

TO:

FILED OFFICE OF THE CITY CLERK OAKLARD

AGENDA REPORT 2018 NOV 20 PM 12: 32

FROM:

Michele Byrd

Director, HCD

SUBJECT:

ENA: 3823-3829 & 3801-3807 Martin

DATE: November 9, 2018

Luther King Jr Way

Sabrina B. Landreth

City Administrator

City Administrator Approval

Date:

RECOMMENDATION

Staff Recommends That The City Council Adopt A Resolution Authorizing The City Administrator, Or Her Designee, To Enter Into An Exclusive Negotiating Agreement With The Resources For Community Development, Or Its Affiliate, For The Negotiation Of A Lease Disposition And Development Agreement ("LDDA") And Related Documents For Development Of Low Income Multi Family Affordable Rental Housing At 3823-3829 Martin Luther King Jr. Way And 3801-3807 Martin Luther King Jr. Way In Oakland, To Be Known As Longfellow Corner, Subject To The Completion Of A CEQA And NEPA Determination, If Applicable.

EXECUTIVE SUMMARY

This staff report presents the results of the City's Request for Proposal (RFP) process pertaining to the selection of an experienced housing developer with affordable housing development experience to plan, design, construct, market, and operate an affordable housing project at 3823-3829 and 3801-3807 Martin Luther King Jr. Way, Oakland, CA. The City solicited proposals for development on a competitive basis with the intent to develop long-term affordable housing. The resolution included in this staff report will increase the City's supply of affordable multifamily rental housing through newly constructed revitalization activities and includes an authorization to enter into an Exclusive Negotiating Agreement (ENA) for the negotiation of a Lease Disposition and Development Agreement (LDDA), Ground Lease and related documents to develop a 68-unit newly constructed multifamily rental housing development for large families and households with special needs called Longfellow Corner. Staff will return to City Council for further authorization to execute any LDDA, Ground Lease or related documents.

> Item: **CED Committee** December 4, 2018

Subject: ENA: 3823-3829 & 3801-3807 Martin Luther King Jr. Way

Date: November 6, 2018

BACKGROUND / LEGISLATIVE HISTORY

3823-3829 Martin Luther King Jr. Way

The real property at 3823-3829 Martin Luther King Jr. Way is currently owned by the City of Oakland with the intent to develop long term affordable housing. In 1990 the City of Oakland purchased 3823 Martin Luther King Jr. Way with CDBG funds to initiate neighborhood revitalization through affordable housing development. On July 25, 2000, the former Redevelopment Agency of the City of Oakland authorized establishment of the Affordable Housing Site Acquisition Program, providing loans to acquire sites suitable for affordable housing developments. The former Agency allocated \$10 million for the program from affordable housing bond proceeds per Resolution No. 00-55 C.M.S. Each such development is subject to an affordability agreement encumbering title to restrict the property to use for rental or purchase by households earning below 80% of the area median income. On March 16, 2001, the former Redevelopment Agency entered a site acquisition Loan Agreement with a former California nonprofit public benefit corporation (the "Developer"), providing a \$52,000 site acquisition loan for the real property located at 3829 Martin Luther King Jr. Way.

The former Agency agreed to provide financial assistance in the form of a loan from public funds to acquire the site for an eventual affordable housing development to increase and improve the supply of housing available in the community to lower income households. The loan was made to cover site acquisition and holding costs associated with the housing project to help achieve financial feasibility and to increase the supply of low-income housing within the City of Oakland. The loan was originally due on March 16, 2004. Because the Developer received a funding development commitment of \$2 million in March 2004 from the former Redevelopment Agency, the loan due date was extended until March 16, 2005. Subsequently, the Developer was unsuccessful in securing additional financing for the project, and the Agency's funding commitment expired in March 2005. The Agency denied the Developer's request for an additional extension of the loan and demanded payment in full from the Developer. The Developer did not cure the default and filed for Chapter 7 bankruptcy on April 7, 2009.

In June 2016, the City sent a final Notice of Default to the Developer on the loan. The Developer did not timely cure the default, and the City accelerated the loan, as permitted under the loan documents, and declared the unpaid principal and interest immediately due and payable. In January 2017, the City foreclosed on the land owned by the Developer and the Developer ended its operations.

The real property at 3823-3829 Martin Luther King Jr. Way continues to be owned by the City awaiting the opportunity for neighborhood revitalization through development of long-term affordable housing.

