

# SAVING HOMES TODAY

## *IMMEDIATE ANTI-DISPLACEMENT SOLUTIONS FOR THE ALAMEDA COUNTY HOUSING BOND*



**A Policy  
Innovation +  
Justice Report  
for**

**Alameda  
County**



APRIL 2016

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## ALAMEDA COUNTY HOUSING BOND

### IMMEDIATE ANTI-DISPLACEMENT & RACIAL EQUITY INCLUDING FOR OUR ELDERS

The Alameda County Board of Supervisors is contemplating the issuance of a \$500 million Housing Bond, pursuant to voter approval, to help address the County's housing crisis. Alameda County's Housing Bond is one vital strategy in a larger toolkit of solutions.<sup>i</sup> Our analysis for the County focuses on how Bond proceeds can be used to **prevent immediate displacement of the most vulnerable residents—lower income elders, single-headed families, and the homeless or at-risk of homelessness.**

The U.S. is facing an unprecedented housing crisis with an estimated 18.8 million people struggling to afford housing costs.<sup>ii</sup> Most of these people are not yet homeless but they live life under threat of eviction, stressed, and making trade-offs between housing and other basic needs. The crisis is worst in California.<sup>iii</sup> The Bay Area's unprecedented economic growth in both higher and lower wage jobs on top of the shortage of housing at all levels of affordability has made it the epi-center of the State's crisis.<sup>iv</sup> The resulting consequence of accelerating mass migration of lower income residents to outer suburbs is having severe impacts on racial/ethnic diversity,<sup>v</sup> health,<sup>vi</sup> education,<sup>vii</sup> and the environment.<sup>viii</sup>

Many Alameda County residents face escalating housing costs far beyond their means. Countywide, *renter households making the median income of \$46,851 would have to pay 72% of their income towards the Countywide median market rents of \$2,800/month.* See **Appendix A.** The County housing crisis documented in a 2014 report by the California Housing Partnership, EBHO, and NPH found that there was a shortfall of 58,000 homes affordable to very-low and extremely-low income residents and 84% of very-low income residents do not have access to an affordable home.<sup>ix</sup>

#### **Recommended Anti-Displacement & Racial Equity Solutions for the County Housing Bond**

1. **IMMEDIATE ANTI-DISPLACEMENT: Purchase existing private rental properties,** including smaller unit buildings; this would keep tenants in place and transform units into long-term affordable housing. We recommend funding this strategy as part of the \$400 million allocation for nonprofit housing development, rather than a separate allocation in order to support elderly homeowners.
2. **IMMEDIATE ANTI-DISPLACEMENT: Create a County-wide Home Preservation Revolving Loan Fund Prioritizing Elders,** building upon past models, to help distressed lower-income homeowners. Significant investments are needed to make a substantial difference. We appreciate the Housing and Community Development Department (HCD) responsiveness to our advancement of this Fund, but their current proposal of a \$15 million allocation would help only an initial 300-600 homeowners when there are over 8,000 elderly homeowners at extreme risk of displacement.
3. **IMMEDIATE ANTI-DISPLACEMENT IF CHANGES MADE: Down-payment assistance** to be accessible for re-entering homeowners (to re-dress the past subprime lending crisis) and only available for those with "workforce proximity" if they are also current residents or public servants—*otherwise gentrification could be furthered with the down-payment assistance funds.*
4. **IMMEDIATE ANTI-DISPLACEMENT: Prioritize the needs of homeless residents.**
5. **MID-TERM RACIAL EQUITY: Include homeownership for lower-income County residents** as part of the proposed \$400 million allocation for the nonprofit housing development model.

The below recommendation for the overall \$500 million Bond supports the principles of the proposal from HCD while also directly addressing the problem of displacement.

	RECOMMENDED LEVEL	PROJECTED OUTCOME
<b>NEW AFFORDABLE RENTAL &amp; OWNERSHIP HOUSING:</b> Build, Preserve & Innovate	\$400 Million	2,000-3,000 rental or ownership units
<b>HOMEOWNERSHIP PRESERVATION:</b> Revolving Fund & Innovation	\$75 Million	An initial 1,500 distressed homeowners, with priority for elderly or disabled + more as Fund revolves
<b>SENIOR/DISABLED HOME ACCESSIBILITY PROGRAM</b>	\$10 Million	500-1,000 households assisted
<b>NEW HOMEOWNERSHIP:</b> Down-payment & Innovation	\$50 Million	500 new homeowners

Since State law prevents the County Housing Bond funds to be used for direct tenant assistance, we are proposing to work with County officials and other partners to create a County-wide Tenant Assistance Fund and other anti-displacement strategies utilizing other funding resources.

Efforts have been underway to allocate about \$400 million of the \$500 million bond for building new rental housing by nonprofit developers. Nonprofit housing developers and HCD are proposing an Innovation Fund at \$25 million to **acquire and preserve private rental housing**. This is a vital strategy for anti-displacement, but we recommend that **funds be allocated from the \$400 million** pot given the City of Oakland’s new infrastructure bond plans that would include at least \$50 million for rental housing acquisition. And we also need sufficient funds to meet the needs of elderly homeowners.

