

**CITY OF ALAMEDA**

**CONSOLIDATED  
PLAN**

**STRATEGIC PLAN  
FOR  
FY 2005-2009**

Final

May 16, 2005

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## 3-5 Year Strategic Plan

### Executive Summary

The City of Alameda is one of 8 jurisdictional members of the Alameda County HOME Consortium. The Consortium was formed so participating jurisdictions could receive HOME funding from the federal Department of Housing and Urban Development (HUD.) As the lead agency for the Consortium, Alameda County coordinates long-range planning and annual applications to HUD for both HOME and Community Development Block Grant (CDBG) funding. While HOME funds are administered by Alameda County on behalf of the participating jurisdictions, CDBG funds come to some of the participating jurisdictions, including Alameda, as annual "entitlement" funds.

This Strategic Plan covers the period from FY 2005-06 through FY 2009-10 and addresses resources received by the City of Alameda from HUD. However, the Bush administration is proposing to eliminate the CDBG program and shift resources to other programs in the Department of Commerce. Should this happen, FY 2005-06 could be the last year of CDBG funding in Alameda. Alameda receives approximately \$1.5 million annually. If CDBG funding continues, an estimated \$6 million in CDBG resources will be applied in accordance with this Strategic Plan. Approximately \$1.5 million in HOME funds, including new ADDI (American Dream Downpayment Initiative) funding, is expected to be utilized by Alameda over the Strategic Plan period.

As required by HUD, the HOME Consortium must develop broad policy goals for the use of CDBG, HOME and other federal funds it receives for housing and community development-related purposes. Priority needs in the Strategic Plan include preserving and increasing affordable housing and supportive services, reducing housing discrimination, preventing and addressing homelessness, and addressing non-housing community development needs such as neighborhood improvements, public services, accessibility improvements and economic development. In preparing the Strategic Plan, the City consulted with community-based service providers, residents and City departments and boards to obtain feedback regarding the priority needs and objectives. The City held two public meetings to gather comments regarding housing and community development needs and two public meetings to receive comments regarding the proposed Strategic Plan. Data regarding needs and projects to address those needs was also culled from a variety of sources, including census data, community surveys and City documents such as the Capital Improvement Plan.

During the Strategic Plan period, the City of Alameda will continue some current programs and undertake several new projects to respond to priority needs. Alameda's residential rehabilitation programs, which leverage substantial private investment and utilize revolving loan funds to generate additional financial resources, will provide funding to preserve and create new affordable housing. The City will maintain its commitment to a healthy community by controlling lead-based paint hazards in older housing and educating residents through its participation in the Alameda County Lead Poisoning Prevention Program.

The City will continue to produce new affordable rental and ownership dwelling units during the Strategic Plan period. During the Plan period, at least 91 affordable rental

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units and 58 affordable for-sale units will come on line. With the City's recent actions to increase inclusionary housing requirements from 15% to 25% in redevelopment areas and to require 15% inclusionary units in non-redevelopment areas citywide, additional affordable units are anticipated. In addition to the production of new affordable units, funded in part with HOME funds, Alameda has a comprehensive First-Time Homebuyer program that educates prospective homeowners and assists very-low to moderate income buyers with down payment assistance (DPA). During the Strategic Plan period, the City will make use of federal American Dream Downpayment Initiative (ADDI) resources in addition to other DPA resources available.

The City is likewise committed to reducing housing discrimination and will undertake a variety of activities towards that end. Alameda contracts with a HUD-certified fair housing counseling agency (currently Sentinel Fair Housing) and will continue its support of fair housing testing and counseling. The City received the results of a fair housing audit conducted by Sentinel which found patterns of differential treatment in Alameda rental housing market. In addition to encouraging Sentinel to broaden its fair housing education activities, the study was referred to the City's Social Service Human Relations Board for additional ideas about how to reduce housing discrimination. The City works with the Housing Authority and other entities to provide fair housing information to local landlords, and promotes fair housing practices through high visibility placement of the fair housing logo on the City's housing website and numerous program documents.

The City is a founding member of the Alameda County Homeless Continuum of Care Council, which coordinates research, planning, grantsmanship and application of resources to address homelessness within the County. In addition to underwriting a share of the administrative costs of the Consortium, the City utilizes CDBG funds to support homeless prevention and emergency food and shelter services in the City. During the Strategic Plan period the City will maintain its license with the Navy to provide a site for the Midway Shelter. In addition, a portion of the City's CDBG funds set aside for Public Services will be allocated to support the Midway Shelter's operations and to finance homeless prevention programs currently operated by the Alameda Food Bank and the American Red Cross Bay Area Chapter.

Similarly, Alameda supports the provision of service-enriched housing through its participation in the Continuum of Care Council, which advocates for and administers funding for special needs housing at the Alameda Point Collaborative. The City's support of the Collaborative through technical assistance grants increases the capacity of the Collaborative to serve a number of special needs populations, including victims of domestic violence, veterans and persons with HIV/AIDS. A duplex elsewhere in the City provides housing for six developmentally disabled residents who receive supportive services from outside agencies including the Regional Center of the East Bay and Bay Area Community Services.

During the Strategic Plan period, the City intends to continue and extend its support of several non-housing community development initiatives. It is anticipated that the West Alameda Neighborhood Improvement Project and the Alameda Point "Blight Busters" program will become cornerstones of community improvement over the next 5 years. Improving the physical environment in these two low-income neighborhoods will increase safety and access to schools, parks and other public facilities, help reduce crime, improve the mobility of persons with disabilities, and promote citizen involvement in neighborhood activities.

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The City's anti-poverty strategy will be carried out during the Strategic Plan period through a combination of CDBG-funded public actions and non-profit services to low-income residents. Through technical assistance to community-based organizations serving Alameda Point and the West Alameda Neighborhood, service capacity and delivery systems will be improved. A range of public services are intended to move families and individuals along a continuum from "in crisis" or "vulnerable" to "stable" or "thriving" members of the community. In keeping with the recommendations of the City's Social Service Human Relations Board, public services funding focuses on a combination of safety net services and empowerment activities. Safety net services include such things as emergency food and shelter and domestic violence services. These services reach residents who are "in-crisis" or "vulnerable" and keep them from falling into further crisis. Empowerment services include such things as childcare subsidies, after-school programs and day programs for mentally ill adults. Small business development is an alternative path to economic self-sufficiency. The City's Small Business Assistance Program provides technical and financial assistance to low-income entrepreneurs to start and expand businesses, which can also lead to new employment opportunities for low-income residents. The City's Strategic Plan also includes a Non-Profit Acquisition and Rehab Loan Fund to help community-based agencies address facility needs, thereby enhancing services to lower-income residents. For example, facility upgrades for the One-Stop Career Center at the College of Alameda will enhance access to employment services for low-income residents of the City.

Day-to-day activities of the CDBG and HOME programs in Alameda are managed by the Development Services Department in cooperation with various City departments, public institutions and non-profit and community-based organizations. Particularly strong inter-departmental ties exist with the Recreation and Parks Department, which serves many low-income seniors and youth through various programs, with the Public Works Department, which provides construction services for certain CDBG-funded capital improvement projects, and with the Housing Authority, which collaborates on many housing-related activities. The City is fortunate to have a strong tradition of community collaboration, which immensely strengthens the service delivery capacity within the City and ensures that linkages between residents, public agencies and service providers are both comprehensive and coordinated.

The Summary of Housing and Community Development Activities Table which is included as Appendix 1 provides detailed information about the aforementioned activities, as well as a number of other housing, community and economic development initiatives that are taking place in the City of Alameda. The City looks forward to implementing projects and programs during the Strategic Plan period to improve conditions in Alameda's neighborhoods and enhance the quality of life for City residents.

## **Strategic Plan**

### **Mission:**

This Five-Year Strategic Plan sets forth objectives and actions in priority housing and non-housing community development areas for the City's low- and moderate-income residents and neighborhoods. Required by the U.S. Department of Housing

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and Urban Development (HUD) as a condition of federal funding, including but not limited to Community Development Block Grant (CDBG) funds, HOME funds, and Section 8 Housing Choice Vouchers, this Plan sets forth the anticipated uses of these federal resources for the period covering July 1, 2005 through June 30, 2010 (FY2005/06 - FY 2009/10). The Plan is submitted through the Alameda County HOME Consortium as the lead agency for receiving HOME funds for the City of Alameda and other participating jurisdictions. In the City of Alameda, all CDBG-funded activities are used according to the national objectives for the program: to benefit low- and moderate-income persons, to prevent or eliminate slums or blight, or to meet a community development need having a particular urgency due to existing conditions posing a serious and immediate threat to the health or welfare of the community.

## **Geographic Overview**

The City of Alameda is an island city of approximately 74,400 residents. Approximately 12.4 square miles in size, the City is located in the geographic center of the San Francisco Bay Area, 12 miles east of San Francisco and separated from the City of Oakland by an estuary. A map showing the City's boundaries and identifying all low-and moderate-income areas is included in Appendix 2.

All activities discussed in this Plan are intended for, and open to, income-eligible households and persons within the City of Alameda. Because of the City's compact geography and its housing conditions, programs are implemented on a Community-wide basis unless otherwise indicated, with participants' eligibility determined by the household's low or moderate household income. Some programs, however, are administered on the low- or moderate-income status of the neighborhood. Any census tract where more than 48.4% of households have incomes at or below 80 percent of area median income qualifies as a low- or moderate-income area. Because Census tracts 4275 and 4276 are areas with a high concentration of low-income households, the City is considering creating a Neighborhood Revitalization Strategy Area in these tracts, a core of Alameda's "West End."

Census tract 4275 is Alameda Point, the former Alameda Naval Air Station, where 200 formerly homeless households live in rehabilitated military housing and receive social services from the Alameda Point Collaborative (APC). Census tract 4276 is a focal point of the West End, which has traditionally been distinguished by greater ethnic diversity, higher housing density and lower income than other areas of Alameda. Redevelopment activities are occurring in areas surrounding these neighborhoods, and proper resources carefully invested into the community will serve to ease the tension that can accompany redevelopment, as well as help to ensure that residents will benefit from new community resources. The City has partnered with community members to develop a West Alameda Neighborhood Improvement Plan for CT 4276, focusing on physical improvements to improve security, aesthetics, traffic circulation and access to public resources. Community input was gathered through interviews, focus groups, surveys, and a series of public meetings.

Development investments of CDBG funds undergo the same objective ranking system as all public capital improvements. Projects are ranked according to if they promote public safety, improve public service, match funding, maintain investment, and/or generate revenue. Ranked projects are published on the City's website and in the City's annual Capital Improvement Plan, which is subject to public comment.

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Council hearings, community surveys, feedback from community-based organizations and an ongoing community engagement process keep public opinion in the forefront of the planning process.

