

# AGENDA REPORT

TO: Edward D. Reiskin FROM: Shola Olatoye

City Administrator Director, HCCD

Homekey – 11<sup>th</sup> & Franklin SUBJECT: **DATE:** August 25, 2020

City Administrator Approval

Date: August 25, 2020

# **RECOMMENDATION**

**Staff Recommends That The City Council Adopt A Resolution:** 

- (1) Authorizing The City Administrator To Apply For, As A Local Agency Partner, Up To \$13.84 Million Of Funds From The California Department Of Housing And Community **Development Under The Homekey Program (Homekey Funds)**;
- (2) Accepting And Appropriating Up To \$13.84 Million In Homekey Funds, As A Local Agency Partner, For The Acquisition Of 392 11th Street By Oakland & The World, Inc., Memar Properties, Inc., And McCormack Baron Salazar (Development Partner) To Provide Permanent Affordable Housing To Formerly Incarcerated Individuals;
- (3) Allocating, As A Local Match To The Homekey Funds, Up To (A) \$3.52 Million From Measure KK, (B) \$2.5 Million From Community Block Grant Funds (CDBG-CV) And (C) \$1.16 Million From The Affordable Housing Trust Fund (Boomerang Funds), For The Acquisition And Rehabilitation Of 392 11th Street By Development Partner; And
- (4) Awarding A Grant Agreement To Development Partner, In An Amount Not To Exceed \$21.01 Million, To Acquire And Rehabilitate 392 11th Street.

## **EXECUTIVE SUMMARY**

11th & Franklin (Project) is an existing mixed-use retail and single room occupancy (SRO) property with two ground floor retail units that can house up to 82 SRO units. The property is located at 392 11th Street in the heart of Downtown Oakland. Oakland & The World Enterprises, Inc., McCormack Baron Salazar, and Memar Properties, Inc. (collectively, Sponsors) have entered into a Letter of Intent (LOI) to acquire the property and convert it to a service-enriched Single Room Occupancy development for people who are homeless. The Project's service provider, Building Opportunities for Self Sufficiency (BOSS), has a working agreement with the

Alameda County Probation Department to provide permanent supportive housing for recently released inmates, in a coordinated process through the Continuum of Care for an exit to permanent housing. The City has applied jointly with the project sponsors for Homekey funds originating from the California Department of Housing and Community Development (the Department). The Project applied for these funds prior to the application deadline of August 13, 2020 and would require matching funds for upfront capital subsidy from the City of Oakland. Matching funds would be comprised of funds from Measure KK, Housing Trust Fund, and Community Development Block Grant – Coronavirus (CDBG-CV). No operating subsidy is being requested.

Adoption of the proposed resolution would allow the City to accept and allocate Homekey funds to the Project, allocate City funds to the Project, and make California Environmental Quality Act (CEQA) findings for these actions.

## **REASON FOR URGENCY**

As discussed in herein the City has applied for funding from the State's Homekey grant program, which is a competitive program. Because Homekey capital funds are derived from the State's direct allocation of federal Coronavirus Aid Relief Funds, these capital Homekey funds (for acquisition and rehabilitation) must be expended by December 30, 2020. Staff is seeking City Council approvals during this emergency meeting to maximize the competitiveness of the City's Homekey applications and ensure that the City is in position to accept and expend Homekey funds by the December 30, 2020 Homekey expenditure deadline.

## **BACKGROUND / LEGISLATIVE HISTORY**

#### **HOMEKEY**

On July 16, 2020, the California Department of Housing and Community Development announced the availability of approximately \$600 million in Homekey funding to rapidly sustain and expand the inventory of housing for people experiencing homelessness who are at high risk of serious illness and are impacted by COVID-19.

The Homekey grant funding will be made available to local public entities, including cities, counties, or other local public entities, including housing authorities or federally recognized tribal governments within California to purchase and rehabilitate housing, including hotels, motels, vacant apartment buildings, and other buildings and convert them into interim or permanent, long-term housing.

