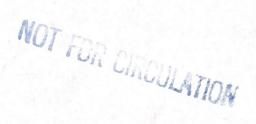


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OAKLAND RESIDENTIAL AREA ANALYSIS a quality evaluation by census tracts

July 1956

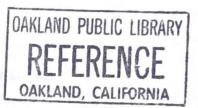




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Statistical data for this report was prepared by Bernard D. Gross



OAKLAND RESIDENTIAL AREA ANALYSIS

Introduction

Oakland is officially launched on an urban renewal program having as its objective the improvement of living conditions in the city. In order that we may know the size of the task before us, the Planning Commission has undertaken an analysis of Oakland's residential areas. Logic dictates such a study when the City embarks on a new program. There are the further reasons that a "neighborhood analysis" is a Federal requirement as part of the "workable program", and a part of the Oakland Master Plan now being prepared by the Commission.

Method

In order to complete the analysis within reasonable limits of time and money, it was necessary for the planning staff to develop a method which would make the maximum use of existing data. Reviewing experience in other American cities and combining it with more specific knowledge of Oakland, it appeared that certain indicators of trouble could be identified. While any one of these indicators alone would not necessarily mean blight is in a neighborhood, the presence in combination of any substantial number of them would invariably reveal a substandard or, in the language of the urban renewal legislation, a "blighted neighborhood." There are many such indices. It was necessary for the planning staff to select a group which would give a reasonably complete and well-rounded picture, and upon which complete and reliable information was readily available. After careful study the following indices were chosen and grouped in three categories:

A. Building and site characteristics

- 1. Percentage of residential lots of substandard area
- Age of dwellings, or percentage of dwellings built before 1920
- 3. Dilapidation of dwellings

B. Neighborhood characteristics

- 1. Mixture of commercial and industrial uses in the residen-
- 2. Pedestrian traffic accidents
 - 3. Net population density
- 4. Rental level

C. Occupancy characteristics

- 1. Overcrowding of dwellings, or percent of dwellings with over 1.01 persons per room
 - 2. Juvenile contacts with police
 - 3. Income, or percent of families with less than \$5,000 annual income

For each index a maximum penalty score was assigned reflecting the tendency of that particular factor to contribute to neighborhood deterioration, and also reflecting the estimated reliability and completeness of the data. Table 1 gives the indices, the source of the information, other communities which have used the particular index, and the maximum penalty score attached. A detailed statement of the reasons for selecting each factor and for the assignment of relative scores is given in appendix A.

Each census tract in Oakland has been analyzed in the light of each of the factors listed above and assigned a penalty score based upon the relative presence or absence of that factor in the census tract. The score for all indices was totaled to give a composite penalty score for each tract. In this way a composite picture of the entire city can be seen with each area related to the others on the basis of these ten factors which contribute to, or reveal, bad living conditions.

Findings

Table II gives the penalty score for each census tract in the city; in this table, the higher the score the more problems the residential area faces. This table of relative values has been divided into quarters according to score. The results of this study are shown on the map at the end of the report in which each quarter of the scale, from the lowest to the highest penalty score, is designated.

Several significant facts emerge from a study of this map.

- 49 percent of the residential area of the city falls in the lowest onefourth of penalty scores (0-29) reflecting generally good residential
- Il percent of the residential area of the city falls in the highest onefourth of penalty scores (88-117) reflecting generally substandard
- 3. The balance of the residential area, 40 percent, is divided between the two mid quartiles (30-80).
- 4. The quality of residential areas in Oakland follows a series of nearly continuous bands running generally east and west through the city. The most deficient neighborhoods are immediately adjacent to the railroads and industrial areas east and west of the central district. Those neighborhoods exhibiting the next higher level of adequacy adjoin the first group and extend farther north and east to the Berkeley and San Leandro lines respectively. The best scores, indicating the highest level of neighborhood development, are concentrated in a band running generally the length of the Oakland hills.

