

CALIFORNIA STATE UNIVERSITY, NORTHRIDGE

Intergovernmental Collaboration for the Provision of Affordable and Supportive Housing for  
Low-Income Seniors in San José, California

A graduate project submitted in partial fulfillment of the requirements

For the degree of Master of Public Administration,

Public Sector Leadership and Management

By

Orleashia Greenwood

May 2021

The graduate project of Orleashia Greenwood is approved:

---

Dr. Philip Nufrio

---

Date

---

Dr. Henrik Palasani-Minassians

---

Date

---

Dr. Mylon Winn, Chair

---

Date

California State University, Northridge

## Table of Contents

Signature Page.....	ii
Abstract.....	iv
Introduction to the Problem.....	1
Background.....	3
Literature Review.....	5
Overview of Affordable and Supportive Housing.....	5
Age Wave.....	6
The Concept of Aging in Place.....	6
The Rental Market in Santa Clara County, California.....	7
Advocates for Senior Housing.....	8
Federal Funding for Supportive Housing.....	9
Addressing Housing Policy as a Concerted Community Effort.....	10
Seniors’ Agenda.....	11
Methodology.....	14
Findings and Analysis.....	18
Conclusion.....	24
References.....	25
Appendix A: City of San José Councilmember Questionnaire.....	27

## **Abstract**

Intergovernmental Collaboration for the Provision of Affordable and Supportive Housing for  
Low-Income Seniors in San José, California

By

Orleashia Greenwood

Master of Public Administration

This project's research discusses how uncertain funding commitments at federal, state, and local levels undoubtedly prove to be the largest barrier towards the provision of affordable and supportive housing units. The provision of affordable and supportive housing services is widely funded from intergovernmental funding sources. Administrators of these services have a social and fiscal responsibility to ensure the spending of funds is consistent with the achievement of their agency's goals and goals outlined in policy documents. This project's research question asks: Is intergovernmental collaboration as represented in the City of San José Housing Element 2014-2023 poised to benefit the provision of affordable and supportive housing for low-income seniors in San José, California? This research utilizes a primary methodology of document analysis to study data surrounding the policy problem identified within the City of San José Housing Element 2014-2023 policy document. As part of this graduate project, a short

questionnaire survey is included as part of the research design. Revelations from the survey can facilitate a discussion of how qualitative survey data findings can inform and increase the credibility of data obtained from a document analysis methodology. Ideally, this model research design's findings will inform relevant stakeholders about the gaps and opportunities in providing affordable rental housing and associated support services to economically challenged seniors in the City of San José, California. Housing this population will require a concerted effort among intergovernmental partners. This research's findings can inform public policies and program policies related to the senior supportive housing concerns outlined in this project and serve as secondary data to support the findings of similar, relevant research projects.

## **Introduction to the Problem**

According to the 2014 *American Community Survey*, conducted by the U.S. Census, 20 percent of San José, California seniors over 60 live either at, near, or below the federal poverty line. Coupled with the fact that Santa Clara County has some of the highest area median rents in the nation, a significant number of seniors are finding themselves priced out of the rental market at an increasing rate. The 2015 *Homeless Census* commissioned by the County of Santa Clara found that 34% of the homeless population in San José was aged 51-59, and 9% of the homeless population was aged 60 or older. This population of homeless seniors will continue to increase unless policies are advanced to facilitate this vulnerable population's housing in appropriate supportive housing. With many seniors receiving fixed incomes and threatened by rising rental prices that their incomes cannot accommodate, a housing crisis among the low-income elderly is likely impending unless intergovernmental partners convene to mitigate the housing issue. This research project will explore the following research question: Is intergovernmental collaboration as represented in the San José Housing Element poised to benefit the provision of affordable and supportive housing for low-income seniors in San José, California? The research will also explore the following sub-questions that have been extracted from the main research question because analyzing the San José Housing Element to discover answers to the sub-questions below will provide the data necessary to answer the main research question.

**Sub-question 1:** How are low-income seniors represented as a population in the San José Housing Element?

**Sub-question 2:** To what extent do low-income seniors and their advocates share their feedback with policymakers as represented in the San José Housing Element?

**Sub-question 3:** What does the San José Housing Element policy document present as barriers to providing affordable and supportive housing for low-income seniors?

The research design also includes the use of a Likert-style survey that would be given to City of San José Councilmembers about their opinion around the efficacy of the San José Housing Element. Survey answers that best align with their perspective, and the resulting data could support the document analysis outlined in this research project. The survey is short and would serve to be a source of triangulation against which qualitative data from the document analysis can be compared.

