

ONIZUKA AIR FORCE STATION (AFS)  
**HOMELESS ASSISTANCE SUBMISSION**

ONIZUKA AIR FORCE STATION  
LOCAL REDEVELOPMENT AUTHORITY (LRA)

DECEMBER 9, 2008

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ONIZUKA AIR FORCE STATION  
HOMELESS ASSISTANCE SUBMISSION

**INTRODUCTION AND EXECUTIVE SUMMARY**

As the Department of Defense (DoD) designated Local Redevelopment Authority (LRA) for the Onizuka Air Force Station (AFS), the City of Sunnyvale, California has developed this Homeless Assistance Submission in compliance with the Base Closure Community Redevelopment and Homeless Assistance Act of 1994 (the “Act”) for the Onizuka facility (see Exhibit 1, Onizuka Vicinity Map).

The Act established two screening procedures. The first, a federal screening conducted by the DoD identifies federal agency interests in the site before it is declared surplus. The second, a federally-mandated local screening process conducted by the LRA, identifies possible local public agency and community-based agency interests to be considered during the LRA’s redevelopment planning process. The local screening produced two Notices of Interest (NOIs) or requests for portions of the Onizuka site from two non-profit housing agencies: Mid Peninsula Housing Coalition (MPHC) in partnership with Shelter Network (SN) and The Onizuka Partnership composed of homeless service providers led by Charities Housing Development Corporation (Onizuka Partnership). The two NOIs propose to acquire a total of six acres under a total no-cost homeless land conveyance for 91 units (plus two management units) of service-enriched housing for Sunnyvale’s homeless population, which the *City of Sunnyvale 2005-2010 Consolidated Plan* estimated at 299 persons. (See Exhibit 2, *City of Sunnyvale 2005 – 2010 Consolidated Plan* and Exhibit 3, Notices of Interest.)

The Act charges the LRA with balancing homeless needs for housing with community needs for economic and other development. The Act also requires preparation of a redevelopment plan indicating the support (buildings, property or funding) being made available to requesting homeless service providers (see the *Onizuka Redevelopment Plan*, submitted separately). In balancing these needs the LRA analyzed and weighed a comprehensive list of factors. These included public policies such as the Sunnyvale 2005-2010 Consolidated Plan, the Sunnyvale General Plan and the Moffett Park Specific Plan. The LRA also analyzed site conditions and balanced the Department of Veterans Affairs impact on the site. The LRA reviewed the homeless NOI submissions to identify technical deficiencies, determine financial feasibility, verify each agency’s track record with similar projects, and other project criteria. The LRA also evaluated possible project impacts on the remainder parcel, the surrounding neighborhoods, and the needs of the homeless as set forth in the Consolidated Plan. The LRA hired independent expertise for specific analysis of conceptual reuse options including their capacity to feasibly relocate homeless housing (and the Department of Veterans Affairs) to other, more appropriate locations. The LRA considered the analysis as a factor in its “balancing” considerations. Throughout the process the LRA engaged the homeless service providers at scheduled public meetings for presentation of their projects,

facility tours for the Onizuka AFS Citizen's Advisory Committee (CAC) and LRA, and staff interviews. In all, the balancing process involved ten public meetings of the CAC.

The LRA found that the two no-cost homeless conveyances of the Onizuka AFS parcels will balance the needs of local homeless (as identified in the NOIs and in the Sunnyvale Consolidated Plan) with the needs of the community for economic development as identified in the Sunnyvale General Plan and the Sunnyvale Moffett Park Specific Plan. As a consequence, the LRA and both non-profit housing agencies agreed upon core terms that approve the two NOI requests for two no-cost homeless conveyances (see Exhibit 4, Legally Binding Agreement).

### **PROPOSED HOMELESS ACCOMMODATION**

The LRA finds the needs and projects proposed in the homeless services agency's NOIs for Onizuka to be consistent with the needs of the homeless and the needs for homeless facilities described in the *City of Sunnyvale 2005-2010 Consolidated Plan* for Sunnyvale's estimated 299 homeless residents. (Recent county-wide studies have doubled this estimate.) The analysis conducted by City staff found the NOI-proposed projects to be feasible proposals from experienced and capable agencies that have constructed and managed affordable housing projects with track records of success throughout the region. The NOIs were revised to address technical deficiencies and to ensure compliance with HUD requirements.