3801-3807 Martin Luther King Jr. Way

On November 8, 2016, City of Oakland voters approved Bond Measure KK to fund affordable housing projects and programs and infrastructure improvements. The program guidelines are set forth in accordance with the City's Affordable Housing and Infrastructure Bond Law adopted by the City Council in City Ordinance No. 13403 C.M.S., dated November 29, 2016 and codified in Chapter 4.54, Article IV, of the Oakland Municipal Code. The purpose of the Bond Measure

Item: _____ CED Committee December 4, 2018

Subject: ENA: 3823-3829 & 3801-3807 Martin Luther King Jr. Way

Date: November 6, 2018 Page 3

KK Site Acquisition Program is to provide short term loans for acquisition related costs associated with developing, protecting, and preserving long term affordable housing throughout the City. Acquisition loans are limited to vacant land, vacant buildings, and existing multi-family rental buildings five units or more. For the acquisition of vacant land or existing restricted affordable housing projects, funds are available to developers who propose to serve households or individuals at or below 60% of the Area Median Income as set by the City of Oakland's rent limits. Funds are available to non-profit and for-profit affordable housing developers. The real property at 3801-3807 Martin Luther King Jr. Way is currently owned by the Resources for Community Development (RCD), a 501c3 nonprofit affordable housing developer, with the intent to develop long term affordable housing.

Through the City of Oakland's Housing & Community Development's Bond Measure KK Site Acquisition Program, RCD applied for and was awarded a \$3,175,000 on August 28, 2017, for the acquisition of 3801-3807 Martin Luther King Jr. Way. The loan was authorized by City Resolution No. 86814 C.M.S. authorizing loans to developers or owners of affordable housing to assist in the acquisition and preservation of affordable housing. On February 9, 2018, ownership of the property was assigned to Longfellow Corner, L.P., an RCD affiliate. This property is directly adjacent to the City owned real property at 3823-3829 Martin Luther King Jr. Way. RCD's acquisition of the property at 3801-3807 Martin Luther King Jr. Way was part of its plan to combine the two lots it owns with the two lots owned by the City to develop a larger project that includes 68 affordable multifamily residential apartments.

ANALYSIS AND POLICY ALTERNATIVES

Request for Proposals (Notice of Development Opportunity)

On May 11, 2018 the City of Oakland's Housing & Community Development Department released a RFP Notice of Development Opportunity seeking qualified respondents to plan, design, construct, market, sell, and/or operate an affordable housing project at 3823-3829 Martin Luther King Jr. Way, with RFP responses due June 28, 2018. The City intends to enter a long-term ground lease for the project with the respondent deemed most qualified, based on the evaluation criteria. Several affordable housing developers attended the bidders conference and three teams – Resources for Community Development, Habitat for Humanity of the East Bay/Silicon Valley, and the Housing Consortium of the East Bay- submitted proposals for the site. City staff reviewed and scored the proposals based on the content of the RFP.

Table 1 below is a summary of the scored proposal for the RCD based on the content of the RFP. With a Measure KK loan used to purchase 3801-3807 Martin Luther King Jr. Way, RCD proposes to consolidate the land with the two City owned adjacent parcels at 3823-3829 Martin Luther King Jr. Way to develop a 68 unit newly constructed affordable rental complex for large families with a set aside for disabled households and households with special needs. The proposed housing will consist of fifteen (15) studios, fifteen (15) one-bedrooms, nineteen (19) two-bedrooms, and eighteen (18) three-bedrooms targeted to households 20-60% of the Area Median Income (AMI), with one (1) two-bedroom un-regulated manager's unit. The proposal includes open space, a community room with a common kitchen and a programmed service coordinator. A podium parking garage to accommodate up to 65 parking spaces and a secure bicycle storage room. Proposed funding includes Federal 9% or 4% tax credits, Mental Health

Item: ____ CED Committee December 4, 2018 Date: November 6, 2018 Page 4

Services Act (MHSA) funding for special needs or homeless households, Alameda County Measure A1 funds, City of Oakland NOFA funds, Federal Home Loan Bank Affordable Housing Program funds, and about half of the units supported with a Project Based Section 8 voucher (i.e. 33 units) to cover a total development cost of \$48 million. The proposed schedule assumes starting construction in November 2020 and completing construction by mid-2022. The project is to be known as Longfellow Corner.

