

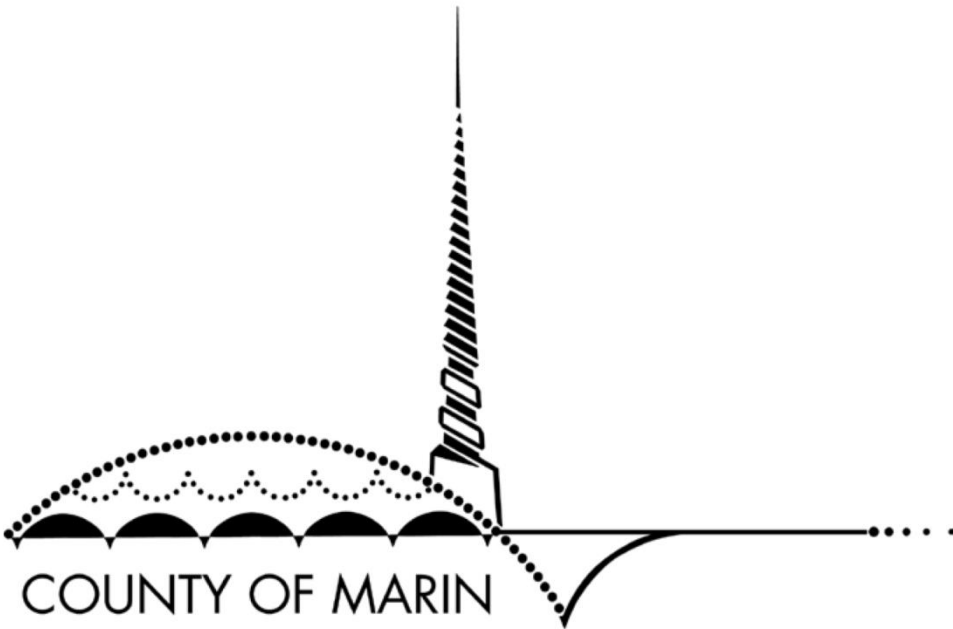
2017-2018 MARIN COUNTY CIVIL GRAND JURY

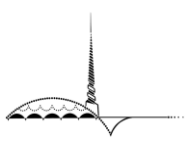
Golden Gate Village

The Clock is Ticking

Report Date: May 17, 2018

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Golden Gate Village: The Clock is Ticking

SUMMARY

Golden Gate Village (GGV) is Marin County's only family public housing, serving approximately 700 residents. The U.S. Department of Housing and Urban Development (HUD) has failed to provide funds necessary for the upkeep of these residences and as a result they have significant issues with deferred maintenance. The people living in this housing project suffer from a unique trauma stemming from multiple sources, including poverty, living conditions in these communities, a high level of unemployment, a mistrust of public policy, and a fear of displacement.

Resolving these issues at GGV is imperative for Marin County. The GGV community has historic importance and Marin has no other options for these tenants given the scarcity of affordable housing in the County. A recent study by the organization *Race Counts* judged Marin as the least diverse county in California.¹ Keeping this community intact and helping it to thrive is both the right thing to do for this community and would act as a template for other underserved communities in Marin.

Community engagement consultants were hired in 2015 to convene discussions with the Golden Gate Village and Marin City residents regarding the best way to revitalize GGV. As a result of these conversations, in 2017, CVR Associates, an experienced consulting firm, was hired to study the issues and recommend a course of action. They proposed an approach to attract capital via a public/private model that would add new buildings, including additional low-income housing units and market-rate units. This approach proposed a blueprint to create a sustainable financial model to support the upkeep of GGV going forward. A major objective of the consultants' approach is to ensure that no tenants in good standing are displaced from the GGV property while their homes are rehabilitated. The Marin County Civil Grand Jury supports the consultants' recommendation, although the financial risks of this approach have not been entirely resolved.