In Alameda, as in Alameda County as a whole, there are a variety of obstacles to meeting underserved needs. Obstacles to affordable and adequate housing include the Bay Area's continually rising housing costs, an aging housing stock, and a limited supply of resources and funds. Non-housing community development needs also face obstacles of limited resources, as well as the challenge of conducting effective outreach and engaging meaningful public participation among a growing immigrant and limited English-speaking population. As of the 2000 Census, nearly 34% of Alameda's population spoke a language other than English at home, and 15% spoke English less than "very well". More than one in five persons in Alameda spoke an Asian language at home. This challenge has been noted and is beginning to be addressed in partnership with nonprofit organizations providing social services.

### **Managing the Process (91.200 (b))**

The Alameda County HOME Consortium is the second largest HOME entitlement jurisdiction in the San Francisco Bay Area with a current total population of 982,132 (CA Dept. of Finance 2004 estimates). Comprising 65.5% of Alameda County's population, the Consortium encompasses most of the County's diverse geographic, social and economic landscape. Alameda County, on behalf of the HOME Consortium is the lead agency for the preparation of the Consolidated Plan and its submission to the Department of Housing and Urban Development.

Alameda is one of eight CDBG entitlement jurisdictions within the HOME Consortium, which includes the cities of Alameda, Fremont, Hayward, Livermore, Pleasanton, San Leandro, Union City, and the Alameda County Urban County (unincorporated county and the cities of Albany, Dublin, Emeryville, Newark and Piedmont). The City of Alameda develops its Strategic Plan and annual Action Plans in conjunction with Alameda County and the other the HOME Consortium members.

Within the City of Alameda, the City's Development Services Department oversees the plan and partners with various City departments, City boards and commissions, and with numerous community institutions and organizations, including the Alameda Collaborative for Children, Youth, and Families, the Alameda Unified School District, the College of Alameda, the Alameda Development Corporation and the Alameda Point Collaborative.

The Five-Year Strategic Plan sets forth objectives and actions in priority housing and non-housing community development areas for the City's low- and moderate-income residents and neighborhoods. This Plan discusses barriers to affordable housing, public housing resident initiatives, impediments to fair housing, an anti-poverty strategy, and a lead-based paint hazard reduction plan for the City of Alameda. In a consolidated process with the Five-Year Strategic Plan, the City develops annual Action Plans for the City's CDBG Entitlement Grant from HUD.

The City holds several hearings and publishes related documents during the year to inform the development of the Plan. The City publishes a summary version of its Consolidated Annual Performance Report to inform the community of annual accomplishments. This information helps to frame requests for citizen input

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regarding housing and community development needs. The City's Social Service Human Relations Board (SSHRB) conducts a hearing to initiate the needs process, and the City Council conducts a second hearing which culminates that phase of the process. A Request for Proposals based on identified needs elicits suggestions from community-based organizations for the use of CDBG funds for the Annual Action Plan. The Plan is published and widely distributed during a 30-day comment period. During that time a second round of hearings before the SSHRB and the City Council occurs and written comments are received from the public.

The Consolidated Plan's needs and priorities are based on information developed and compiled from many community public and nonprofit partner agencies and from the general public. Ongoing interactions with Alameda service providers, community groups and citizens provide a broad picture of housing and social service needs within Alameda. For example, data gathered from community groups and citizens provide a broad picture of housing and social service needs within Alameda. Quarterly meetings with the Alameda Service Collaborative provide ongoing opportunities for the city to consult with agencies and community groups, including those serving disadvantaged populations. A list of noticed agencies is included in Appendix 3. Homeless needs were identified in partnership with the Alameda County Homeless Continuum of Care, the Alameda Point Collaborative, and the Midway Shelter, an emergency housing shelter for women and children.

### **Citizen Participation (91.200 (b))**

The citizen participation process for the Strategic Plan and the Annual Plan followed the outreach efforts described in the City of Alameda's Citizen Participation Plan (Appendix 4), which describes the City's efforts to encourage citizen participation, particularly by persons and neighborhoods of low- and moderate-income, by providing access to local meetings and records, providing technical assistance for developing proposals, by responding to written complaints and grievances, and by providing accommodation for non-English speaking residents and persons with disabilities.

It is the City's policy that all aspects of the CDBG program shall be conducted without regard to gender, marital status, disability, race, political affiliation, religious creed, color, national origin, sexual orientation or age. The City adheres to all state and federal Fair Housing and Civil Rights laws, and encourages minorities, women and people with disabilities to participate. Prior to drafting the Strategic Plan, the City conducted an extensive outreach effort in order to solicit input on community priorities. The citizen participation process and outreach efforts to minorities and non-English speaking persons, as well as persons with disabilities, during the City's community priority identification process is more fully described in the sections of the plan addressing Priority Needs Analyses and Strategies.

The Strategic Plan and the Annual Plan were published and circulated for public comment from March 18, 2005, through April 19, 2005. Public notices were published in local newspapers and on the City's website, and all nonprofit partners were notified. On March 24, 2005, as part of its role as an advisory group to the City Council, the Social Services Human Relations Board (SSHRB) held a hearing about the Strategic Plan and the Annual Plan. On April 19, the City Council heard citizens' comments and adopted the plan. No written comments were received.

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Other City documents used to guide the development of the Consolidated Plan, such as the City of Alameda's Housing Element or the Alameda Housing Authority's Five-Year Plan, were also subject to an extensive citizen participation process. For example, the Housing Element process incorporated over two years of public workshops and hearings, beginning with six Housing Forums held in 2000 and continuing with twenty-six public meetings and workshops in 2001 through 2003. The workshops and forums engaged the community in a dialogue about housing needs and gathered community input on housing related issues.

A summary of citizen comments or views on the plan and an explanation of comments not accepted and the reasons why these comments were not accepted will be provided pending comments received during comment period.

### **Institutional Structure (91.215 (i))**

Incorporated in 1884, Alameda obtained its City Charter from the State of California in 1937. The City has a five-member City Council presided over by an elected Mayor. The City Manager and executive staff oversee the City's administration.

The City of Alameda's Development Services Department (DSD) is responsible for the planning and implementation of neighborhood development, community services, rehabilitation of housing, non-profit and public facilities, new housing development, economic development, and redevelopment projects. The Department includes three divisions that are responsible for consolidated plan implementation: The Community Programs and Housing Division, the Base Reuse and Redevelopment Division, and the Business Development Division.

The Community Programs and Housing Division administers housing programs and a range of services to individuals, small businesses, community-based groups and non-profits, including CDBG- and HOME-funded rehabilitation, homeownership, micro-enterprise and public service programs. The majority of the Community Programs and Housing Division projects are implemented by subcontracts with non-profit organizations. Rehabilitation work is supervised directly by in-house staff. The micro-enterprise program is also conducted in-house, in conjunction with a business education course that is offered through the Alameda Adult School.

The Base Reuse and Redevelopment Division is responsible for managing the transition of the former Alameda Naval Air Station to civilian use, including affordable and market-rate housing development, commercial and industrial development, and numerous public purposes.

The Business Development Division attracts and implements new business development in other areas of the City, including the historic downtowns, neighborhood commercial areas and underdeveloped areas of the northern waterfront. All divisions work closely with other City departments and community groups to accomplish local development objectives.

In furtherance of housing, neighborhood development, and community service goals, DSD staffs the Alameda Point Advisory Committee, Economic Development Commission, Rent Review Advisory Committee, Social Service Human Relations Board, and Alameda Collaborative for Children, Youth and their Families. Strong

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partnerships exist with the One Stop Career Center, the Chamber of Commerce, neighborhood business associations, and other public and private entities.

Public infrastructure improvements are implemented directly by the Public Works Department. For example, they will have direct responsibility for installing new lighting, trash receptacles, walkways, curb cuts, bus shelters, and other infrastructure improvements that have been identified as priorities by the West Alameda neighborhood residents. The Recreation and Parks Department takes an active role in revitalizing neighborhood parks and recreational facilities. In addition, the Recreation and Parks Department operates a range of sports, arts, and other enrichment programs for children, teenagers and adults. Mastick Senior Center, is also operated by the Recreation and Parks Department.

The Housing Authority of the City of Alameda was created by City Council Resolution No. 2507 on August 8, 1940. The Authority was created to meet the housing need produced by the opening of Alameda Naval Air Station (NAS) earlier that year. A description of the Housing Authority's structure is contained in the section of the plan on Public Housing. One of the strengths in the City of Alameda's delivery system is the Housing Authority's commitment to collaborating with residents, staff and service providers. A Resident Advisory Committee allows residents to influence the delivery system. Together, they developed the Housing Authority's mission statement: "The Housing Authority of the City of Alameda, in partnership with the entire community, advocates and provides quality, affordable safe housing, and encourages self-sufficiency and strengthening community inclusiveness and diversity in housing." Unfortunately, the Housing Authority is challenged by the high-cost of housing in the overall San Francisco Bay Area. The Housing Authority always has a far greater demand for housing than they can fulfill.

The Planning and Building Department assists with plan implementation by conducting housing plan reviews and helping to develop the Housing Element Plan.

The City of Alameda has found that the most cost effective way to deliver social, educational and recreational services is through contracts with community-based organizations. As described in the Citizen Comments section of this document, the City conducts surveys and needs hearings to determine which programs are most critical to low and moderate-income Alamedans. Requests for proposals are developed to reflect those priorities. The City then selects and develops contracts with subgrantees that will meet the range of identified community needs. Indeed, one of the City's greatest strengths is the presence of excellent, active community-based organizations. Community-based organizations also work closely with one another in Alameda through a number of collaboratives including the Assessment and Awareness Workgroup, the Family Services Workgroup, the Alameda Collaborative for Children, Youth and their Families and the Alameda Services Collaborative.

Alameda has a strong sense of community and volunteerism levels are high. All of the community-based organizations in Alameda receive significant volunteer support. A number of local organizations also rely on individual donations from local residents to support their work. For example, when Midway Shelter lost one of its state funding sources, an article in the local paper about their financial problems generated over \$5,000 in unsolicited donations.

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One of the main gaps in the delivery system is that some of the services in the City are less accessible to non-English speakers. For example, Four Bridges, a service for individuals with psychosocial disabilities, does not offer services in languages other than English. Transportation to and from social services is also challenging. The bus reaches some parts of the Island infrequently at night and on weekends and the cost of using busses is prohibitive for very low-income residents.

### **Monitoring (91.230)**

#### Monitoring and Performance-Based Measurements

The City of Alameda has always placed a high priority on monitoring to ensure programs and projects are in compliance with federal regulations and with the planning and goals of the community. With the advent of performance-based measures, monitoring has become an even more important tool for communities working to tie community needs to quantifiable outcomes. The City of Alameda and its partner members in the Alameda County HOME Consortium are making strides in this area, and have recently adopted performance measurements. The measurements are designed to measure outcomes in priority needs areas of housing, homeless and supportive housing. The Consortium performance measurements are:

- Number of unit years of affordability in rental projects based on the investment of HOME dollars.
- Reduction in derelict properties and other blighting influences as a result of code enforcement, acquisition, demolition or rehabilitation.
- Decrease in number of children with elevated blood lead levels.
- Number and/or percentage of housing units assisted that have eliminated at least one significant health and safety deficiency as a result of housing rehabilitation, defined by local codes.
- Percent increase in the homeownership rate in targeted neighborhoods or in the community overall.
- On an annual basis see a decrease in the number of chronically homeless individuals in the community.
- Maintain the percentage of HOPWA clients who are able to maintain housing stability, avoid homelessness and access care.