It is important to understand in studying this report that the results have been tabulated on a census tract basis. Each tract is assigned an over-all score based on the <u>average</u> of conditions existing in the tract. Within each tract conditions may vary to a considerable extent. Certain areas may be in much better condition than the average score would indicate; others may be in worse condition. At the same time the Planning Commission feels that the study is sufficiently comprehensive and sufficiently accurate to indicate those areas of Oakland most in need of attention.

Uses of the Survey

The Planning Commission believes that this neighborhood analysis should be a guide in the selection of areas for urban renewal. The specific type of action to be applied, which may vary from clearance and redevelopment in some areas, to rehabilitation in others and conservation in others, will depend upon more detailed studies of individual neighborhoods and existing structures. After more intensive field studies correlated to this analysis it may be possible to determine the penalty score limits within which the respective forms of urban renewal action outlined above will fall. Should this prove true, the neighborhood analysis will provide a valuable indication of the size of the tasks before the city in the various fields of renewal.

Table I

INDICES OF RESIDENTIAL AREA QUALITY

Indicator of Blight OAKLAND NAS	Source of Data	Also Used by:	Maximum Penalty
Building and Site Characteristics (tabulation of	penalty scores by cen	tus tract)	42
Substandard lot size (% of residential area in substandard lots)	Land Use Survey 1953	San Francisco, Chicago, Milwaukee	12
Age of dwellings (% of dwelling units built before 1920)	1950 Census	San Francisco, Chicago	11 15 12
Dilapidation of dwellings (% of dwelling units "dilapidated or without running water")	1950 Census	San Francisco, Philadelphia	15
Neighborhood Characteristics	4 11 4 5	15 20 29 1A 13	42
Mixed land uses (special staff study)	Inspection of 800'- scale map by three staff members	APHA, San Francisco, Chicago	12
Pedestrian traffic accidents (accidents per 1,000 resident population)	Police Department, Oakland 1980	San Francisco	8
Monthly rent (% of dwelling units renting for less than \$40 per month)	1950 Census	San Francisco, Chicago Milwaukee	8 12 8
Population density (population per net residential acre)	Land Use1953	Philadelphia 2	9 10 12
ccupancy Characteristics	0 0 0 2	4 4 4 5	37
Overcrowded Dwellings (% of dwellings housing over 1.01	1 950 Census 3 6	APHA, San Francisco, Chicago, Milwaukee	12 15 12
Juvenile contacts with police (contacts per resident aged 10 - 17)	Police Dept, Board of Education, 1950 Census, Oakland 1980	Chicago, Milwaukee	10
Income level (% of families receiving less than	1950 Census	San Francisco, Chicago	12

Appendix A

Evaluation of Individual Indices

In the following pages will be found a more detailed description of the process used in this study. Each index is discussed as to its relation to the source of data, method of assigning penalty scores, and neighborhood environment, and the reason for the particular maximum penalty score attached to that index is given.

A. Building and site characteristics

1. Percentage of residential lots of substandard area

Although a small lot does not always result in bad living conditions, a block of unusually small lots means overcrowding of buildings, inadequate light, air, and open space and a tendency toward blight. The information for this index was obtained from the Land Use Survey prepared by the Planning Commission in 1953 and appears to be free from statistical bias or concealed influences. The 12 penalty points assigned to this index reflect (1) the reliability of the information; and (2) the strong contribution to blight that results when a residential building crowds an inadequate lot. Penalty points were assigned to each census tract in the following manner.

% of Residential Lots of Substandard Area	Penalty Points
altward Ag of Dwellings.	0
0.10 - 5.00	2
5.01 - 10.00	4
10.01 - 20.00	6
20.01 - 30.00	8
30.01 - 40.00	10
40.01 - 77.00	12

Lots with less than 3700 square feet were considered substandard.

2. Age of dwellings

Pre-1920 buildings reflect lower structural, plumbing and wiring code standards in effect when they were built, as well as outmoded design and wear and tear of 35 years of occupancy. Many neighborhood problems are and wear and tear of 36 years of occupancy. By itself this index is of limited aggravated when associated with old buildings. By itself this index is of limited aggravated but as a part of a composite study it is believed to be significant. The information was obtained from the 1950 U. S. Census and was assigned a score of 15 possible points based on its reliability and importance.