Equal in importance to the physical rehabilitation is understanding and reacting to the trauma in the community. A lack of trust, along with a resulting inability to work with public authorities, has created bottlenecks in getting agreement on a mutually acceptable plan to move forward. A program to address trauma in the community must work in concert with the physical rehabilitation.

Through the hiring of the consultants and endorsement of their proposal, the Marin Housing Authority Board has begun to address the GGV issues; however, the County now faces a situation that is very time sensitive as the buildings face increasing problems caused by deferred maintenance. In a 2016, according to a survey conducted by an independent third-party, which polled 213 of 296 households, 57% of the GGV residents stated they wanted a "new unit with

¹ ["Marin County ranks the 1st most racially disparate county in California"](#). *Race Counts Project*. Accessed 15 Apr. 2018.

modern design and appliances," and in January 2018 the MHA Board of Commissioners approved seeking a development partner for the GGV revitalization. However, mistrust and communication issues with some residents have delayed, and continue to delay, a course of action. The Board needs to focus on this issue as it is at a critical stage.

Given the financial risks of the consultants' approach, the County should be prepared with alternatives if the capital needed for this approach cannot be raised. Given the clear and documented physical deterioration of the buildings, the clock is ticking.

BACKGROUND

History

The history of Golden Gate Village begins in World War II when demand for housing to support workers building ships at the Sausalito shipyards led to the establishment of Marin City.² Following the war, a working class, mostly African-American, community remained in Marin City. As Marin City housing was built quickly, with the intent that it would serve only an interim purpose during the war, it began to deteriorate.

The community was consequently trapped in substandard housing. Adding to their problems, African Americans were excluded from many areas of the County through formal and informal covenants. In an attempt to provide more adequate housing for this community, a 300-unit public housing project was constructed in 1960 for low-income families living in Marin City.

In an attempt to counteract the exclusionary atmosphere that African Americans found in many areas of the state, the Rumford Fair Housing Act was passed in 1963 by the California Legislature to help end racial discrimination by property owners and landlords who refused to rent or sell their property to "colored people."³ The following year, a citizens' initiative, California Proposition 14, was sponsored by the California Real Estate Association. It made an attempt to counteract the Rumford Act by stating:

Neither the State nor any subdivision or agency thereof shall deny, limit or abridge, directly or indirectly, the right of any person, who is willing or desires to sell, lease or rent any part or all of his real property, to decline to sell, lease or rent such property to such person or persons as he, in his absolute discretion, chooses.⁴

Proposition 14 passed with 65% support (52% in Marin). The U.S. Supreme Court later held that Proposition 14 was invalid because it violated the equal protection clause.⁵ The proposition was finally repealed by Proposition 7 in 1974.⁶

² "[History of Marin City.](#)" [Marin City Community Development Corporation](#). 2015.

³ "[The California Fair Housing Act/The Rumford Act \(1963-1968\).](#)" [BlackPast.org](#). Accessed 15 Apr. 2018.

⁴ "[California Proposition 14 \(1964\).](#)" [U.C. Hastings California Ballot Propositions and Initiatives](#). Accessed 16 Apr. 2018.

⁵ "[Mulkey v. Reitman.](#)" 64 Cal. 2d 529 (1966)

⁶ "[California Proposition 14 \(1964\).](#)" [Wikipedia](#). 25 Dec. 2017. Accessed 16 Apr. 2018

Structure and Physical Conditions

Maintenance for public housing properties is provided by grants from the U.S. Department of Housing and Urban Development. In Marin, and across the country, maintenance budgets have historically been dramatically underfunded, causing public housing projects to accumulate significant deferred capital needs. By law, public housing projects are required to conduct Physical Needs Assessments (PNA) every five years. These assessments of GGV have shown substantial problems with deferred maintenance for many years. The last such assessment for GGV, conducted in 2015, showed upwards of \$16 million in immediate capital needs required to bring the property to minimum HUD standards, with approximately \$63 million needed in ongoing years.⁷ The PNA didn't include certain code and energy improvements that would be required if major renovations were to begin. It also doesn't consider the phasing of a major renovation which would need to occur over a period of time in order not to displace residents. These numbers must be taken in the context of a capital improvement budget of approximately \$800,000 per year for all of the properties managed by Marin Housing Authority. It is projected that the funds available for capital improvements at GGV in 2018 will be less than \$200,000, and thus completely inadequate to address the problem of deferred maintenance, which inevitably would result in units no longer being habitable.