The LRA approved terms of a single Legally Binding Agreement (LBA) with the two non-profit housing development corporations (the "agencies") that submitted NOIs on behalf of the homeless, (see Exhibit 4, Legally Binding Agreement). The terms memorialized in the LBA approve the two NOIs for a no-cost homeless conveyance of Onizuka parcels from the Department of Defense for the construction of homeless housing. According to the terms of the LBA, the homeless service providers agree to withdraw their no-cost homeless NOIs at the request of the LRA and in lieu of the land conveyance, and accept up to \$4.1 million each (\$8.2 million total) to compensate their option, predevelopment and purchase costs of parcels at other, more appropriate locations.

To facilitate the LRA's vision for reuse of the entire Onizuka facility, and to expedite homeless housing construction elsewhere at current construction costs, the LRA agrees to advance funds with a bridge loan to each homeless service provider up to \$4.1 million for its option, predevelopment and acquisition of alternative locations before the Onizuka AFS closure in 2011. The LRA's bridge loan to finance residential property purchases elsewhere is conditioned upon Air Force concurrence with the final redevelopment plan and a disposition strategy which permits the LRA to recoup the loan at a later date from the proceeds of the property's sale. The LBA itself balances the needs of Sunnyvale's homeless and community redevelopment objectives as summarized below.

1. LRA agrees to balance homeless needs by approving both homeless service agencies' NOIs at Onizuka AFS for a no-cost homeless conveyance of requested acreage. If the

property becomes available or feasible for the LRA's preferred reuse, then the LRA may withdraw the NOI and advance funds for land acquisition at another more appropriate location.

2. When arrangements for the LRA's preferred reuse, recommended disposition, and reimbursement of homeless site costs are completed, the LRA and homeless service providers will withdraw the NOIs.
3. The LRA's reimbursement of each homeless service provider's land cost is capped at \$4.1 million regardless of any escalation in property values.
4. The City's financial risk is minimized: should Air Force disapprove the LRA's plan/disposition, or the LRA decide not to relocate the NOI providers, the LRA may leave the NOI encumbrances on the Onizuka AFS property and incur no relocation cost obligations except for their out-of-pocket planning costs.
5. The City will capitalize an LRA loan fund for the LRA to bridge finance acquisition of alternative properties for homeless housing at other, more appropriate locations.
6. The LRA's land financing leverages the construction financing accessed by the homeless service providers to expedite homeless housing at current construction costs -- well before Onizuka's 2011 closure.
7. Subject to an economic development conveyance (EDC), proceeds of Onizuka's sale or development would pay down or repay the LRA's advance, or bridge loan, to the homeless service providers who could then own more appropriate sites free, clear and subject only to their continued use for allowable homeless housing.
8. Homeless agencies share risks with the City if proceeds are insufficient to repay LRA advances or "bridge loans": the agencies will be responsible for repaying half of any un-reimbursed advance.
9. Prior City approval of alternate site and project design concepts is a precondition of LRA loans and will be detailed in an LRA-prepared development agreement.
10. The City's entitlement process will address the final homeless housing development as to density, site design, and other development issues.
11. If bridge financing proceeds, LRA staff could prepare and process inter-agency loans and bridge loans consistent with current loan practice.

As part of this Homeless Assistance Submission (HAS), the LRA has evaluated the balance between homeless assistance needs and community and economic development needs of the City, and developed the LBA. In summary, the LRA has approved the two homeless NOIs which will, pursuant to the attached legally binding agreement, remain on the Onizuka property but may be withdrawn by the LRA. Any interim LRA bridge financing will be

compensated by the buyer, developer, Air Force, and/or LRA as a condition of subsequent agreements.

### **HOMELESS POPULATION, NEEDS AND SERVICES IN SUNNYVALE**

Homelessness is a shared problem among Santa Clara County jurisdictions. Any attempt to quantify homeless needs must recognize that homeless individuals and families are not wholly contained by jurisdiction boundaries, nor are facilities and services for homeless persons.

