

CITY HALL • 1 FRANK H. OGAWA PLAZA • OAKLAND, CALIFORNIA 94612

Office of the City Administrator Dan Lindheim City Administrator (510) 238-3301

June 2, 2009

Oakland City Council Oakland, California

President Brunner and Members of the Council:

RE.

A Supplemental Report and Resolution 1) Amending The Consolidated Plan Annual Action Plan For Housing And Community Development For Fiscal Year 2008-2009 To The U.S. Department Of Housing And Urban Development; 2) Authorizing The City Administrator To Accept And Appropriate Funds Totaling \$2,259,921 For The Community Development Block Grant Program from the American Recovery and Reinvestment Act of 2009; and 3) Authorizing the City Administrator to Negotiate and Execute Agreements with Contractors for Fiscal Years 2009-2011 for the Community Development Block Grant.

## **SUMMARY**

This is a supplemental report to the request for City Council approval of a resolution authorizing the City Administrator to amend the Consolidated Plan Annual Action Plan for Housing and Community Development for Fiscal Year 2008-09 to the U.S. Department of Housing and Urban Development (HUD); to accept and appropriate funds totaling \$2,259,921 for the Community Development Block Grant (CDBG) Program from the American Recovery and Reinvestment Act of 2009 (Recovery Act); and authorizing the City Administrator to negotiate and execute agreements with contractors for Fiscal Years 2009-2011 for the Community Development Block Grant.

#### FISCAL IMPACT

The resolution will accept and appropriate \$2,259,921 for the FY 2008-09 budget from the American Recovery and Reinvestment Act (ARRA) allocation from HUD. The grant funds for

Item: \_\_ City Council June 2, 2009 the CDBG Recovery Act funds (CDBG-R) will be appropriated into HUD-CDBG (Fund 2108, Org 88949, Project to be Determined).

## KEY ISSUES AND IMPACTS

Staff recommends utilizing the CDBG-R stimulus grant in the City's existing housing rehabilitation loan fund through developing a specially designated weatherization revolving loan fund that 1) provides weatherization services to low and moderate income residents, and 2) generates construction jobs in weatherization services. The recommendation is based upon the following rationale: 1) addresses the HUD guidelines for the CDBG-R application; 2) provides direct community benefits including jobs generated, residents served through weatherization and energy cost savings, and reduced community carbon footprint; and 3) has the potential ability to sustain program and community benefits beyond stimulus funding period.

# Summary of Guideline Requirements

The CDBG-R application is due on June 5, 2009. Unlike the non-stimulus CDBG funds, new CDBG-R funds are restricted to a range of uses consistent with the goals of the Recovery Act. The following are the main guideline requirements; more information is contained in the preliminary report:

- 1. Identify specific programs, activities, and projects to be funded in the grant application;
- 2. Foster energy independence, energy efficiency and conservation, smart growth, green building technologies, or reduced pollution objectives;
- 3. Utilization for hard development (construction, rehabilitation, and acquisition) costs associated with infrastructure activities that provide basic services to residents or activities that promote energy efficiency and conservation through rehabilitation or retrofitting of existing buildings; 15% of the funds are available for public service activities.
- 4. Preserve and create jobs and promote economic recovery; and report on the estimated number of full and part-time jobs created;
- 5. Aggregate use (at least 70% of funds) to primarily benefit low and moderate income households;
- 6. Shovel-readiness—projects must be started and completed expeditiously, including priority for projects that can award contracts based on bids within 120 days from the date funds are received. All allocated funds must be utilized by September 30, 2010;
- 7. Utilization of other Recovery Act funds in conjunction with each CDBG-R activity; and
- 8. Assist those most impacted by the recession;

As required by HUD, the City must submit a Substantial Amendment to the Annual Action Plan. *Attachment A* is a copy of the City's proposed Substantial Amendment. *Attachment B* is a copy of the City's Activity Data.

