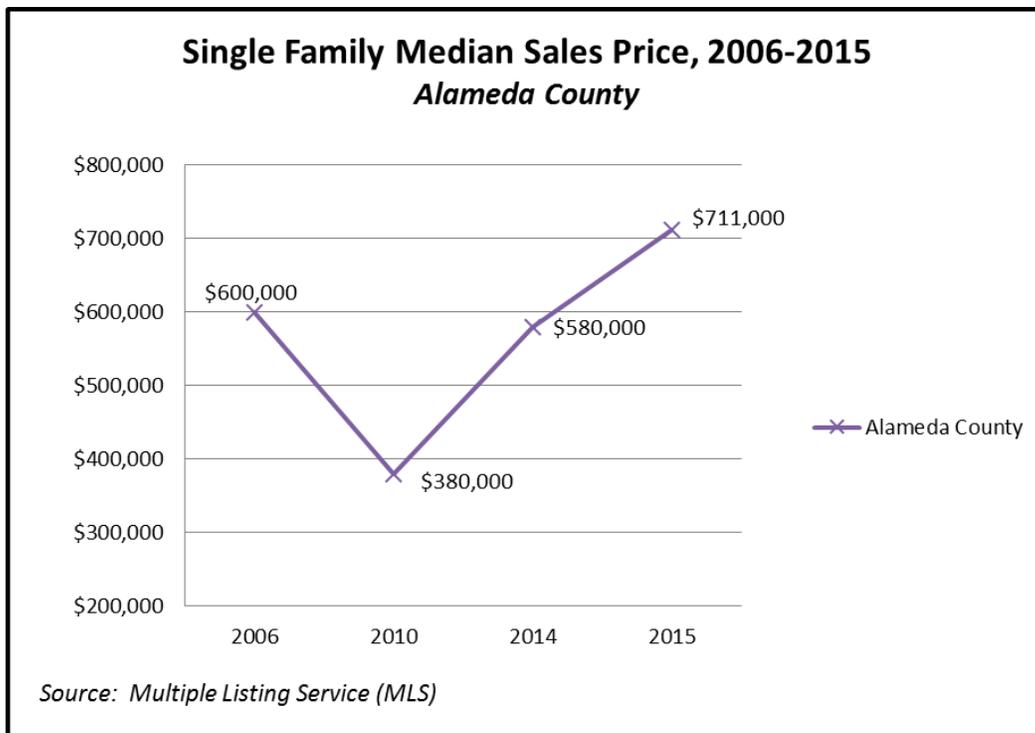


High and rising rental housing costs are especially difficult for the lowest-income populations and other vulnerable populations in Alameda County, including the over 4,000 people who are homeless every night across Alameda County. Almost 30% of very-low and 73% of extremely low-income households in Alameda County spend more than half of their incomes on rent. There is a shortfall of over 60,000 homes affordable to very low- and extremely low-income households in Alameda County.



### **The Affordability Gap – Homeowner Housing**

Home purchase prices have also been rising extremely quickly, putting homeownership out of reach for even many middle income and above households. When these households cannot afford to purchase homes, they either stay in the rental market, reducing the number of units which would otherwise be available to households with less income, or move out of their communities and even out of the County in order to find homes they can afford. Across the County, home sales prices are exceeding the pre-recession prices. In terms of prices, this segment of the market has fully recovered from the recession, as shown by the graph below:



### **Projected Future Housing Needs**

The documented housing affordability gap and excessive housing cost burdens highlight current Alameda County residents' need for more affordable housing. At the same time, the County must also grapple with the need to accommodate the future housing demands of an increasing

population. The Association of Bay Area Governments (ABAG) provides estimates of housing need through its Regional Housing Need Assessment (RHNA), which is conducted every 7 years. Limited funding resources and the high cost of housing development mean that the County's supply of affordable housing will be challenged in order to keep pace with future demand. This is especially true and acute for Extremely Low-, Very low-, Low-, and even Moderate-income households. The Extremely Low-Income housing need is estimated at half of the Very Low-Income need shown in the table below. The table below summarizes the RHNA allocations for each jurisdiction within Alameda County for the period of 2013 through 2021.