The City of Sunnyvale's homeless goals and objectives are outlined in the *City of Sunnyvale 2005-2010 Consolidated Plan*. The Consolidated Plan is a strategic planning document that the City is required to prepare and submit to the U.S. Department of Housing and Urban Development (HUD). The following narratives are taken from the Consolidated Plan, which summarizes the scope and nature of homeless needs in Sunnyvale at the time that the Plan was developed, and they have been updated to reflect the NOIs submitted. Information regarding homeless needs, objectives and services may be found in Chapters 3-4 of the Consolidated Plan. The City of Sunnyvale coordinates services and facilities available for the homeless through a regional, cooperative strategy known as the "Continuum of Care." The goals of the continuum of care program include assistance for homeless individuals securing housing, job training, childcare, and other services. The Continuum of Care stresses permanent solutions to homelessness through comprehensive and collaborative community planning. The goal of a comprehensive homeless service system is to ensure that homeless individuals and families move from homelessness to self-sufficiency, permanent housing, and independent living.

Based on the County's Continuum of Care funding application to HUD, Sunnyvale, along with other cities, and the County have agreed to a homeless needs and gaps analysis that assigns each jurisdiction a share of the countywide need based on homeless clients' last reported place of residence in the County's Homeless Management Information System (HMIS) database. According to the HMIS database, approximately 4.4 percent of homeless clients countywide stated they last lived in Sunnyvale (see Section 4.3.3 of the *City of Sunnyvale 2005-2010 Consolidated Plan*). HMIS estimates the homeless population, available shelter and housing units, and service gaps in Sunnyvale as of 2004. These are provided in Table 4-4 below from the *City of Sunnyvale 2005-2010 Consolidated Plan*, which describes the unmet need in the continuum of care system, including any gaps that exist in the continuum of care for particular homeless subpopulations, and the priority homeless needs assessment.

**Consolidated Plan - Table 4-4  
 (HUD Table 1C)  
 Summary of Specific Homeless/Special Needs Objectives**

<b>Obj #</b>	<b>Specific Objectives</b>	<b>Performance Measure</b>	<b>Expected Units</b>
<b>G-1</b>	<b>Homeless Objectives</b>		
G-1	Emergency Shelter – Individuals	Beds	15
G-1	Emergency Shelter – Families	Beds	4
G-1	Transitional Housing Beds – Individuals	Beds	50
G-1	Transitional Housing Beds – Families	Beds	11
G-1	Permanent Housing Units – Individuals	Units	30
<b>G-1</b>	Permanent Housing Units – Families	Units	5
	<b>Special Needs Objectives (Units/Beds)</b>		
	Elderly	Units	175
	Frail Elderly	Beds	100
	Severe Mental Illness	Beds	12
	Developmentally Disabled	Beds	24
	Physically Disabled	Units	80
	Persons w/ Alcohol/Other Drug Addictions	Beds	70
	Persons w/HIV/AIDS	Beds	10
	Female Headed Households	Units	100
	Large Families	Units	330

Source: *City of Sunnyvale 2005-2010 Consolidated Plan, May 2005*

Below, the Continuum of Care Homeless Population Chart—Sunnyvale, indicates that approximately 73.9 percent of Sunnyvale’s homeless population are homeless individuals. Unsheltered homeless individuals account for 53.2 percent of the total homeless population.

**Consolidated Plan - Table 3-21  
Homeless and Special Needs Populations**

**Continuum of Care: Housing Gap Analysis Chart for City of Sunnyvale**

		Current Inventory*	Under Development	Unmet Need/ Gap
<b>Individuals</b>				
<b>Beds</b>	Emergency Shelter	40	0	73
	Transitional Housing	23	0	102
	Permanent Supportive Housing	11	2	62
	<b>Total</b>	<b>74</b>	<b>2</b>	<b>237</b>
<b>Persons in Families with Children</b>				
<b>Beds</b>	Emergency Shelter	18	0	4
	Transitional Housing	48	0	11
	Permanent Supportive Housing	20	0	15
	<b>Total</b>	<b>86</b>	<b>0</b>	<b>30</b>

\* Facilities may not be within City limits of Sunnyvale, number represents a proportionate share of Countywide facilities, many of which receive funding from the City of Sunnyvale. Source: Homeless Management Information Strategy database, Santa Clara County and C/B/A analysis, December 2004.