**We also recommend that supportive housing for the homeless, elderly, and disabled residents be prioritized** within the \$400 million allocation given these pressing needs. **Last, we recommend that ownership housing for lower-income residents**, such as the Habitat for Humanity or Oakland Community Land Trust model, be included as part of the \$400 million allocation. As discussed below, it is of critical importance to the County’s racial equity goals to advance strategies to preserve and grow wealth for lower-income residents.

HCD recommended an Accessibility Loan Program for senior and disabled homeowners for accessibility improvements up to \$15,000. We strongly support this recommendation given the increasing needs of a growing aging and disabled population in the County and shrinking resources.

HCD recommended \$50 million of bond proceeds for down-payment assistance for first-time

homebuyers—we support this priority given the need to rebuild homeownership and close the racial wealth gap.

In addition, community concerns have been raised about down-payment assistance funds for first-time homebuyers as a potential vehicle that furthers gentrification. The HCD proposal prioritizes the funds for: 1) workforce proximity homeownership; 2) current County residents; and 3) teachers/first responders.

**To help advance the County’s goal for down-payment assistance to serve as an anti-displacement tool, we recommend that:**

1. *The teacher/first responder criteria be expanded to all public service workers.*
2. *The workforce proximity criteria be linked with the other criteria of either current residents or public service workers.*
3. *Re-entering homeowners, rather than just first-time homebuyers, receive access to down-payment assistance funds. This marks a new trend in down-payment assistance programs.*

**A perfect storm is hitting Alameda County:**

- *A fast growing aging population that the County projects to increase by 95,000 new seniors by 2020.*
- *The failure of Social Security payments to keep pace with living costs in Alameda County.<sup>x</sup>*
- ***Increasing housing costs that threaten the homes and health of 18,269 lower-income homeowners, especially 7,676 elders.***

Alameda County has the opportunity to act now to help its elderly residents save their homes and prevent future calamities and unnecessary human suffering.

This report lays out a preliminary vision for a Home Preservation Revolving Loan Fund, how it advances the County’s current priorities, and important policy considerations.

**A HOME PRESERVATION FUND NEEDS \$75 MILLION TO ACHIEVE SUBSTANTIAL RESULTS**

We recommend that the Alameda County Board of Supervisors allocate at least \$75 million of the Housing Bond funds to help distressed homeowners stay in their homes. We recommend that funds be used to create a Revolving Loan Fund for lower-income homeowners, especially elders and the disabled.

**This recommendation is based upon a previous model operated in Oakland that was successful in helping distressed, predominately elderly, homeowners keep their homes.**

The funds could be re-paid when profit is realized on the property, which would enable heirs to the home to be able to live in the home, while also sustaining the Loan Fund through repayments when the house has been sold for a profit. The goals of next generation anti-displacement and fund sustainability can be both met. We also recommend that the administration of this Fund be placed with mission-based financial institutions with experience and track record of administering this level of loan funds. Given the state of the housing crisis, we need organizations with the current capacity to help people right away.

A \$75 million Fund could assist an initial group of about 1,500 elderly homeowners keep their homes. The Fund could assist additional households once re-payments are made and the Fund revolves.

**Recommended Terms for the Home Preservation Fund**

The following recommended terms are based upon the lessons learned from a prior Home Preservation Fund, other home preservation initiatives, and from service provider experts such as HERA.

- Provide up to \$50,000 per eligible household, with some flexibility to address unique cases.
- Eligibility criteria to include:
  - Homeowner has owned home for at least 10 years.
  - Homeowner has experienced a financial hardship that resulted in the potential loss of home.
  - **The loan would result in the homeowner’s ability to sustain future home and other financial payments.** Based on the experience of the prior Oakland program and service providers like HERA, there are many homeowners who are able to sustain homeownership if there’s an one-time infusion of funds to pay off back taxes, medical bills, a second mortgage, or to fix their roof.

In addition, the funds could be used to make modifications to the home to accommodate renters to help with housing and other living costs.

- Priority for very low income homeowners. However, we recommend the income eligibility ceiling to be set at 120% of Area Median Income to provide for case by case flexibility.
- Priority for elders beginning at age 60.
 

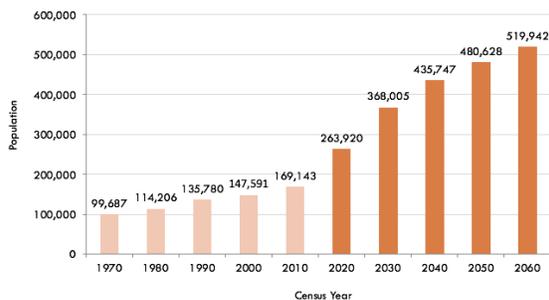
People between 60 and 65 are especially vulnerable to poverty and homelessness because they are not yet eligible for Medicare and Social Security. And while subsidized housing for the elderly is available at 62, wait times are often several years, so elderly homeowners who lose their homes may become homeless while waiting for affordable housing.
- The funds to be structured as a 0% interest loan for very low income homeowners and potentially up to 3% interest for higher income homeowners.
- The funds to operate as a silent second loan; payable when the property sells and a profit is realized.