The assignment of penalty points was done on the basis of the product of an age factor and a composite factor. The age factor was determined by first ranking all 72 census tracts according to their percentage of dwelling units built prior to 1920. Next they were grouped into 6 categories of 12 census tracts each. Census tracts received age penalty factors on the basis of their percentage scores as indicated in the table below. The best 12 census tracts were given a factor of 0 and the worst 12 tracts received a factor of 5 points.

% of Dwelling Units Built Pre-1920	Age Penalty Factor
0 - 8.81	0
9.76 - 25.40	1
27.10 - 42.13	2
45.88 - 61.66	3
62.47 - 73.30	4
74.05 - 100.00	5

The composite factor was determined by first totaling the score for each census tract on 8 of the 10 indices used in this report. The two indices excluded were Net Population Density and Age of Dwellings. The total scores were ranked from lowest to highest, divided into four equal-sized groups, and assigned a composite penalty factor as indicated below.

Total Scores	Composite	
	Penalty Factor	
0 - 21	0	
22 - 37	1	
38 - 67	2	
68 - 94	3	

The penalty score for each census tract was the product of the age penalty factor and the composite penalty factor.

3. Dilapidation of dwellings

Dilapidation of dwelling units was measured in the 1950 U. S.

Census and constitutes the single most direct measure of residence deterioraAlthough there is some question as to the accuracy of this data on the
tion. Although the individual unit, it has proven to be quite accurate on a block or
basis of the individual unit, it has proven to the study and because of
tract basis. Because of its very direct relevance to the study and because of
tract basis reasonable accuracy and lack of bias, this index was assigned a maximum
yalue of 15 points.

The penalty points were assigned to each census tract in the $_{\mbox{\scriptsize following }}$ manner.

Penalty Score
0
3
6
9
12
15

B. Neighborhood characteristics

l. Mixture of commercial and industrial uses in residential areas

Indiscriminate mixing of commerce, industry and dwellings makes residential areas undesirable and speeds the process of residential deterioration. Three members of the Planning Commission staff independently rated each census tract as to the degree of undesirable mixture as indicated on the 1953 Land Use Survey Map and on the basis of individual knowledge of the city. Each tract was rated with one of four penalty scores: 0, 5, 10 or 15. The final score for each census tract was based on the average of the ratings assigned by the staff. Although census tracts vary within themselves, this item was assigned a maximum of 15 points because of its importance and relative freedom from bias.

Penalty Score	Degree of Land Use Mixture	
	An orderly pattern of different land uses causing a minimum of interference with each other	
try pole 5 base ton the	A minor mixture of undesirable land use with residence	
The assignment of a deal of free ranking all	Considerable mixture of undesirable land uses with residence	
er net rouidentes nore sus tra 15 cache Consi their parcentage scores s tracts were given a fa	Disorderly and undesirable mixing of land uses which are extremely unfavor-	

2. Pedestrian traffic accidents

Safety from traffic accident danger is considered to be one of the characteristics of a satisfactory residential environment. This index is an attempt to measure the lack of this important characteristic in terms of the number of accidents in the area involving vehicles and pedestrians. The number of pedestrian accidents was related to the census tract's residential population. Where accidents occurred on arterial thoroughfares forming census tract boundaries, the penalty scores were split between the two or more tracts involved. The penalty for the central business district and industrial areas is not as meaningful as penalties for the rest of the city in measuring the quality of residential areas. A maximum of 8 penalty points was assigned to this index because, although the information, based on police records, is quite accurate, not all parts of the census tract are equally exposed to danger.

The scoring of each census tract was done on the basis of the following.

Accidents Per 1,000 Residents Sc	
0 - 0.52 0.56 - 0.94 0.95 - 1.51 1.57 - 2.58 2.60 - 13.18	to all the

3. Net population density

A high population density means crowded living conditions. crowded living is associated with inadequate housing or neighborhood these latter problems will be considerable. these latter problems will be considerably aggravated. The data was obtained from the 1953 Land Use Survey and innment, the data obtained from the 1953 Land Use Survey and assigned a maximum penalty points based on its value and reliability.