Table 1: RFP (Notice of Development Opportunity): Scoring of Resources for Community Development

	Possible Points	Points Achieved
I. Target Population and Project Attributes	25	20.5
A. Income Targeting	15	15
B. Unit Size	10	5.5
II. Developer Experience and Capacity	25	25
A. Developer Experience Exceeds Minimum	10	10
B. Developer Capacity	7	7
C. Developer Financial Strength	5	5
D. Strength of Development Team	3	3
III. Local/Small Local Business Enterprise	12.5	2
A. Level of LBE/SLBE	5	2
B. Years in Oakland	2.5	0
C. Oakland Resident Workforce	5	0
IV. Sustainability	10	10
V. Penalty for Nonperforming Previously	-10	0
Funded Projects		
Total Possible Points	72.5	57.5

Table 2 is a summary of the scored proposal for the Habitat for Humanity East Bay/Silicon Valley. Habitat proposed creating six (6) homeownership units for larger families with limited incomes. A 100% affordable project designed as four (4) bedroom homes (with the potential for one- five (5) bedroom home). The proposal includes locating each home within two- and three-story residential buildings with tuck under garages. The entire project is proposed for households below 120% AMI with an average AMI of less than 100% AMI. The proposal contemplates three (3) of the homes serving households with AMIs <80% and three (3) serving households with AMIs <120%. Proposed funding includes a request from the City of Oakland through its NOFA program, Alameda County Measure A-1 funds, Community Development Block Grant (CDBG) funds, CalHome funds, and Workforce Initiative Subsidy for Homeownership (WISH) funds to cover a total development cost of \$4.6 million. The proposed schedule assumes starting construction in September 2021 and completing construction by September 2022.

CED Committee
December 4, 2018

Subject: ENA: 3823-3829 & 3801-3807 Martin Luther King Jr. Way

Date: November 6, 2018 Page 5

Table 2: RFP (Notice of Development Opportunity): Scoring of Habitat for Humanity East Bay/Silicon Valley

	Possible Points	Points Achieved
I. Target Population and Project Attributes	25	25
A. Income Targeting	15	15
B. Unit Size	10	10
II. Developer Experience and Capacity	25	17
E. Developer Experience Exceeds Minimum	10	4
F. Developer Capacity	7	7
G. Developer Financial Strength	5	4
H. Strength of Development Team	3	2
III. Local/Small Local Business Enterprise	12.5	2.5
D. Level of LBE/SLBE	5	2
E. Years in Oakland	2.5	0.5
F. Oakland Resident Workforce	5	0
IV. Sustainability	10	10
V. Penalty for Nonperforming Previously	-10	0
Funded Projects		
Total Possible Points	72.5	54.5

Table 3 is a summary of the scored proposal for the Housing Consortium of the East Bay (HCEB). The HCEB proposes to develop affordable housing for extremely-low and very-low income persons with developmental disabilities, mental illness, and are homeless or at risk of homelessness in a five (5) story, 36-unit building consisting of fourteen (14) studios, fifteen (15) one-bedrooms, two (2) two-bedrooms, and five (5) three-bedroom units. The design seeks to activate the street with a sidewalk-fronting resident lounge plus balconies and living room windows. A community room is proposed at the intersection of a ground floor courtyard and rear yard to create an indoor-outdoor connectivity with exposure for natural light. Proposed office space to be situated at the front lobby for supervision. Residential units to be served by corridors with large windows overlooking the courtyard or the street and sustainable building practices to be used to the greatest extent through the Build it Green, Green Point Rated Program. Proposed units are targeted to households at 50% AMI and below. Proposed funding includes a predevelopment loan with the state, CA HCD No Place Like Home funds for persons in need of mental health services, Alameda County Measure A1 funds, CA Integrated Community Living Program funds through the state Department of Developmental Services, the Multifamily Housing Program (MHP), the City of Oakland NOFA program, Veterans Affairs Supportive Housing (VASH) voucher assistance, plus 4% tax credit financing to cover a total development cost of \$27.3 million. The proposed schedule assumes starting construction in 2020 and completing construction by 2022.