## **Background**

The Housing Element law became signed into California law in 2006. The goal of the legislation is to ensure that cities properly plan for their future housing needs. The legislation specifically states that:

(d) Local and State governments have a responsibility to use the powers vested in them to facilitate the improvement and development of housing to make adequate provision for the housing needs of all economic segments of the community (CA Housing Element Law, 2006).

(e) The Legislature recognizes that in carrying out this responsibility, each local government also has the responsibility to consider economic, environmental, and fiscal factors and community goals outlined in the general plan and to cooperate with other local governments and the state in addressing regional housing needs (CA Housing Element Law, 2006).

Accordingly, in enacting the Housing Element legislation, lawmakers stated four primary intents in Section 65581 of the law:

- 1) To ensure cities and counties recognize that they each have a responsibility to help the state achieve its statewide housing goals.
- 2) To ensure that cities and counties prepare and implement housing elements to help achieve statewide housing goals.
- 3) To recognize that localities are best able to determine strategies to meet local housing needs and that these strategies should also lend towards meeting the state housing goal.



4) To ensure cooperation between local government entities to meet regional housing goals.

The Housing Element law acknowledges that the legislation intends to promote regional housing production goals. However, regional housing needs are established only for planning purposes, and actual housing production goals may not meet the established need – representing a blatant implementation gap because a population that needs housing will remain unserved if there is no housing available. If a region states a housing production goal, it should plan so that the goal can actually meet the need – if not, homelessness will ensue for many people.

At the state oversight level, the California Department of Housing and Community Development's (HCD) responsibility is to determine regional housing needs for the state's various localities. HCD determines both existing and projected housing needs. HCD works in conjunction with a locality's regional government to share data about anticipated household growth, trends in household size, vacancy trends, mobility trends, and other trends about the projected population to inform its determination of local housing needs (CA Housing Element Law, 2006).

The San José Housing Element 2014-2023 is selected for analysis because of the potential of its contents to reveal data about the current and projected housing needs for low-income seniors in that City. The analysis will reveal information about the intergovernmental collaboration required to meet the need.

## Literature Review

### Overview of Affordable and Supportive Housing

The housing nonprofit organization CSH delineates the differences between affordable and supportive housing as follows: whereas affordable housing simply provides subsidized housing for individuals with low incomes (tenants typically pay only 30 percent of their rent and federal and state funds usually subsidize the remaining rent), supportive housing couples the affordable housing aspect with the provision of services such as case management, healthcare, nutrition, and transportation (2013). According to CSH, sponsors of supportive housing projects typically contract with local service providers to make these services available to project tenants (2013). Destination: Home is a prominent nonprofit housing and social services provider in San José that commissioned the *Community Plan to End Homelessness in Santa Clara County*. According to the entity, the benefit of supportive housing is that 94 percent of individuals in permanent supportive housing remain stably housed.

One of the keys to mitigating homelessness is to ensure that those facing homelessness are able to be housed, and remain housed. Especially with vulnerable populations such as seniors, supportive housing is the key to remaining housed - because if a senior is facing housing insecurity, there may very well be other social issues that the senior needs assistance with, such as medical care or transportation. With many San José seniors receiving fixed incomes and threatened by rising rental prices that their incomes cannot accommodate, a housing crisis among the low-income elderly is likely impending unless intergovernmental partners convene to mitigate the housing issue. Because the literature identifies the successful delivery of affordable housing with supportive services as often being a joint effort between nonprofit and local government entities, this paper will explore the research question: Is intergovernmental

collaboration as represented in the San José Housing Element poised to benefit the provision of affordable and supportive housing for low-income seniors in San José, California? The research would identify themes of intergovernmental collaboration within the San Jos Housing Element, if they are present, and detail whether such collaboration could potentially mitigate adverse housing outcomes among the City's low-income senior population.

### Age Wave

According to the *2017-2021 California State Plan on Aging*, the implications of the proverbial "age wave" that the state is experiencing will pose a significant challenge as concerns infrastructure planning in housing, health, transportation, social services provisions, and in the economic arena. If current trends continue, California's elderly population will grow more than twice as fast as the total population. We need to ensure that appropriate mechanisms are in place to support this growing demographic (California Department of Aging, 2017). The *California State Plan on Aging* divides the state into 33 Planning and Service Areas (PSAs). Each PSA has an Area Agency on Aging that is tasked with planning and administering senior services. These PSAs will likely play a significant role in coordinating the supportive services that will allow the senior population to thrive amidst the impending Age Wave. The Age Wave is critical to note because we need to examine how the policy document that is the San José Housing Element 2014-2023 (hereafter referred to as San José Housing Element) plans to address this issue that has been identified.