Of the \$600 million in Homekey grant funds, \$550 million is derived from the State's direct allocation of the federal Coronavirus Aid Relief Funds (CRF) for acquisition and rehabilitation. The remaining \$50 million is derived from the State's General Fund and is for operating subsidy. Each Homekey allocation must comply with the following expenditure deadlines:

The \$550 million in CRF must be expended by December 30, 2020. For acquisitions, grantees must expend the funds and close escrow by the expenditure deadline of December 30, 2020.

• The \$50 million in State General Funds for operating subsidy must be expended by June 30, 2022.

The City applied jointly with the Sponsors for Homekey funding, along with three other projects. For 11<sup>th</sup> & Franklin, the Project is seeking \$13,836,194 in capital Homekey funds for acquisition, and no operating subsidy. Homekey requires that projects exceeding \$100,000 per unit must identify matching funds from sources outside of Homekey. The proportion of match required per unit increases with the per unit cost. The proposed match sources for this project total \$7,172,387 and are comprised of Measure KK, Housing Trust Fund, and CDBG-CV, described below.

# MEASURE KK (5331 & 5333)

In November 2016, Oakland voters passed Measure KK, the Affordable Housing and Infrastructure Bond Law, authorizing the City to issue \$600 million in general obligation bonds to fund various City infrastructure and affordable housing projects.

On November 29, 2016, the City Council approved Ordinance No. 13403 C.M.S. enacting the City of Oakland Affordable Housing and Infrastructure Bond Law (chapter 4.54, Article IV, Oakland Municipal Code). One hundred million (\$100,000,000) was set aside for development activity related to anti-displacement and affordable housing preservation where funds may be spent on the acquisition, rehabilitation, or new construction of affordable housing, as set forth in the Affordable Housing and Infrastructure Bond Law.

On June 19, 2017, the City Council approved Resolution No. 86774 C.M.S. identifying the programs that are authorized for funding with proceeds from the first \$55 million tranche of Measure KK Bond funds.

Subsequently, on June 29, 2017, the City Council approved Resolution No. 86814 C.M.S. allocating \$14 million for the Acquisition of Transitional Housing Facilities, along with several other program uses. Of the \$14 million, \$6,984,255 remains available.

Lastly, per Resolution No. 87981 C.M.S., the City is also authorized to include \$1,000,000 in Series 2020B-2 of Measure KK, Infrastructure and Housing Bond for the acquisition and/or rehabilitation costs of transitional housing facilities. When combined with the \$6,984,255 set-aside for Acquisition of Transitional Housing, Measure KK has \$7,984,255 available, \$3,517,588 would be allocated to 11<sup>th</sup> & Franklin.

# **AFFORDABLE HOUSING TRUST FUND (1870)**

In 2002, Oakland established the Affordable Housing Trust Fund (AHTF) pursuant to Section 15.62 of the Oakland Municipal Code (OMC). The AHTF receives its funding from ongoing revenue streams including the Jobs Housing Impact Fee, the Affordable Housing Impact Fee, and "boomerang" funds. The Housing Trust Fund currently has \$5,182,725 in "boomerang" funds available, of which \$1,154,799 would be allocated to 11<sup>th</sup> & Franklin.

The Fiscal Impact section below provides additional detail on how the City proposes allocating all City matching sources of funds across Homekey projects.

# CDBG-CV (1005400)

In May 2020, City Council passed Resolution No. 88135 C.M.S. to accept and appropriate \$4,532,841 in 2020 CARES Act funding allocated to the City under the CDBG for COVID-19 response (CDBG-CV) to fund activities addressing the impact of COVID-19 through (1) Housing preservation and stabilization, (2) Housing Operator Support, (3) Housing Production and Preservation and other CDBG-CV eligible strategies that produce quantifiable new or increased services and benefits in response to COVID-19.

Through the above resolution, Oakland's Housing & Community Development Department (HCDD) has set-aside \$3,500,000 to leverage permanent affordable housing strategies, including permanent supportive housing, low- to moderate-income projects for special needs populations, as well as short- to long-term affordable housing strategies for special needs populations. This Project will provide permanent affordable housing units for the target population of individuals and households experiencing homelessness or at-risk of homelessness. This target population is by nature a special needs population and fits within the priorities of this CDBG-CV set-aside as established by HCDD.