Golden Gate Village is important to Marin County. Due to the high cost of housing in Marin, it is the only affordable family housing available for its residents. While efforts to find a solution to the problems of GGV began almost 10 years ago, progress has been slow. Currently, the Marin Housing Authority, based on the recommendations of their consultants (discussed below), has undertaken a search to find a developer who would take on the project of revitalizing GGV.

With these factors in mind, the Grand Jury decided to investigate whether the current efforts at GGV would be sufficient to save this important part of the Marin community.

APPROACH

In investigating the condition of the GGV buildings and the plans for renovation, the Grand Jury:

- Toured the site.
- Attended public meetings of the Board of Supervisors and the Marin Housing Authority.
- Interviewed members of the Marin Housing Authority staff, its Board, and residents of GGV.
- Read the CVR consultants' report on renovation alternatives.
- Attended meetings between the CVR consultants and residents and meetings of the Marin Housing Authority board regarding the renovation.

⁷ ["EXPLORING REVITALIZATION OPTIONS AT GOLDEN GATE VILLAGE."](#) *The Golden Gate Village Community Working Group.*

In investigating the relationship between GGV residents and the Marin Housing Authority, the Grand Jury:

- Interviewed residents of GGV, Marin Housing Authority staff, and members of the Marin Housing Authority board.
- Spoke with representatives of organizations in other locations that had faced the problem of community trauma and its accompanying mistrust in Public Housing renovation projects.
- Spoke with representatives of non-governmental organizations that provide various services to GGV residents.
- Interviewed other organizations that have been involved in similar projects.

DISCUSSION

Finding Solutions

With an understanding that the needs of GGV could not be met within the current framework of HUD funding, the Marin Housing Authority established an Advisory Board in 2009.⁸ This Advisory Board included members of the housing authority as well as residents of GGV. The Advisory Board came up with Guiding Principles, which were later used by the Community Working Group as a foundation:

- Protect Existing Residents – adopt resident protection mechanisms and use them throughout the process;
- Economic Sustainability – maintain a focus on development of resident skills and access to good jobs and enhanced connections to job training and employment opportunities in growth areas and industries;
- Assure Resident Participation – throughout the Planning and Revitalization Process. Inclusion means representation and participation through resident outreach, engagement, and involvement with decision-making bodies at meetings;
- Preserve Historic Marinship Heritage – preserving Marin City’s unique heritage should occur through inclusion in design (e.g., art, architecture, infrastructure, naming and signage, etc.) and through facilities (e.g., kiosks) that teach about the area’s unique history as a manufacturing hub and home to a vibrant African-American community, and doing this throughout the process is critical to achieving this goal and must be a priority in any revitalization process;
- Promote Open Space – play spaces, communal spaces, and green spaces allow community members to bond and develop relationships that lead to greater inclusion and

⁸ ["REQUEST FOR PROPOSAL \("RFP"\) FOR PUBLIC HOUSING REVITALIZATION FEASIBILITY ANALYSIS"](#). *The Housing Authority of the County of Marin*. 14 Oct. 2016

vibrancy. These open spaces must be accessible, accommodate a variety of uses, and be conducive to building community; and

- Collaborate with the Marin County Community to Expand Economic Development and Job Training/Education Opportunities for Residents – any efforts should ensure that opportunities created lead to sustainable jobs in growth industries. Expanded economic development, job training, and education opportunities must create pipelines to growth industries and relevant education pathways.