The chart below is based upon a County/City sponsored two-day count of the homeless population conducted in December 2004. Based on the HMIS data, it is estimated that there are 299 homeless persons in Sunnyvale and that 120 homeless persons (40.1 percent) have shelter.

**Continuum of Care Homeless Population Chart – Sunnyvale**

<b>Homeless Population</b>	<b>Sheltered</b>		<b>Unsheltered</b>	<b>Total</b>
	<b>Emergency</b>	<b>Transitional</b>		
1. Homeless Individuals	<b>39</b>	<b>23</b>	<b>159</b>	<b>221</b>
2. Homeless Families With Children	<b>5</b>	<b>11</b>	<b>8</b>	<b>24</b>
2a. Persons in Homeless Families wt Children	<b>17</b>	<b>41</b>	<b>20</b>	<b>78</b>
<b>Total (lines 1 + 2a)</b>	<b>56</b>	<b>64</b>	<b>179</b>	<b>299</b>

Source: City of Sunnyvale 2005-2010 Consolidated Plan, May 2005.

The following narrative regarding Sunnyvale's needs was taken from the *Sunnyvale 2005-2010 Consolidated Plan* and updated to reflect the submitted NOIs.

These sub-categories of Sunnyvale's homeless population were an evaluation factor in judging the NOIs, and were considered by the LRA in balancing homeless needs for housing.

**Homeless Individuals.** The HMIS data in Continuum of Care Homeless Population Chart – Sunnyvale (page 9) estimates that single homeless adult individuals comprise approximately 74 percent of the homeless population in Sunnyvale. Unsheltered homeless individuals account for 53.2 percent of the total homeless population in Sunnyvale. 75 percent of single homeless adults are male.

The MPHC and SN NOI will provide 40 units for chronically homeless individuals. The Onizuka Partnership NOI provides 30 units, either for single individuals, or two-person households. The LRA sought to balance the needs of homeless adult males with approval of the NOIs that focused on facilities for this sub-category.

**Homeless Families.** Members of homeless families make up approximately 26.1 percent of the homeless population in Sunnyvale. This is similar to the proportion of homeless family members in the urban county homeless population. According to the HMIS, Countywide, 284 homeless persons were accompanied by 227 dependent children with single mothers head the majority (66 percent) of homeless families.

The MPHC and SN NOI will provide 21 chronically homeless families with housing. The LRA sought to balance the needs of homeless families in its evaluation of the NOIs that addressed this sub-category. .

Chronically Homeless: The Interagency Council on Homelessness has defined someone who is "chronically homeless" as "being disabled and either being continuously homeless for a year or more or having had at least four homeless episodes during the last three years."<sup>1</sup> In 2004, there were estimated to be eight chronically homeless persons in Sunnyvale<sup>2</sup> who would be eligible for housing provided by one of the two proposed NOI projects.

Persons with Severe Mental Illness: Severe mental illness includes the diagnoses of psychoses and the major affective disorders (e.g. bipolar, major depression). To qualify as chronic, the illness must have existed for at least one year. In Sunnyvale, there were estimated to be 42 homeless persons considered seriously mentally ill. The major barrier to stable, decent housing for the seriously mentally ill is the availability of affordable housing. A substantial majority of persons in this population depend solely on Social Security Insurance (SSI) disability payments. Onizuka Partnership's NOI provides up to 30 units to serve the 42 homeless residents of Sunnyvale with mental illness.

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<sup>1</sup> U.S. Department of Housing and Urban Development, *Strategies for Reducing Chronic Street Homelessness*, January 2004.

<sup>2</sup> Assuming the proportion of chronically homeless persons in Sunnyvale based on the HMIS data.

Persons with Substance Abuse Problems: In Sunnyvale, an estimated 36 homeless persons had chronic substance abuse problems, either with alcohol or with other drugs, or sometimes with a combination of substances. In past surveys, substance abuse appeared to be a major factor in the cause of homelessness. A substantial number of homeless surveyed in 1997 (25.9 percent) stated that substance abuse had precipitated continual job loss and a subsequent inability to pay rent, resulting in eviction from their homes. Records have also been kept for homeless persons categorized as "dually diagnosed." This refers to persons diagnosed with both a mental illness and a substance abuse problem. The estimated number of such homeless persons was 21. Both MPHIC and Onizuka Partnership will serve some clients that have had substance abuse problems.