The assignment of penalty points was done on the basis of the muct of a density factor and a composite factor. The density factor was mined by first ranking all 72 census tracts according to their population paity per net residential acre. Next they were grouped into six categories census tracts each. Census tracts received density penalty factors on the lil census recentage scores as indicated in the table below. The best light of these percentages and the worst 12 tracts received a ictor of 5 points.

5 points.		
Popula	tion Density	Density Percentage Factor
Per Net R	esidential Acre	
		0
8.0	_ 32.8	1
33.7	_ 39.5	2
41.5	- 46.2	3
48.3	- 70.7	4
74.8	123 8	ad conducive to Transmitted to
174.4	- 234.7	h increased opportunities to
a boundaries of the state		for

The composite factor was determined by first totaling the score for each census tract on 8 of the 10 indices used in this report. The two indices excluded were Age of Dwellings and Net Population Density. The total scores were ranked from lowest to highest, divided into three equal-sized groups, and assigned a composite Menalty factor as indicated below.

Composite Penalty Factor	
-	
0	
1	
2	

The penalty score for each census tract was the product of the density penalty factor and the composite penalty factor.

, Rental Level

The level of rent generally measures housing desirability in the state market. 1950 U. S. Census data was used and, although rent control will partially in effect at that time, it still gives a proportionate measure area to another. Census tract scores were based upon the proportion of what units that rented for less than \$40 per month. A maximum of what was assigned. The data has adequate accuracy and is free from bias. Why points were assigned on the basis of the following percentage groupings.

% of Dwelling Units Renting for Less Than \$40 Per Month	Penalty Score
0 - 22.0	0
22.1 - 33.0	3
33.1 - 39.7	6
39.8 - 52.0	9
52.1 - 81.4	12

Occupancy characteristics

Overcrowding of dwellings

Overcrowding is considered conducive to transmitting disease, and certain studies have connected it with increased opportunities for family conflict and juvenile delinquency. Overcrowding data is from the 1950 U.S. conflict and juvenile delinquency. Overcrowding data is from the 1950 U.S. conflict and juvenile delinquency. Overcrowding data is from the 1950 U.S. conflict and juvenile delinquency. The percentage of all lensus, which appears to be accurate and unbiased. The percentage of all lensus, which appears to be accurate and unbiased. The percentage of all lensus, which appears to be accurate and unbiased. The percentage of all lensus, which appears to be accurate and unbiased. The percentage of all lensus, which appears to be accurate and unbiased. The percentage of all lensus, which appears to be accurate and unbiased. The percentage of all lensus, which appears to be accurate and unbiased. The percentage of all lensus, which appears to be accurate and unbiased. The percentage of all lensus, which appears to be accurate and unbiased. The percentage of all lensus, which appears to be accurate and unbiased. The percentage of all lensus, which appears to be accurate and unbiased. The percentage of all lensus, which appears to be accurate and unbiased. The percentage of all lensus, which appears to be accurate and unbiased. The percentage of all lensus, which appears to be accurate and unbiased. The percentage of all lensus, which appears to be accurate and unbiased. The percentage of all lensus, which appears to be accurate and unbiased. The percentage of all lensus, which appears to be accurate and unbiased. The percentage of all lensus, which appears to be accurate and unbiased. The percentage of all lensus, which appears to be accurate and unbiased. The percentage of all lensus, which appears to be accurate and unbiased. The percentage of all lensus, which appears to be accurate and unbiased. The percentage of all lensus, which appears to be accurate and unbiased. The percentage of all lensus to be accur

ding	Penalty Score
0 - 3.00 3.01 - 4.40 4.41 - 5.95 5.96 - 8.50 8.51 - 17.45 17.46 - 42.53	0 3 6 9 12 15

2. Juvenile contacts with police

The proportion of juvenile contacts with police (or juvenile delinquency) measures the high cost of police services, the amount of family disorganization, the inadequacy of neighborhood recreation facilities, and the presence of anti-social attitudes in an area. Although this index is consistent and valid, it was given a total of only 10 penalty points since some of the factors it measures are partly covered by other indices in the study. Penalty points were assigned as indicated below according to the number of juvenile contacts per 1,000 persons between the ages of 10 and 17 within the census tract.