The City's monitoring effort begins with the execution of legal agreements with nonprofit subgrantees, housing and Microenterprise owners, and memoranda of understanding with other public agencies. By incorporating goal requirements and reporting procedures, including outlines of specific objectives, timelines and budgets, the City is able to evaluate performance.

Additional procedures for monitoring include:

#### Public Services

- Monitoring of subgrantees' quarterly performance reports and requests for reimbursements
- Annual or biannual on-site monitoring
- Annual review of audit for continuing subgrantees
- Consolidated Annual Performance Report (CAPER)

#### Facilities and Improvements

- Capital Projects Team
- On-site monitoring of construction progress and labor monitoring
- Project oversight by City's Public Works Department
- Consolidated Annual Performance Report (CAPER)

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## Housing

- Redevelopment Agency Implementation Plans describing affordable housing programs
- Redevelopment Agency Annual Report discussing affordable housing
- Guyton Annual Report discussing total housing units developed City-wide
- Design Review Team
- On-site monitoring of construction progress
- Review of project expenses
- Housing Element Annual Report
- Consolidated Annual Performance Report (CAPER)

### **Priority Needs Analysis and Strategies (91.215 (a))**

The identification of the priority needs was prepared, in accordance with HUD guidelines, by the Alameda County HOME Consortium. The City of Alameda is a participating jurisdiction in the Consortium.

The Social Services Human Relations Board (SSHRB) regularly advises the City Council regarding social service and human relations needs in Alameda. Input on social service and human relations needs was gathered by the SSHRB and presented to the City Council at its annual Needs Hearing at the January 18, 2005, City Council meeting. This input was based on two special meetings where nonprofit service providers were invited to comment on Alameda's needs and on interviews and surveys in which over 100 Food Bank clients and senior citizens were polled about their needs (see Appendix 5). Input was also based on the experience of several nonprofit service providers on the Board itself. The needs identified helped inform priority needs analysis and strategies throughout the Strategic Plan.

A summary of citizen input is listed in the SSHRB's recommendations regarding housing and community development needs (see Appendix 6). The Board recommended that funding be used for both safety net services and for programs to empower and support residents' efforts toward self-sufficiency. As stated in the letter, priorities include:

- *"Strengthening Alameda's safety net* for families and individuals who are in crisis or vulnerable, through programs such as needed food, shelter, health care and personal safety services;
- *Improving access to affordable housing* in Alameda through programs such as fair housing and landlord/tenant education, homeless prevention and short-term rental and utilities assistance;
- *Empowering Alamedans to achieve economic and social self-sufficiency* and stability through programs for full-day and after-school childcare, financial literacy, job training, transportation and youth development; and/or
- *Supporting capacity-building for Alameda's service providers* to maximize resources and coordinate service delivery for comprehensive and long-lasting results, such as a centralized service management system to avoid duplication and provide information for fundraising, case management, partnership building with the local business community, training and technical assistance."

In Alameda, as in Alameda County as a whole, there are a variety of obstacles to meeting underserved needs. Obstacles to affordable and adequate housing include the Bay Area's continually rising housing costs, an aging housing stock, and a limited supply of resources and funds. Non-housing community development needs also

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face obstacles of limited resources, as well as the challenge of effective outreach and meaningful public participation among a population with a growing immigrant and limited English-speaking population. The SSHRB is designing a survey of Alameda's residents to obtain a more clear understanding of community social service and housing needs. Staff from the Even Start Family Literacy Program are translating the survey into multiple languages. In addition, the surveys will include questions on languages spoken at home. The language data will help the City to identify the linguistic needs of its low- and moderate-income citizens. CDBG subgrantees will be asked to complete a plan for including limited English proficient residents in their services if they are not already doing so.

In addition, funding decisions on the Federal and State level impact the City's ability to respond to identified priority needs. HUD's nationwide Section 8 funding crisis, resulting in a \$3.2 million shortfall in Alameda's Section 8 program, has unduly affected the Alameda Housing Authority (AHA). AHA has had to terminate subsidy contracts to landlords for 274 families in 2004. Recent trends indicate that affordable housing, homeless, and community development programs may be jeopardized through significant funding cuts over the next few years due to cuts in the State of California budget.

In the face of these challenges, Consortium members, along with the cities of Oakland and Berkeley, continue to work together to provide strategies to address homelessness, special populations and supportive housing needs. At the same time, federal funding programs for housing, such as HOME and CDBG, leverage additional financing to create and preserve affordable rental housing, increase opportunities for first-time homebuyers, and provide solutions to a variety of non-housing needs for low and moderate income households.

### **Lead-based Paint (91.215 (g))**

Alameda has some of the highest concentrations of architecturally significant housing in the Bay Area, including over 3,000 Victorian, Queen Anne, Eastlake, and Craftsman homes built around the turn of the century. These units, while valued both for historical and aesthetic reasons, are often in need of rehabilitation and their inhabitants are at a greater risk of lead poisoning. In fact 26,209 units, or 82% of Alameda's housing stock, were built before 1980, where lead paint is most often found. Of these units, an estimated 9,000 units were built before 1939, when lead paint was used almost exclusively. The availability of lead-safe housing is a priority for any child with elevated blood lead levels or families with children under the age of six. According to the 2000 Census, more than 6% of Alameda's population is below age six. Most children with elevated blood lead levels are exposed to lead in and around their pre-1978 homes from deteriorated lead-based paint and lead-contaminated dust and soil. Perhaps 4,000 children under the age of six live in these homes, and least a third are estimated to be extremely low-income, low-income or moderate-income families. Older housing inhabited by low-income households is often in poor physical condition, which increases the risk of exposure to lead hazards for children in those homes. High levels of lead dust can be created during renovations unless safe work practices are used. With 50 cases over the last ten years identified, Lead-poisoning is a serious problem in the City of Alameda. Housing-related hazards are considered a factor in the majority of these cases.

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Since the passage of the Childhood Lead Poisoning Prevention Act of 1992 (Title X), HUD and the U.S. Environmental Protection Agency (EPA) have established standards and regulations aimed at reducing childhood lead poisoning associated with lead hazards in pre-1978 housing. These include the Section 1018 Disclosure Rule affecting residential sales and leases, the Pre-Renovation Education requirement for construction and remodeling, and the Lead Safe Housing Rule (1012/1013) setting requirements for federally-supporting housing and establishing HUD as a model for lead-safe property management. In addition, the EPA has established standards under TSCA 402 for lead hazards and set the requirements for certification of lead hazard control workers.

The State of California regulates lead hazard control certification under Title 17 of the California Code of Regulations. In addition, recent changes in the Health and Safety Code establish lead hazards as a substandard housing condition and provide lead enforcement authority for local building, code enforcement, and environmental departments. The City participates in the Alameda County Service Area for Lead Abatement (CSALA), which funds the Alameda County Lead Poisoning Prevention Program (ACLPPP). Through the ACLPPP, renters and homeowners receive information, testing for lead hazards in their homes, and financial and technical assistance to perform risk assessments of lead-based paint and other environmental lead hazards.

City staff have received certification and training in lead based paint inspection, project design and project monitoring and works with the LPPP staff, property owners and contractors to identify, control and/or abate lead paint hazards in low- and moderate-income renter- and owner-occupied properties. In implementing rehabilitation programs, the City notifies tenants of lead-based paint hazards; refers owners to the ACLPPP for risk assessments; initiates lead hazard controls and/or abatement protocols in conformance with the HUD Guidelines, and obtains final clearance testing. In conducting its inspection responsibility in the Section 8 Housing Choices Voucher program, Alameda Housing Authority inspectors are trained to look for chipped or peeling paint that might cause a lead poisoning problem; lead-safe remediation of the hazard and clearance testing is required. The Authority also tests its public housing units for lead-based paint.

Property owner services and public education provided in the four-city County Service Area (CSA), including Alameda, are focused on raising awareness of the sources of lead in residential buildings and helping residents to address hazards in a lead-safe manner with the goal of exposing fewer children, property owners, and workers to lead. To this end the ACLPPP provides property owners with lead hazard consultations, classes in lead-safe painting, lead-safe painting prep kits, and a HEPA vacuum cleaner loaner program. Rental property owners are provided with copies of the booklet "Protect Your Family From Lead in Your Home" for distribution to their tenants as required by Title X Section 1018. Lead education materials are made available in paint stores, permit offices, libraries and other community centers. Information about lead poisoning prevention is also available through the ACLPPP public information line, the website at [www.aclppp.org](http://www.aclppp.org), public education events and media spots.

On November 20, 2002, the ACLPPP received a 30-month grant for \$2.16 million from the U.S. Department of Housing and Urban Development (HUD). The Partnerships for Affordable Lead-Safe Housing Project provides lead hazard reduction

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services, while increasing local capacity to address lead hazards and promoting lead-safe practices.

The ACLPPP will apply under the FY 2005 SuperNOFA for funds to continue the Lead Hazard Control Grant Program and Healthy Homes Demonstration Project and is seeking out additional resources, opportunities, and partnerships to support the 2010 goal. The City of Alameda will continue its support in the furtherance of these goals.

## HOUSING

Based on the Comprehensive Housing Affordability Strategy (CHAS) Data Book for the 2005 Consolidated Plan (data current as of 2000), over 1/3 of all households in Alameda have some form of housing problem, the most common problem being cost burden (paying more than 30% of income for housing costs). Other forms of housing problem include substandard housing, overcrowding, or some other problem. Alameda has 15,515 renter households, 43.8% of which have some form of housing problem, and 14,392 owner households, 30.3% of which have some form of housing problem.

At the lower income levels, the percentage of households with housing problems is much greater than for the population as a whole. Approximately  $\frac{3}{4}$  of all extremely low- and low-income households have housing problems. Almost all extremely low-income households with housing problems face a severe cost burden (paying more than 50% of income for housing costs). Large families of 5 or more, both renters and owners, comprise especially high percentages with housing problems. More elderly renters face housing problems than the general population, while elderly homeowners demonstrate slightly lower percentages with housing problems at the various income levels.