Veterans: In 2004, it was estimated that there were 12 homeless veterans in Sunnyvale. The Onizuka Partnership NOI provides sufficient units to house Sunnyvale's homeless veterans. News reports indicate that veterans from conflicts in Iraq and Afghanistan are beginning to show up in increasing numbers at homeless shelters in the nation, although the overall numbers are still small.<sup>3</sup> Reasons for this national increase vary. Some veterans were homeless due to high housing costs or lack of income while searching for jobs or waiting for veterans benefits. Others were dealing with issues, such as mental health problems that make it more difficult for individuals to secure permanent housing. It is not known how many veterans from the Iraq and Afghanistan conflicts are currently homeless in Sunnyvale and Santa Clara County. However, as these conflicts continue, it is possible that there could be an increase in the local homeless veteran population, especially given current housing and labor market conditions.

Persons Infected with HIV/AIDS: In Sunnyvale, it is estimated there were six homeless persons with HIV/AIDS.

Persons Suffering Domestic Violence: Many of the single women and women with children become homeless as a result of domestic violence. According to a study by the U.S. Conference of Mayors, 46.0 percent of the cities surveyed identified domestic violence as a primary cause of homelessness.<sup>4</sup> Homeless women often require counseling and other forms of assistance. The estimated number of such persons in Sunnyvale was 20.

The Support Network for Battered Women (SNBW), a major provider of assistance to women and children escaping domestic violence in Sunnyvale and other communities, operates an 18-bed facility that can serve six families at one time. In fiscal year 2003-04, SNBW served 177 women and children. The SNBW works collaboratively with other women's shelters in the County to provide out of area shelter when needed.

Youth: Of the estimated homeless population in Sunnyvale in 2004, six were youths. The MPHIC project will serve families with youth and children. Homeless youth are difficult to track because of their highly transient nature, their distrust of adults, and their distrust of services. Emergency Housing Consortium's youth program (Our House) records indicate that

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<sup>3</sup> "Homeless Iraq Vets Showing Up At Shelters," United Press International, December 7, 2004; "Back From Iraq – And Suddenly Out On The Streets," *Christian Science Monitor*, February 8, 2005.

<sup>4</sup> U.S. Conference of Mayors, 1998.

about two-thirds of homeless youth were escaping domestic violence, while another 25 percent were “kicked out” of their homes. The Bill Wilson Center, a nonprofit agency serving youth, reported similar data among the homeless and runaway youth that they serve Countywide.

**Gaps in Service**

Based on the countywide data on available shelter and housing units, and on the assigned proportion of homeless needs in Sunnyvale, there is a gap of 237 beds or units for individuals and 30 beds or units for families with children (see *City of Sunnyvale 2005-2010 Consolidated Plan*, Table 3-21). The gap for individuals includes a need for 73 additional emergency shelter beds, 102 transitional housing units, and 62 permanent supportive housing units. The gap for families with children is four emergency shelter beds, 11 transitional housing units, and 15 permanent supportive housing units.

As required by HUD, “**Homeless and Special Needs Populations 2004**” and “**Homeless Subpopulations**” are inserted below and contain Sunnyvale’s 2004 estimate of the homeless population, available shelter and housing units and service gaps. The data sources were the *Santa Clara Countywide Consolidated Continuum of Care Application of 2004* and the HMIS database. In 2004, these sources estimated Sunnyvale’s homeless population at 299 of the county’s homeless population of 7,214 persons.