#### 11th & FRANKLIN PROGRAM SUMMARY

11th & Franklin (Project) is an existing mixed-use retail and single room occupancy (SRO) property with two ground floor retail units that can house up to 82 SRO units. The property is located at 392 11th Street in the heart Downtown Oakland. Oakland & The World Enterprises Inc. (OAW), McCormack Baron Salazar (MBS), and Memar Properties, Inc. (MPI) (collectively, Sponsors) have entered into a Letter of Intent (LOI) to acquire the property and convert it to a service-enriched Single Room Occupancy development for people experiencing homelessness. The Project's service provider, Building Opportunities for Self Sufficiency (BOSS), has a working agreement with Alameda County Probation Department to receive recently formerly incarcerated individuals and to provide Permanent Supportive Housing for them, in a coordinated structure through the Continuum of Care for an exit to permanent housing.

The Project, currently called Travelers Hotel, is in an amenity rich area and close to several public transit stops. It was originally constructed in 1913 with an extensive renovation of the building completed in 2019. The building includes seven above-ground stories plus a full basement level for use by the SRO residents, with a total net rentable area of 28,449 square feet. The property features brand new mechanical, electrical, plumbing, heating, ventilation and air conditioning (HVAC), and elevator. Major retrofitting and seismic upgrades have been completed throughout the structure. There is a newly renovated multi-use common area and lounge on-site, that will both be converted to program space for the residents. The existing ground floor was leased to a bar and a café both of which have been closed since March and are unable to pay rent to the current owners. The ground floor will also be converted to program space for the residents.

There are two existing tenants who qualify as extremely low-income seniors at risk of homelessness; one tenant is a veteran who uses a walker. Since the building has already been rehabilitated, they will not need to be relocated. If the project receives an award and City

Council approval, the Sponsors plan to include these residents in the future tenant profile of the building. They will also receive BOSS's supportive services.

The Project Sponsors will acquire and provide housing in the existing building pursuant to the Homekey Program purpose, and in line to complete a services agreement with the Alameda County Probation Department of Public Health with respect to providing housing and supportive services for men and women from the incarcerated population being rapidly released from San Quentin and other nearby prisons and jails. OAW will act as the General Managing Partner, while both MBS and MPI will be co-administrative general partners in the ownership entity. Both MBS and MPI have significant experience developing affordable housing across the United States.

BOSS will provide services to homeless reentry adults being released from incarceration due to the coronavirus illness spread in jails and prisons who meet eligibility requirements as required by California Department of Corrections and Rehabilitation and Alameda County Probation Department. BOSS will make it a priority to serve eligible adults identified as impacted by Coronavirus. BOSS will utilize an approach adopted by the Alameda County Continuum of Care Council for identifying level of need among homeless individuals. BOSS will accept referrals from Alameda County Probation Department classified as Post Release Community Supervision (PRCS) through Tyler Supervision and entered into Homeless Management Information System (HMIS), the country's data collection system for individuals receiving services. BOSS staff will work with each resident to identify resources, address needs, and advocate on their behalf in the following areas: benefits advocacy, legal services, food assistance, financial literacy and support, and life skills. Services provided by BOSS will:

- Improve the ability of clients to secure and maintain stable permanent housing in the least restrictive and most integrated living situation appropriate to meet their needs and preferences:
- Increase and support client choice around appropriate housing;
- Ensure that clients obtain and maintain health insurance;
- Reduce client criminal justice involvement and recidivism; and
- Improve client mental health status by reducing mental health symptoms and improving daily functioning.

## **ANALYSIS AND POLICY ALTERNATIVES**

The City and its developer partners have jointly applied for \$36,569,527 in Homekey funds for the following affordable housing projects shown below in **Table 1**:

**Table 1: Affordable Housing Projects** 

Project Name	Address	Developer	Number of Affordable Units	
Clifton Hall	5276 Broadway, Oakland CA 94618	TBD	63 units (21 family shelter, 42 permanent senior housing)	
Inn at Temescal	3720 Telegraph Ave, Oakland, CA 94609	Operation Dignity and Danco Communities	22 units	
11 <sup>th</sup> & Franklin	392 11 <sup>th</sup> Street, Oakland, CA 94607	Oakland and the World (OAW), McCormack Baron Salazar (MBS), and Memar Properties	82 units	
BACS Scattered Sites: Project Reclamation	Up to 20 small sites throughout Oakland	Bay Area Community Services (BACS)	Up to 100 units	

Given the state of the current affordable housing crisis in Oakland as well as the Coronavirus pandemic, 11<sup>th</sup> & Franklin provides the perfect opportunity to become part of the solution in the mutual, local and state-wide quest to stop not only the spread of COVID-19, but also Oakland's persistent struggle to house its most at-risk and neglected citizens –its unsheltered residents.