Juvenile Contacts per 1,000 Persons of Ages 10-17	Penalty Score
0045	0
.046069	2
.070103	4
.105134	6
.137195	8
.196698	10

3. Income

The proportion of low family income within an area gives a general indication of its quality of housing and environment. The 1950 U. S. Census was used for the source of income data. This item overlaps with other measures of occupancy and appears to be reliable. Penalty points were assigned each census tract on the basis of the ratio of family income over \$5,000 per 1,000 families reporting income, as indicated below.

Rating of Family Incomes Over \$5,000 per 1,000 Families Reporting	Penalty
0 - 125	12
시간 이 경기 있는 것이 되었다. 그 프랑테스 그는 그는 그렇게 그렇게 다 했다.	12
126 - 210	9
211 - 240	6
241 - 352	3
353 - 636	0

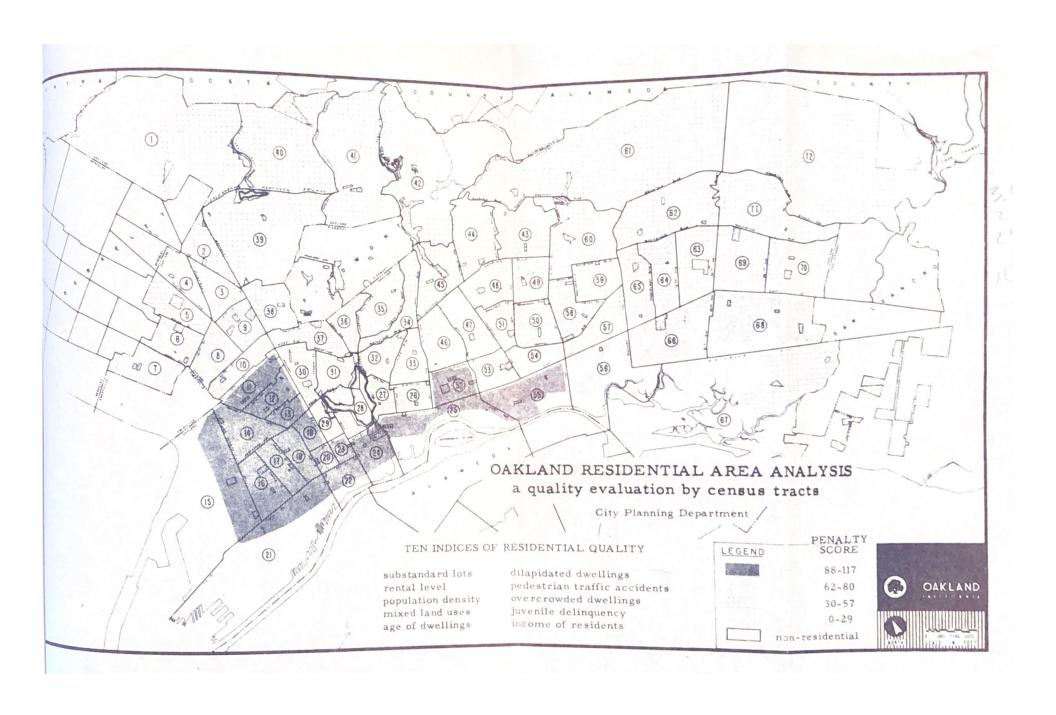


Table II
OAKLAND RESIDENTIAL AREA ANALYSIS

Indicator of Blight					Pena	lty Sc	Penalty Scores						
	penalty	census ti	tract 2	ω	4	UI	6	7	o o	0	5		5
Total Score	0-121	18	11	27	27	34	62	76	69	42	65	89	88
Building and Site Characteristics Substandard lot size	s 0-42 0-12	<u>15</u>	2 12	4 1	00 4	2 5	15	20	20	12	13	31	22
Age of dwellings	0-15	0	0	4	4	w	00	00	6	ω	6	15	12
Dilapidation of dwellings	0-15	9	0	ω	0	0	ω	6	6	ω	ω	12	6
Neighborhood Characteristics	0-42	0	19	10		14	21	27	28	20	26	29	34
Mixed land uses	0-12	0	4	4	4	4	00	00	00	00	00	00	00
Pedestrian traffic accidents	0 - 8	0	2	0	4	2	2	6	4	4	6	6	00
Monthly rent	0-12	0	W	6	ω	6	9	9	12	6	9	9	12
Population density	0-10	0	0	0	0	2	2	4	4	2	ω	6	6
Occupancy Characteristics	0-37	Įω	10	16	100	15	26	29	21	10	26	29	32
Overcrowded Dwellings	0-15	3	0	w	w	6	9	12	6	ω	9	12	12
Juvenile contacts with police	0-10	0	0	0	2	6	8	00	6	4	00	00	00
Income level	0-12	0	0	ω	w	ω	9	9	9	ω	9	9	12

Table II

OAKLAND RESIDENTIAL AREA ANALYSIS cont'd (tabulation of penalty scores by census tract)

Indicator of Blight					Penal	ty Sco	res							=
	penalty	census	tract											_