## The Concept of Aging in Place

Aging in place is an alternative to the institutionalization of seniors who need health and social services. The City of San José and County of Santa Clara has articulated that the concept of aging in place is a policy arena that it would like to pursue to empower its growing senior population to live independently and avoid institutionalization. Thus, a review of the San José Housing Element should include references to aging in place as a strategy to increase affordable and supportive options for low-income seniors. Aging in place is essentially a policy approach that involves seniors living independently at home with appropriate supportive services such as rides to doctor appointments, home modifications to increase accessibility, and the like being available to them. However, an initial review of the literature indicates that seniors' calls to age in place favor an individual senior demographic - white homeowners. How do economically disadvantaged seniors who do not own homes fit into this picture, and how will they be housed? According to 2016 findings by the Pew Research Center, compared to their white counterparts, minorities tend to have lower incomes, lower homeownership rates, and own fewer assets. As the disadvantaged subpopulation ages, compounding factors limit housing options for them. They will likely become relegated to rental housing, and as they age, increased social services and other supportive services will be required to ensure their livelihood.

A review of the literature demonstrates a rejection of the monolithic grouping of the senior population into a homogenous demographic and reveals that there are different subpopulations of senior citizens (homeowners versus renters, higher-income versus low-income, etc.) that may require different levels of assistance to remain housed. Thus, it is vital to analyze how low-income seniors are represented as a population or subpopulations within the San José Housing Element (sub-question 1).

## The Rental Market in Santa Clara County, California

Understanding the current rental market in the City of San José and County of Santa Clara, California, is key to demonstrating the precarious the housing market outlook is for senior citizens. According to the *Out of Reach* report, the housing market in Santa Clara County is among the top five most expensive metropolitan rent markets in California. Furthermore, while median rent has increased by 10% in the County since 2005, median income has only increased by 1% (National Low Income Housing Coalition, 2014). The increasingly high cost of housing must be focal as we consider providing supportive housing for an aging population, whose most vulnerable members are retired and receiving fixed income (usually limited Social Security retirement payments) and will not be able to afford ever-increasing market rents. The study found the problem exacerbated when Santa Clara County experienced a drastic decrease in funding for affordable housing developments from 2007 through 2014. The study reported that the County's most vulnerable senior population, unable to cope with rising rents and mortgages on a fixed income, is mostly unable to live within its means to survive. These housing trends continue today.

Considering the factors above that have been named as exacerbators of the senior housing crisis, it is vital to consider what the San José Housing Element details as barriers that could derail the provision of affordable and supportive housing for low-income seniors (sub-question 3).

## Advocates for Senior Housing

Senior citizens, especially those in danger of descending into poverty without proper housing and supportive services support, stand to benefit from advocacy by various interest groups. Stokesberry (1985) identifies interest groups such as the National Association for State

Units on Aging and the National Association of Area Agencies on Aging as prime advocates who can implement the improving and increasing delivery of services to this group. Social agencies like the above have certain advantages to implementing change at the community level because social and housing programs operate under their purview. According to Solomon (2000), community organizations play a prime role in providing supportive services because they make known the needs of the community to relevant policymakers. Solomon acknowledges that a problem within the community partnership arena is that organizations compete against each other for legitimacy and claim that certain providers can sometimes be "desperate for representation." Nonetheless, he claims that community support and local government support are elements of successful affordable housing developments (2000).

Thus, to foster a better understanding how of how San José plans to house its low-income senior population in coming years, analyzing the San José Housing Element will help us to understand how low-income seniors and their advocates are sharing their feedback and policy recommendations with policymakers (sub-question 2) and how community organizations and local government are poised to work together to provide affordable and supportive housing options for that population.

### Federal Funding for Supportive Housing

According to Lammers and Liebig (1990), while the housing of the nation's most vulnerable populations is a priority of the federal government, there simply is limited federal funding distributed in this area. As a result, local and state government agencies do not depend much on federal resources for their social services and housing services programs. However, this permits the state to influence how it wants to direct such programs without limitations or oversight from the federal government. Golant (1982) claims that from a policy perspective, a

thriving supportive housing environment will require greater cooperation between the federal U.S. Department of Housing and Urban Development, the U.S. Department of Health and Human Services, and entities at lower levels of government. Such cooperation would facilitate community more housing choices for older Americans. Demonstrating this, (Vogel et al. 2007) offer the Stages of Collaboration model as a formal mechanism by which they analyzed intergovernmental collaboration between the New York City Department of Health and Hygiene and the New York City Housing Authority in implementing the Senior Wellness Project. The Senior Wellness Project was a health and wellness outreach project delivered to seniors at 21 public housing sites and successfully provided seniors with healthcare referrals and assistance with addiction issues. Vogel et al. found that interagency collaboration created opportunities to expand such supportive housing programs despite slashed budgets and scarce resources.