The Housing Needs Table (Appendix 7) identifies specific numbers and percentages of households with cost burden and other housing problems for the following categories of persons: extremely low-income, low-income, moderate-income and middle-income families, renters and owners and elderly persons. According to the CHAS Data Report, the Black Non-Hispanic, Pacific Islander Non-Hispanic and Asian Non-Hispanic racial or ethnic groups have a disproportionately greater need in the following income categories in comparison to the needs of that category as a whole:

Extremely Low-Income Households - Black Non-Hispanic, Pacific Islander Non-Hispanic

Low-Income Households - Asian Non-Hispanic, Pacific Islander Non-Hispanic

Moderate-Income Households - Asian Non-Hispanic

Middle-Income Households - Pacific Islander Non-Hispanic

Additional information about housing needs is found in the City of Alameda Housing Element 2001-2006. The Housing Element is the City's policy document that identifies housing needs and lays out policy and strategy to meet those needs for the whole community. Section IV of the Housing Element provides a housing needs assessment that describes Alameda's Regional Housing Needs Determination and goals for very low-, low-, moderate- and above moderate-income households. The Housing Element addresses specific problems such as cost-burden, severe cost-burden, condition of housing units, overcrowding and lead-based paint hazards. In addition, special housing needs are evaluated for elderly persons, households headed

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by single women, persons with disabilities, families and large families, single persons and small families and families and persons in need of emergency shelter or transitional housing. The City's Housing Element is available at [www.alamedahousing.com](http://www.alamedahousing.com).

Housing needs for persons with HIV/AIDS is addressed in this document's Section I. Profile of Housing and Homeless Needs and Conditions in the Alameda County HOME Consortium.

### **Priority Housing Needs (91.215 (b))**

The need for affordable housing in Alameda County far exceeds the supply of affordable rental and for-sale housing in the Alameda County HOME Consortium. Likewise the City of Alameda faces a demand for affordable housing that greatly outstrips supply. As described in the previous section, low-income households are highly likely to pay more for housing than they can afford and have other housing related problems. These housing related problems include overcrowding of units, substandard plumbing and electrical, inadequate kitchen facilities, low numbers of affordable units and high rents and ownership costs.

The identification of the priority of housing needs was prepared, in accordance with HUD guidelines, by the Alameda County HOME Consortium. The City of Alameda is a participating jurisdiction in the Consortium. The following priority housing needs were identified:

- Increase the availability of affordable rental housing for extremely low-income, low-income and moderate-income households.
- Preserve existing affordable rental housing and ownership for low-income and moderate-income households.
- Assist low- and moderate-income first-time homebuyers.
- Reduce housing discrimination.

The City's specific objectives to meet these housing needs are shown in the Summary of Housing and Community Development Activities Table, attached as Appendix 1 to this section. Because of the City's compact geography and housing conditions, programs are implemented on a citywide basis unless otherwise indicated. Anticipated resources and targeted outcomes are also shown as appropriate in the Summary of Housing and Community Development Activities Table.

Increase the availability of affordable rental housing for extremely low- income, low-income and moderate-income households. The majority of low- and moderate-income rental households (earning 80% or less of the area's median income) spend more than 30% of their incomes on housing costs. Affordable housing is in short supply throughout the county. Very high cost housing markets reduce the supply of affordable housing even further. As rents increase, subsidies in rental assistance programs also increase, which results in a reduction in the number of persons that can be served in these programs.

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The 2000 Census information indicates that there are over 7,000 low- and moderate-income renter households in Alameda. The need for affordable housing is especially acute among extremely low-income renters (earning less than 30% of median income). Over seventy-five percent of extremely low-income renters have difficulty finding suitable housing that they can afford. Almost all (88%) extremely low-income renters with large families have housing problems. The affordability problems facing extremely low-, low- and moderate-income renters are more fully discussed in the Housing Needs (91.205) Section above.

Preserve existing affordable rental housing and ownership for low-income and moderate-income households. The Housing Market Analysis (Appendix 7)(91.210) Section below describes the amount of assisted housing in Alameda. Almost 10% of Alameda households receive some form of housing assistance, including Section 8 Housing Choice vouchers. The physical condition of the housing stock is also described. The incidence of lead paint hazards in the County's older housing stock, which poses dangers for young children living in those dwellings, is assessed in the Lead Paint Section.

Many low-income homeowners cannot afford the substantial costs involved in rehabilitating their homes. In the City's Housing Rehabilitation Program the average cost of major rehabilitation projects is \$45,000 per unit. The program has seen a steady increase in costs in recent years as the cost of building materials and labor increases. The significant rehabilitation needs of the low and moderate-income owner-occupied stock makes programs to preserve that supply a priority.

Assist low- and moderate-income first-time homebuyers. According to the CHAS data book compiled for the 2005 Consolidated Plan, there are over 3,000 low- and moderate-income homeowner households in Alameda. Over half of these households spend over 30% of their incomes on housing costs. This is partly due to the long-term trend of Bay Area household incomes not keeping pace with increasing home prices. The gap between median incomes and median home prices is sizable. The 2004 median household income (for a family of four) for Alameda County was, according to HUD, \$82,200. At 6% interest, a household earning \$82,200 paying 30% of income for housing costs (principal, interest, taxes and insurance) with a 10% downpayment could afford a home costing approximately \$314,000. In October 2004, the median home sales price in Alameda was \$585,000 (California Association of Realtors). In the absence of special lending or government programs, a family would need an annual household income of over \$164,000 in order to afford the median priced home.

With the high cost of ownership housing, it is very difficult for even moderate-income households to become homeowners. Initial downpayment and closing costs, as well as high on-going mortgage and other costs, are significant barriers to homeownership. High rents in the area make accumulation of initial capital needed even more difficult. First time homebuyers, who do not have the equity windfall from the sale of their previous home, face increasing costs. Younger working households are moving further out of the urban areas in order to afford a home, reducing economic vitality, adding to jobs/housing imbalances, and increasing congestion and environmental concerns.

Reduce housing discrimination. Census 2000 data shows that the City of Alameda is racially and ethnically diverse. In the last census, over 40% of respondents characterized themselves as being a race other than white. A third of Alameda

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residents 5-years of age and over speak a language other than English at home. The City of Alameda contracts with Sentinel Fair Housing to provide fair housing and housing counseling services to Alameda tenants and property owners. Fair housing services are provided to reduce housing discrimination, including investigating complaints of housing discrimination, dispute mediation and resolution, and counseling regarding tenant and landlord rights and responsibilities, and training for real estate agents and property owners on fair housing laws.

In the Spring and Summer of 2004, Sentinel conducted a housing audit in the City in response to fair housing complaints by African Americans looking for housing. The results of 25 paired tests revealed a finding of differential treatment in 44% of the cases (higher than the national average of 26%). The audit results concluded that the evidence of discrimination against African Americans was subtle, but concluded that a negative view of African Americans as potential renters existed within the City's private rental market. In response to the audit findings and as a condition of their contract with the City, Sentinel sent educational letters to the owners/agents of the units where discriminatory practices were found as well as to local rental and property management agencies. More than 50% of the identified owners responded. Several larger rental agencies have also contacted Sentinel to provide training to their agents, and rental property owners.

The City of Alameda is committed to ensuring all Alamedans are treated fairly and decently housed. To that end, the City will continue to fund and partner with a fair housing agency to combat housing discrimination. Consistent with this commitment, other actions the City is taking to affirmatively further fair housing choice are described in The City's Analysis of Impediments (AI) to Fair Housing, see Appendix 8. The City's AI was last updated in December 2002 and is currently being updated to reflect and address the current circumstances affecting fair housing in Alameda.

### **Housing Market Analysis (91.210)**

As of early 2004, the City of Alameda had an estimated 32,000 housing units. Of these, about 40-41% are detached single-family homes, 10-12% are duplexes, and about half (46%) are multi-family units. The vacancy rate for housing available for sale or rent is estimated to be near 3.3%. The median sales price of a single-family house in Alameda in October 2004 was \$585,000. The rental housing market has been relatively flat for the past year and fair market rents for the area were recently reduced by HUD. Results of a rent survey recently conducted by the Alameda Housing Authority and the Northern Alameda County Rental Property Owners' Association are pending.

Approximately 3,000 Alameda households receive some form of assistance from federal, state and city resources for meeting their housing needs. This includes 560 units of low- and very low-income housing for single persons, families and seniors provided by the Alameda Housing Authority and 200 units of very low-income housing for formerly homeless households provided by the Alameda Point Collaborative. The Housing Authority also administers the Section 8 Housing Choice Voucher Program, which subsidizes the rent in privately owned units for more than 1,389 very low-income families. A portion of the Housing Authority units and of other assisted units managed by the Housing Authority or by nonprofit corporations is available to serve persons with disabilities and persons with HIV/AIDS and their families. In addition, the City's current Substantial Rehabilitation and Rental

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Rehabilitation Programs provide opportunities for assistance in the removal of barriers in privately owned existing dwelling units.

Alameda's housing stock is relatively old. More than one-third of the housing stock was built before 1940, and three-quarters of the stock was built before 1970. In general, Alameda's housing stock is well maintained. However, almost all neighborhoods contain units that show some degree of deterioration or disrepair. According to Census 2000 data, less than 1.2% of housing units are substandard (lacking complete kitchen or plumbing facilities). The City's Building Services Division keeps track of local housing conditions by maintaining a database for recording code enforcement complaints and issues. They estimate that 5 percent or fewer of Alameda's housing stock requires some form of rehabilitation to make it safe and sanitary (habitable), with another five to ten percent needing major repairs to halt deterioration. No current data indicate housing units in Alameda have deteriorated to the point that replacement is necessary.

In 1999 the Alameda Housing Authority helped ensure ongoing affordability for a family project at risk of conversion. Playa del Alameda, a 40-unit complex originally financed under Section 221(d)(4), was on the market and had only a few years left on its Section 8 contract. The Housing Authority provided a long-term deferred loan of \$240,000 to the new purchaser of Playa Del Alameda to preserve affordable rents for 55 years. In cases where Housing Authority-owned units face the expiration of Section 8 Housing Assistance contracts, the Housing Authority has either negotiated new contracts to conserve affordable units or will continue to lease to extremely low-, very low- and low-income families through the Section 8 Housing Choice Voucher Program.

The characteristics of the housing market were described in the City of Alameda's Housing Element and helped serve as the basis for an implementation program to respond to local needs and priorities, within the limits of economic feasibility and resource availability. Table II-1 in the Housing Element delineates an action plan including target objectives and program funding to meet the City's affordable housing needs. The action plan includes rental assistance (Security Deposit Program), production of new units (funding of new multi-family housing projects and inclusionary requirements), rehabilitation of old units (through a number of rehabilitation assistance programs), and acquisition of existing units (Downpayment Assistance Program). The City's Housing Element is available at [www.alamedahousing.com](http://www.alamedahousing.com).

### **Specific Housing Objectives (91.215 (b))**

The priorities, specific objectives that the City of Alameda hopes to achieve and associated activities for the next five-year period are described in the Summary of Housing and Community Development Activities Table, attached as Appendix 1 to this section. The City of Alameda is a recipient of two federal formula grants, as described below.