# Context of Proposal

This proposal is part of an overall energy efficiency strategy for Oakland and expands the employment base for green jobs for Oakland residents. The proposal to develop a City administered weatherization loan fund seeks to provide weatherization and energy efficiency retrofitting of homes owned and occupied by low to moderate income households. Other City energy efficiency and retrofitting needs are being addressed through the following ways:

- City facilities through the stimulus Energy Efficiency and Conservation Block Grant formula allocation, as proposed by Staff and submitted to the Public Works Committee on June 9, 2009 and Council on June 16, 2009.
- Moderate to upper income households through the stimulus energy retrofit tax credit program and proposed sustainable energy financing program pending in Public Works Committee.
- Low income residents, including non-owner occupied homes, through the Weatherization Assistance Program operated by Spectrum, which is receiving additional funding through the Recovery Act.

The proposal seeks to provide job placement opportunities for Oakland residents, including those enrolled in the Oakland Green Jobs Corps, developed by the City, which currently provides job training opportunities for 100 residents. Funding from the stimulus Community Services Block Grant would provide job training and subsidized employment opportunities for an additional 75 residents. In addition, the inclusion of the Oakland Green Jobs Corps as part of the Peralta Community College's grant application to the State Green Jobs Corps would provide training for an additional 60 residents.

## Building on the City's Existing Housing Rehabilitation Loan Fund

In addressing the "shovel-ready" guideline requirements for the CDBG-R application, this proposal seeks to build on the City's existing housing rehabilitation loan fund which currently serves the following Oakland residents and homeowners:

- About 140 low-income seniors and/or disabled homeowners are served annually through grants for minor home repairs, up to \$2,499 per grant. Approximately 230 households are projected to be served in FY 09/10;
- About 132 owner-occupied low to moderate income homeowners served annually through loans and grants to correct health and safety repairs, building code deficiencies, lead-based paint remediation, seismic retrofitting and access improvements for disabled residents, up to \$75,000 per loan;
- About 12 owners of vacant and blighted residential properties of one to four units served annually through extensive code rehabilitation to correct code violations and eliminate safety and health hazards, up to \$150,000 per loan.

In addition, the loan fund will include the new Neighborhood Stabilization Program ("NSP"), which in the future will provide financial assistance to purchase and rehabilitate at least 200 foreclosed properties. The loan fund has contained about \$5 million annually, with reduced funding amounts in recent years due to the housing market downturn. The new NSP loan fund will contain an additional \$7.25 million.

In terms of consumer demand for the existing programs, there is a significant waiting list—there are approximately 110 households currently on the wait list for the Minor Home Repair program and approximately 190-200 households request annual assistance for the Home Maintenance and Improvement programs.

#### PROGRAM DESCRIPTION

# The Proposed Weatherization Loan Fund

Staff proposes to utilize 84% of the CDBG-R grant funds (\$1,900,000.00) to develop a weatherization loan fund that would provide weatherization services, including baseline energy efficiency upgrades to low to moderate income, owner-occupied homes. Services would include a base energy efficiency package of improvements such as attic insulation, caulking, weatherstripping, water heater insulation, energy efficient light fixtures, furnace maintenance, and energy saving appliances, as well as systems rehabilitation and replacement, as needed, involving features such as the roof, furnace, windows, and water heater. These services would result in significant energy savings as well as address habitability improvements. One percent of the funds would be expended for Staff administrative costs--\$20,933.00.

Staff proposes that the remaining 15% of the funds (\$338,988.00) be set aside to provide outreach and education on energy efficiency techniques to loan recipient households and to Oakland contractors interested in providing weatherization services. Staff recommends that an expedited competitive process be held to solicit applicants for the outreach and educational services.

Staff recommends that the loan fund be established with the following main terms:

- Maximum amount of \$30,000 per loan, based upon the desired goal of providing base energy efficiency upgrades at an average cost of approximately \$6,500, and systems replacement needs, estimated to cost \$20,000.
- 0% interest rate for households at or below 50% of Area Median Income (AMI).
- 3% interest rate for households between 51% and 80% of AMI.
- Deferred loan payment until point of sale, transfer of title, or refinance (with exceptions provided for hardships).