A review of the literature suggests that successful confrontation of housing issues requires intergovernmental collaboration to overcome barriers such as funding and resource scarcity. So, it is worthwhile to examine the San José Housing Element to determine how the policy document presents such collaboration as a means to address the lack of affordable and supportive housing options.

#### Addressing Housing Policy as a Concerted Community Effort

Addressing this wicked issue will undoubtedly be a concerted effort. Darshan Johal (as cited in Powell, 2003) states, "policy towards housing can only be effective when it is integrated into a wider development policy framework which can ensure coherence between different levels, sectors, and instruments." To facilitate such intergovernmental coherence, Powell (2003) suggests a regionalist approach to housing policy. This approach encourages and

requires the construction and maintenance of low- and moderate-income housing in all its jurisdictions.

Inter-coordinated agency responses to offer support, strategies, and initiatives to end homeless in Santa Clara County, especially among the most vulnerable populations such as seniors and those living with disabilities, are vital priorities in the City and County. This population of vulnerable citizens is likely to fall into the cycle of homelessness without supportive housing and coordinated care. The loss of housing would exacerbate poor social and health outcomes among that group, and this impending crisis requires intergovernmental intervention.

### Seniors' Agenda

In 2011, the County of Santa Clara Board of Supervisors began to draft an action plan to respond to the County's future needs, given its projected demographic age shift and a subsequent need to prepare to provide public service provisions for a growing senior population.

Knowledgeable representatives from 68 senior-serving organizations in the County drafted the Seniors' Agenda to prioritize a plan of action to prepare the community to serve a large population of seniors that will characterize the community in coming years. Among the many goals of the working group, the most prominent housing goal is to increase the accessibility to affordable housing for very low-income seniors earning less than 50% of the average median income in the County.

Concerning the Seniors' Agenda, the working team made official recommendations to the Santa Clara Board of Supervisors that the County took on a large role in overseeing the group's success. The recommendations listed below are from the Seniors' Agenda 2014 Annual Report,



published by Santa Clara County. The first and second recommendations are that the Board of Supervisors assumes responsibility for directing the implementation of the Seniors' Agenda and assembles councils of county executives to oversee the achievement of senior policy goals within their organizations.

The third recommendation is that priority funding consideration goes to safety net programs: affordable transportation, senior nutrition, information assistance, elder abuse prevention, affordable caregiver services, and affordable and supportive housing.

The fourth recommendation is that the County supports services that help seniors navigate the public service system to access the resources they need most. Additionally, the focus should be to increase the number of case managers who can coordinate various services for senior clients while also successfully serving underserved populations that face barriers to service receipt.

The fifth recommendation, and perhaps one of the most integral to this study, is that the Board of Supervisors ensures that all County agencies are collaboratively working together to increase the quality of services offered to seniors.

The sixth recommendation is that the Board institute community forums held each year that are two-way in communication. This structure allows progress about implementing the Seniors' Agenda to be shared with the public. It allows for feedback and engagement from community seniors and their advocates during all the plan's implementation stages.

The seventh recommendation to the Board is the funding and implementation of a marketing campaign to advance the Seniors' Agenda's goals, increase visibility about seniors' needs and address those needs, and promote a positive image of aging among seniors.

The eighth recommendation to the Board comes by way of the World Health Organization. The Organization has identified eight domains of livability. This framework commonly describes priorities for planners who seek to create a more inclusive and dynamic community for senior citizens. The eight components are social participation, outdoor space and buildings, civil participation and employment, respect and inclusion, communication and information, transportation, and last but very important, the domains of community support and health services, and housing. These principles are called on to be adopted to guide the creation of such inclusive, dynamic communities in Santa Clara County.

The final objective recommended for the Board of Supervisors is concerted support of legislative efforts to secure more funding for senior services and activities that support the older segment of the population's wellbeing.

The recommendations outlined in the Seniors' Agenda are illustrative examples of setting the standard for modeling intergovernmental policy goals that would provide and sustain social benefits for vulnerable populations such as seniors. Efforts to devise the Seniors' Agenda and the policy recommendations therein are essential to this paper because they demonstrate how a group of seniors (low-income and otherwise), housing advocates, and policymakers met to delineate a plan of action to address the impending senior housing crisis. Given that the San José Housing Element is a policy document intended to direct regional housing goals and production, it is vital to consider how policy recommendations made by advocates are actually considered and implemented. Thus, one of the goals of this paper is to examine to what extent low-income seniors and their advocates are able to share their feedback and housing recommendations as we see represented within the San José Housing Element itself (sub-question 2).