### **Community Development Block Grant (CDBG)**

The City of Alameda is a CDBG Entitlement jurisdiction and requests funding from HUD for this program each year. For FY 2005/06, \$1,582,000 has been awarded. These funds can be used for a variety of housing and community development

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activities, primarily benefiting low- and moderate-income individuals and neighborhoods. In addition, revenue generated from the use of CDBG funds is received and used according to program regulations. CDBG funds are used to meet a number of housing –related needs, including rehabilitation of owner- and renter-occupied units, control of lead-based paint hazards, energy conservation and new unit development in existing structures. The City has received Section 108 Loan Guarantee funds for community and economic development activities in compliance with allowable CDBG-eligible activities and national objectives.

### **Home Investment Partnership Act (HOME)**

HOME provides flexible funding to states, local governments and consortia for affordable housing programs for low-income households. HOME funds can be used to acquire, rehabilitate, finance, and construct affordable housing, to provide tenant-based rental, or home ownership, assistance. For FY 2005/06, \$325,435 has been awarded to the City through the Alameda County HOME Consortium, and \$184,523 is available in HOME program income.

#### *American Dream Downpayment Initiative (ADDI)*

ADDI is a new component of the HOME program authorized by Congress in December 2003. Maximum ADDI assistance of 6% of the purchase price may be added to HOME down payment assistance funds for low-income first-time homebuyers to purchase the family's principal residence. ADDI funds may be used for down payment and closing costs as well as rehabilitation to address health and safety issues in the home. The City anticipates using these new funds in conjunction with its existing Down Payment Assistance Program. The City expects to receive \$12,874 in ADDI funds through the Alameda County HOME Consortium.

### **Other Resources**

All federal, state, local and private (for profit and nonprofit) resources which may be available to address the City of Alameda's priority housing and non-housing needs and objectives are identified in the Summary of Housing and Community Development Activities Table (Appendix 1). Local resources include funds from the Redevelopment Low and Moderate Income Housing funds (20% set-aside) generated by the City's three redevelopment areas and funds generated by an impact fee on non-residential development (the Affordable Housing Unit/Fee). Resources may also be in-kind or technical assistance and may be available to private and nonprofit entities as well as to the City. The Priority Objectives to be implemented during the next five-year period are detailed in the Table. Numeric goals are noted, when appropriate.

### **Needs of Public Housing (91.210 (b))**

The City of Alameda Housing Authority publishes a separate 5-Year Plan for FY 2005/06 to 2009/10, as well as an Annual Plan. Both are available from the Housing Authority, located at 701 Atlantic Avenue, or by telephone at (510) 747-4300. In brief, the Authority operates one public housing complex, Esperanza, which contains 120 units, owns and manages 440 affordable housing units, manages an additional 13 housing units and administers approximately 1,389 Housing Choice Vouchers. In FY 2005/06, the Housing Authority expects to receive a formula-based Public Housing Capital Fund grant of approximately \$220,000. This will be used for

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maintenance and other operations of Esperanza. While Esperanza is in good shape and well maintained, the complex is over 30-years old. Over the next five-year period, the complex will need a new roof, painting, and replacement of kitchen cabinets. The Housing Authority estimates that rehabilitation will cost approximately \$4.9 million. In general, all Housing Authority managed units are in good condition and well maintained.

The Housing Authority maintains waiting lists for Section 8 Housing Choice Vouchers and for affordable housing units, including public housing units. There are approximately 3,000 households on the affordable housing list and over 6,000 households on the Section 8 Housing Choice Voucher list. The lists are closed, and the Housing Authority does not expect to reopen the list in the coming year. The Housing Authority Annual Plan includes an analysis of their waiting list and an assessment of the needs of tenants and applicants on the waiting list for accessible units.

### **Public Housing Strategy (91.210)**

The Housing Authority's strategy to serve the needs of its residents is detailed in its 5-Year Plan for FY 2005/06 to 2009/10 and its Annual Plan for FY 2005/06, available from the Housing Authority at 701 Atlantic Avenue, or by telephone at (510) 747-4300. The goals and objectives of the Alameda Housing Authority for 2005-2010 are as follows:

- To provide quality, safe and affordable housing: by managing existing rental housing units in an effective manner, achieving high performance ratings, modernizing housing complexes to improve standard of living for customers, refinancing Independence Plaza (senior housing), increasing affordable housing at Alameda Point, refinancing Parrot Village and converting it to tenant-based assistance;
- To promote quality, safe, and affordable housing opportunities throughout the City: by promoting fair and affordable housing, by encouraging rental property owners to participate in the Housing Choice Voucher Program, by encouraging rental property owners to conduct better maintenance for tenant safety and security, in order to restore the community's confidence in the Housing Choice Voucher Program;
- To provide excellent customer service through improved communication, work relationships, and staff development: by reviewing Principles to Ensure Quality Client Service, by encouraging managerial skills in staff development and time management, by encouraging staff career advancement, and by responding to frequently changing HUD requirements;
- To promote greater family self-reliance and community responsibility: by training residents on home maintenance and repairs, by continuing programs for senior residents, by continuing tenant education on lease responsibilities and family obligations.

The Housing Authority encourages active resident involvement through Town Hall/Budget Meetings and a Resident Advisory Committee that reviews and comments on the Housing Authority's Agency Plan. The Housing Authority's highest

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policy-making body is the Board of Commissioners, made up of the City of Alameda's five-member City Council plus one tenant commissioner. The Board has appointed a seven-member Housing Commission to establish policy for most of the Authority's day-to-day operations. Two members of the Housing Commission are residents of Authority complexes, one of the two being a senior. In addition, the current Chair of the Housing Commission is a Section 8 Voucher holder.

The Housing Authority holds regular town hall/budget and other meetings to enable residents to voice concerns, to ask questions on a variety of topics, and to give input on a regular basis on the management of their community. The Housing Authority publishes regular newsletters for residents that include information about commenting on the agency's annual plan.

The Housing Authority's Family Self-Sufficiency Program is a structured and supportive case management effort to assist Housing Choice Voucher participants to set and meet employment-related goals (e.g. completing assessment, adult education, job readiness, training and placement) and establish savings to ease the transition from public assistance. As earned income is achieved and increased, an amount equal to the tenant's increased rent share is deposited by the Housing Authority into an interest-bearing tenant account. These funds are available when the tenant "graduates" from the Program and may be used for a down payment on a home.

The Alameda Boys and Girls Club operates the Esperanza Youth Program with Housing Authority, CDBG, and private funding. The Program offers Housing Authority resident youth between 12 - 18 years of age a safe place to build self-respect, responsibility and leadership. Staff supports youth in making decisions and solving problems while offering sports, art, cooking and other classes, and tutoring and homework assistance. The Computer Center provides computer access to the residents to facilitate their education, career exploration, job searches, and research.

The Housing Authority encourages its residents and voucher holders to attend free first time homebuyer workshops sponsored by the City of Alameda. In addition, the Housing Authority developed six units of ownership housing between 1998 and 2001. The units were sold at affordable prices to families formerly assisted under Housing Authority programs using the land trust model of homeownership. The homeowners own the units but lease the land from the Housing Authority. Future owners will not have to purchase the land, and the land trust will maintain resale restrictions to ensure that the units remain affordable.

The Alameda Housing Authority is designated by HUD as a High Performing Housing Authority and as a Standard Performer in the Section 8 program.

### **Barriers to Affordable Housing (91.210 (e) and 91.215 (f))**

The City of Alameda's Housing Element 2001-2006 is the City's policy document that identifies housing needs and lays out policy and strategy to meet those needs for the whole community. Section VI of the Housing Element provides an assessment of non-governmental and governmental constraints to affordable housing. The Housing Element describes how the cost of housing and incentives to develop, maintain or improve affordable housing are affected by the following public policies: the General Plan, Zoning, Alameda Point, City Charter Article XXVI and Development Processing

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Procedures, Standards and Fees. The City's Housing Element is available at [www.alamedahousing.com](http://www.alamedahousing.com).

The Housing Element demonstrates the City of Alameda's efforts to remove governmental constraints and how the City seeks to minimize any negative impacts of governmental policies, regulations and procedures that impact the development of affordable housing. The following is a summary of policies now in place to ameliorate some of the barriers to affordable housing:

*Amnesty Program:* The Amnesty Program encourages property owners to correct health and safety code violations and legalize illegally developed units. For the most part, lower-income households occupy these units.

*Building Fees:* The City waives City-controlled fees for new affordable units developed through the Substantial Rehabilitation Program.

*Fair Housing Services and Housing Counseling:* Housing discrimination is a barrier to affordable housing as indeed it is a barrier to fair access to all types of housing. The City's Analysis of Impediments to Fair Housing, attached to this Strategic Plan as Appendix 8, identifies those barriers to affordable housing related to discrimination in housing. Among the City responses to housing discrimination is its contract with Sentinel Fair Housing to provide fair housing and housing counseling services to Alameda tenants and property owners. Concerns regarding discrimination, maintenance problems, tenant/landlord disputes and other issues associated with local housing conditions create an on-going need for fair housing counseling services. There is a continuing need to provide information and referrals to tenants, property owners and home-seekers regarding tenant/landlord rights and fair housing, and to assist low- and moderate-income renters in understanding move-in rent and security deposit requirements.

*Homebuyer Assistance:* The City provides downpayment assistance loans to first-time homebuyers for the purchase of a single-family residence anywhere in Alameda, thereby increasing housing affordability. The City also sponsors free first-time homebuyer workshops to help low- and moderate-income households navigate the homebuyer process.

*Inclusionary Housing:* The City increased inclusionary requirements from 15% to 25% in all redevelopment areas and established an inclusionary requirement of 15% outside of redevelopment areas.

*Non-Residential Development Impact:* Developers of new or expanded non-residential projects provide affordable housing units or pay impact fees to help finance new affordable housing.

*Parking Requirements:* The City has enacted an in-lieu parking fee, which allows a reduction of on-site parking when fees are paid into a transportation systems management fund.

*Permit Processing:* The City continually seeks ways to streamline and simplify its permit processing procedures. The One-Stop Permit Center is scheduled for implementation during FY 2005/06 and will relocate Planning and Building Services adjacent to Development Services.

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*Redevelopment Low- and Moderate- Income Housing Fund:* Tax increment funds  
*Transient Occupancy Tax:* The City rebates the Transient Occupancy Tax charges on motel vouchers for the homeless. These funds are then used to serve the homeless population.

## **HOMELESS**

Responding to the need for comprehensive planning and coordination of services for the homeless, the 45-member Alameda County-wide Homeless Continuum of Care Council was formed in 1997. The Council coordinates local efforts to address homelessness, seeks to maintain the existing service capacity, build new partnerships that generate greater resources for the continuum of housing, services, and employment, and establish inter-jurisdictional cooperation. The City of Alameda is a participating jurisdiction in the Continuum of Care Council.