In 2015, the Marin Housing Authority established a broad-based Community Working Group to further engage community partners and residents in a process to identify revitalization options. A series of meetings over the next year led to two options for this revitalization:⁹

Option 1 proposed an historic rehabilitation of the site as it exists today at GGV. It also considered the incorporation of several advanced green technologies, as well as a change in operations to a Community Land Trust model, and the provision of jobs and training programs for residents through the introduction of an affiliated Manufacturing Hub.

Option 2 proposed a mixed-income redevelopment of the GGV site, with a one-for-one replacement of existing Marin Housing Authority units with additional income diversity through the introduction of market rate and other affordable unit types. This concept shared the desire to introduce additional environmental and social goals found in Option 1, but anticipated the Marin Housing Authority's continued involvement in the ownership and management structure of the redeveloped site.

As a next step in moving this process forward, a task force was formed with the charge of procuring a Revitalization Feasibility Consultant to assess these options. In May of 2017, the task force selected CVR Associates to carry out this assignment and in December of 2017, CVR issued a draft report on its findings.¹⁰

The CVR Associates Recommendations

CVR Associates, Inc. is a national consulting firm specializing in public and affordable housing. Their engagement was to analyze the feasibility of a number of scenarios for the revitalization of GGV. In order to carry out this analysis, CVR was joined by CSG Advisors, a leader in public real estate and housing finance, and the Rothschild Doyno Collaborative, a national architectural and urban design firm.

CVR Associates agreed with the 2015 physical needs assessment and reported a substantial need for physical improvements at GGV. However, with the move of the federal government from the public housing model toward a model that involves a public/private partnership of low-income housing, it was clear that a GGV renovation would need to come from such an arrangement.

⁹ [Ibid.](#)

¹⁰ ["Revitalization Feasibility Assessment."](#) CVR Associates, Inc. 9 Jan. 2018. Accessed 15 Apr. 2018.

Through discussions with a number of stakeholder groups, including the GGV Resident Council, Marin Community Foundation, Marin City Community Services District, Marin Community Development Agency and others, CVR considered six scenarios for revitalization based on the two options created by the Community Working Group.¹¹ Two of the six scenarios were deemed feasible and were analyzed further. These scenarios were informed by an analysis of economic, social and physical aspects of the community and its residents and relied upon the Guiding Principles developed in 2009 by the Marin Housing Authority and its advisory board, as discussed above.

The CVR analysis found that the challenges of GGV are not dissimilar to those of other public housing projects across the country, but GGV possesses attributes that do not exist in many places, including that of a beautiful location, historically significant buildings, and enough land to add additional structures. Together, it is thought that these attributes should allow the project to attract an experienced developer along with sufficient investment to create a sustainable future for the site.

Under both scenarios, the current public housing stock would be converted to low-income housing through a Rental Assistance Demonstration (RAD) conversion.¹² In RAD, units move to a site-based Section 8 platform with a long-term contract that, by law, must be renewed.¹³ This ensures that the units remain permanently affordable to low-income households.

Scenario A contemplated a comprehensive green rehabilitation and RAD conversion of the site. In this scenario the original structures would remain intact and restored. All units and systems would be brought to modern standards and all residents in good standing would be given the right to return to the completed site after vacating the premises during construction. To facilitate this scenario the RAD conversion allows for the use of private capital.

Scenario B envisioned a partial redevelopment, project-based vouchers, and RAD conversion. This scenario would largely preserve the existing site, replacing some of the existing structures with new buildings that would be designed to preserve the architectural integrity of the site. In addition, Scenario B contemplated new units to accommodate a mixture of incomes on the site and a mixture of site uses. A key feature of this scenario is that the new buildings would allow existing residents to remain on site during the redevelopment, eliminating the need for relocation away from GGV during this period.