Alameda County Regional Housing Needs Allocation					
Alameda County	Very Low 0-50%	Low 51-80%	Moderate 81-120%	Above Moderate 120%+	Total
Alameda	444	248	283	748	1,723
Albany	80	53	57	145	335
Berkeley	532	442	584	1,401	2,959
Dublin	796	446	425	618	2,285
Emeryville	276	211	259	752	1,498
Fremont	1,714	926	978	1,837	5,455
Hayward	851	480	608	1,981	3,920
Livermore	839	474	496	920	2,729
Newark	330	167	158	423	1,078
Oakland	2,059	2,075	2,815	7,816	14,765
Piedmont	24	14	15	7	60
Pleasanton	716	391	407	553	2,067
San Leandro	504	270	352	1,161	2,287
Union City	317	180	192	417	1,106
Alameda County Unincorporated	430	227	295	817	1,769
Total	9,912	6,604	7,924	19,596	44,036

Source: Association of Bay Area Governments (ABAG) 2013

### **Affordable Housing Subsidies**

In the same period of rapidly escalating housing prices and increased housing cost burden, sources of financing for affordable housing development have been significantly reduced. The elimination of Redevelopment Agencies in 2011 caused a countywide loss of \$60 Million or more annually in funds specifically for affordable housing. Between 2008 and 2013, there was an overall decrease of 89% in State and Federal funding for affordable homes in Alameda County. This loss of funding has only exacerbated the affordability crisis. The County continues to advocate for increased investment in affordable housing at the State and Federal levels, but it is clear that local solutions are also needed.

## **Impacts of the Housing Affordability Crisis:**

The impacts of the housing crisis affect every community across Alameda County.

- As housing is increasingly unaffordable, especially for very low and extremely low income people, long-term residents are forced to move out of neighborhoods and communities where they have lived, worshipped, worked, and have family and community ties.
- As people move further away, traffic congestion impacts occur, especially from commuters to work.
- When households spend over half of their incomes on housing costs, they have significantly less money to pay for other necessary expenses such as childcare, medical expenses, and food, which also decreases income to non-housing segments of the local economy.
- Homeless is increasingly visible across our communities, and there are also increases in the ‘hidden homeless’ such as families living in cars and young people aging out of foster care who are moving from couch to couch trying to stay sheltered.
- Local businesses face an increasingly difficult time attracting and retaining needed employees. Recent news articles have highlighted restaurants unable to find servers and school districts losing teachers as they take jobs in communities where they can afford to live. Even local hospitals have reported being less able to attract M.D. residents, doctors, nurses and other essential health care workers. Economic Development and business associations have named high housing costs as one of their top priorities.

## **PROGRAM DESCRIPTION**

As mentioned above, the programs to be funded by the Bond were developed in response to critical housing needs across Alameda County and with significant community and stakeholder review and input. Community input and feedback was obtained through over 15 public meetings, including two widely publicized stakeholder meetings, eight Town Hall meetings held by the Board of Supervisors in each of the five districts across the County, and six Board committee meetings. Comments received at these meetings was augmented by an on-line survey available to the public, as well as letters and emails submitted to the County between March and early June 2016.

## **Criteria Used for Development of the Bond Program**

The components of the Bond Program are designed to meet the following key criteria:

- Eligible uses of G.O. Bond proceeds:** Bond-funded programs must be eligible for this type of financing, which means that they must be related to the acquisition or development of real property. Rental subsidies and housing operating subsidies, for example, are not eligible uses of bond proceeds.
- Addresses critical housing needs:** Programs are designed to address some of the most critical housing needs across the County.