Information about the prior Home Preservation program operated in Oakland is provided on page 11.

### Sustainable Solution for Growing Needs of Alameda County’s Aging Population

Like with other communities around the nation, Alameda County is experiencing an unprecedented growth of its aging population, with a projected increase of about 95,000 new seniors by 2020.<sup>xi</sup> Many of these seniors have insufficient incomes to pay their housing costs—over 60% of renters and 30% of homeowners. Lower-income seniors live in all parts of Alameda County.

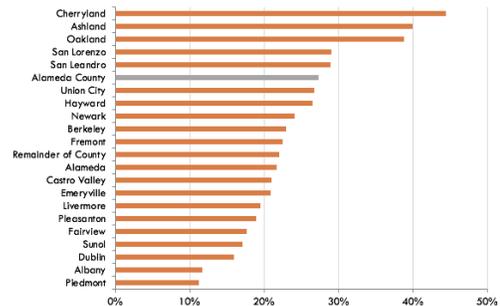
Population Projections Ages 65+:  
2020-2060



Source: California Department of Finance, Report P-11 (Age), State and County Population Projections by Major Age Group, 2020-2060; US Census Bureau; Date 1970-2010

Older Adult Socioeconomic Status (continued)

Percentage of Older Adults Living Under 200% of FPL by City/Place



Source: American Community Survey, 2010-2014

Throughout Alameda County, there are 15,247 elderly homeowners paying 50% or more of their income towards housing costs, and 33,598 paying 30% or more. **The most vulnerable are the 7,676 elderly homeowners who are both very low-income<sup>1</sup> and with high housing cost burden.<sup>2</sup>** Thirty-seven percent of these homeowners *do not* have a mortgage.

**Table 1. Alameda County Homeowners, Especially Elders, At High Risk of Displacement**

Population	% of Homeowner HH Paying >50% Towards Housing	% of Homeowner HH W/out Mortgage Paying >50% Towards Housing	% of Homeowner HH W/ Mortgage Paying >50% Towards Housing
All Households (557,524)	12% (35,214 HH)	6% (4,746 HH)	14% (30,468 HH)
Senior HH (143,582)	15% (15,247 HH)	6% (2,891 HH)	21% (12,356 HH)
All Households Very Low Income (138,273)	53% (18,269 HH)	27% (4,422 HH)	76% (13,847 HH)
Senior HH Very Low Income (38,342)	44% (7,676 HH)	27% (2,827 HH)	69% (4,849 HH)

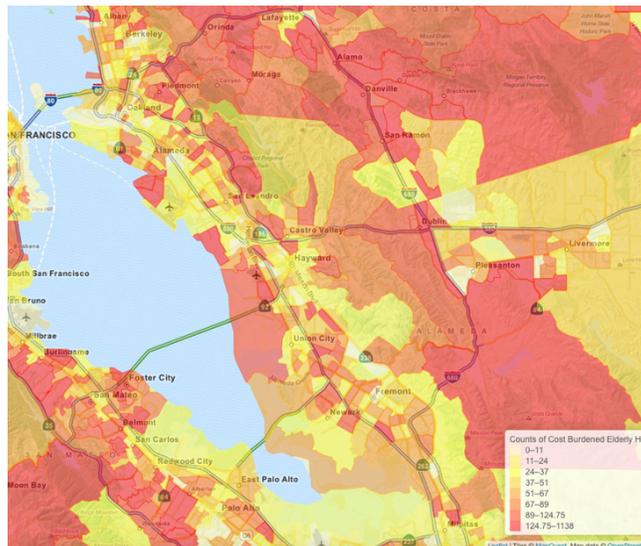
Source: Alameda County Public Health Department, ACS 2014 1-year PUMS data

The below [heat map](#) below, created by the [Civic Engine](#) for this Report, shows the housing cost burden of elderly homeowners (and renters) in different neighborhoods in Alameda County and statewide. As the map shows, the problem of elderly homeowners who are at high risk of losing their homes because they currently pay 35% or more of their income towards their housing costs exists across the entire County.

See [Appendix B](#) for a city by city summary table.

Census tract level details of the counts of housing cost burdened elderly homeowners and renters are available by hovering over an area on the [map](#).

**Graphic 1. Housing Cost Burden of Alameda County Elderly Homeowners**



The Civic Engine [thecivicengine.com/webmaps/Cost\\_Burdened\\_Elderly\\_Households\\_in\\_California.html](http://thecivicengine.com/webmaps/Cost_Burdened_Elderly_Households_in_California.html)

<sup>1</sup> See [Appendix C](#) for a breakdown of income level definitions.

<sup>2</sup> High housing cost burdened is defined as households who pay 50% or more of their income towards their housing costs. A sustainable amount is normally viewed as 30% of one's income towards housing.