## Methodology

The research design informs the following research question: **Is intergovernmental collaboration as represented in the San José Housing Element poised to benefit the provision of affordable and supportive housing for low-income seniors in San José, California?** The research will also explore the below sub-questions that have been extracted from the main research question, because analyzing the San José Housing Element to discover answers to the sub-questions below will provide the data necessary to answer the main research question. By analyzing the San José Housing Element to identify themes of intergovernmental collaboration in housing, determining answers to the research sub-questions, and subsequently analyzing the results of the supplemental Likert-style survey that will be administered to City of San José Councilmembers one can come to a conclusion.

Before data analysis, several research sub-questions are devised to facilitate the analysis. Analyzing the San José Housing Element to discover answers to the sub-questions below facilitates answering of the research question. The sub-questions include:

**Sub-question 1:** How are low-income seniors represented as a population in the San José Housing Element?

**Sub-question 2:** To what extent do low-income seniors and their advocates share their feedback with policymakers as represented in the San José Housing Element?

**Sub-question 3:** What does the San José Housing Element policy document present as barriers to providing affordable and supportive housing for low-income seniors?

The primary methodology employed for this graduate project is document analysis; a document analysis is assessed on the City of San José's Housing Element 2014-2023. According to Bowen, a renowned scholar as concerns document analysis as a qualitative research method,

some various advantages and limitations pertain to the employ of document analysis as a research methodology.

Bowen identifies and discusses five advantages that attest to document analysis as a qualitative research methodology: First, documents provide background information and historical context, and is potentially valuable for researchers as it can help them understand how issues have historically formed (Bowen, 2009). Additionally, the information derived from the policy documents can provide context for qualitative interviews or questionnaire data. Indeed, the policy document analysis findings in this research could be utilized to provide context for the questionnaire survey included in this research design.

Second, Bowen states that information derived from the document analysis could help identify additional research points that need to be raised (2009).

Third, Bowen identifies document analysis as a helpful methodology because the information mined from the documents will ultimately contribute to the study topic's knowledge base. Ideally, this information can supplement data from other sources, such as interviews or surveys (2009), as would be the case in this project's research design.

Fourth, Bowen states that document analysis is helpful as a mechanism of tracking change and development (2009).

Lastly, Bowen discusses that the findings of a document analysis process are helpful in that they can verify the findings of other studies and support evidence derived from other sources. When researchers use document analysis to verify their findings, they find increased credibility and confidence in their findings. The emergence of contrary evidence compared to the document analysis would prompt further research to determine the source of any discrepancies (Bowen, 2009).

In evaluating the evidence discovered in the document analysis, Bowen notes that the researcher determines the relevance of the document's contents to the research problem and ensures that it aligns with the research study's conceptual framework. Document analysis should produce empirical knowledge and encourage the development of understanding in a given field.

A questionnaire survey, which could be administered and analyzed at a future time to support the document analysis outlined in this research project, is also included. Its inclusion facilitates a discussion of how findings from qualitative survey data can inform and increase the credibility of data obtained from a document analysis methodology. Due to the limited resources and timeframe for completing this research project, the questionnaire could not be distributed to a sample population. Therefore, a discussion of the questionnaire data findings would be appropriate for a future research project and is beyond the scope of this project. However, with proper human subject approvals from the Institutional Research Board (IRB), the questionnaire would be administered to willing City Councilmembers of the City of San José since they are the policymakers who oversee the City's composition of the San José Housing Element. The survey design is structured to assess the perceived alignment of policymakers' attitudes about intergovernmental collaboration aspects that are required to fund and facilitate the construction and rehabilitation of affordable and supportive housing options for low-income seniors. Successful administration and analysis of results would potentially corroborate the document analysis findings detailed in this project.

The proposed survey questionnaire (see Appendix A) employs a Likert-style survey that allows respondents to choose survey answers that best align with their perspective. The survey is short and would serve as a triangulation source against which qualitative data from the document analysis can be compared. Respondents would respond to survey questions on a scale from 1 to

5, with a selection of '1' indicating that a respondent 'strongly agrees' with the statement. A selection of '5' indicates that a respondent strongly disagrees with the statement. Respondents would be asked to respond to the following statements:

1. The San José Housing Element 2014-2023 accurately describes the housing need for low-income senior populations.
2. Previously, Redevelopment Agency funding for affordable housing projects was critical to completing projects of that type.
3. The City of San José should identify permanent sources of housing construction funds not sourced at federal and state levels.
4. Increased collaboration between nonprofit, local, state, and federal entities and the City of San José could increase affordable, supportive housing for vulnerable populations.