	range	13	14	15	16	17	18	19	20	21	22	23	24	
Total Score	0-121	92	108	107	111	107	115	106	117	117	114	93	<u>93</u>	
Building and Site Characteristics	0-42	26	33	36	34	36	42	34	42	42	35	21	23	
Substandard lot size	0-12	2	6	12	10	6	12	10	12	12	8	0	8	
Age of dwellings	0-15	15	12	9	12	15	15	15	15	15	12	15	9	
Dilapidation of dwellings	0-15	9	. 15	15	12	. 15	15	9	15	15	15	6	6	
Neighborhood Characteristics	0-42	<u>36</u>	40	36	40	34	36	38	38	38	42	35	36	
Mixed land uses	0-12	8	12	12	12	8	8	8	8	12	12	8	8	
Pedestrian traffic accidents	0 - 8	8	8	4	8	6	8	.8	8	6	8	8	8	
Monthly rent	0-12	12	12	12	12	12	12	12	12	12	12	9	12	
Population density	0-10	8	8	8	8	8	8	10	10	8	10	,		
Occupancy Characteristics	0-37	30	35	35	37	37	37	34	37	37	37	37	34	
Overcrowded Dwellings	0-15	12	15	15	15	15	15	12	_					
Juvenile contacts with police	0-10	6	8	8	10	10	10	10						
Income level	0-12	12	12	12	12	12	12	12	12					

Table II

OAKLAND RESIDENTIAL AREA ANALYSIS cont'd

Indicator of Blight	(tabula	(tabulation of penalty scores by census (tabulation of penalty Scores	yscor	Penalty	ty Sco	Scores						
	penalty range	census tract 25 26	t 27	28	29	30	31	32	33	34	35	36
Total Score	0-121	100 75	52	51	67	40	24	11	20	∞	10	10
Building and Site Characteristics Substandard lot size	0-42	$\frac{30}{6}$ $\frac{19}{8}$	<u>20</u>	0 100	0	00 4	0 12	0 0	0 10	4 4	0 10	0 0
Age of dwellings	0-15	15 8	6	00	10	4	2	0	0	0	0	0
Dilapidation of dwellings	0-15	9 3	6	0	ω	0	0	0	ω	0	0	0
Neighborhood Characteristics	0-42	36 27	16	23	26	18	10	6	4	4	0	100
Mixed land uses	0-12	12 8	4	00	8	4	4	4	4	4	0	4
Pedestrian traffic accidents	0 - 8	6 4	6	00	00	00	6	2	0	0	0	4
Monthly rent	0-12	12 9	w	w	6	·w	0	0	0	0	0	0
Population density	0-10	6 6	ω	4	4	w	0	0	0	0	0	0
Occupancy Characteristics	0-37	34 29	16	20	28	14	12	υī	13	0	0	2
Owner would be the state of the)]]			,	0	N.	0	s	-	0	0	0
Overcrowded Dwellings	61-0	71 71	0	0	9	u	0	W	6	0	0	0