## Why \$75 Million Is Needed to Address the Scale of the Problem

The recommended amount of \$75 million to capitalize the Home Preservation Fund is based upon the following factors:

- *There are 18,269 very-low income homeowners who are at high risk of losing their homes because they currently pay 50% or more of their income towards housing costs, of which 7,676 are elders.*
- *Research conducted about today's elderly population informs us that about 75% desire to remain in their homes.<sup>xii</sup> About 17% of Alameda County seniors have difficulty with independent living.<sup>xiii</sup>*
- *An assistance level of \$50,000 per family is recommended as a flexible ceiling.* This amount is based upon a prior successful program in Oakland and the direct service experience of Housing Economic Rights Advocates (HERA) lawyers who serve 2,000 homeowner clients annually, including elderly.
- *Alameda County and the 14 cities in the County have about \$4.4 million combined annually to assist lower-income homeowners, such as with housing rehabilitation or assistive improvements.*
- *There are existing state funds for mortgage foreclosure relief that have provided about \$40 million for about 1,800 homeowners in Alameda County.<sup>xiv</sup> The ability to access these public funds, however, has been challenging for many homeowners with the requirement of bank participation in the program, income levels, and other barriers. There are an estimated 2,500 homeowners in Alameda County currently in the foreclosure process.*

**Key housing and employment market trends** have influenced the housing crisis facing our elders.

- *A growing fixed-income senior population whose incomes are far below the new housing market.* This means that many elders who lose their homes to foreclosure or eviction are unable to find alternative housing they can afford.
- *A destabilized housing market due to the foreclosure crisis and subsequent purchase of foreclosed properties by investors.* For example, Oakland alone lost over 11,000 homes to foreclosures from 2007 to 2013. Over 90% of these homes in working class flatland neighborhoods were purchased by investors.<sup>xv</sup> These largely single family homes are not protected by local rent control laws.
- *The lack of sufficient resources and political will to build new housing suitable and affordable to all households and levels of income.* For example, waiting lists for affordable senior housing projects in the area extend several years.<sup>xvi</sup>
- *The Bay Area economic boom which has attracted higher wage workers to compete in a tight housing market.* San Francisco now has the nation's highest rents and Oakland the 4<sup>th</sup> highest. Meanwhile wages for residents have not kept pace and for some ethnic groups actually declined.
- *The lack of sufficient protective policies that regulate balance in the housing market, such as best practice rent control or condominium conversion laws.*

## HEALTH, ENVIRONMENTAL, AND RACIAL EQUITY INTERESTS

Prioritizing Bond funds for elder and disabled homeowner preservation will promote several of Alameda County's established health, environmental and equity goals.

### Advancing Alameda County's Health Goals

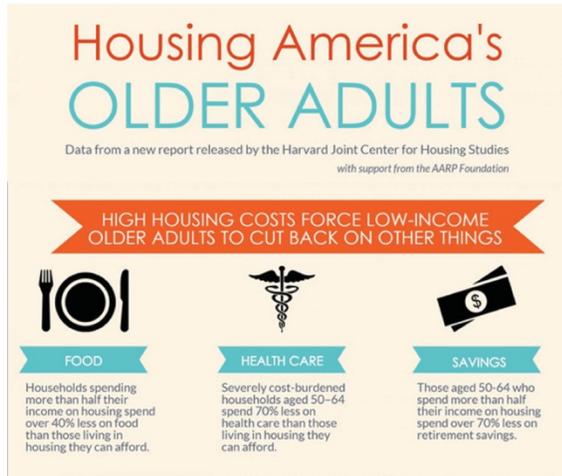
The Alameda County Public Health Department has established that stable, quality, and affordable housing is a fundamental necessity for the health of Alameda County communities.

The Center for Disease Control has documented the health impacts of displacement, stating that:

*Displacement has many health implications that contribute to disparities among special populations, including the poor, women, children, the elderly, and members of racial/ethnic minority groups...Studies indicate that [these] vulnerable populations typically have shorter life expectancy; higher cancer rates; more birth defects; greater infant mortality; and higher incidences of asthma, diabetes, and cardiovascular disease.*

[www.cdc.gov/healthyplaces/healthtopics/gentrification.htm](http://www.cdc.gov/healthyplaces/healthtopics/gentrification.htm)

Housing has immediate impacts on the health and well-being of our seniors. Housing that is stable and



affordable promotes mental health by eliminating stressors from financial burden or frequent relocations.<sup>xvii</sup> Yet many senior homeowners with restricted budgets experience housing instability. Housing instability exists in many forms for senior homeowners: living in housing that is not accessible to reduced mobility; facing or being in foreclosure; saddled with major home repairs; being behind in property taxes; and being forced to move.<sup>xviii</sup>

Unaffordable housing can lead to poor nutrition, stress, or skimping on medical care to pay housing costs.<sup>xix</sup> Stress caused by a lack of affordable housing can lead to a higher risk of developing depression, hypertension, more trips to the doctor, and reduced psychological health.<sup>xx</sup>

Research shows that **being able to age in place is associated with better physical and mental well-being.**<sup>xxi</sup> **Aging in place is made possible for senior homeowners through increasing affordability of mortgage payments, property taxes or utility bills.** Being able to age in place is also made possible through **home accessibility audits and retrofits** - widening doorways, lowering countertops, and adding handrails on staircases and in the shower.