The California Department of Corrections and Rehabilitation (CDCR) announced it will allow for the early release of up to 8,000 inmates by the end of August 2020 due to COVID-19 as outbreaks continue to flare-up across the State prison system. Successfully re-entering society after incarceration is extremely difficult, often the underlying issues that led to a person's incarceration were not addressed during their incarceration. Upon release, many formerly incarcerated persons are in need of services such as housing, health care, mental health and substance abuse treatment, employment, and education. In all likelihood, these needs existed prior to the person's incarceration and, without intervention, they continue to exist after the individual has been released. High concentrations of formerly incarcerated people tend to live in poor urban communities of color and are not evenly distributed across California communities. In Alameda County, neighborhoods like East and West Oakland have substantially higher densities of formerly incarcerated people than other parts of the county.

People returning to society after being incarcerated are deemed "inherently and disproportionately impacted" by COVID-19 according to the Homekey program. At the same time, people coming out of prison are deemed at-risk of homelessness as having been recently "institutionalized."

The service provider, BOSS (Building Opportunities for Self-Sufficiency), with Executive Director Donald Frazier, is completing a two- to six-year agreement with the Alameda County Sheriff's Department to house people being rapidly released from San Quentin and other nearby prisons and jails. As the Governor releases more and more prisoners on account of overcrowding and the escalating spread of Coronavirus in the State's prison facilities, particularly at San Quentin prison, most will be Black men. It is these men and a minority of women (reflecting the minority

percentage of imprisoned people) who will be housed in the 82 SRO single-room apartments at 392 Franklin Street, Oakland. This project is dedicated to providing housing for people who are the most impacted by COVID-19 and at extraordinary risk of homelessness.

## **FISCAL IMPACT**

**Table 2**, below, shows the allocations of City sources across Homekey applications.

Table 2:

City of Oakland Homekey Application Summary

					City of Oakland Matching Funds		
		Total	Total	Total Local	Measure KK		Housing Trust Fund -
	Total	Development	Homekey	Funds	(5331 &	CDBG-CV	Boomerang
Project Name	Units	Cost	Requested	Requested	5333)	(1005400)	(1870)
			City funds available:		7,984,255	3,500,000	5,182,725
CCA Clifton Hall	63	15,000,000	9,583,333	5,416,667	3,416,667	0	2,000,000
392 11th Street	82	21,008,581	13,836,194	7,172,387	3,517,588	2,500,000	1,154,799
Inn at Temescal	21	5,702,865	3,150,000	1,050,000	1,050,000	0	0
BACS scattered small sites	Up to 100	10,000,000	10,000,000	0	0	0	0
TOTAL	Up to 266	51,711,446	36,569,527	13,639,054	7,984,255	2,500,000	3,154,799
	City funds remaining:				0	1,000,000	2,027,926

If awarded a Homekey allocation, this project would use \$3,517,588 of Measure KK (Funds 5331 & 5333), comprised of funds that were dedicated by the City Council for the acquisition and rehabilitation of transitional housing. It is staff's understanding that the underlying bond language for Measure KK requires its use only on permanent housing, and therefore this project would both meet this standard as well as the City Council's intent of addressing the homelessness crisis through rapid housing solutions.

The Project would also use \$2,500,000 in CDBG-CV (Fund 2108; Organization 89949; Project To Be Determined-CV), which has the same purpose as Homekey of providing housing solutions for people experiencing homelessness or those at risk-of homelessness and therefore at risk of COVID-19.

The Project would also use \$1,154,799 from the Housing Trust Fund (1870), specifically from "boomerang" funds.