In May 2004, the Continuum of Care Council published a report titled Alameda Countywide Shelter and Services Survey – County Report, which details the nature and extent of homelessness in the county for single individuals and families. The County Report was based on a survey of 1,461 homeless and marginally housed service users conducted in February and March 2003. The results indicated that 6,215 people are homeless on a given week in Alameda County. About three times that number – 18,000 people – are homeless in a year's time. Twenty-seven percent are "chronically homeless" – single disabled adults who have been homeless for a long time. Over 23% of homeless people have been homeless for more than 5 years. A detailed description of homeless needs can be found in this document's Section I. Profile of Housing and Homeless Needs and Conditions in the Alameda County HOME Consortium.

Copies of the County Report are available from the Continuum of Care Council at 224 W. Winton Ave. #108, Hayward, CA 94544 or by calling (510) 670-6378.

### **Priority Homeless Needs**

The Alameda County-wide Homeless Continuum of Care Council includes representation from each of the HOME Consortium jurisdictions and CDBG entitlement jurisdictions in the County, service providers and advocates, homeless or formerly homeless persons, representatives of the faith community, business and labor representatives, and education and health care professionals. The Council receives administrative funding through Alameda County's General Fund as well as contributions from each of Alameda County's jurisdictions. The Continuum of Care Plan is being updated and will be published in July 2005. The plan is a blueprint for ending chronic homelessness within ten years.

The identification of the priority of homeless needs was prepared, in accordance with HUD guidelines, by the Alameda County HOME Consortium. The City of Alameda is a participating jurisdiction in the Consortium and in the Alameda County Continuum of Care for the homeless. The Continuum's priorities for the homeless are derived from the Continuum of Care Plan. The following priority homeless needs were identified:

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- Maintain, improve and expand (as needed) the capacity of housing, shelter and services for homeless individuals and families including integrated healthcare, employment services and other services.
  - Maintain and expand activities designated to prevent those currently housed from becoming homeless.
  - Build on inter-jurisdictional cooperation to achieve housing and homeless needs.

The City's specific objectives to meet these homeless needs are shown in the Summary of Housing and Community Development Activities Table, attached as Appendix 1 to this section. Because of the City's compact geography and housing conditions, programs are implemented on a citywide basis unless otherwise indicated. Anticipated resources and targeted outcomes are also shown as appropriate in the Summary of Housing and Community Development Activities Table.

Maintain, improve and expand (as needed) the capacity of housing, shelter and services for homeless individuals and families including integrated healthcare, employment services and other services. The Alameda Countywide Homeless Continuum of Care Plan indicates there are over 6,000 people homeless within Alameda County in any given week. Almost two-thirds (62%) of this population identify Berkeley or Oakland as their place of residence, while the rest consider other jurisdictions within Alameda County as their primary place of residence. Less than 6% of those surveyed identified Alameda as their residence location.

A detailed description of countywide homeless needs and inventory available to meet those needs can be found in this document's Section I. Profile of Housing and Homeless Needs and Conditions in the Alameda County HOME Consortium. This section shows that there is unmet need for both individuals and families in emergency housing, transitional shelter and permanent supportive housing. In addition to an overall need for shelter of all types, there is also unmet need for services for the homeless. The County Report indicates an extremely high prevalence of hunger for both housed and homeless service users. It also shows high incidence of alcohol or other drug (AOD) problems – 43% of the Community Homeless and 64% of chronically homeless (using HUD definition) abused alcohol or other drugs. Medical and mental health service needs are also unmet in the County.

In order to compete in today's evolving job market, many homeless people need job training or re-training, followed by placement into "living wage" jobs created specifically for them. Due to their unique circumstances, training and placement for homeless people must also be matched by basic services such as appropriate clothing and literacy training, as well as intensive services such as transportation, childcare, on-going job mentorship, counseling and substance abuse treatment.

Gaps in the current safety net mean that thousands of individuals regularly rely on soup kitchens, food pantries, and shelters for a significant amount of their monthly food supply. Homeless and low-income people are at great risk for developing nutrition-related diseases, including diabetes, cancer, and heart disease. Homeless people with one disability are also at greater risk for developing other disabilities. Many homeless people are dually or triply diagnosed with physical health, mental health and alcohol and drug (AOD) problems. They typically receive health treatment

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through the public system of care, and only when their needs become acute, requiring expensive treatment. Improving the delivery of health services will reduce the numbers of people who continue to cycle through periods of homelessness and reduce the high costs of acute medical, in-patient substance abuse, and psychiatric treatment.

The Alameda County-wide Continuum of Care Plan identifies an enhancement of supportive services as a priority. The Plan states that existing multi-service centers should include the following services: showers, restrooms, mail, messages, phone, individual voicemail and other telecommunications, haircuts, clothing, furniture and other housewares, client education, legal assistance, storage of personal items, links to health care, personal assistant services for disabled people, crisis counseling, recovery and mental illness counseling services, information and referral, access to respite services, and reading materials. New multi-service centers are also needed within the Consortium jurisdictions. The full range of supportive services outside of multi-service center activities would include access to existing (including government subsidized) food programs; expanding available subsidized childcare in coordination with housing and vocational services; maintaining and expanding access to affordable transportation programs that provide transportation passes or tokens to clients.

Maintain and expand activities designated to prevent those currently housed from becoming homeless. For many people in the county who are working at low paid jobs, unemployed, or living on public benefits, it is very difficult to remain housed. The National Low Income Housing Coalition found that it would take \$21.77 per hour at 40 hours per week (\$45,280 annually) to afford the median fair market rent for a two-bedroom unit. Present California minimum wage is \$6.75 per hour. Many low-paying positions have no or very limited benefits and opportunity for advancement or training.

According to the Housing Needs Table (Appendix 7), over 6,400 Alameda households earn less than 50% of the area median income; of those, 3,385 households are extremely low-income (earning less than 30% of area median income). For most people, housing is typically the largest expense in the household budget. According to the Housing Needs Assessment, 80% of extremely low-income households in Alameda pay more than 30% of their income for housing costs and 63% pay more than 50% of their income for housing costs.

Even when housing is available and a household can afford the rent payment, there are barriers that make it difficult for the household to obtain and maintain the housing. The move-in costs of first and last month's rent and security deposit are a large barrier to low-income households who have difficulty making ends meet at the end of the month. Any crisis such as job loss, health emergency or alcohol or drug (AOD) problems can cause the household to begin the spiral into homelessness. Prevention activities need to be expanded in programs that provide short-term rental assistance, rental guarantees, move-in costs, and housing scholarships to homeless and very low-income people. It is usually less expensive to prevent someone from becoming homeless than to help him or her once homeless and far less disruptive to the family.

Build on inter-jurisdictional cooperation to achieve housing and homeless needs. Alameda County excels in inter-jurisdictional cooperation and coordination of services to the homeless. There has been coordination around homelessness since

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1987, both in terms of planning and the provision of targeted housing and services. The Emergency Services Network, the Homeless Base Closure Collaborative and the Continuum of Care process has led to a strong system of services and coordination. The Alameda County-wide Homeless Continuum of Care Working Group was formed in 1995 to develop the County-wide Continuum of Care Plan. In 1997, the Continuum of Care Council (the standing body formed by the Working Group) adopted a completed Continuum of Care Plan. The Continuum of Care Plan is being updated and will be published in July 2005, creates a blue print for even greater participation on a regional and community basis.

There have been significant reductions in the funding of various federal and state programs that serve the homeless directly and indirectly. The jurisdictions in the HOME Consortium continue to work together to further the work to facilitate the funding of local projects and maximize leveraging of funds from a variety of sources. The goal of the Alameda County-wide Homeless Continuum of Care Plan is to provide a coordinated and comprehensive system of housing and support service to prevent and reduce homelessness. The Continuum of Care addresses the immediate needs of homeless people as they enter the system and works to move them as quickly as possible to stability and greater levels of independence. Systems, including programs that have historically been difficult for homeless people to access, must be coordinated at every level and resources allocated to ensure services and housing along the entire continuum are available and are appropriate for the populations that need them. Efforts to promote awareness of the issue of homelessness and improve public perceptions of homeless and affordable housing projects will help remove impediments and create an environment where program success is enhanced.

The Alameda County-wide Homeless Continuum of Care Plan strengthens agencies by establishing minimum standards of care, including grievances, mutual rights and responsibilities, client participation and empowerment, privacy, health and safety. All standards are developed through a community-wide, consensus-building process with strong participation by homeless people and built upon existing minimum standards in use in the county. The Plan also calls for developing an integrated management information system. A Homeless Management Information System (HMIS) has been designed and is in the process of being implemented countywide.

### **Homeless Inventory (91.210 (c))**

A detailed description of countywide existing facilities and services can be found in this document's Section I. Profile of Housing and Homeless Needs and Conditions in the Alameda County HOME Consortium. Local facilities and services to address homelessness include:

#### **Alameda Point Collaborative**

Established in 1994, the Alameda Point Collaborative grew out of the opportunities afforded by the Naval Air Station conversion to meet homeless needs. The Collaborative has achieved on Alameda Point the largest single commitment of resources to meet the growing needs of the homeless in Alameda County's history. HUD cited the reuse planning process at NAS as a model for how a community goes about the process of balancing the economic redevelopment, other development and homeless assistance needs of the community in the vicinity of the installation. The Alameda Point Collaborative's Plan includes housing for 239 families and single individuals, a childcare facility for up to 60 children, economic development and job

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training opportunities, and a community center, at the former Naval Air Station. The Alameda Point Collaborative, Inc. has completed 200 units of transitional and permanent housing, the community center and the childcare facility at Alameda Point. The Alameda Point Collaborative has also reached agreement with the City of Alameda to create 39 new units of transitional housing for families, to be developed with the City of Alameda Housing Authority, at a portion of the former Alameda Fleet Industrial Supply Center.

### **Midway Shelter**

Midway Shelter provides emergency shelter and supportive services to approximately 250 women and children. The program is operated by Building Futures with Women and Children as one of three emergency shelters located across Alameda County. The shelter provides residents with three meals each day, clothing, laundry facilities and personal supplies. Residents receive counseling and assistance in procuring the resources that they need in order to obtain housing and a source of income. Case Managers also assist residents with substance abuse problems, mental and/or physical health problems and domestic violence. Midway receives slightly over \$40,000 a year from the City of Alameda to support the daily operations of the facility. In addition, an all-volunteer, non-profit organization, the Alameda Homeless Network, takes responsibility for maintaining the facility, preparing food and for hosting multiple fundraising events to support Midway's operations.

### **Red Cross**

The Alameda branch of the Red Cross operates the Alameda Continuum of Community, Emergency, and Social Services (ACCESS). The ACCESS program is designed specifically to prevent people in crisis from becoming homeless. The program serves over 1,000 Alameda residents each year. Clients receive crisis food, utility and rental assistance, assistance with transportation to access jobs and other services, funds for prescriptions and medical appointments, and referrals to childcare and employment. The program addresses the immediate needs of its clients while providing case management and counseling services to help those clients develop a long-term strategy for stabilizing their lives.