In addition, staff is exploring the possibility of expanding the weatherization loan fund through stimulus competitive grant funds. Staff will return to Council with information once guidelines are made available on additional grants by the applicable federal and/or state agencies.

## Summary of Community Benefits from the Proposal

The following are key benefits provided by the proposal to develop a weatherization loan fund. The proposal also meets the guideline requirements for use of the funds.

- Service to Oakland Low to Moderate Income Homeowners: Approximately 72 low to moderate households would be served annually, assuming an average cost per project of \$26,500. In addition, these residents will continue to have access to the City's existing housing rehabilitation programs.
- Employment Generation in Green Sector for Oakland Workers and Contractors: Approximately 108 jobs would be generated annually, assuming 1.5 jobs generated per project.
- Expansion of the Employment Base for Green Jobs in Oakland: New opportunities to connect job trainees from the Oakland Green Jobs Corps into employment placement with City contractors would be created. As approved by Council, part of the City's stimulus Community Services Block Grant ("CSBG") formula allocation will be utilized for job training and employment subsidies in weatherization services.
- Energy Cost Savings to Oakland Low to Moderate Income Homeowners: An estimated average 30% reduction in utility bills per household would result.
- Reduction of Oakland Carbon Footprint: An average low income home is estimated to save 3.2 metric tons of CO<sub>2</sub> per year by reducing energy use by 30%.
- Blight Reduction and Neighborhood Stabilization: Neighborhoods will be improved through habitability services provided by the proposed loan fund.
- **City Revenue:** \$380,000 in material sales revenue and \$38,000 in permit fees would be generated annually.
- Linkage with Other Stimulus Grants: CSBG funds have been committed for weatherization job training and employment subsidies; the application from Peralta Community Colleges on the State Green Jobs Corp will fund job training for the Oakland Green Jobs Corp; and the City's application on the Edward Byrne Memorial Grant will fund street outreach workers who would utilize the job training and placement opportunities in their violence prevention efforts.

Item: \_\_\_ City Council June 2, 2009 • Opportunity to Promote Local Hire, Use of Local Contractors, and Job Quality Standards: Preferences for local contractors who hire local residents, including members of the re-entry community and youth, and provide living wages and quality work for households can be part of the selection criteria for a preferred list of contractors to be provided to applicant households.

# ACTION REQUESTED OF THE CITY COUNCIL

The Council is requested to accept this report and approve a resolution authorizing the City Administrator to amend the Consolidated Plan Annual Action Plan for Housing and Community Development for Fiscal Year 2008-09 to the U.S. Department of Housing and Urban Development (HUD); to accept and appropriate funds totaling \$2,259,921 for the Community Development Block Grant Program from the American Recovery and Reinvestment Act of 2009 to be used for purposes of developing the weatherization loan fund; and 3) authorizing the City Administrator to negotiate and execute agreements with contractors for Fiscal Years 2009-2011 for the Community Development Block Grant.

Respectfully Submitted,

Dan Lindheim City Administrator

Attachment A: CDBG-R Submission Template & Checklist

Attachment B: CDBG-R Activity Data Spreadsheet

Attachment A

# CDBG-R SUBMISSION TEMPLATE & CHECKLIST

The American Recovery and Reinvestment Act of 2009 ("Recovery Act") was signed into law by President Obama on February 17, 2009. The Recovery Act awards \$1 billion in CDBG Recovery (CDBG-R) funds to be distributed to cities, counties, insular areas and states, of which \$10 million has been reserved by HUD for its administrative costs and \$10 million of which will be awarded to Indian tribes. Recipients of the remaining \$980 million of CDBG-R funds will be the approximately 1,200 jurisdictions that received CDBG funding in Fiscal Year 2008. This template sets forth the suggested format for grantees receiving funds from CDBG-R. A complete submission contains the information requested below, including:

- (1) The CDBG-R Substantial Amendment (template attached below)
- (2) Spreadsheet for Reporting Proposed CDBG-R Activities (see http://www.hud.gov/recovery)
- (3) Signed and Dated Certifications (see http://www.hud.gov/recovery)
- (4) Signed and Dated SF-424.