Overall, this research project is primarily descriptive. The policy document selected for analysis, the City of San José Housing Element 2014-2023, describes various governmental entities' housing policy priorities as represented in the policy document. More comprehensive research that builds upon the foundation of this project and includes the execution and analysis of the questionnaire could compound the document analysis findings. Additional research could cause the gathered data to become more descriptive; attitudes observed in the questionnaire could be analyzed for alignment with attitudes identified within the housing policy document.

## Findings and Analysis

**Research question: Is intergovernmental collaboration as represented in the San José Housing Element poised to benefit the provision of affordable and supportive housing for low-income seniors in San José, California?**

The San José Housing Element is analyzed for themes of intergovernmental collaboration. In its stated goals for social equity and diversity, the San José Housing Element proclaims a commitment to the provision of rental housing that will benefit a variety of special needs populations, especially the senior population (see Table 1):

Table 1, Identified Social Equity and Diversity Goals in the City of San José Housing Element 2014-2023

Policy or Proposed Action	As stated in San José Housing Element 2014-2023:
Policy H-1.1	“Facilitate the provision of housing sites and structures across location, type, price and status as rental or ownership that respond to the needs of all economic and demographic segments of the community, including seniors, families, the homeless, and individuals with special needs.”
Policy H-1.2	“Create housing opportunities and accessible living environments that allow seniors to age in place, either in the same home, assisted living facilities, continuing care facilities, or other housing types within the same community.”
Policy H-1.4	“Encourage the location of housing designed for senior citizens in neighborhoods where health and community facilities and services are within a reasonable walking distance and are accessible by public transportation.”
Policy H-1.8	“Encourage investments in infrastructure in order to maintain high-quality living environments in existing mobile home parks.”
Action H-1.11	“Continue to work in close cooperation with other entities, public, private and nonprofits, to foster information, techniques, and policies to achieve the (continued) Housing Goals, Policies, and Implementation Actions in this Plan and make such information readily available.”

The policies indicated in the table above, selected from the San José Housing Element, expressly posit low-income seniors as a special needs population. These policies prioritize the need to create housing units and opportunities that support seniors' ability to age in place at home or in other appropriate supportive housing environments. Additionally, those policies as presented in the San José Housing Element attempt to address the needs identified during stakeholder meetings (for example, the demand at previous stakeholder meetings for City staff to explore the use of mobile home parks as a source of affordable housing for seniors). The San José Housing Element acknowledges that the leverage of intergovernmental collaboration is a viable action that can help achieve the policy goals outlined above.

The policies and actions below demonstrate a commitment toward interagency and intergovernmental collaboration:

Table 2, Affordable Housing Goals in the Housing Element

Policy or Proposed Action	As stated in San José Housing Element 2014-2023:
Policy H-2.1	"Facilitate the production of extremely low-, very low-, low-, and moderate-income housing by maximizing the use of appropriate policies and financial resources at the federal, state, and local levels; and various other programs."
Policy H-2.7	"Support strategies in collaboration with other jurisdictions and agencies to end homelessness by creating permanent housing solutions combined with services such as medical, education, and job placement."
Action H-2.14	"Support legislation at the State and Federal levels that: (1) facilitates private and/or public sector investment in housing affordable to households of extremely-low, very low-, low- and moderate-income; (2) provides for the greatest local autonomy in the administration of State and Federal housing programs; and (3) furthers the City's objective of conserving and rehabilitating the existing housing stock."



An evaluation of the totality of proposed policies and actions as represented in the San José Housing Element is beyond the scope of this research design. Instead, this project's research design describes how the policy document is oriented to support the provisioning of supportive and affordable housing for low-income seniors.

**Sub-question 1: How are low-income seniors represented as a population in the San José Housing Element?**

The San José Housing Element identifies seniors over 65 as one of the fastest-growing populations in San José, and specifically identifies low-income seniors as a special-needs population.

**Sub-question 2: To what extent do low-income seniors and their advocates share their feedback with policymakers as represented in the San José Housing Element?**

Public input into the drafting of a city's Housing Element is required per the Housing Element law. Stakeholder input is of great importance in the policy process because it is through such stakeholder input that policymakers become aware of issues that should be placed on the Agenda for consideration.

An analysis of the stakeholder meetings represented in the San José Housing Element showcases various issues posed by seniors (low-income and otherwise) and their advocates, who were invited to participate in the public outreach process to ensure citizen concerns were voiced for inclusion at the policy level. Seniors and their advocates voice their concerns to encourage consideration of elderly housing needs, especially considering the group is a rapidly-growing population. They encourage the exploration of mobile home parks as a source of affordable housing for seniors and propose rent control to promote housing affordability. They advocate for the construction of aesthetic, walkable living arrangements.