After a comprehensive analysis of the two scenarios, CVR concluded that Scenario B would present the most viable option for the Marin Housing Authority to maintain GGV for its current residents. Due to the extensive construction required for the renovation, some residents would not be able to remain in these buildings during this time. Key to this recommendation, then, is the fact that Scenario B would incorporate additional units as a first step in the rehabilitation of the property, allowing the first phase of residents to move into these units while the old buildings

¹¹ [Ibid.](#)

¹² [“Rental Assistance Demonstration Conversion Guide for Public Housing Agencies.” U.S. Office of Housing and Urban Development.](#) Accessed 15 Apr. 2018

¹³ [“https://en.wikipedia.org/wiki/Section_8_\(housing\)”](https://en.wikipedia.org/wiki/Section_8_(housing))

are renovated. This would resolve the often-expressed concern of current tenants that the project would force them out of the community. Additionally, this scenario allows a greater ability to raise capital from a variety of sources, and CVR believes that it would preserve the historical significance of the buildings.

Unlike Scenario A, Scenario B envisions a change to the social dynamics of the property through the introduction of mixed incomes and mixed uses of the location. However, it was not felt by CVR that any scenario that maintains the precise configuration of GGV as it currently stands would be financially feasible. CVR encouraged the Marin Housing Authority to form partnerships with public and private partners to use new construction to create programs, such as job training and education, which would have a positive impact on the community and help to correct the disparities that exist between this community and the rest of the County.

On January 19, 2018, the Marin Housing Authority Board approved Scenario B and authorized staff to search for a developer who would work on a detailed plan for the property, including a plan for financing the development.

The financial commitment required to carry out Scenario B is substantial. As described by CVR, this project has a total projected cost of \$158,541,092. CVR identifies \$139,686,978 of potential available funding, leaving a gap of almost \$19,000,000. In addition to the problem of this gap, the funding projected in the CVR financials may be difficult to obtain. RAD conversions are competitive, and limited in number. Also, another part of the financing package, Low Income Housing Tax Credits (LIHTC) has lost value with the revisions to the tax code that took effect in 2018.¹⁴ A potential financing package envisioned by CVR, proposed before the 2018 tax legislation, is as follows:

Proposed Funding Sources

Source Type	Amount
LIHTC Equity	\$59,680,429
Conventional Loan	\$38,256,748
Deferred Fee	\$8,900,547
Marin Housing Authority Seller Note	\$32,849,252
Total	\$139,686,978
Cost of Rehab	\$158,541,092
Gap	(\$18,854,114)

The substantial gap projected by CVR, as well as these other financing risks, will need to be addressed before construction can begin. It is likely that additional sources of funding will need to be identified.

¹⁴ Wogan, J.V. "[Affordable Housing Shortage Expected to Worsen Under New Tax Law.](#)" *Governing*. 21 Feb.2018.

Historic Designation

The GGV public housing complex is the work of Frank Lloyd Wright disciple Aaron Green, nationally known Modernist architect John Carl Warnecke, and Marin's own renowned landscape architect, Lawrence Halprin.

It was nominated for national historic status by the GGV Residents' Council.¹⁵ This status was granted by California's Office of Historic Preservation Department of Parks and Recreation on July 28th, 2017, after CVR had begun its assessment. This designation brings specific considerations to any future physical activity on the site, which may limit the Marin Housing Authority's options for repairing and maintaining the 57-year-old structure.

Mistrust

The relationship between the residents of GGV and the Marin Housing Authority has been contentious for some years. The long process of finding an acceptable solution to the physical state of the buildings has created strain in the community. At the same time, the GGV community is aware that the demolition of many housing projects across the country resulted in the dispersal of the established communities that lived in those projects. This situation has created a profound level of distrust as regards the ultimate intent of the Marin Housing Authority for the buildings. Residents question whether the promise that the Marin Housing Authority will retain residents on site can be believed despite the efforts that have been made by the Marin Housing Authority and the County to reassure them. Mistrust of public housing authorities by those in housing projects in the United States is widespread and understandable given the history of public housing conversion projects.¹⁶

Within this context, the residents of GGV have heard many promises made by the Marin Housing Authority that sound very much like promises made during other revitalization projects of HUD properties and expect to be treated in the same fashion. To an individual with a tenuous hold on living arrangements in Marin County, displacement means a very real risk of being forced to leave the County.