- **Cost effective to administer:** Costs will be kept to only those reasonable and necessary costs to deliver the programs and ensure that the funds are used as described. A Citizens' Oversight Committee will be established to ensure that bond proceeds are being spent in compliance with the ballot measure.
- **Assures all parts of the County benefit:** The range of programs are designed to be effective in the variety of urban and suburban communities in Alameda County. The allocation formula for the Rental Housing Development Loan fund ensures that each community is assured of a base level of funding to serve its residents, as well as the ability to draw on other regional and countywide pools of funding.
- **Builds on successful program models within Alameda County and elsewhere, while allowing for innovation and creativity:** There are many examples of successful programs to address housing needs for vulnerable residents and first-time middle-income homebuyers. Providing additional funds to continue successful models and bring them to scale will maximize efficiency and effectiveness of the programs. At the same time, changing conditions requires the ability to be creative and responsive as new needs and possible innovative solutions arise.
- **Leverage other funds where possible:** Bond funds will be used to bring other affordable housing funds into our County to meet needs. Successfully competing for State and Federal housing funds requires local investment.

### **Program Categories**

The 2016 Affordable Housing Bond proposes two categories of investments, each of which supports housing for Alameda County households at a range of income levels, with several programs under each category:

- **Affordable Home Ownership Programs**
  - Down Payment Loan Assistance Program: to assist middle-income first-time homebuyers to stay in Alameda County;
  - Home Preservation Rehabilitation Program: to help low-income homeowners, especially seniors and people with disabilities, to remain safely in their homes; and,
  - Homeownership Development Program: to create homeownership opportunities for lower-income residents.
- **Affordable Rental Housing Development Programs**
  - Rental Housing Development Fund: financing for the development of new and preservation of existing affordable rental housing units for low income residents; and

- Innovation and Opportunity Fund: creation of an Innovation & Opportunity Rental Housing Program to promote innovation and respond quickly to capture opportunities as they arise in the market.

Each of these programs is described in more detail below.

## **Homeownership Programs**

There are three components included in the bond-financed homeownership programs with a target total allocation of \$120 Million. All three programs are deferred-payment loans that are due upon sale or transfer of the home. In this way, there are no monthly loan payments which add to the housing cost burden of the households served, and the funds are returned to the program when the house is sold so that they can be used to benefit other eligible homebuyers and homeowners. If the home is sold to an eligible household, the loans can stay on the property instead of being repaid, if approved by the County. All three programs will be available countywide, on a first-come, first-served basis for eligible households.

### **Down Payment Assistance Loan Program:**

The goal of this component of the bond program is to assist middle-income working households to purchase homes and stay in Alameda County, instead of having to move to outlying areas in order to afford a home. The target funding allocation is a total of \$50 Million over the course of the bond program.



#### Program Parameters:

The target population for this program is first-time homebuyers, as defined by the IRS, with household incomes at or below 120% of Area Median Income (AMI). A maximum income level of 150% of AMI will allow for flexibility over the life of the program to ensure that the program can assist homebuyers across the County and to allow for dual-income target population households to benefit from the program. These income caps include many types of employment, such as teachers, electricians, emergency medical technicians and others.

In addition, the program will include design features to encourage current Alameda County residents to purchase homes near where they work, or in proximity to transit that can take them to work. The County is working with legal counsel towards creating design features towards also allow former Alameda County residents who have been displaced due to foreclosure or rising housing costs to benefit from the program. The program will also include

design features to benefit teachers, other local educators, and critical first responders to live in the communities in which they work.

This program is modeled after a successful San Francisco loan program which has been in place for many years and which has been approved by Fannie Mae, FHA, and first mortgage lenders, which will allow the program to be up and running quickly. It is a shared-appreciation, silent-second mortgage that can provide up to 15% of the purchase price towards the down payment, with the home purchaser providing the remaining 5% (3% of their own funds minimum). There is no interest rate on the loan and no monthly payments to add to housing cost burden. When the home is sold or transferred to anyone other than an approved, income-eligible household, the loan is paid back along with the same percentage share of the net appreciation equity. This allows the funds to revolve and serve other households as the sales prices in the market rise, while also allowing the homeowner to benefit from a share of the appreciated price. The homes purchased with these loans will be monitored to ensure that they remain owner-occupied.