Stakeholders also request the facilitation of programs that encourage the ability for seniors to age in place. Additionally, developing new partnerships and funding opportunities to increase affordable housing stock is identified as one of five themes that emerged from public outreach.

**Sub-question 3: What does the policy document present as barriers to the provision of affordable and supportive housing for low-income seniors?**

The document analysis yields several intergovernmental constraints that serve as challenges to providing affordable housing for populations in San José and at large: limited funding for affordable housing at the state and federal levels, the dissolution of redevelopment agencies, and the effects of inclusionary housing laws.

The San José Housing Element cites cutbacks in federal funding as a primary challenge to constructing affordable housing. Funding received by the City from the federal U.S. Department of Housing and Urban Development (HUD) has declined by almost 40 percent since 2008, as evinced by cuts to the City's Community Development Block Grant (CDBG) that HUD funds. Additionally, federal budget cuts administered through HUD affect the Santa Clara County Housing Authority, which uses HUD funding to administer rental assistance to low-income and vulnerable populations in the City and County. Thus, the San José Housing Element states explicitly that "funding limitations represent a key constraint on the City's ability to address local housing and homelessness issues."

The San José Housing Element identifies tax credit funding and San José Redevelopment Agency finance funding as tools previously poised to create the most impact on affordable housing projects. However, redevelopment funding is no longer available for reasons explained below, and funding for Low-Income Tax Credits to fund a housing development is competitive.

In addition to limited federal and state funding levels to support San José's affordable housing goals, the municipality must also grapple with the loss of affordable housing funding at the local level experienced through the dissolution of redevelopment agencies. According to the San José Housing Element, funds generated through the San José Redevelopment Agency generated \$40 million per year in affordable housing funds. Funds generated through the California Community Redevelopment Act provided local government with tax revenue to revitalize blighted neighborhoods. The funding became known as the Low and Moderate Income Housing Fund (also referenced as inclusionary housing). While this funding provided for the generation of affordable housing units to help low-income families to improve their housing outcomes, inclusionary housing funding became a casualty of the California budget cuts of 2011. In 2011, Governor Jerry Brown dissolved redevelopment agencies statewide to help balance the state budget deficit. The San José Housing Element cites the League of California Cities' statement on the impact of the loss of redevelopment funding: it "fundamentally shifted decisions concerning the financing and funding of redevelopment obligations from the local level to the State, and comprehensively changed how low and moderate-income housing is funded."

#### Determination of solutions

The San José Housing Element suggests that a greater variety of housing choices could meet the growing need to house an increasingly diverse population, including seniors (low-income or otherwise). To meet demands to facilitate aging in place, the San José Housing Element offers the following options as solutions to meet the need: traditional home and apartment options, construction of micro-homes that measure less than 400 square feet, secondary dwelling units, and the rehabilitation of existing housing stock. When an elderly individual is no longer able to sustain their care or age in place without assistance, a variety of

housing solutions could be oriented to this population that experiences an inability to live alone. To help sustain the elderly, The San José Housing Element lists "shared housing, senior condos, senior residential communities, life care communities, continuing care, assisted living, residential care, nursing facilities, and hospice care" as housing resources that could be administered along with supportive care resources. The San José Housing Element suggests that the City plans appropriately for its senior housing needs related to the demand, especially since there may be an increased need for the types of supportive housing services named above. Providing these housing provisions will require much coordination between supportive service providers and various levels of governmental agencies.

## **Conclusion**

Ideally, this research project's findings could be used to inform relevant stakeholders and policymakers about the gaps and opportunities in the provision of housing and services to economically challenged seniors. The research findings can be combined with qualitative data analysis from a survey similar to the one designed. To conclude, the literature review and document analysis included in this research study corroborate the notion that housing this population will require a concerted effort among intergovernmental partners. However, the uncertain funding commitments at federal, state, and local levels undoubtedly prove to be most significant barrier towards the construction of affordable and supportive housing. Future research should identify and discuss methods of resolving or working around the funding issue.

As mentioned in this project's Methodology segment, one can best utilize the document analysis method in conjunction with another observatory method, such as an interview or survey. Because this questionnaire was not distributed to collect data, its data is unable to be analyzed. However, its inclusion as part of this research design demonstrates an effective means to gather additional qualitative data related to the provisioning of affordable and supportive housing for low-income seniors in the City of San José. The employ of the questionnaire in future research could corroborate the document analysis findings enclosed in this project.