Item: CED Committee December 4, 2018

Subject: ENA: 3823-3829 & 3801-3807 Martin Luther King Jr. Way

Date: November 6, 2018 Page 6

Table 3: RFP (Notice of Development Opportunity): Scoring of Housing Consortium of the East Bay

	Possible Points	Points Achieved
I. Target Population and Project Attributes	25	16
A. Income Targeting	15	15
B. Unit Size	10	1
II. Developer Experience and Capacity	25	11.05
Developer Experience Exceeds Minimum	10	0
J. Developer Capacity	7	6
K. Developer Financial Strength	5	3.05
L. Strength of Development Team	3	2
III. Local/Small Local Business Enterprise	12.5	7
G. Level of LBE/SLBE	5	2
H. Years in Oakland	2.5	2
Oakland Resident Workforce	5	3
IV. Sustainability	10	9
V. Penalty for Nonperforming Previously	-10	0
Funded Projects		
Total Possible Points	72.5	43.05

With the advantage of owning two contiguous parcels next to City owned land, RCD presented the strongest proposal for development illustrating an efficient use of all four parcels to build the most units 100% affordable and to eliminate the most neighborhood blight. Thus, staff is seeking to execute an ENA with the RCD to execute an LDDA setting forth the terms for a long-term lease agreement to develop affordable housing at the proposed subject sites: 3823-3829 Martin Luther King Jr. Way owned by the City of Oakland and 3801-3807 Martin Luther King Jr. Way owned by RCD.

FISCAL IMPACT

Staff is not presently recommending funding however it is recommended that the ENA process be used to further explore the use of land with a portion owned by the City and another by RCD. It is also recommended that the ENA be used to further explore project financials to identify alternate sources of financing should the project proceed to the LDDA stage. Costs associated with staff's time to negotiate the ENA and monitor compliance with the required ENA submittals will be the major financial impact during the ENA period.

In addition, it is anticipated that additional funds beyond the original \$3,175,000 Measure KK site acquisition loan to purchase 3801-3807 Martin Luther King Jr. Way will be needed to ensure the successful development of the project. An earlier iteration of this development is already in the City's queue for \$3,225,000 in requested City NOFA Housing Development funds. The proposed 68-unit project is therefore eligible and will be considered for future City NOFA development funds as funds become available. The Measure KK site acquisition loan will be applied to the acquisition of land while any future NOFA allocation may be applied to the development of the 68-unit project on the combined parcels. Any funding requests would be

Item: CED Committee December 4, 2018

Subject: ENA: 3823-3829 & 3801-3807 Martin Luther King Jr. Way

Date: November 6, 2018

required to return to the City Council for review and approval, as would proceeding to the LDDA stage.

PUBLIC OUTREACH / INTEREST

If an ENA is entered into with RCD, RCD will be committed to an extensive public outreach process to establish community input and support for designing and building a 68-unit development on the combined parcels. In June of 2017, RCD met with Councilmember Kalb's office to identify individuals and groups to connect with around neighborhood revitalization at the corner of Martin Luther King Jr. Way and West MacArthur Boulevard. In August of 2017, RCD presented the concept of newly constructed affordable housing at the proposed subject sites to the Neighborhood Crime Prevention Committee Beat 6X and are in the process of scheduling more outreach with individuals and community groups as recommended by Councilmember Kalb's office including the Longfellow Association and local business owners such as the MLK Café. Confirmation of RCD as the most qualified respondent selected to enter an ENA with the City will solidify RCD's interest in further outreaching to community constituents to gather input on feasible development opportunities seeking to improve the quality of life for neighborhood residents and businesses.

Furthermore, in June of 2018 the City's Economic & Workforce Development Department recommended that the City Council receive a report on the public lands policy process and analysis to inform City Council direction to prepare legislation to implement a City public lands policy and/or strategy. The real property owned by the City at 3823-3829 Martin Luther King Jr. Way is identified as public land proposed for 100% below market rate housing.

COORDINATION

This staff report and resolution have been reviewed by the Office of the City Attorney and by the Budget Bureau. Staff from the City's Housing & Community Development's Department reviewed project proposals. Additional coordination during the ENA period will be necessary with numerous other City departments, including Real Estate, Planning and Building and Oakland Public Works - Environmental Services Division.