### **Home Preservation Loan Program:**



The goal of this component of the bond program is to assist Low-Income Seniors, People with Disabilities, and other low-income homeowners to remain safely in their homes. The target funding allocation is a total of \$45 Million over the course of the bond program.

#### Program Parameters:

The target population for this component is low-income seniors, people with disabilities and other homeowners with incomes at or below 80% of Area Median Income. The program will provide home inspections and technical assistance, along with loans to pay for accessibility improvements, such as grab bars, ramps, and widened doorways, and other housing rehabilitation such as roofs, electrical and plumbing systems improvements, allowing the household to remain safely in the home and not become displaced either due to the home no longer being accessible to them or due to deteriorated conditions.

The funds will be provided in the form of 0% to low-interest deferred loans. There will be no payments on the loans while the low-income household remains living there, so the loan will not add to the housing cost burden. When the home is sold or transferred to anyone other than an approved, income-eligible buyer, the loan and interest due are repaid and the funds will be recycled to assist another low-income homeowner.

## **Low-Income Homeowner Housing Development Program**

The goal of this component of the bond program is to assist in the development and long-term affordability of homeownership housing for Low-Income households to become first-time homebuyers, while remaining in the County. The target funding allocation is a total of \$25 Million over the course of the bond program.



North Oakland Homeownership Development, RCD

### Program Parameters:

The target population for this component is low-income, first-time homebuyers who are residents of Alameda County and have incomes at or below 80% of Area Median Income. This income cap includes many types of employment, such as child care workers, medical lab technicians, truck drivers, mechanics, and others, as well as some retired senior households.

The program may involve a sweat-equity or other contribution requirement on the part of the homebuyer households. The County is working with legal counsel towards creating design features to allow former Alameda County residents who have been displaced due to foreclosure or rising housing costs to benefit from the program.

The Low-Income Homeowner Housing Development Program will provide construction loans to eligible nonprofit developers to help construct or acquire and rehabilitate homes for sale to low-income qualified households. The construction loans will be converted to down payment assistance loans when the home is purchased by an eligible household. These loans will be structured similar to the Down Payment Assistance Loan Program loans described above. They will be shared-equity, deferred payment loans with no monthly payment to add to housing cost burden and only due if or when the home is sold or transferred to an ineligible buyer.

## **Rental Housing Programs**

There are two components included in the bond-financed rental housing programs with a target total allocation of \$460 Million. The larger of the two programs will have specific target allocations of funds for each city and each region of the County. The smaller program will be available on a countywide basis to respond to eligible opportunities.

## **Rental Housing Development Program:**

The goal of this component of the bond program is to assist in the creation and preservation of affordable rental housing for vulnerable populations, including low-income workforce housing. The target funding allocation is a total of \$425 Million over the course of the bond program.



Estabrook Senior Housing, Eden Housing, San Leandro

### Program Parameters:

This program includes a variety of target populations. It is expected that the majority of housing units will serve very low-income households with incomes between 30% to 60% of Area Median Income. This income level includes cooks, retail sales clerks, preschool teachers, and plumber assistants, among others. A portion of the funds may be allowed to

subsidize units for households at or below 80% of AMI, to create affordable housing for a mix of lower-income levels within developments. The program also includes a requirement that at least 20% of the units will be matched with operating subsidies and reserved for extremely low-income households at or below 20% of Area Median Income. This income level includes homeless households, and seniors and people with disabilities on Social Security Income (SSI), and others.