Researchers have documented that the current housing stock is ill-equipped to accommodate the growing share of older and impaired households, indicating an increasing need for home modifications that allow for maximum mobility as homeowners age.<sup>xxii</sup>

For many people, their home is more than a roof over their heads, it is a manifestation of their life-long achievement to make a place in America. It is about human dignity and one's ability to pass on equity and wealth to their family. Home is also about one's neighborhood and community that they invested in for many years, including during the long years of public and private disinvestment from their communities.

And when we lose our elders from our communities, our community well-being also suffers because we lose part of our history, culture, and our wholeness.

## Advancing Alameda County's Racial Equity Goals

Nationally, there has been a serious racial wealth gap since the Great Recession with the median net worth for white households increased to **at least 10 times** the median for African-American and Latino households. The increased wealth gap is in part due to the loss of homes to foreclosures and the documented targeting of people of color for subprime mortgages and other financial products.

**Table 3. U.S. Racial Wealth Gap**

	Median household net worth in 2013 dollars
White	\$141,900
African-American/Black	\$11,000
Hispanic/Latino	\$13,700

Source: Pew Research Center

"On average over half (52.0 percent) of Americans age 65 and above have access to interest income; however, less than one in four (22.2 percent) African-American seniors have interest income. While overall 22.5 percent of seniors receive dividend income, very few older African Americans (5.2 percent) received dividend income."

<https://iasp.brandeis.edu/pdfs/2010/LLOL3.pdf>

"Sixty percent of African-American and Latino seniors are economically at risk based on their housing expenses." Id.

*"Ninety percent of Latino and 83 percent African-American senior households have insufficient retirement assets to last throughout their expected life spans"*

<http://iasp.brandeis.edu/pdfs/2011/LLOL5.pdf>

Homeownership for many lower and middle class people is the primary vehicle for acquiring equity, wealth, and financial security. The proposed Home Preservation Fund will help preserve homeownership for Alameda County residents who have worked hard to build up wealth.

In Alameda County, African American elderly homeowners disproportionately face high housing cost burden, making them the most at risk for losing their homes. **Thirty-two percent of elderly African American homeowners pay more than 50% of their income towards housing costs.**

**Table 4. Race/Ethnicity of Housing Cost-Burdened Elderly Homeowners, Alameda County**

	Paying < 50%	Paying 50% or more	Percent paying 50% or more
<b>Above 200% poverty rate</b>	9,797	7,676	<b>44%</b>
Hispanic/Latino	10,077	1,126	<b>10%</b>
Asian	20,677	2,963	<b>13%</b>
African American/Black	7,048	3,252	<b>32%</b>
White	48,375	7,545	<b>13%</b>
All other	2,123	361	<b>15%</b>

Source: Alameda County Public Health Department, ACS 2014 1-year PUMS data

The proposed Home Preservation Fund provides Alameda County with an important opportunity to address the historic and documented racial exclusion and discrimination that have caused and/or contributed to housing instability and the loss of equity and wealth for its elderly homeowners of color. The Fund could also assist *all* homeowners at risk of losing their homes.

## Advancing Alameda County's Environmental Goals

The Bay Area and California have long pioneered global environmental leadership. We lead the world today with alternative energy innovations, reduction of carbon footprint practices, and governmental Climate Change blueprints.

However, when people cannot afford housing costs in the urban centers, they migrate to the more affordable outer suburbs, far from job centers and social service or community resources. The effects of urban sprawl have tremendous environmental impacts, including the destruction of green spaces in the outer suburbs, increased air pollution and greenhouse gas emissions.<sup>xxiii</sup>

The building of new affordable housing in Alameda County cities is critical to promoting environmental interests. And so is the strategy of preventing displacement by helping elderly homeowners keep their homes. The creation of new resources for affordable housing through the proposed County Housing Bond enables us to support both critical strategies.

## A SUFFICIENTLY RESOURCED HOME PRESERVATION FUND IS GOOD POLICY

We address several policy questions about our proposal for a Home Preservation Fund, including the following:

1. *Will a Homeowners Assistance Fund Work? Has It Been Tried Before?*
2. *Would Public Funds Be Better Spent Towards Long-Term Affordable Rental Housing or First-Time Homebuyer Assistance?*
3. *Based Upon Research and Community Experience, What Would Be the Consequence If We Don't Act Today to Prevent the Displacement of Elderly Lower-Income Homeowners?*

### It's Been Tried Before—We Know It Works

In 2014, a partnership between the City of Oakland and community organizations created a Home Preservation Fund utilizing about \$750,000 from a Settlement Agreement between the National Fair Housing Alliance and Wells Fargo Bank.<sup>xxiv</sup> The Fund was created in response to growing problems of lower income homeowners at risk of losing their homes due to different conditions such as mortgage foreclosure, unpaid property taxes, extensive home repair, etc. The Unity Council was selected to administer the Fund. The following were the main elements of the Fund:

- *Our information shows that about two years later, the homeowners assisted have all been able to remain in their homes.*
- *About 16 homeowners were served, with many more on the waiting list. Many more could have been served had additional funds been available.*
- *Up to \$50,000 was provided to eligible homeowners who were at risk of losing their homes and had experienced a hardship such as loss of income, health problems, disability, etc.*
- *Homeowners were vetted by HERA and the Unity Council to ensure that the one-time infusion of funds would be sufficient for them to maintain homeownership.*
- *Funds could be used for any type of displacement prevention assistance needed, such as payment of HOA fees, back taxes, rehabilitation loan, or mortgage including principal reduction assistance.*

- Households must have gone through a HUD certified housing counseling program and were at or below 120% of Area Median Income.
- The funds were structured as a silent second 0% interest loan, forgivable after 5 years if the homeowner remained in their home. If they sell or refinance their home in less than 5 years, then payment at 0% interest would be required. A case by case hardship exemption regarding the repayment would be available.
- Priority was given to Oakland families who have resided in their homes for at least 5 years, live in neighborhood stabilization priority areas, and have members who are elderly, disabled, or school-aged children.

We have applied critical lessons learned from the implementation of the City of Oakland fund to the proposed terms for the County Fund, as discussed above.

### Public Trade-Offs

In a society that distributes scarce resources to address the needs of lower income people, it has been an unfortunate reality that resources for homeownership versus rental housing have been pitted against one another. The beauty of the proposed \$500 million bond is that it increases the housing pie, rather than detracts from it.

As discussed above, there are very important health, environmental, and equity reasons for public investment in substantial anti-displacement solutions.

In addition, the proposal for a Home Preservation Fund is somewhat different from the common debates that have occurred, i.e. funds to build new ownership versus rental housing or funds for down-payment assistance for first-time homebuyers versus tenant services.

We are proposing funds to be utilized to help lower-income, high housing cost-burdened elderly or disabled long-time homeowners keep their existing homes. We believe that this proposal has popular support. Under this proposal, it would cost about \$50,000 in public funds to keep a family in their home versus about \$165,000 in public funds to build one new rental housing unit<sup>xxv</sup> or \$100,000 towards homebuyer assistance. The proposal also recommends repayment of the funds once profit is realized from the sale of the home, which enables the original funds to return and help additional elderly and disabled homeowners retain their homes.

### The Consequence of Inaction to Help Struggling Lower-Income Elderly Homeowners

Public health research and people’s experiences show us that displacement, especially of lower-income elderly, pushes vulnerable people into the slippery slope towards homelessness.



“In the second pathway, older and elderly individuals with a history of housing stability experience a first-time period of homelessness. Living on limited, fixed income elderly persons experience severe housing cost burden more frequently than the general population, potentially resulting in housing loss (26% of elderly households were “severely cost-burdened” versus 20% of all households in 2007)”

In Focus: Aging and Housing Instability: Homelessness among Older and Elderly Adults - A Quarterly Research Review of the National HCH Council: Vol. 2, Issue 1 Sep. 2013

At its root, homelessness is the result of an inability to afford housing. With rising housing costs, elderly households often must choose between housing and other basic needs such as food and medical care.<sup>xxvi</sup>

## APPENDICES

### Appendix A: Current Market Rate Rent Affordability for Alameda County Renters

City	2014 Median Rent	2016 Median Rent	% Rent Increase	Median Renter HH Income	% Income Toward Market Rent
Alameda	\$2,298	\$3,385	47%	\$52,617	77%
Albany	\$2,343	\$3,455	47%	\$52,500	79%
Berkeley	\$2,539	\$3,653	44%	\$38,539	114%
Castro Valley	\$2,170	\$2,971	37%	\$50,430	71%
Dublin	\$2,158	\$3,147	46%	\$91,343	41%
Emeryville	\$1,555	\$2,575	66%	\$63,080	49%
Fremont	\$2,163	\$3,123	44%	\$76,655	49%
Hayward	\$1,755	\$2,544	45%	\$44,064	69%
Livermore	\$2,119	\$2,926	38%	\$55,403	63%
Newark	\$2,009	\$2,854	42%	\$59,269	58%
Oakland	\$1,838	\$2,835	54%	\$36,657	93%
Piedmont	\$4,538	\$6,711	48%	\$74,861	108%
Pleasanton	\$2,509	\$3,524	40%	\$74,151	57%
San Leandro	\$1,815	\$2,518	39%	\$47,090	64%
San Lorenzo	\$1,746	\$2,524	45%	\$57,522	53%
Union City	\$2,082	\$2,941	41%	\$54,871	64%
Alameda County Total	\$2,400	\$2,800	17%	\$46,851	72%

Source: Zillow, ACS 5-year sample

### Appendix B: Housing Cost-Burdened Elderly Homeowners in Alameda County Cities

	Homeowners over 60 paying more than 30%	Percent paying more than 30%
<b>Oakland</b>	9,035	35%
<b>Berkeley</b>	2,581	26%
<b>Alameda</b>	1,996	33%
<b>Hayward</b>	2,508	30%
<b>Fremont</b>	3,976	30%
<b>San Leandro</b>	1,781	26%
<b>Livermore/Pleasanton</b>	5,128	34%
<b>Dublin</b>	*	
<b>Emeryville</b>	*	

	Homeowners over 60 paying more than 30%	Percent paying more than 30%
Union City	1,545	32%
Albany	*	
Newark	935	29%
Piedmont	*	
Alameda County	33,598	<b>31%</b>