## **Homeless Strategic Plan (91.215 (c))**

As described above, the City of Alameda is a participating jurisdiction and financial supporter of the Continuum of Care Council. The Continuum of Care Council undertook a multi-jurisdictional effort in Alameda County over several years and produced a comprehensive document known as the Alameda County Homeless Continuum of Care Plan. The Plan, which received HUD approval and special recognition through a HUD "Best Practices" Award, was adopted by the Alameda County Board of Supervisors in early 1998 and incorporated into the City of Alameda's first Five-Year Strategic Plan by reference. The Plan outlines an overarching set of principles and priorities designed to prevent, reduce, and eventually end homelessness in Alameda County, beginning with early and comprehensive intervention strategies to help prevent at-risk populations from becoming homeless. The Plan also includes specific strategies and service delivery approaches to move from the streets to emergency shelter and/or transitioned housing and finally return to and maintain permanent housing. A more detail description of homeless strategic plan can be found in this document's Section I. Profile of Housing and Homeless Needs and Conditions in the Alameda County HOME Consortium.

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A Continuum of Care Council, of which the City is a designated member, has created a standardized intake system to coordinate service delivery and manages data collection to assess needs. The Continuum agrees upon funding priorities for multi-million dollar County homeless service grants, helps to set standards of care, and oversees the overall progress of the Plan. The final report analyzing a comprehensive homeless count and survey conducted in 2003 is being circulated. These results will be the basis for the Council's strategic plans for many years.

**Emergency Shelter Grants (ESG)**  
(Not applicable; applies to State only.)

**COMMUNITY DEVELOPMENT**

**Community Development (91.215 (e))**

**Summary of Objectives**

The City's priority non-housing community development objectives are identified in the Summary of Housing and Community Development Activities Table (Appendix 1).

The City of Alameda's public services goals are to provide education, recreation, childcare and other support services for low- and moderate-income families and individuals. Economic development is another important priority for the City and it has several programs that provide employment and entrepreneurship opportunities for low-income individuals. Additional priorities include preserving and improving public facilities and infrastructure in low- and moderate-income neighborhoods and revitalizing blighted and underutilized buildings in redevelopment and neighborhood-serving commercial areas. All City capital projects are designed to address a City goal of enhancing accessibility for individuals with physical disabilities. These priority needs were identified and adopted by the Alameda County HOME Consortium and refined through the public input process described in the Citizen Participation portion of this plan.

Education, Recreation, Child Care and Other Support Services. One of the City of Alameda's key objectives is to provide education, recreation, child care and other support services to low- and moderate-income families and individuals. Improving the quality of education that low-income youth receive increases the likelihood that those youth will be able to break out of the cycle of poverty and become self-supporting adults. When the City has conducted surveys at the Food Bank and other locations that service the lowest income residents in the City, it has consistently demonstrated that lack of education is correlated with poverty. In a 2004 survey of slightly over 100 very-low income Alamedans, only 12% had completed college as compared to 42% of the population of Alameda as a whole. The same survey indicated that lack of job training and lack of education were the third and fourth most commonly cited reasons why unemployed, low-income Alamedans believe they are unable to find work.

In the past, the City has allocated funding to support after-school programs that help to boost the educational achievement level of low-income youth and that provide an

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affordable child care option to low-income working families. These programs have generated measurable and immediate improvements in the lives of low-income Alameda families.

In addition to providing direct funding to afterschool programs, the City of Alameda funds a child care voucher program through the local child care resource and referral agency, BANANAS, Inc., to assist low-income parents who have recently joined the workforce.

CDBG funds will continue to support a variety of safety net services, including domestic violence prevention, food services, homelessness prevention services, emergency shelter, mental health services, and housing counseling. Safety net services support families that are vulnerable or in crisis and help to stabilize them until longer-term solutions such as employment or more affordable housing, can be obtained.

Lack of sufficient funding is the major obstacle the City faces in achieving its public services objectives. The City receives requests for twice as much funding as is actually available through CDBG to support public services. Non-profit organizations dedicate significant time to organizing fundraising events, soliciting donations and seeking private grants but even with these efforts, local agencies do not have enough funding for staffing and other basic costs of operating. In addition, demand for basic safety net services has increased exponentially, as evidenced by the Community Needs Survey (Appendix 5) and the client loads now carried by the Alameda Food Bank and the Red Cross.

Economic Development and Entrepreneurship Opportunities The City of Alameda is committed to providing economic development and entrepreneurship opportunities for low-income residents. The City was recently awarded a Brownfield Economic Development Initiative (BEDI) grant for \$800,000 and a \$7 Million Section 108 Loan Guarantee to fund the construction of a 325-space parking structure in the City's downtown. The construction of the parking structure will complement other economic development efforts already funded and underway in the area including the construction of a new Main Library, streetscape improvements, the rehabilitation of an historic theater, and the construction of a new multiplex theater. It is anticipated that the completion of this \$47.4 million dollar project will create 335 new jobs, with more than 51% going to low-moderate income persons.

The City's Microenterprise Assistance Program provides technical assistance, classes, grants and loans to low- and moderate-income Alamedans who have started or are interested in starting a small business. The program was founded because many low-income people with specialized vocational skills, do not have basic business planning/management skills or access to capital. Each year, the Small Business Assistance program supports over 80 new businesses, enabling many people to earn an income who would otherwise be earning less than a living wage.

Improve Public Facilities and Infrastructure The City utilizes CDBG funds to rehabilitate, improve and install public facilities and infrastructure that serve low-income clients and neighborhoods. The Non-Profit Acquisition and Rehabilitation Revolving Loan Fund is administered to give agencies serving low-income clients access to money for capital improvements. Similarly, public facilities serving the elderly and disabled are upgraded to improve access and safety for these special populations.

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The City makes a substantial effort to involve residents in planning for general neighborhood improvements. In West Alameda, one of the City's lowest income areas (Census Tract 4276), the City has engaged in a lengthy process of gathering community input on how to improve the area. A focus group was held specifically with Spanish-speaking and Mandarin-speaking residents. Surveys were administered by minority youth to family and friends in the neighborhood. Additional surveys were done in lines at the Food Bank and at senior homes, reaching many of the residents with disabilities and other barriers that would not normally attend a public hearing. Based on this input, the City has formulated a long-term plan for physical improvements to the area, such as increasing the lighting, introducing traffic calming measures, landscaping and adding trash receptacles. A summary of the West Alameda Neighborhood Improvement Project is available upon request. (Appendix 10)

The City anticipates that it will continue to support 1-2 facilities improvements each year. Most rehabilitation projects require several years to complete. There are \$864,427 in funds allocated for current public facilities needs, including neighborhood improvements in West Alameda, a fire safety system at the Mastick Senior Center, park improvements in a low-income neighborhood, and improvements to non-profit facilities.

Removing Blight The City has several redevelopment areas, including the Alameda Point Improvement Project area, which was formed after the closure of the Alameda Naval Air Station. Clearance of unsafe and dilapidated buildings will help improve the safety of Alameda Point residents and lead to economic revitalization of the Alameda Point area.

Enhance Accessibility for People with Disabilities The City of Alameda is committed to making public spaces accessible to people with disabilities. In recent years, the City constructed an elevator in one of the City Hall buildings to enable people with physical disabilities to access services on the second floor. The City will continue to address disability access problems with CDBG funds. Over the next five years, the City will install Americans with Disabilities Act compliant bus shelters and will work closely with the Mayor's Commission on Disability Issues to make sure all capital projects are designed to address the needs of the disabled. In addition, all CDBG subgrantees must complete a plan on their Section 504 compliance.

### **Antipoverty Strategy (91.215 (h))**

CDBG funds will be used to prevent and address poverty through a number of activities listed below. Funded programs emphasize comprehensive and focused case management services to clients and collaboration and coordination among service providers.

#### Community Assessment

The Social Service and Human Relations Board (SSHRB) Needs Assessment, based on a comprehensive telephone survey and focus groups and accepted by the City Council in October 2001, informs the City's planning and funding of anti-poverty and other service programs. Annual follow up surveys have been completed to update the information, and the SSHRB also plans to complete another comprehensive

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needs assessment in 2005, which will continue to inform the City's anti-poverty response.

In addition to documenting the average residents' needs, the Assessment indicates particularly high needs for low-income households and West Alameda residents, highlights critical service gaps and includes a directory of available programs and resources related to each of the following areas: Supportive Services and Safety Net Resources, Child Care and Development, Employment and Employability, Counseling and Health Services, Conflict Resolution and Violence Prevention, and Resources for Accessing Service Programs.

#### Coordinated Case Management

The City fosters coordinated case management among organizations serving Alameda's lower-income families and individuals. Community outreach and inter-agency collaboration are a requirement of each CDBG public service grant, included in the scope of work of each contract. A spectrum of CDBG-funded human services, including emergency food and shelter, homeless prevention, tenant-landlord counseling, child care, employment assistance, a mental health drop-in program, domestic violence intervention, youth recreation, and other public services collaborate to exchange information and share resources. In addition, quarterly Alameda Services Collaborative meetings foster ongoing discussion among community service providers. Partnering programs continually improve their systems for standardized intake, data-sharing, and effective cross-referrals and follow-through.

#### Community Economics Initiatives

The City targets a variety of resources to increase the income of households struggling to make ends meet. In one venture, the City leveraged CDBG funds to provide training in family child care business development and to make Individual Development Accounts available to limited English speaking entrepreneurs, resulting in the formation of a dozen small family child care businesses beginning. In another venture, the City partnered with the American Red Cross and a local middle school to open a Volunteers in Tax Assistance (VITA) site in a low income Alameda neighborhood. According to Internal Revenue Service estimates, at least 950 Alameda tax returns in tax year 2002 had been eligible for the Earned Income Credit but had not claimed the credit, foregoing nearly \$1.3 million from low-income households. At the VITA site for the 2003 tax year, 63 returns were filed with a total value of tax claims over \$100,000. The median income of households served through the 2003 VITA site was \$18,280, and nearly 70% of these low-income households had reported not filing their taxes the year before. The VITA program for the 2004 tax year is expanded and expected to produce even greater results.

#### Workforce Development

Following closure of the former Naval Air Station (NAS), employment loss in the City of Alameda totaled 10,962 military jobs, 3,228 civilian jobs, and the full-time equivalent of 1,800 jobs generated indirectly through NAS employment. By 1999, an unusually high percentage of employees in the City of Alameda were in the services and finance sectors and an unusually low percentage in construction and manufacturing. The following programs have eased this transition by helping NAS-dislocated workers and other job-seekers to find new employment, building the skills and employability of career-changers and the underemployed, and assisting employers to fulfill their human resource needs:

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- Alameda One-Stop Career Center: Hosted by the College of Alameda, the One-Stop is the focal point of the community's growing menu of career exploration, training, and job placement services for job-seekers and human resource services for employers. The City will make \$85,000 in CDBG carry-forward funding available for acquisition of a new modular unit, to allow the One-Stop to expand its programs and facilitate more community participation through improved visibility and access.