Uses of funds in this component will be flexible, within the parameters of eligibility for use of general obligation bond proceeds, including predevelopment and development financing (including construction period and permanent financing) for new construction, acquisition, rehabilitation to create or preserve affordability. A city may decide to use a portion of its base allocation of funds to finance the development of interim crisis or transitional housing for homeless populations, provided that operating and services

Criteria for selection of developments to be financed under this component of the bond program will include leveraging other sources of affordable housing financing, including State, Federal, and other local subsidy sources. In addition, financed developments must include a financial contribution from the city in which they are located. The County will develop specific criteria for this financial contribution level, in consultation with the cities, to ensure feasibility. Developments financed must remain affordable for no less than 55 years.

Selection criteria will also include priority for one or more of the following target populations within the income limits described above:

- Homeless people, including individuals and families, chronically homeless people with disabilities and other homeless populations
- Seniors
- Veterans
- People with disabilities, including physical and developmental disabilities and mental illness
- Re-entry
- Transition age youth aging out of foster care
- Lower-Income Workforce

### Geographic Allocation

Funds in the Rental Housing Development Program will be distributed across the County in two ways, based on formulas which take into account different levels of need in various parts of the County as well as ensuring that funds are available to address needs in each city, including the Unincorporated County. The geographic allocation model used creates a minimum allocation of funds for use in each city and also creates regional funding pools which can be drawn on to support developments located anywhere in that region of the County.

The city allocations were based on using an average of each city’s percentage of the County’s assessed property value and that city’s percent of the County’s total population.



Carmen Street Apartments, Livermore, SAHA Housing

The basis for allocations of funds to the regional funding pools is an average of the region’s percent of people living in poverty and the percent of Regional Housing Needs Allocation (RHNA) for Very Low- and Low-Income housing, as developed by the Association of Bay Area Governments for the current planning period. This combination accounts for both current need and projected near-future need for the lowest-income vulnerable populations.

The County will administer the funds in both the regional pools and the city base allocations, working in cooperation with the cities. Developments financed with Bond funds must have the support and approval of the cities in which they are located, including financial support as described above. The table below contains the resulting funding allocations using the formulas described above.

<b>Rental Housing Development Program Funds</b>		<b>\$225 Million to City Base Allocations</b>
<b>Base City Allocations</b>		
<b>Alameda city</b>		<b>\$10,370,727</b>
<b>Albany city</b>		<b>\$2,588,918</b>
<b>Berkeley city</b>		<b>\$15,796,369</b>
<b>Dublin city</b>		<b>\$8,831,465</b>
<b>Emeryville city</b>		<b>\$2,799,109</b>
<b>Fremont city</b>		<b>\$33,264,459</b>
<b>Hayward city</b>		<b>\$20,298,294</b>
<b>Livermore city</b>		<b>\$12,722,700</b>
<b>Newark city</b>		<b>\$6,029,275</b>
<b>Oakland city</b>		<b>\$54,803,565</b>
<b>Piedmont city</b>		<b>\$2,431,300</b>
<b>Pleasanton city</b>		<b>\$13,720,684</b>
<b>San Leandro city</b>		<b>\$11,907,775</b>
<b>Unincorporated</b>		<b>\$19,671,892</b>
<b>Union City city</b>		<b>\$9,763,468</b>
<b>Alameda County Total</b>		<b>\$225,000,000</b>

Allocations based on average of % AV & % Total Population, with minimum no less than original projections.

<b>Rental Housing Development Funds</b>			<b>\$200 Million to Regional Pools</b>
<b>Regional Pools Allocated by:</b>	<b>% of Total</b>	<b>Need - Blend of Poverty and RHNA LI&amp;VLI</b>	
<b>North County</b>	<b>44.7%</b>	<b>\$89,325,065</b>	
<b>Mid County</b>	<b>24.9%</b>	<b>\$49,803,134</b>	
<b>East County</b>	<b>13.7%</b>	<b>\$27,332,372</b>	
<b>South County</b>	<b>16.8%</b>	<b>\$33,539,429</b>	
<b>Alameda County Total</b>	<b>100.0%</b>	<b>\$200,000,000</b>	

No Co: Albany, Berkeley, Emeryville, Oakland, Piedmont

Mid Co: Alameda, Hayward, San Leandro, Unincorporated

East Co: Dublin, Livermore, Pleasanton

South Co: Fremont, Newark, Union City

### **Rental Housing Innovation and Opportunity Fund:**

The goal of this component of the bond program is to support the ability for affordable housing developers to respond quickly to opportunities that arise in the market, to preserve and expand affordable rental housing and prevent displacement of current low-income tenants. The target funding allocation is a total of \$35 Million over the course of the bond program.