With this upfront City subsidy investment of \$7.2 million, or \$87,500 per unit, the City would leverage over \$13.8 million in Homekey funds. That is \$1.93 in Homekey for every \$1.00 of local capital subsidy. At the cost of \$87,500 of City subsidy per unit, the City is securing immediate housing solutions at a lower cost than most direct acquisition strategies.

## **PUBLIC OUTREACH / INTEREST**

The commercial neighborhood of this former hotel, located in the center of the city, is dominated by office buildings, banks, parking garages, a hotel, small businesses, eateries and markets, including those in the nearby Chinatown district. The Sponsors' outreach has been concentrated on the population of people who will live in the units: formerly incarcerated persons.

The Sponsors have secured letters of support from the Alameda County Probation Department and Healthcare Services Agency confirming readiness to release and support the housing and supportive services needs of over 80 formerly incarcerated people to live at the Project, under agreements with their service provider, BOSS, Building Opportunities for Self-Sufficiency. This housing fills the urgent need for housing people being rapidly released from San Quentin and other prison and jail facilities on account of COVID-19.

## **COORDINATION**

The Homekey application required close collaboration between HCDD, the Community Housing Services division of the Health and Human Services Department, and the Planning & Building Department. This report and legislation were prepared in coordination with the Office of the City Attorney and the Budget Bureau.

#### PAST PERFORMANCE, EVALUATION AND FOLLOW-UP

The Sponsors will create a limited partnership specific to the Project.

Oakland & the World Enterprises, Inc. (OAW), Memar Properties, Inc. (MPI), and McCormack Baron Salazar (MBS) have all worked on City of Oakland projects that have been awarded City funding through HCDD. In the current pipeline, OAW, MPI, and MBS are jointly developing 7<sup>th</sup> & Campbell, which will provide 80 units of affordable housing and commercial space. On December 18, 2017, City Council approved \$801,900 in funding for project 7<sup>th</sup> and Campbell, from the Measure KK Housing and Infrastructure Bond (Fund 5331). The City Council also approved \$1,613,000 in additional funding on January 21<sup>st</sup>, 2020 for the 7<sup>th</sup> and Campbell project from the Affordable Housing Trust Fund (Fund 1870).

BOSS, the Project's service provider, has a strong track record with the City of Oakland of providing a full spectrum of services to the recently incarcerated across the Bay Area. Today BOSS operates across Alameda County, with programs in Berkeley, Oakland, San Leandro, and Hayward that fight against poverty and inequity, serving over 3,000 individuals and families each year. BOSS has created Neighborhood Impact Hubs in West, Downtown, and East Oakland that employ violence impacted and justice involved Cultural Influencers to motivate and support their communities. Impact Hubs provide on-site education, training and employment services, housing/rental assistance, access to health and mental health care, community healing, peer mentoring, and micro-grants to support neighborhood projects. In the last year BOSS brought 15 reentry beds online in East Oakland, 7 affordable units in San Leandro, and we are working with property owners and city officials to find the funding needed to master lease another 200 units of housing in West, Downtown, and East Oakland.

## **SUSTAINABLE OPPORTUNITIES**

**Economic:** This Project will generate some professional services and ongoing property management jobs in Oakland. As discussed in the Fiscal Impact section above, the Project also leverages significant State funding towards the acquisition of the Property.

**Environmental:** The Project entails acquisition of an already existing building in very good condition. This building is move-in ready and seismically upgraded. The proposed project is very well connected to public transit which enables residents to reduce dependency on automobiles and further reduce any adverse environmental impacts of development. The proposed site has a 99 Walk Score, is a 2-minute walk from the 12<sup>th</sup> Street Bay Area Rapid Transit (BART) station, and 10 minutes from Lake Merritt. There are a substantial number of Alameda-Contra Costa (AC) Transit buses stopping on all four corners of the intersection. Nearby China Town provides all needed resources, from fresh fruit to fresh fish stores, acupuncture, medical offices, and employment offices.

Race and Equity: 11<sup>th</sup> & Franklin will promote social, racial and health equity by providing permanent supportive housing to Oakland residents experiencing chronic homelessness. City data shows that 70 percent of people experiencing homelessness in the city are African American – far higher than their 24 percent share of the Oakland population. African Americans are also disproportionately impacted by COVID-19. Providing permanent housing to these atrisk individuals promotes racial, social, and health equity for the City of Oakland. Reducing homelessness and providing supportive housing to Oakland residents achieves greater social equity and is important to the long-term health of the city. Social equity is built through Housing First principles in service delivery which includes: case management, mental health services, substance abuse services, primary health care services, employment, financial literacy and support, life skills, legal services, child and family assistance, benefits advocacy and food assistance.