SUSTAINABLE OPPORTUNITIES

Economic: Longfellow Corner is located two blocks from the MacArthur BART station and will provide residents with excellent access to BART and AC Transit in addition to other amenities along Telegraph Avenue and 40th Street. The contiguous subject sites along Martin Luther King Jr. Way are in an area recognized by the California Tax Credit Allocation Committee (TCAC) as "high opportunity". Already there is a high volume of development underway or approved in this neighborhood. It will be important to ensure low-income residents benefit from the value of incoming investment. Creating housing near BART will reinforce the transit-oriented development strategy called for in the Association of Bay Area Governments (ABAG) MacArthur Transit Village Priority Development Area (PDA) and will reduce the financial burden of car ownership. This development will include less than one parking space per unit. The residents

Item: CED Committee
December 4, 2018

Subject: ENA: 3823-3829 & 3801-3807 Martin Luther King Jr. Way

Date: November 6, 2018

of Longfellow Corner will have efficient and convenient access to local and regional employment centers via BART.

Environmental: A 2017 Phase I Environmental Site Assessment was conducted for the RCD real property owned at 3801-3807 Martin Luther King Jr. Way. The assessment confirms a presence of lead residues in near surface soil on the property which will likely necessitate remedial action. The assessment did not reveal evidence of any obvious Recognized Environmental Conditions (REC), historic RECs, or controlled RECs in connection with the property. An additional Phase II site assessment is recommended to assess the extent and depth of the lead-affected soil. A Phase I site assessment for the City owned real property at 3823-3829 Martin Luther King Jr. Way will be facilitated by RCD as a condition for developing the land.

In addition, Longfellow Corner will be subject to the City of Oakland's local green ordinance plus an environmental sustainability plan pursuant to a Gold certification standard under the Build It Green, Green Point Rated Program for newly constructed multifamily homes.

Social Equity: Longfellow Corner will have a positive impact on the surrounding community by providing affordable family housing in a neighborhood that has experienced severe displacement. With an influx of market rate housing and upscale retail, market pressures in North Oakland have resulted in skyrocketing land values and rents. Adding to the stock of much needed affordable housing in this neighborhood will allow an opportunity for displaced families to maintain their social networks and to benefit from up and coming nearby developments. Combining the City owned real property with the RCD owned real property will transform the four blighted subject parcels into high-quality, professionally maintained affordable housing.

CEQA

This report's recommended actions do not constitute a complete project under CEQA. While the RCD owned land at 3801-3807 Martin Luther King Jr. Way has been found to be CEQA exempt as an Infill Development {Sec. 15332} consistent with a community plan, general plan or zoning {Sec. 15183(f)}, the City owned parcels at 3823-3829 Martin Luther King Jr. Way have yet to receive a CEQA determination. Should the ENA period yield a viable project, a CEQA approval for the City owned land will be required prior to proceeding with an LDDA.

Item: CED Committee December 4, 2018

Subject: ENA: 3823-3829 & 3801-3807 Martin Luther King Jr. Way

Date: November 6, 2018

ACTION REQUESTED OF THE CITY COUNCIL

Staff Recommends That The City Council Adopt A Resolution Authorizing The City Administrator, Or Her Designee, To Enter Into An Exclusive Negotiating Agreement With The Resources For Community Development, Or Its Affiliate, For The Negotiation Of A Lease Disposition And Development Agreement ("LDDA") And Related Documents For Development Of Low Income Multi Family Affordable Rental Housing At 3823-3829 Martin Luther King Jr. Way And 3801-3807 Martin Luther King Jr. Way In Oakland, To Be Known As Longfellow Corner, Subject To The Completion Of A CEQA And NEPA Determination, If Applicable.

For questions regarding this report, please contact Everett Cleveland Jr., Housing Development Coordinator, at 238-6543.

Respectfully submitted,

MICHELE BYRD

Director, Housing & Community Development

Department

Prepared by:

Everett Cleveland Jr., Housing Development

Coordinator IV

Item: ____ CED Committee December 4, 2018

FILED
OFFICE OF THE CITY CLERK
OAKLAND

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Approved as to Form and Legality

Deputy City Attorney

OAKLAND CITY COUNCIL

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RESOLUTION AUTHORIZING THE CITY ADMINISTRATOR, OR HER DESIGNEE, TO ENTER INTO AN EXCLUSIVE NEGOTIATING AGREEMENT WITH THE RESOURCES **FOR** COMMUNITY DEVELOPMENT, OR ITS AFFILIATE, FOR THE NEGOTIATION OF A LEASE DISPOSITION AND DEVELOPMENT AGREEMENT ("LDDA") AND RELATED DOCUMENTS FOR DEVELOPMENT OF LOW INCOME MULTIFAMILY AFFORDABLE RENTAL HOUSING AT 3823-3829 MARTIN LUTHER KING JR. WAY AND 3801-3807 MARTIN LUTHER KING JR. WAY IN OAKLAND, TO BE KNOWN AS LONGFELLOW CORNER, SUBJECT TO THE COMPLETION OF A CEQA AND NEPA DETERMINATION, IF APPLICABLE.