## Program Parameters:



The housing developed under this component must meet the requirements of the Rental Housing Development Program described above, however the program will be administered differently to allow for rapid response to market opportunities and to allow for flexibility and innovation, within the general obligation bond and program requirements. These funds will be available on a countywide basis, to enable the program to respond to opportunities that arise throughout the County.

One use of funds under this program component will be the creation of a rapid-response, high-opportunity site acquisition and predevelopment loan program under which pre-qualified developers can apply for quick-turnaround, relatively small loans, to secure properties for purchase. These properties can include, for example, vacant land, existing apartment buildings, or motels that can be converted to housing, that become available for sale in the market. If existing, occupied apartment buildings are acquired, lower-income qualified current residents will not be displaced, but rather the buildings may be renovated if needed and affordable rents either maintain or instituted.

Funding under this component may also be used to develop other innovative, bond-qualified programs that serve the same needs as the Rental Housing Development Program, allowing flexibility to develop creative responses to community needs and changing conditions in the housing market.

## **IMPLEMENTATION**

The County has significant experience in implementing these types of programs efficiently and effectively. The Housing and Community Development Department of the County's Community Development Department has successfully financed over 90 multi-family affordable rental housing projects, assisted over 5,000 first time home buyers over a 30 year period with Mortgage Credit Certificates, and created and implemented an affordable acquisition/rehabilitation homeownership program.

The County will evaluate programs as they are designed, implemented, and delivered, to ensure effectiveness. This information will be considered annually and program modifications will be made as appropriate, based on this evaluative data.

Attachment

Persons in Household	Extremely Low		Very Low		Low	Median	Moderate
	20%	30%	50%	60%	80%	100%	120%
1	\$13,660	\$20,500	\$34,150	\$40,980	\$52,650	\$68,300	\$81,960
2	\$15,600	\$23,400	\$39,000	\$46,800	\$60,150	\$78,000	\$93,600
3	\$17,560	\$26,350	\$43,900	\$52,680	\$67,650	\$87,800	\$105,360
4	\$19,500	\$29,250	\$48,750	\$58,500	\$75,150	\$97,500	\$117,000

Effective March 2016

Adjusted annually

Based on HUD Extremely (30%), Very Low (50%) and Low (80%) Income limits

Alameda County Housing and Community Development, April 2016

## We have a Housing Crisis in Alameda County.

Affordable housing is getting harder and harder to find. It's too expensive and out of reach for many seniors, veterans, people with disabilities, low-income families and others most in need. While many working families now spend 50% or more of their income on housing, state and federal funding for affordable homes has decreased 89%. Experts estimate a current shortfall of more than 60,000 affordable homes in Alameda County for very low-income families, with at least 5,000 homeless, and hundreds of thousands of working residents needing help—NOW.

## A Viable Solution has emerged:

Alameda County elected officials, policy makers, and community members have been collaborating to find a solution. The solution has emerged: **An AFFORDABLE HOUSING BOND** on the November ballot. The goal of this bond is to create and protect affordable housing options for people who need it most in Alameda County—seniors, veterans, people with disabilities, and many in the workforce whom we count on to help deliver essential services, including teachers, electricians, plumbers, EMT workers and others who simply can't find affordable housing close to where they work in Alameda County.

## What's included in the Measure?

### Three BIG GOALS:

- 1 Help people who are struggling with housing costs.
- 2 Help the homeless and other vulnerable populations with long-term affordable housing.
- 3 Help people buy homes.