**Consolidated Plan – Table 3-21 Homeless and Special Needs Populations 2004 with NOIs Addendum**

**Continuum of Care: Housing Gap Analysis Chart for City of Sunnyvale**

		<b>Current Inventory</b>	<b>Unmet Need/Gap*</b>	<b>Proposed NOIs</b>
<b>Individuals</b>				
Beds	Emergency Shelter	40	73	
	Transitional Housing	23	102	
	Permanent Supportive Housing	11	62	70
	<b>Total</b>	<b>74</b>	<b>237</b>	<b>70</b>
<b>Persons in Families with Children</b>				
Beds	Emergency Shelter	18	4	
	Transitional Housing	48	11	
	Permanent Supportive Housing	20	15	21
	<b>Total</b>	<b>86</b>	<b>30</b>	<b>21</b>

\*Homeless Management Information System database, Santa Clara County, December 2004.

The two homeless NOI projects proposed at Onizuka will provide homeless individuals with permanent, clean, safe homes in environments that include community space, computer center, laundry areas and exercise rooms. Programs include case management, crisis intervention, peer counseling, money management, food and clothing assistance, job counseling, housing search assistance, legal referrals, education, and others. The LRA considered these homeless sub-populations as factors in evaluating the NOIs and weighing homeless needs for housing in balancing these needs against community needs.

The homeless sub-populations making up Sunnyvale’s homeless population were also considered in evaluating the NOIs and balancing homeless needs for housing. The table below indicates the various subpopulations and whether they were unsheltered (on the street) or sheltered in some form of temporary shelter (emergency shelters, cars, etc.).

**Consolidated Plan – Homeless Subpopulations – Sunnyvale 2004**

<b>Subpopulation</b>	<b>Sheltered</b>	<b>Unsheltered</b>
Chronically Homeless	8	33
Seriously Mentally Ill	42	
Substance Abuse	36	
Veterans	12	
Persons with HIV/AIDS	6	
Victims of Domestic Violence	20	
Youth	6	

Source: HMIS database, Santa Clara County, December 2004.

**Increases in Homeless Count (2007)**

The 2004 homeless count was updated in 2007. The Consolidated Plan Table 3-21 Homeless and Special Needs Populations 2004 with NOIs Addendum (page 12) indicates the results of the 2007 survey conducted by Applied Survey Research for all of Santa Clara County. This table also reflects the homeless population increase in Sunnyvale.

**Table D: 2007 Homeless Population – Sunnyvale.** Results of a *2007 Santa Clara County Homeless Census and Survey* indicate that Sunnyvale’s homeless population increased by 220 between 2005 and 2007 to a total of 640 persons. While this survey does not include a breakdown by sub-population, the increase in homeless population growth was considered by the LRA in evaluating and approving the homeless NOIs.

**Estimated Homeless Population – Sunnyvale 2007**

<b>Part 1: Homeless Population</b>	<b>Unsheltered*</b>	<b>Sheltered</b>	<b>Total</b>
1. Homeless Individuals	470	152	622
2. Homeless Persons in Families	9	9	18
<b>Total</b>	<b>479</b>	<b>161</b>	<b>640</b>

\*Includes those living in cars and encampments.

Source: 2007 Santa Clara County Homeless Census and Survey

**Sunnyvale Housing Programs**

The City of Sunnyvale has a comprehensive array of housing programs to facilitate new permanent affordable housing. The City began enacting proactive affordable housing policies as early as thirty years ago. The City has created and preserved affordable ownership and rental housing. However, the City has recently experienced a growing homeless population and there is still an unmet need for homeless housing due to limited funding and resources. The following policy and planning measures have helped ensure resources for affordable housing:

- Below Market Rate (BMR) Program, 1980, revised January 2003, which requires all residential development of more than 9 units to provide either 12.5 percent Low-Moderate income units for ownership, or 15 percent Low-income units for rental.
- Housing Mitigation Policy in 1983, and Municipal Code Section 19.22, August 2003 as revised June 2008, which requires commercial projects of specific Floor Area Ratios to pay \$8 or more a square foot toward a Housing Mitigation Fund to be used toward affordable housing programs and the acquisition and construction of affordable housing projects.
- Housing Improvement Programs since 1970 providing loans and grants for home rehabilitation for energy efficiency, accessibility, code, emergencies, paint and other upgrades to owner-occupied housing and mobile homes.
- Direct assistance to first time homebuyers in the form of down payment assistance loans has been provided since January 2002, including down payment assistance for City employees, teachers and child care workers in Sunnyvale.