The proposed project will serve the reentry population in Alameda County, California – specifically, the neighborhoods of South Berkeley, West Oakland, East and Deep East Oakland, Ashland/Cherryland, and South Hayward, which have the highest densities of formerly incarcerated individuals and the highest concentrations of poverty, crime, violence, and health/housing inequities due to decades of disinvestment, redlining, racially biased justice policies, and neglect. Over 80 percent of the Alameda County probation/parole population scheduled for release are residents of Oakland, which has been designated by the California Department of Corrections and Rehabilitation as a High Intensity Drug Trafficking area, with a 51.5 percent recidivism rate and one of the highest violence and property crime rates (20 percent and 66 percent, respectively) among California cities. Among the 13,000 individuals in the County's reentry population, 75 percent are African American, 8.3 percent Hispanic, 2.7 percent Asian/Pacific Islander, 7.5 percent Multi-racial; 81 percent are male, 19 percent female. The most recent data from the State of California Department of Corrections and Rehabilitation are that 28.5 percent of California's male prisoners are Black (compared to being only 5.6 percent of the State's adult male population), a rate of over 4,000 per 100,000. The next largest incarcerated population, Latino men, are just over 1,000 per 100,000.

According to the Alameda County Public Health Department's recent report, this population of returning citizens also reflects Oakland's demographic disparity in COVID-19 infections, where the Latinx population has 261 incidents of COVID-19 of 100,000, and Blacks 130 of

100,000. This is further reflected in the fact that low-income zip codes in Oakland, mostly composed of Blacks and Hispanics, had 4.5 times the COVID-19 infection rates as high-income neighborhoods: 78 cases per 100,000 versus 17 per 100,000. The COVID-19 pandemic has exacerbated existing community needs and inequalities. In many communities, homelessness was already experienced disproportionately by race and other protected classes and persons experiencing homelessness are at increased risk of infection and death due to COVID-19.

# **CALIFORNIA ENVIRONMENTAL QUALITY ACT (CEQA)**

Under Assembly Bill 83 (2020), there is a statutory exemption from the California Environmental Quality Act (CEQA) for activities funded by Homekey (Health & Saf. Code, § 50675.1.2.). The CEQA exemption may apply when Homekey funds—which consists of \$550 million from the State's direct allocation of the federal Coronavirus Relief Fund (CRF) and \$50 million from the state General Fund—are used to provide housing for those who are impacted by the COVID-19 pandemic and experiencing homelessness or at risk of homelessness (Health & Saf. Code, §§ 50675.1.1, 50675.1.2; Homekey Program 2020 Notice of Funding Availability (Homekey NOFA), sec. 100.).

The City plans to use the CEQA exemption provided through the Homekey program. This project fits within the Homekey exemption parameters as an existing facility that will be used to provide housing for individuals experiencing homelessness. The acquisition and conversion of an existing facility at a site that is currently fully developed in an urban and residential neighborhood will not have a significant impact on the environment and is exempt from environmental review.

The City of Oakland Planning & Building Department has filed a Notice of Exemption for the project under Homekey.

## **ACTION REQUESTED OF THE CITY COUNCIL**

Staff Recommends That The City Council Adopt A Resolution:

- (1) Authorizing The City Administrator To Apply For, As A Local Agency Partner, Up To \$13.84 Million Of Funds From The California Department Of Housing And Community Development Under The Homekey Program (Homekey Funds);
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- (4) Awarding A Grant Agreement To Development Partner, In An Amount Not To Exceed \$21.01 Million, To Acquire And Rehabilitate 392 11th Street.

For questions regarding this report, please contact Shola Olatoye, Director of the Department of Housing and Community Development, (510) 238-3714, Solatoye@oaklandca.gov.

Respectfully submitted,

SHOLA OLATOYE

Director, Department of Housing & Community Development

Prepared by:

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