Juvenile contacts with police

0-10

10

9

9

0

0

0

2

Income level

Table II

OAKLAND RESIDENTIAL AREA ANALYSIS cont'd

Indicator of Blight					Penal	Penalty Scores	res						
	penalty	census	tract										
	range	37	38	39	40	41	42	43	44	45	46	47	48
Total Score	0-121	30	32	2	∥∞	10	2	18	18	12	43	37	29
Building and Site Characteristics	0-42	7	10	12	0	0	10	12	lω	2	16	9	7
Substandard lot size	0-12	0	4	2	0	0	0	2	0	2	6	4	2
Age of dwellings	0-15	4	ω	0	0	0	0	0	0	0	4	2	2
Dilapidation of dwellings	0-15	ω	ω	0	0	0	0	0	ω	0	6	w	ω
Neighborhood Characteristics	0-42	10	17	10	ъ	0	2	13	10	7	100	10	9
Mixed land uses	0-12	4	00	0	0	0	0	4	4	4	4	4	4
Pedestrian traffic accidents	0 - 8	6	4	0	2	0	2	0	0	0	0	2	2
Monthly rent	0-12	0	w	0	ω	0	0	9	6	ω	ω	ω	w
Population density	0-10	0	2	0	0	0	0	0	0	0	1	H	0
Occupancy Characteristics	0-37	13	5	0	lω	0	0	ļω	5	ļω	19	18	13
Overcrowded Dwellings	0-15	ω	0	0	w	0	0	w	w	0	9	6	6
Juvenile contacts with police	0-10	4	2	0	0	0	0	0	2	0	4	6	4
		1	S	0	0	0	0	0	0	w	6	6	w

Table II

OAKLAND RESIDENTIAL AREA ANALYSIS cont'd

Penalty Census tract Penalty Scores Factivary Penalty Scores Penalty Penalty
$\begin{array}{c ccccccccccccccccccccccccccccccccccc$
58 59 33 12 7 4 2 0 3 0 112 6 4 4 2 2 6 0 0 0 114 2 6 0 2 2 6 0
0 2 0 0 0 0 0 0 0 0 0 0 0 0 0 0 0 0 0 0

Table II

OAKLAND RESIDENTIAL AREA ANALYSIS condition of penalty scores by census tract)

Indicator of Blight					Pena	Penalty Scor	ores						
ed d	penalty range	census tract	ract 62	63	64	65	66	67	6'80	69	70	71	72
Total Score	0-121	<u>25</u>	21	29	49	3 3 3	73	57	62	45	35	20	4
Building and Site Characteristics	0-42	2	w	9	0	JUI	14	12	13	6	4	ω	2
Substandard lot size	0-12	0	0	6	2	4	6	0	2	2	0	0	2
Age of dwellings	0-15	0	0	0	0	1	2	0	2	4	1	0	0
Dilapidation of dwellings	0-15	doe	ω	ω	6	0	6	12	9	0	ω	w	0
App a continue tie	ist			lon lile									
Neighborhood Characteristics	0-42	7	4	9	22	15	27		20	12	15	6	2
Mixed land uses	0-12	4	4	4	00	4	8	8	8	4	8	4	0
Pedestrian traffic accidents	0 - 8	0	0	4	4	4	6	4	4	2	4	2	2
Monthly rent	0-12	ω	0	0	9	6	9	6	6	6	w	0	*
Population density	0-10	lubor 0	0	y pi	1	1	4	0	2	0	0	0	0
Occupancy Characteristics	0-37	2	14	11	19	13	32	27	29	27	16	11	0
Overcrowded Dwellings	0-15	0	9	6	9	6	15	15	12	12	9	6	0
Juvenile contacts with police	0-10	0	2	2	4	4	8	6	8	6	4	2	0
The same of the sa	0-12	9	w	W	6	ω	9	6	9	9	W	W	0

^{*} Penalty score omitted because Oakland Naval Hospital housing distorts rental figures