The Marin Housing Authority's intention is to build new units on the existing property, move residents to the new units and after renovation allow them to return to the renovated units if they wish or stay in the newly created units.

The Marin Housing Authority appears earnest in its goal. However, examining this more deeply, some residents may be displaced, and, in order to move toward an atmosphere of trust at GGV, it is incumbent upon the Marin Housing Authority to be completely transparent about these displacements. Here are some possible examples:

- Residents not in "good standing." This term has no specific definition. The Marin Housing Authority responded that good standing is "typically defined around the country

¹⁵ Halstead, Richard. "[Marin City: Historic status granted to housing development.](#)" *Marin Independent Journal*. 22 Sep. 2017.

¹⁶ Zmortice. "[When public housing goes private.](#)" *Curbed*. 28 Sep. 2016.

as someone who has not had an eviction judgment entered against them.” So, by this definition any resident who has a judgement entered but is still living in GGV will be displaced.

- Residents who are not legally entitled to be there. The lease provided by the Marin Housing Authority specifically states that the Marin Housing Authority must approve any additional persons staying in the unit. Under the lease Section F subsection i. “Tenant agrees to wait for Marin Housing Authority approval before allowing additional persons to move into the Dwelling Unit. Failure to comply with this provision is a serious and material violation of this Lease and grounds for termination of the Lease and eviction.” Common situations occur where friends need a place to stay, or a resident develops a relationship and allows the other person to share the unit. These non-approved residents will be displaced and may put the entire household that was approved at risk of being considered not in “good standing”.
- Residents who are over-housed, a term describing a resident who at one time needed a larger unit but no longer needs this unit, will most likely not be able to return to a larger unit. Example: A family of five is placed in a three-bedroom unit. Many years later the children are grown and move out. The older couple is now “over-housed” since a two-person household does not qualify for a three-bedroom unit.

Beyond the physical structure, an effort must be undertaken to mitigate the mistrust between the Marin Housing Authority and the residents of GGV.

Mistrust is a common problem whenever groups of people interact toward a goal. One sees it in companies between management and union, between supervisors and employees, and even between the shipping department and manufacturing. One sees it in Marin public life between planning commissions and residents, and between neighbors. Because mistrust is endemic in our society, a number of nationwide groups have developed the expertise to address these issues and work to mitigate them. The Grand Jury recommends that one of these groups be engaged to actively work on breaking the cycles of mistrust that exist at GGV. A relatively small investment will be required to engage such a group and this would yield great dividends. As a first step, a binding resolution of the Marin Housing Authority that defines the right of residents to remain in the complex and the nature of good-standing would be productive.

Focus by Leadership in Marin County

The deteriorating conditions at GGV have been documented for many years. The PNA assessments in both 2010 and 2015 make that clear. Other readily available benchmarks, such as school achievement¹⁷ and health statistics,¹⁸ make it clear that the social issues discussed in this report are by no means new, but have been developing for some time. While discussions have taken place since the 2009 Advisory Board, it is now 2018 and a developer, who will begin to move the project forward, has yet to be chosen.

¹⁷ Brenner, Kerry. “[Marin student scores dip in state test.](#)” *Marin Independent Journal*. 27 Sep. 2017.

¹⁸ Prado, Mark. “[Marin City health issues discussed at state forum.](#)” *Marin Independent Journal*. 28 Sep. 2017.

The problems remain:

- The time frames may be inadequate to save the GGV infrastructure.
- This initiative does not address the mistrust between the County and the residents.

The deferral of needed maintenance over such a long period has created an imperative to begin the new construction envisioned by Scenario B as soon as possible. While approval to hire a developer was given in January 2018, as of the date of this report the only progress has been the issuance of three Requests For Proposals (RFP) for consultants to help in the project. The pace for this phase of the project is consistent with other actions that have been taken extending back to the initial convening of the first Working Group in 2009. It is the opinion of the Grand Jury that the entire rehabilitation project for GGV needs to be accelerated so that construction can be completed before the buildings lose living space due to uninhabitable apartments.