WHEREAS, the City of Oakland ("City") owns approximately 9,375 square feet of property located at 3823-3829 Martin Luther King Jr. Way (the "Property"); and

WHEREAS, on May 11, 2018, the City issued a Request for Proposals ("RFP") Notice of Development Opportunity seeking qualified respondents to plan, design, construct, market, sell, and/or operate an affordable housing project at 3823-3829 Martin Luther King Jr. Way, with RFP responses due June 28, 2018; and

WHEREAS, City staff reviewed three sets of RFP responses and determined that the proposal from the Resources for Community Development ("RCD") was the most responsive to the RFP guidelines and programmatically feasible; and

WHEREAS, the RCD owns approximately 11,875 square feet of contiguous land at 3801-3807 Martin Luther King Jr. Way (the "Property") and proposes to combine the real property owned by the RCD with the real property owned by the City of Oakland to build the most units 100% affordable while eliminating the most blight illustrating an efficient use of all four parcels; and

WHEREAS, the City and the RCD desire to commence negotiations over the potential development of a proposed multifamily affordable rental housing development ("Project") with up to 68 units of housing for large families and households with special needs ranging from 20% to 60% AMI on the combined Property; and

WHEREAS, the RCD is a California 501c3 non-profit public benefit corporation formed to

undertake this and other similar developments in the future; and

WHEREAS, the RCD desires to dedicate time for the preliminary study and exclusive negotiations of the proposed Project and Project documents, including an LDDA, Ground Lease and related documents, with the understanding that such study and negotiations do not constitute a binding commitment on the part of the City to the proposed Project, the RCD, or any other development of the Property, and that staff will return to City Council to seek authorization to execute an LDDA, Ground Lease and related documents; now, therefore be it

RESOLVED: That the City Administrator or her designee is authorized to negotiate and enter into an Exclusive Negotiating Agreement ("ENA") with the RCD for purposes of studying and evaluating the feasibility of the Project, negotiating terms and conditions for the potential development of the Project, including negotiating an LDDA, Ground Lease and related documents, and conducting California Environmental Quality Act ("CEQA") review and approval; and be it

FURTHER RESOLVED: That the exclusive negotiating period shall be for eighteen months from the date of Council approval of this Resolution, with the option to extend said period an additional six months at the discretion of the City Administrator or her designee; and be it

FURTHER RESOLVED: That this Resolution does not commit the City to the expenditure of any funds, and total Project cost will depend on the end Project and financing sources; and be it

FURTHER RESOLVED: That the RCD shall bear sole responsibility for all costs associated with developing the Project for approval, including consultant fees, permitting fees, legal fees, financing expenses, etc.; and be it

FURTHER RESOLVED: That the City finds and determines, after independent review and consideration, that the authorization to enter into the ENA with the RCD is exempt from CEQA pursuant to Section 15262 (feasibility and planning studies), Section 15306 (information collection) and Section 15061(b)(3) (general rule) of the CEQA Guidelines; and be it

FURTHER RESOLVED: That the City Administrator or his/her designee shall cause to be filed with the County of Alameda a Notice of Exemption from CEQA requirements; and be it

FURTHER RESOLVED: That the City Council hereby authorizes the City Administrator or his/her designee to negotiate and enter into other agreements and take all other actions necessary

with respect to the ENA and the Project consistent with this Resolution and its basic purpose.

IN COUNCIL, OAKLAND, CALIFORNIA,											
PASSED BY THE FOLLOWING VOTE:											
AYES - BROOKS, CAMPBELL WASHINGTON, GALLO, AND PRESIDENT REID	GIBSON MCELHANEY, GUILLEN, KALB, KAPLAN,										
NOES -											
ABSENT -											
ABSTENTION -	ATTEST:LaTonda Simmons	-									
	City Clerk and Clerk of the Council										