Grantees should also attach a completed CDBG-R Substantial Amendment Checklist to ensure completeness and efficiency of review (attached below).

# THE CDBG-R SUBSTANTIAL AMENDMENT

Jurisdiction(s): City of Oakland CDBG-R Contact Person: Michele Byrd

Address: 250 Frank Ogawa Plaza

**Suite 5313** 

Oakland, CA 94612

Telephone: (510) 238-3714 Fax: (510) 238-6596

Email: mbvrd@oaklandnet.com

Jurisdiction Web Address: www.oaklandnet.com

 (URL where CDBG-R Substantial Amendment materials are posted)

## ENSURING RESPONSIBLE SPENDING OF RECOVERY ACT FUNDS

Funding available under the Recovery Act has clear purposes – to stimulate the economy through measures that modernize the Nation's infrastructure, improve energy efficiency, and expand educational opportunities and access to health care. HUD strongly urges grantees to use CDBG-R funds for hard development costs associated with infrastructure activities that provide basic services to residents or activities that promote energy efficiency and conservation through rehabilitation or retrofitting of existing buildings. While the full range of CDBG activities is available to grantees, the Department strongly suggests that grantees incorporate consideration of the public perception of the intent of the Recovery Act in identifying and selecting projects for CDBG-R funding.

## A. SPREADSHEET FOR REPORTING PROPOSED CDBG-R ACTIVITIES

Grantees must provide information concerning CDBG-R assisted activities in an electronic spreadsheet provided by HUD. The information that must be reported in the spreadsheet includes activity name, activity description, CDBG-R dollar amount budgeted, eligibility category, national objective citation, additional Recovery Act funds for the activity received from other programs, and total activity budget. An electronic copy of the spreadsheet and the format is available on HUD's recovery website at <a href="http://www.hud.gov/recovery">http://www.hud.gov/recovery</a>.

See attached spreadsheet.

## B. CDBG-R Information by Activity (Complete for Each activity)

(1) <u>Activity Name</u>: (Grantees should follow the same order that activities are listed in the Spreadsheet for Reporting Proposed CDBG-R Activities – this will allow HUD to easily match activity narratives with the information provided in the spreadsheet.)

Weatherization Revolving Loan Program

# (2) Activity Narrative:

In addition to the Spreadsheet for Reporting Proposed CDBG-R Activities, grantees must provide a narrative for each activity describing how the use of the grantee's CDBG-R funds will meet the requirements of Title XII of Division A and Section 1602 of ARRA. The grantee's narrative must also state how CDBG-R funds will be used in a manner that maximizes job creation and economic benefit in relation to the CDBG-R funds obligated, and will address the Recovery Act, by:

- Preserving and creating jobs and promoting economic recovery;
- Assisting those most impacted by the recession;
- Providing investment needed to increase economic efficiency;
- Investing in transportation, environmental protection, or other infrastructure that will provide long-term economic benefits;
- · Minimizing or avoiding reductions in essential services; or
- Fostering energy independence.

The Weatherization Revolving Loan Program will meet the requirements of Title XII of Division A and Section 1602 ARRA. The program can award contracts based on bids within 120 calendar days from the date the funds are made available. The program would build upon the existing Housing Rehabilitation Loan Fund through a specially designed weatherization revolving loan fund to provide weatherization services to low-income residents and create construction jobs in weatherization.

The weatherization loan fund would be directly connected to the growing job training sector, including the programs offered by the Oakland Green Jobs Corps, which provides training in solar installation, weatherization, and energy audits, and the employment subsidy program to be provided in the stimulus Community Services Block Grant program. The City of Oakland's Community Action Partnership is planning to utilize the \$1.2 million in stimulus Community Services Block Grant funding to pilot an intensive training and transitional employment program designed to create 153 employment opportunities for Oakland's hard to serve low-income residents thereby stimulating and growing Oakland's local economy. The proposed training programs will focus on low-skill employment opportunities in Green Jobs/Weatherization, Building Trades/Home Rehabilitation and Logistic/Warehousing. Services and activities will include outreach, recruitment, career development training, paid transitional employment, subsidized/unsubsidized employment, retention and education.