### HOMEOWNER Programs:

- ✓ **Down Payment Assistance Loan Program** (\$50M) GOAL: to assist middle-income working families to purchase homes and stay in Alameda County.
- ✓ **Homeowner Housing Development Program** (\$25M) GOAL: to assist in the development of housing, improve the long-term affordability of housing for low-income households, and help first-time homebuyers stay in the county.
- ✓ **Housing Preservation Loan Program** (\$45M) GOAL: to help seniors, people with disabilities, and other low-income homeowners to remain safely in their homes. Provides small loans to pay for accessibility improvements, such as ramps, widened doorways, and grab bars. Provides rehabilitation loans for deferred maintenance such as roofs, plumbing, and electrical systems to seniors/people with disabilities/low-income households at 80% of area median income.

### RENTAL HOUSING Programs:

- ✓ **Rental Housing Development Fund** (\$425M) GOAL: to create and preserve affordable rental housing for vulnerable populations, including lower-income workforce housing. Developments will remain affordable over the long-term—estimated to be for at least 55 years.
- ✓ **Innovation and Opportunity Fund** (\$35M) GOAL: to respond quickly to capture opportunities that arise in the market to preserve and expand affordable rental housing and/or prevent tenant displacement—e.g. rapid response, high-opportunity predevelopment and site acquisition loans.

### FUNDING Allocations:

- ✓ Funding will be allocated throughout Alameda County. Homeowner program funds and rental innovation program funds to be allocated countywide. For allocation of Rental Housing Development Program funds, see charts on the back of this sheet.

# Measure A1 FACTS

## 2016 Alameda County Affordable Housing Bond



This Measure will raise 580 million dollars for affordable housing across Alameda County. **ALL funds from the proposed bond MUST STAY LOCAL**, dedicated to affordable housing needs in Alameda County ONLY.



**This measure includes independent annual audits** to ensure funds are spent as approved by voters.



**The cost to property owners is projected to be \$12-\$14 per \$100,000 of assessed value** (*not to be confused with market value*). The assessed value of a property is often much lower than its market value. The typical Alameda County homeowner would pay \$48-\$56 per year, or less than \$5 per month to support this critical initiative.

### Rental Housing Development Program

REGIONAL FUNDING ALLOCATION  
throughout Alameda County

HALF OF FUNDS TO REGIONAL POOLS		
Regional Pools Allocations by:	% of Total	Need-Blend of Poverty and RHNA LI & VLI
North County	44.7%	\$89,325,065
Mid County	24.9%	\$49,803,134
East County	13.7%	\$27,332,372
South County	16.8%	\$33,539,429
<b>ALAMEDA COUNTY TOTAL</b>	<b>100.0%</b>	<b>\$200,000,000</b>

**North County Region:** Albany, Berkeley, Emeryville, Oakland and Piedmont.

**Mid County Region:** Alameda, Hayward, San Leandro, and Unincorporated County.

**South County Region:** Fremont, Newark and Union City.

**East County Region:** Dublin, Livermore, and Pleasanton.

Homeowner Program funds (\$120 Million) and Rental Housing Innovation and Opportunity Program funds (\$35 Million) to be allocated countywide.

### HALF OF FUNDS TO BASE CITY ALLOCATIONS

City Base Allocations by:	Total Population
City of Alameda	\$10,370,727
City of Albany	\$2,588,918
City of Berkeley	\$15,796,369
City of Dublin	\$8,831,465
City of Emeryville	\$2,799,109
City of Fremont	\$33,264,459
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<b>ALAMEDA COUNTY TOTAL</b>	<b>\$225,000,000</b>

Allocations based on average of % AV and % Total Population, with minimum no less than original projections.



## Questions? Want more information?

Contact: [alcohousingbond@acgov.org](mailto:alcohousingbond@acgov.org)

For more information go to: [www.acgov.org/board/housingbond.htm](http://www.acgov.org/board/housingbond.htm)