The mistrust issues are clearly difficult but necessary to tackle. Thus far, numerous agents of County government and the non-profit community have tried to address aspects of the issue. However, there has not been a focused effort specifically aimed at addressing the issues of this community in order to define them and coordinate a response. Accelerated attention from the most senior levels of County government is required.

These issues do not belong to GGV alone. The attention referred to above can serve as a model to address the problems of other underserved communities in the County.

Doing Nothing is Not an Option

One thing is clear to this Grand Jury: Left in place with only remedial action, the GGV structures will continue to deteriorate over time and an ever-increasing number of units will become uninhabitable. Opponents to action must understand that this scenario will lead to the inevitable demise of GGV, thus leaving the residents no option but to relocate, with such relocation almost certainly being outside of Marin County.

Potential Model to Emulate: Hope SF

The problems at GGV have occurred in other public housing projects around the country. The transfer of federal to local/private responsibility has been difficult. One example of that transition that seems to be working is geographically close to Marin. The City of San Francisco, through a combination of strong central leadership and focus, has created a template that might be quite useful for Marin to investigate and emulate.

In 2005, a study documented that the San Francisco Housing Authority needed to invest \$267 million for deferred maintenance of its public housing. The Federal Government was only providing \$16 million annually for capital needs. Community leaders realized they needed to provide their own solutions, which led to the establishment of Hope SF.¹⁹ Hope SF was initiated based upon a citizens' task force convened by the Mayor and Board of Supervisors to create a

¹⁹ "[HOPE SF](#)." *HOPE SF Initiative*. Accessed 15 Apr. 2018.

new model for rebuilding and sustaining public housing. To initiate action, the Mayor and BOS authorized \$95 million of bond funding to launch Hope SF. The organization focused on five public housing developments in San Francisco. The goals were to:

- Build superior housing. The phased approach here is intended to create mixed income communities while minimizing the disruption of the lives of current residents during construction. The phased construction would allow current residents the ability to stay in the community during construction and be moved into the new units.
- Enhance the lives of existing residents. This effort included helping in the development of community leadership. Hope SF also spearheaded a high-level city agency partnership of public and private and charitable resources to provide and fund community services (Hope SF Partners). On-site service connectors help residents connect to city services. Additionally, Hope SF provides job training at the sites.
- Serve as a catalyst for improving the surrounding neighborhood. By replacing the current public housing sites with mixed income housing, the community will attract more businesses, improve transportation, and provide other resources. Hope SF also has partnered with the Unified School District to improve schools.
- Advance knowledge in the field nationally about best practices in public housing and community development. Hope SF is leveraging all available research and collaborating with experts in the field to continue to undergo continuous evaluation.

The first of the redevelopment projects was at Hunters Point. Announced in 2004, the project was started in 2007 (jumpstarted by the aforementioned \$95M). Groundbreaking was in 2010 with the first 107 units opened in 2013. The second phase opened recently. Each of the 267 public housing units in the old Hunters View have been replaced. Sixty-four percent of the former residents have opted to move back in (the typical percentage across rebuilt housing projects around the country is 15%). Other San Francisco rehabilitations are to follow. In addition to the physical structures, significant community services have been established, along with enhanced community involvement.

The takeaways for Marin are that the issues it faces for public housing and the communities that housing serves are complex and need specific attention. In San Francisco those issues were taken on at the highest levels of leadership and included a financial commitment as well as an organized, focused commitment to the related problems in those communities.