To administer these programs, Sunnyvale has seven housing staff and an annual operating budget of nearly \$1 million. The housing activities are funded by federal and local sources, such as Federal grant funds, Housing Mitigation funds and In-lieu fee funds which are allocated annually as follows:

▶ First-Time Homebuyer Loan	\$ 1,000,000
▶ Employee Housing	\$ 250,000
▶ Individual Development Account	\$ 110,000
▶ Home Rehabilitation Loans	\$ 500,000
▶ Paint and Emergency Grants	\$ 100,000
▶ New Construction/Acq/Rehab	\$13,400,000

The City's qualified staff and track record of program administration ensures the City capacity to administer a possible NOI bridge loan for land acquisition that could permit homeless service providers to acquire parcels at other, more appropriate locations in lieu of their Onizuka claims. The City could allocate funds of approximately \$8.2 million for new construction, acquisition or rehabilitation of affordable rental housing to bridge finance the purchase of land for homeless housing at other, more suitable locations. The LRA would

expect any bridge loan to be paid down with Onizuka proceeds. But for such an LRA’s bridge loan, City loan funds would be used for affordable rental housing construction projects.

Over the past 20 years, Sunnyvale’s programs have created hundreds of affordable units of the following types and are listed in the following tables:

**City of Sunnyvale - Affordable Subsidized Rental Housing Projects**

<b>Affordable Housing Projects Receiving Financial Subsidies</b>			
<b>Project Name &amp;Location</b>	<b>Targeted Resident Group</b>	<b>Number of Units</b>	
		<b>Total</b>	<b>Affordable</b>
Arbor Terrace, 753 South Fair Oaks Avenue	Families	174	10
Aster Park, 1059 Reed Avenue	Families	95	95
Borregas Court, 101 West Weddell Drive	Singles, families	193	192
Briarwood, 180 Pasito Terrace	Families	192	40 (39 BMR)
Carroll Inn, 174 Carroll Street	Singles (including single parents with one child)	120	119
Crescent Terrace, 130 Crescent Avenue	Seniors	48	48 (48 BMR)
Eight Trees, 183 Acalanes Drive	Families	24	24
Fairways, 1269 Poplar Avenue	Families	40	15
Grove Garden Apartments, 243 Buena Vista Avenue.	Families	220	44
Homestead Park Apartments 1637 Sunnyvale-Saratoga Road	Families	211	211
Life's Garden, 450 Old San Francisco Road	Seniors	208	150
Macara Gardens, 955 Escalon Avenue	Families	234	47 (47 BMR)
The Meadows, 1000 Escalon Avenue	Families	336	68
Morse Court, 825 Morse Avenue	Families	35	35
Moulton Plaza, 1601 Tenaka Place	Families	66	66
Orchard Gardens, 245-251 Weddell Drive	Families	62	62
Pacific Plaza, 785 Reseda Drive	Families	38	38
Plaza De Las Flores, 233 Carroll Street	Seniors, disabled	101	100
Stoney Pines, 267 W. California Avenue	Disabled	23	22
<b>Total</b>		<b>2,420</b>	<b>1,386</b>

**City of Sunnyvale – BMR Rental Units without Financial Assistance**

<b>Project Name and Location</b>	<b>Number of BMR Units</b>
604 S. Fair Oaks Avenue	2
Alexan Villa del Sol, 355 E. Evelyn Avenue	11
Avalon at Parkside, 355 N. Wolfe Road	19
Avalon Sunnyvale, 880 E. Fremont Avenue	21
Bristol Commons, 732 E. Evelyn Avenue	17
The Cascades, 874 E. El Camino Real	18
Cezanne Apartments, 455 Brahms Way	6
Cherry Orchard Apartments, 250 W. El Camino Real	30
Copley Square, 979 Pinto Palm Terrace	5
Kensington Place Apartments, 1220 N. Fair Oaks Avenue	16
Magnolia Lane, 117 S. Mary Avenue	3
Mission Pointe, 1063 Morse Avenue	54
Renaissance Apartments, 718 Old San Francisco Road	24
Summerhill Park, 972 Corte Madera Avenue	9
Tamarind Square	12
Trellis Square, 963 E. El Camino Real	19
Windemere Apartments, 397 Año Neuvo	23
Windsor Ridge, 825 E. Evelyn Avenue	21
<b>Total</b>	<b>310</b>