Additionally, outreach and education services will be provided to households in receipt of the weatherization services.

(3) <u>Jobs Created:</u> (Report the number of full- and part-time jobs estimated to be created and retained by the activity (including permanent, construction, and temporary jobs)).

The Weatherization Revolving Loan Fund will allow for the creation/retention of 65 construction jobs per year.

(4) <u>Additional Activity Information:</u> (A description of how the activity will promote energy conservation, smart growth, green building technologies, or reduced pollution emissions, if applicable.)

The CDBG-R funds allow the Housing Rehabilitation Program to implement a Weatherization Revolving Loan Fund which promotes energy conservation by providing assistance for weatherization services to 261 low income households.

(5) <u>Responsible Organization</u>: (Contact information for the organization that will implement the CDBG-R activity, including its name, location, and administrator contact information)

Loyd Ware, Manager Residential Lending and Rehabilitation Loan Program City of Oakland 250 Frank Ogawa Plaza, Suite 5313 Oakland, CA 94612

# C. PUBLIC COMMENT

Provide a summary of public comments received to the proposed CDBG-R Substantial Amendment.

*Note:* A Proposed CDBG-R Substantial Amendment must be published via the usual methods and posted on the jurisdiction's website for no less than 7 calendar days for public comment.

# Response:

The Draft Substantial Amendment is available for public review and comment between May 28, 2009 and June 3, 2009. The City published a notice in Oakland Tribune on May 28, 2009 informing public of the availability of the document for review and comment. The Draft Substantial Amendment is posted on the City's website. The public also has access to review the draft document at the Main Branch of the Public Library and CEDA.

The public is invited to provide comments on the Draft Substantial Amendment at 7:00 p.m. on June 2, 2009 at the City Council Meeting.

# CDBG-R Substantial Amendment Grantee Checklist

For the purposes of expediting review, HUD asks that applicants submit the following checklist along with the CDBG-R Substantial Amendment, Spreadsheet for Reporting Proposed CDBG-R Activities, and SF-424.

	Contents of	a CDBG-R Act	tion Plan Sul	<u>bstantial Ame</u>	ndment	
Jurisdiction(s):	City of Oakla	nd	CDBG-R C	ontact Person:	Michele Byrd	
Lead Agency: ]	Housing and	Community	Address: 25	50 Frank Ogaw	va Plaza	
<u>Development</u>			St	uite 5313		
Jurisdiction We	b Address:		<u>O</u> .	akland, CA 94	<u>612</u>	
www.Oaklandnet.com		Telephone:	(510) 238-371	<u>. 4</u>		
(URL where CDBG-R Substantial		Fax:	(510) 238-659		1	
Amendment materials are posted)		Email:	mbyrd@oakla	andnet.com		
		al amendment re	•		very funds are:	
A. SPREADSHE	EI FUR KEPU	KTING PROPUSE	ED CDDG-K	ACTIVITIES		
Does the submi Activities?	ssion contain	a paper copy of	the Spreadsh	eet for Reporti	ing Proposed CD	)BG-R
Yes⊠	No	Verification for	und on page §	See spreadshe	et, page 9	
		an electronic ve ne email box CD			Reporting Prop	osed
Yes⊠	No	Date Spreadshe	et was email	ed:		(
Does the Spread	Isheet for Rep	oorting Proposed	l CDBG-R A	ctivities includ	le, for each activ	ity:
Fun <u>ds</u> u	sed and total	activity budget,	• 1		funds, any addition	onal Recovery
Yes⊠	No[_]	Verification for	und on page(	s) <u>See spreads</u>	heet, page 9	
• the Eligi Yes⊠		ı (eligibility regu Verification fou			heet, nage 9	
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• the CDE	G national ol	ojective citation,				
Yes⊠	No	Verification for		s) <u>See spreads</u>	heet, page 9	