\*ACS data not available

Source: 2014 ACS 5-year sample

### Appendix C: Income Definitions and Ranges

Income Level and % of Area Median Income (AMI)	Income Range for Household of 1	Income Range for Household of 2	Income Range for Household of 3	Income Range for Household of 4
<b>Extremely low income (below 30% AMI)</b>	Up to \$19,650	Up to \$22,450	Up to \$25,250	Up to \$28,050
<b>Very low income (30-50% AMI)</b>	\$19,650-32,750	\$22,450-37,400	\$25,250-42,100	\$28,050-46,750
<b>200% Federal Poverty Rate</b>	Up to \$23,760	\$23,760-32,040	\$32,040-40,320	\$40,320-48,600
<b>Low income (50-80% AMI)</b>	\$32,750-50,150	\$37,400-57,300	\$42,100-64,450	\$46,750-\$71,600
<b>Moderate income (80-120% AMI)</b>	\$50,150-78,550	\$57,300-89,750	\$64,450-101,000	\$71,600-112,200
<b>Above moderate income (Above 120% AMI)</b>	Over \$78,550	Over \$89,750	Over \$101,000	Over \$112,200

Source: 2015 Income Limits – State of California Department of Housing and Community Development – State Income Levels 2015; Department of Health and Human Services Federal Poverty Guidelines, 2016

<sup>i</sup> To address the scale and nature of the Bay Area’s housing crisis requires a comprehensive approach that includes 1) strategies, including new funds, to build new housing units that are affordable to the people who are in dire need of housing; 2) strategies to prevent displacement which include both funding and government regulation to provide balance in the housing market; and 3) strategies to improve the dilapidated conditions of an aging or uninhabitable housing stock. An example of a comprehensive housing plan is the Oakland Housing Equity Roadmap, adopted as a policy framework by the Oakland City Council in September 2015. <https://www.policylink.org/sites/default/files/pl-report-oak-housing-070715.pdf>

<sup>ii</sup> National Low Income Housing Coalition, Out of Reach 2015.

<sup>iii</sup> Id.

<sup>iv</sup> In the East Bay alone, 17,000 new jobs were added from March 2013 to March 2014 and 143,000 additional jobs forecasted by 2020. The job growth is predominately in the higher wage and lower wage jobs. Beacon Economics, *The East Bay Economic Outlook* (accessed March 5, 2015).

<sup>v</sup> From 2000-2010, the African American population declined in Oakland by 24%, Richmond by 33%, and San Francisco by 16%.

<sup>vi</sup> For example, according to the CDC, “displacement has many health implications that contribute to disparities among special populations, including the poor, women, children, the elderly, and members of racial/ethnic minority groups...Studies indicate that [these] vulnerable populations typically have shorter life expectancy; higher cancer rates; more birth defects; greater infant mortality; and higher incidences of asthma, diabetes, and cardiovascular disease.” [www.cdc.gov/healthyplaces/healthtopics/gentrification.htm](http://www.cdc.gov/healthyplaces/healthtopics/gentrification.htm)

<sup>vii</sup> I.e., Rosenblat & Howard, How Gentrification is Leaving Public Schools Behind, U.S. News & World Report, 2/20/15.

<sup>viii</sup> Johnson, Environmental Impacts of Urban Sprawl, Environment and Planning, 2001, Vol 33, pp.717-735.

<sup>ix</sup> California Housing Partnership Corporation, How Alameda County’s Housing Market is Failing the Needs of Low-Income Families, May 2014. <http://chpc.net/wp-content/uploads/2015/11/14-HousingNeedALAMEDAFINAL070314.pdf>