FINDINGS

- F1. The buildings at GGV have suffered from a severe accumulation of deferred maintenance due to lack of sufficient funding from HUD for decades.
- F2. The buildings and systems are deteriorating and may eventually require wholesale replacement if there is no intervention.
- F3. A scenario for development (Scenario B) has been created by CVR Associates and approved by the Marin Housing Authority Board of Commissioners.
- F4. The CVR scenario relies upon a RAD conversion, which is a competitive application, for which the likelihood of success is unknown and with current planned budget cuts likely to be highly sought after by many public housing agencies.
- F5. The CVR Associates scenario has substantial financial uncertainties and identifies at least a \$19M gap even if successful.
- F6. GGV is vital to Marin County based upon historical significance and the fact that it is the only family public housing in Marin.
- F7. Marin has been declared the least racially diverse county in the State.
- F8. GGV is part of Marin City, one of the more racially diverse areas in Marin.
- F9. Given current housing trends in Marin it is unlikely that residents would be able to relocate in the County if GGV is gone.
- F10. There is a fear of displacement by some residents of GGV stemming from a mistrust of public programs and a history of failure in other communities for public housing.
- F11. The efforts of SF Hope provide a model for a successful revitalization that Marin can use in its own efforts.
- F12. The success of SF Hope was based on the establishment of a mayoral office appointee to work in concert with the San Francisco Housing Authority in order to coordinate rehabilitation of these communities.
- F13. The County's leadership has shown a lack of urgency as regards the deteriorating property at GGV.

RECOMMENDATIONS

- R1. Within 90 days, the Marin Housing Authority should create and communicate an accelerated timeline, against which progress can be measured, for the rehabilitation of GGV based upon approved Scenario B. This timeline should include milestones for the selection of a developer, the completion of a development plan, a plan for funding, the submission of a RAD application, and the beginning of construction.

- R2. Within six months, the Marin County Board of Supervisors should appoint and empower a coordinator independent of the Marin Housing Authority to lead the efforts to improve GGV in conjunction with the Marin Housing Authority and other agencies. These would include the physical construction and social programs at GGV as well as the coordination of public and private resources.
- R3. The Marin Housing Authority should proceed to develop alternative financial plans, as the RAD conversion and other aspects of the plan envisioned by the consultants carries great risk in terms of financial execution.
- R4. The Marin County Board of Supervisors should proceed immediately to engage an established firm with experience in resolving mistrust issues who can work to create an atmosphere of trust between the residents of GGV and the Marin Housing Authority.
- R5. The Marin County Board of Supervisors, in conjunction with the Marin Housing Authority and GGV residents, should develop high priority programs that go beyond the housing needs of the community. These include job programs, a strong commitment to youth in the area, and help in establishing local leadership on issues that involve the GGV community.
- R6. Although there are provisions in the law, and assurances in the plan to provide certain rights to tenants, the Marin Housing Authority should pass a binding resolution addressing GGV tenants' rights to remain in GGV during and after renovation and what it means to be a tenant in "good standing."
- R7. MHA should develop HUD compliant but compassionate best practice programs to assist residents in resolving the issues such as being over-housed, off-lease, or in rent arrears to minimize displacement as GGV residents transition to new housing.

REQUEST FOR RESPONSES

Pursuant to Penal code section 933.05, the grand jury requests responses as follows:

From the following governing bodies:

- County of Marin (R2, R4, R5)
- Marin Housing Authority (R1, R3, R4, R5, R6, R7)

The governing bodies indicated above should be aware that the comment or response of the governing body must be conducted in accordance with Penal Code section 933 (c) and subject to the notice, agenda and open meeting requirements of the Brown Act.

Note: At the time this report was prepared information was available at the websites listed.

Reports issued by the Civil Grand Jury do not identify individuals interviewed. Penal Code Section 929 requires that reports of the Grand Jury not contain the name of any person or facts leading to the identity of any person who provides information to the Civil Grand Jury. The California State Legislature has stated that it intends the provisions of Penal Code Section 929 prohibiting disclosure of witness identities to encourage full candor in testimony in Grand Jury investigations by protecting the privacy and confidentiality of those who participate in any Civil Grand Jury investigation.