Partners to the One Stop include the College of Alameda, Alameda County Workforce Investment Board, City of Alameda, California Employment Development Department, Alameda Adult School, Alameda Regional Occupational Program of the Alameda Unified School District, Alameda Point Collaborative (APC), Alameda Chamber of Commerce, Alameda Housing Authority, American Red Cross – Alameda Service Center, California State Department of Veteran Affairs, Spectrum, and other nonprofit and government agencies. Resources provided include direct funding, staff participation, outreach, and supportive services to collectively assist individuals to transition to full employment.

- The Alameda Point Collaborative (APC) is a partner in the One-Stop Career Center system, maintaining a satellite office for the convenience and special employment needs of formerly homeless residents of APC-managed units. As part of the base closure process, the City of Alameda negotiated Standards of Reasonableness with the APC predecessors which contain first-source hiring goals for APC residents. The City and the APC are developing a first-source process to increase employment of APC and other economically disadvantaged Alameda residents.
- LAMBRA Coordination Team and First Source Hiring: Employers in Alameda Point, formerly the Alameda Naval Air Station, may benefit from a variety of tax incentives through the Local Area Military Base Reuse Act in exchange for employing low-income, displaced, or other hard-to-place individuals. A team of the City's Base Reuse and Redevelopment Division, the Master Developer, the One-Stop, and the Alameda Point Collaborative are collaborating to provide coordinated assistance to encourage Alameda Point employers to take advantage of the incentives and enhance opportunities for job-seekers who are harder to serve, including Alameda Point Collaborative residents or other low-income Alameda residents.
- Small Business Assistance Program: The vision of the City's Small Business Assistance Program is to develop and strengthen small businesses in Alameda. The City assists in building and strengthening new and existing businesses to improve the economics of the community, encourage independence and alternative means of income, create new jobs, and increase availability of goods and services by collaborating and partnering with existing resources. Launched in FY 2002/03 and administered by the Development Services Department, the Program incorporates the following new and continuing components:
  - Small Business Revolving Loan Fund: The fund provides technical and financial assistance for low- and moderate- income micro-entrepreneurs in an effort to develop, strengthen, and stabilize very small businesses.

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- Façade Improvement: The program assists commercial property and business owners to improve storefronts through grants for part of the cost of eligible improvements. Funding is through Commercial Revitalization.
  - Commercial Pre-Development: This Program provides financial and technical assistance to property owners to identify appropriate development options for underutilized and blighted commercial or mixed use structures. By sharing costs, to a maximum CDBG grant of \$7,500, this program aids in determining requirements for modernization of structures to assist in securing tenants.

#### West Alameda Neighborhood Revitalization

The City may create a Neighborhood Revitalization Strategy Area (NRSA) within the period of this consolidated five-year plan. Proposed for the West End, with an initial focus on census tract 4275 (the former Naval Air Station) and census tract 4276, the NRSA would facilitate the flow of CDBG resources to these low-income neighborhoods. It would allow the City to undertake any rehabilitation projects on a neighborhood basis, rather than requiring each assisted unit to be income-eligible. An NRSA would also free up more funding for public services to neighborhood residents.

Approximately \$500,000 is allocated to improve the physical environment of the Census Tract 4276 neighborhood, through the design, construction and/or installation of safety improvements, circulation and access improvements, and aesthetic improvements in the neighborhood. Known as the West Alameda Neighborhood Improvement Plan, this process began an extensive community engagement effort in February 2004. Currently design recommendations for these improvements are being reviewed by the City Council and its boards and commissions, and the implementation of these recommendations will begin in FY 2005.

The City provides technical assistance to build community capacity to undertake neighborhood revitalization efforts, particularly coordination and outreach regarding underutilized family resources. In addition the City targets public service funding to primarily serve residents of west Alameda.

In 2002, the San Francisco Foundation selected West Alameda for its Koshland Civic Unity Program, a community planning and leadership development program. The goals of the Koshland Program are to build the self-awareness, confidence, and professional growth needed for individuals to be effective leaders in their neighborhoods and to promote civic unity through encouraging mutual respect and small, voluntary efforts to address community problems. City staff will continue to work with Koshland representatives in the next five year period to engage awardees in west end revitalization and planning efforts.

#### Domestic Violence Task Force

The Alameda Police Department received a total of 228 domestic violence calls in 2004. Recognizing that approximately 60% of homeless women have become homeless or experienced significant economic worsening as a result of domestic violence, the City continues to allocate CDBG public service funding for the Family Violence Law Center to operate a hotline, providing information and referrals and offering court accompaniment and other legal assistance for victims to obtain restraining orders so they can remain in their homes and be gainfully employed. The City also participates in a Domestic Violence Task Force seeking to improve domestic

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violence prevention and intervention services in Alameda. The group was formed in 2000, and contains members from several non-profit agencies as well as partners from Alameda Hospital, the faith community, the Alameda Police Department, and other City staff.

#### Economic Development and Business Assistance

Through a series of public meetings, a Task Force comprised of community representatives created an Economic Development Strategic Plan (EDSP), accepted by the City Council on July 18, 2000. The EDSP covers seven goals intended to support and strengthen the local economy while maintaining and enhancing Alameda's quality of life. Among the goals of particular relevance to this anti-poverty strategy is supporting private sector parties to create primary jobs and supporting microenterprise and small business development. Job creation through economic development, such as the downtown parking structure financed with BEDI and a Section 108 loan, is critical to provide residents with living wage jobs at all levels of education and training. The City will work with the One-Stop Career Center, the Alameda Point Collaborative and local business associations on systems to ensure access of area residents to jobs generated by development activities at Alameda Point and beyond.

#### **Low Income Housing Tax Credit (LIHTC) Coordination (91.315 (k))**

(Not applicable; applies to States only.)

#### **NON-HOMELESS SPECIAL NEEDS**

(also see Strategic Plan)

A detailed description of countywide non-homeless special needs can be found in this document's Section I. Profile of Housing and Homeless Needs and Conditions in the Alameda County HOME Consortium. This section describes specific populations within the HOME Consortium which have a range of housing and supportive service needs. This group includes elderly and frail elderly, people with disabilities, people with HIV/AIDS, and other low income groups who are trying to gain economic self-sufficiency through a combination of affordable housing and job training or educational opportunities. Additional information will be available in the Alameda County Multi-Plan that will be released in July 2005.

The identification of the priority of non-homeless special needs was prepared, in accordance with HUD guidelines, by the Alameda County HOME Consortium. The City of Alameda is a participating jurisdiction in the Consortium. The following priority supportive housing need was identified:

- Increase the availability of service-enriched housing for persons with special needs.

Special needs populations face greater obstacles to economic self-sufficiency than the general population. In addition, special needs populations often require supportive services and/or special housing accessibility accommodations in order to stay independently housed. As described in the County's housing needs analysis, people with disabilities receiving Supplemental Security Income (SSI) benefits are the lowest income households in the Consortium area, and there is not a single housing market area in the United States (Alameda County included) where a person with a disability receiving SSI benefits can afford to rent a studio apartment. The

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number of subsidized housing units countywide is inadequate to meet demand. Unfortunately, funding for social services has been drastically cut at the federal and state level in recent years, and funding for special needs housing has been insufficient to meet the growing need.

### **Specific Special Needs Objectives (91.215)**

The priorities and specific objectives that the City of Alameda hopes to achieve, and associated activities for the next five-year period, are described in the Summary of Housing and Community Development Activities Table, attached as Appendix 1 to this section.

Special Needs of the Frail Elderly: The City's objective over the next five years is to provide a safe, healthy environment for frail, elderly residents of Alameda to receive multiple social services.

To achieve this goal, the City of Alameda will dedicate \$75,000 in CDBG funds over the next five years to addressing fire safety needs at Mastick Senior Center, a program of the Recreation and Parks Department. Mastick is a free, multi-service program for seniors which is open seven days a week. Mastick offers information and referral services, health and safety information, socialization opportunities, lunch, and classes on topics ranging from computers to exercise to safe driving techniques. Thousands of seniors rely on the program on a regular basis. Several years ago, there was a fire at Mastick, causing a major disruption in services. The fire safety system will prevent a reoccurrence of this disaster.

In addition, the City spends an average of \$400,000 a year in general fund money to pay for Mastick's operations.

Special Needs of People with Severe Mental Illness and Developmental Disabilities: The City funds Four Bridges, a program of Bay Area Community Services, that offers socialization, independent living skills development, vocational skills training, job placement, assistance with medication, and lunch to people with severe mental illness and developmental disabilities. The City's objective in funding Four Bridges is to enable individuals with developmental or psycho-social disabilities to develop better independent living skills.

The City also provides supportive housing to six adults with developmental disabilities at a HOME-funded facility on 461 Haight Street.

Special Needs of Persons with Alcohol/Other Drug Addictions: Drug and alcohol abuse is a contributing factor in homelessness and other social problems. As a result, the CDBG-funded social service agencies that address homelessness also have expertise in assisting their clients with recovery needs. The Alameda Red Cross and the Alameda Point Collaborative both refer clients to Xanthos, Inc. for assistance with substance abuse. The Midway Shelter does direct work with women who need assistance in recovering from drug and alcohol problems. In addition, many of the individuals with mental health problems who go to Four Bridges try to self-medicate with alcohol or other drugs. Last year, 22% of Four Bridges' clients needed assistance in procuring substance abuse treatments.

The City's objective is to decrease to the number of people with substance abuse problems over the next five years.

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Special Needs of Physically Disabled People: The City of Alameda's goal is to decrease the physical barriers that prevent people with disabilities from having full access to public and private facilities. To that end, the City complies with the American with Disabilities Act and Section 504 of the Rehabilitation Act of 1973. Consistent with these efforts, the West Alameda Neighborhood plan (Appendix 10) discusses a number of physical improvements that could help improve accessibility for people with physical disabilities.

**Non-homeless Special Needs (91.205 (d) and 91.210 (d)) Analysis (including HOPWA)**

**Housing Opportunities for People with AIDS (HOPWA)**

The City of Alameda does not receive HOPWA funds, which are used for a variety of housing and service activities for persons living with HIV and AIDS. Rather, the Alameda County Housing and Community Development Department (HCD) administers HOPWA funds for projects throughout the County, including in the City of Alameda. HCD's contracts include agreements for emergency, transitional, and permanent housing as well as supportive services with several housing developers and service providers participating in the Alameda Point Collaborative. Twelve (12) new units of HOPWA-assisted permanent housing opened up in the Alameda Point Collaborative in 2002/03.

**Specific HOPWA Objectives**

Please see Section 1, Alameda County Home Consortium Consolidated Plan.