## References

- Bowen, G. (2009). Document Analysis as a Qualitative Research Method. *Qualitative Research Journal*, 9(2), 27-40.
- Department of Aging (2017). California State Plan on Aging 2017-2021. Retrieved from [https://www.aging.ca.gov/Resources/California\\_State\\_Plan\\_on\\_Aging\\_2017-2021/](https://www.aging.ca.gov/Resources/California_State_Plan_on_Aging_2017-2021/)
- City of San José (2015). City of San José 2014-2023 Adopted Housing Element. Retrieved from <http://www.sanJoseca.gov/DocumentCenter/View/43711>
- County of Santa Clara (2014). Seniors' Agenda 2014 Annual Report. Retrieved from [https://www.sccgov.org/sites/ssa/daas/Documents/SA%20annual%20report\\_112414\\_FINAL%20FINAL.pdf](https://www.sccgov.org/sites/ssa/daas/Documents/SA%20annual%20report_112414_FINAL%20FINAL.pdf)
- CSH. "Service Planning in Affordable Housing V. Supportive Housing." Sept. 2013. Web. <[http://www.csh.org/wp-content/uploads/2013/09/AffordvsSuppHsng\\_F.pdf](http://www.csh.org/wp-content/uploads/2013/09/AffordvsSuppHsng_F.pdf)>.
- Destination: Home. "Community Plan to End Homelessness." Community Plan to End Homelessness in Santa Clara County. Santa Clara County Board of Supervisors, 2015. Web. <<https://www.sccgov.org/sites/osh/ContinuumofCare/ReportsandPublications/Documents/Community%20Plan%20to%20end%20Homelessness/Community%20Plan%20to%20End%20Homelessness%20in%20Santa%20Clara%20County.pdf>>.
- Engelhardt, Gary. "A Profile of Housing and Health Among Older Americans." How Housing Matters. 19 Nov. 2013. Web. <<https://howhousingmatters.org/wp-content/uploads/2014/09/A-Profile-of-Housing-and-Health-Among-Older-Americans.pdf>>.
- Golant, S. (1982). Community housing choices for older Americans: Edited by M. Powell Lawton and Sally L. Hoover. Springer, New York, 1981. 326 pp. \$28.50. *Social Science & Medicine*, 16(20), 1812-1813.
- Lammers, W., & Liebig, P. (1990). State Health Policies, Federalism, and the Elderly. *Publius*, 20(3), 131-148.
- National Low Income Housing Coalition, "Out of Reach 2014." National Low Income Housing Coalition, Mar. 2014. Web. <<http://nlihc.org/sites/default/files/oor/2014OOR.pdf>>.
- Pew Research Center,. "Demographic Trends and Economic Wellbeing." Numbers, Facts, and Trends Shaping Your World. 27 June 2016. Web.

<http://www.pewsocialtrends.org/2016/06/27/1-demographic-trends-and-economic-well-being/>.

Polonsky, M., & Waller, D. (2005). *Designing and managing a research project: A business student's guide*. Thousand Oaks, Calif.: Sage Publications.

Powell, J. (2003). Opportunity-Based Housing. *Journal of Affordable Housing & Community Development Law*, 12(2), 188-228. Retrieved from <http://www.jstor.org.libproxy.csun.edu/stable/25782597>

Solomon, R. (2000). REPRESENTING THE POOR AND HOMELESS: A COMMUNITY-BASED APPROACH. *Saint Louis University Public Law Review*, 19, 475-507.

Stokesberry, J. (1985). New Policy Issues in Black Aging: A State and National Perspective. *The Journal of Applied Gerontology*, 4(1), 28-34.

U.S. Census Bureau (2014). American Community Survey. Retrieved from <https://www.census.gov/acs/www/data/data-tables-and-tools/data-profiles/2014/>

VOGEL, A., RANSOM, P., WAI, S., & LUISI, D. (2007). INTEGRATING HEALTH AND SOCIAL SERVICES FOR OLDER ADULTS: A CASE STUDY OF INTERAGENCY COLLABORATION. *Journal of Health and Human Services Administration*, 30(2), 199-228. Retrieved from <http://www.jstor.org.libproxy.csun.edu/stable/41288081>

## **Appendix A: City of San José Councilmember Questionnaire**

On a scale from 1 to 5, with a selection of 1 indicating that you 'strongly agree' with the statement and a selection of '5' indicating that you 'strongly disagree' with the statement, please indicate your level of agreement with each statement below:

1. The San José Housing Element 2014-2023 accurately describes the housing need of low-income senior populations.
2. Previously, Redevelopment Agency funding for affordable housing projects was critical to completing projects of that type.
3. The City of San José should identify permanent sources of housing construction funds not sourced at federal and state levels.
4. Increased collaboration between nonprofit, local, state, and federal entities and the City of San José could be used as a method to increase the building of affordable, supportive housing for vulnerable populations.