# B. CDBG-R INFORMATION BY ACTIVITY

Does the submission contain information by activity describing how the grantee will use the funds, including:

•	maximi:	zes job creatio	ctivity describing how CDBG-R fur on and economic benefit, Verification found on page(s) 3	nds will be	used in a manner that
•	projecte	d number of j	obs created for each activity,  Verification found on page(s) 4		
-•			ill promote energy efficiency and co Verification found on page(s) 4	onservation	,
•			d contact information for the entity Verification found on page(s) 4	that will ca	arry out the activity,
•	evidence planning		than 10% of the grant amount will	be spent or	administration and
	Yes⊠	No	Verification found on page (s)		
•			than 15% of the grant amount will Verification found on page (s)		n public services,
•			70% of the grant amount will benef Verification found on page (s) <u>3</u>	it persons o	f low and moderate income,
Was the	ne propos ernet for Yes⊠	no less than 7 No∏. ary of citizen	amendment published via the juris calendar days of public comment? Verification found on page(s) 5 comments included in the final ame Verification found on page(s) 5		sual methods and on
	RTIFICAT llowing c		are complete and accurate:		
(2) Ai (3) Di (4) Ai (5) Ai (6) Co	nti-displa rug-free V nti-lobbyi uthority o	ely furthering for cement and release. Workplace ng fjurisdiction with plan		Yes \rightarrow Yes \rightarro	No

(8)	Community development plan	Yes⊠	No
(9)	Following a plan	Yes⊠	No□
(10)	Use of Funds	Yes⊠	No
(11)	Excessive Force	Yes⊠	No
	Compliance with anti-discrimination laws	Yes⊠	No
(13)	Lead-based paint procedures	Yes⊠	No
(14)	Compliance with laws	Yes⊠	No□
(15)	Compliance with ARRA	Yes⊠	No□
(16)	Project selection	Yes⊠	No□
(17)	Timeliness of infrastructure investments	Yes⊠	No□
(18)	Buy American provision	Yes⊠	No
(19)	Appropriate use of funds for infrastructure investments	Yes⊠	No□
(20)	70% of CDBG-R for LMI	Yes⊠	No
Opti	onal Certification		
(21)	Urgent Need	Yes□	No
	STATE CERTIFICATIONS following certifications are complete and accurate:		
(1)	Affirmatively furthering fair housing	Yes⊠	No
(2)	Anti-displacement and relocation plan	Yes⊠	No
(3)	Drug-free Workplace	Yes⊠	No
(4)	Anti-lobbying	Yes⊠	No
(5)	Authority of State	Yes⊠	No[
(6)	Consistency with plan	Yes⊠	No
(7)	Section 3	Yes⊠	No[
(8)	Community development plan	Yes⊠	No
(9)	Consultation with Local Governments	Yes⊠	No[
(10)	Use of Funds	Yes⊠	No.
	Excessive Force	Yes⊠	No.
	Compliance with anti-discrimination laws	Yes⊠	No
(13)	Compliance with laws	Yes⊠	No□
	Compliance with ARRA	Yes⊠	No□
(15)	Project selection	Yes⊠	No□
	Timeliness of infrastructure investments	Yes⊠	No
	Buy American provision	Yes⊠	No[
	Appropriate use of funds for infrastructure investments	Yes⊠	No
(19)	70% of CDBG-R for LMI	Yes⊠	No.
	onal Certification		_
(20)	Urgent Need	Yes	No

Attachment B

# CDBG-R Activity Data Spreadsheet

G-R Fomula Gra	ant Amount:			Date: 5/27/2009	
TO OUTUUM GURTON OU DA OUTUUM	National) Objective Citation	GDBG-R: (Project) (Budget (\$)	Additional Recovery Funds (3)	Other Leveraged Funding(§)	TOTAL AGINITY BUOGEL
202 5		1,900,000			9,600,000
201(e) 5	570.208(a)(2)	338,988			338,988
205 r	n/a	\$20,933			20,933
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