- <sup>x</sup> A 2011 Report by Insight showed a \$5,000-7,500 annual wage gap between Social Security payments and living expenses for Alameda County homeowners with no existing mortgages. <http://www.insightcced.org/past-archives/insight-networks/building-economic-security-for-all-besa/measuring-and-addressing-older-californians-needs/what-seniors-need-to-make-ends-meet-elder-index-in-alameda-county/>
- <sup>xi</sup> Alameda County Public Health Department, Older Adults in Alameda County, Demographics & Social Determinants of Health, [http://www.acgov.org/board/bos\\_calendar/documents/DocsAgendaReg\\_1\\_25\\_16/HEALTH\\_CARE\\_SERVICES/Regular\\_Calendar/Alameda\\_County\\_plan\\_for\\_older\\_adults\\_seniors\\_1\\_25\\_16.pdf](http://www.acgov.org/board/bos_calendar/documents/DocsAgendaReg_1_25_16/HEALTH_CARE_SERVICES/Regular_Calendar/Alameda_County_plan_for_older_adults_seniors_1_25_16.pdf)
- <sup>xii</sup> In a survey of people aged 45-65 conducted by AARP in 2011, 84% of respondents stated that they want to remain in their homes as they age ([http://www.aarp.org/content/dam/aarp/research/surveys\\_statistics/il/2012/2011-Boomer-Housing-Survey-AARP.pdf](http://www.aarp.org/content/dam/aarp/research/surveys_statistics/il/2012/2011-Boomer-Housing-Survey-AARP.pdf)). According to the 2015 United States of Aging, a survey of people 60+ and over conducted by the National Council on Aging (<https://www.ncoa.org/news/usoa-survey/2015-results/>): 75% of respondents intend to live in their current home for the rest of their lives; 58% have not changed residences in more than 20 years; 62% would like to see services that would help with home modifications and repairs. Approximately 10% of people 65+ have Alzheimer's (<http://www.alz.org/facts/>).
- <sup>xiii</sup> Alameda County Public Health Department, Older Adults in Alameda County, Demographics & Social Determinants of Health, [http://www.acgov.org/board/bos\\_calendar/documents/DocsAgendaReg\\_1\\_25\\_16/HEALTH\\_CARE\\_SERVICES/Regular\\_Calendar/Alameda\\_County\\_plan\\_for\\_older\\_adults\\_seniors\\_1\\_25\\_16.pdf](http://www.acgov.org/board/bos_calendar/documents/DocsAgendaReg_1_25_16/HEALTH_CARE_SERVICES/Regular_Calendar/Alameda_County_plan_for_older_adults_seniors_1_25_16.pdf)
- <sup>xiv</sup> <http://keepyourhomecalifornia.org/quarterly-reports/>
- <sup>xv</sup> <https://urbanstrategies.org/who-owns-your-neighborhood-the-role-of-investors-in-post-foreclosure-oakland/>
- <sup>xvi</sup> City of Oakland Housing Element, 2015-2023, p.170.
- <sup>xvii</sup> Maqbool, N, Viveiros, J, Ault, M. 2015. The Impacts of Affordable Housing on Health: A Research Summary. Insights from Housing Policy Research. Center for Housing Policy. [http://www2.nhc.org/HSGandHealthLitRev\\_2015\\_final.pdf](http://www2.nhc.org/HSGandHealthLitRev_2015_final.pdf).
- <sup>xviii</sup> Horowski, M, Burgard, S, Seefeldt, K, Zelter, S. 2012. Housing Instability and Health: Findings from the Michigan Recession and Recovery Study. National Poverty Center Policy Brief. [http://www.npc.umich.edu/publications/policy\\_briefs/brief29/NPC%20Policy%20Brief%20-%202029.pdf](http://www.npc.umich.edu/publications/policy_briefs/brief29/NPC%20Policy%20Brief%20-%202029.pdf).
- <sup>xix</sup> Krieger and Higgins Housing and Health. May 2002. "[S]everely cost-burdened households aged 50 and over in the bottom expenditure quartile spend 43 percent less on food and 59 percent less on healthcare compared with otherwise similar households living in housing they can afford." Joint Center for Housing report, [http://www.jchs.harvard.edu/sites/jchs.harvard.edu/files/jchs-housing\\_americas\\_older\\_adults\\_2014.pdf](http://www.jchs.harvard.edu/sites/jchs.harvard.edu/files/jchs-housing_americas_older_adults_2014.pdf), p. 3
- "An analysis of 2012 household expenditures found that low-income households that spent more than half their income on housing costs spent less on food and health care compared to similar households spending 30 percent or less of their income on housing." Alexander, Barbara, William Apgar, Kermit Baker, and Pamela Baldwin. 2014. The State of the Nation's Housing. Boston, MA: Joint Center for Housing Studies of Harvard University.
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- "Similarly, adults undergoing a foreclosure have a significantly higher likelihood of failing to fill a prescription due to cost and are less likely to have health insurance coverage compared to the general population."<sup>xxix</sup> Id.
- <sup>xx</sup> Beyers M, Brown J, Cho S, Desautels A, Gaska K, Horsley K, et al. Life and Death from Unnatural Causes: Health and Social Inequity in Alameda County: Alameda County Public Health Department; 2008.
- <sup>xxi</sup> Viveiros, Janet, and Maya Brennan. Aging in Every Place: Supportive Service Programs for High and Low Density Communities. Center for Housing Policy, National Housing Conference, Washington, DC, March 2014.
- <sup>xxii</sup> Maqbool et al. 2015. The Impacts of Affordable Housing on Health, p. 8.
- "Affordable home modifications and service-enriched housing allow low-income elderly individuals with disabilities to access a residential environment that truly and effectively addresses their needs and preferences to age in place."<sup>xxiii</sup>
- <sup>xxiii</sup> Johnson, Environmental Impacts of Urban Sprawl, Environment and Planning, 2001, Vol 33, pp.717-735.
- <sup>xxiv</sup> Report to Oakland City Council Community Economic Development Committee, January 28, 2014, p. 9-10. <https://oakland.legistar.com/LegislationDetail.aspx?ID=1632848&GUID=237E690A-C64A-47BA-A921-97D5530484D0>
- <sup>xxv</sup> State of California Legislative Analyst Office, Feb 8, 2016. <http://www.lao.ca.gov/Reports/2016/3345/Low-Income-Housing-020816.pdf>
- <sup>xxvi</sup> <http://www.endhomelessness.org/library/entry/demographics-of-homelessness-series-the-rising-elderly-population>



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