Source: *List of Sunnyvale Rental Projects with Affordable Units (2005).*

Two homeless facilities located in Sunnyvale provide specific services to the homeless: the Emergency Housing Consortium (EHC) provides winter shelter facility at the National Guard Armory (125 beds), and Emergency Housing Coalition (EHC) provides an assisted permanent housing facility (24 beds). In addition, the neighboring City of Cupertino, Community Services operates a rotating shelter program that provides shelter, food and case management to 15 homeless men. The shelter rotates on a monthly basis among 11 churches and one synagogue. Five churches in Sunnyvale participate in this program. The needs that are addressed by proposed projects in the homeless NOIs for Onizuka are in addition to those served by these facilities.

In May 2005, Santa Clara County adopted the *Key to Housing: A 10-Year Plan to End Chronic Homelessness in Santa Clara County*. The needs of the homeless within the City of Sunnyvale are also identified in the May 2005 Countywide Plan. The LRA finds consistency between the proposed projects in the homeless NOIs for Onizuka and the *Key to Housing: A 10-Year Plan to End Chronic Homelessness in Santa Clara County*. The 10-Year Plan promotes the “Housing First!” model of getting homeless people into permanent housing with supportive services as quickly as possible in lieu of the costly approach of placing people in temporary shelter, then transitional housing, then permanent housing. The Plan lays out a series of policies and actions designed to eliminate chronic homelessness in San Jose within ten years. The major points of the Plan include:

- **Prevention:** Emphasize programs that seek to prevent homelessness, such as one-time rent to prevent eviction, a rental guarantee program, and an emphasis on the development of permanent supportive housing.
- **Rapid Re-housing:** Continue to support existing homeless and transitional shelters, but change the focus to moving people quickly into permanent housing with transitional supportive services as seen in the successful Housing First approach.
- **Wraparound Services:** Rely on existing nonprofit entities to provide homeless services rather than having cities compete with successful nonprofits to provide these services.
- **Proactive Efforts:** Ensure that data systems collect the information needed to determine the needs of the homeless and the success of program efforts. Also, expand efforts to bring in new resources into the community to cover the costs associated with the services.
- **Transitional and Permanent Housing Assistance:** Support of construction and rehabilitation projects which create or maintain transitional and permanent housing for homeless and special needs individuals is a priority.

The proposed projects in the homeless NOIs for Onizuka AFS fulfill Sunnyvale's requirements under the two primary policies of Santa Clara County's *Key to Housing: A 10-Year Plan to End Chronic Homelessness in Santa Clara County* and its "Housing First" model: Rapid Re-housing and Transitional and Permanent Housing Assistance.

### **The Economic Impact of Homeless on the Community**

The cost of developing housing for all subcategories of the homeless is significant and resources are limited. Additionally, the cost of operating grants or subsidies for homeless services can be expensive. While federal HUD Community Development Block Grant (CDBG) funds (Sunnyvale receives \$1.2 million annually in CDBG funds) are available on a competitive basis for housing construction projects, the City also uses these funds for a variety of eligible social services, community facilities, housing rehabilitation and accessibility projects rather than land acquisition for homeless housing.

The cost of public services for the homeless is substantial. Sunnyvale Community Services, a local nonprofit agency, provided over \$610,000 in FY 07/08 to Sunnyvale residents in emergency financial aid for housing, food and transportation assistance.

Vacant land is scarce in Silicon Valley and land costs in Sunnyvale can range from \$1 million per acre to several times that amount. Typically the available land has been bought for conversion to more intensive land uses, such as mixed-use, commercial or up-scale residential sale properties. In addition to high land cost, the construction cost for a new rental unit exceeds \$350,000. The City has leveraged outside resources with its housing funds at approximately \$50,000 or so per affordable unit to construct new affordable housing. The City recognizes that increasing land and construction costs will place higher demands on the per unit subsidy cost for future projects.

Sunnyvale recognizes that permanent affordable housing requires a significant subsidy beyond the capacity of the City. The LRA's willingness to approve homeless NOIs for the acquisition of land at Onizuka AFS, or to conditionally bridge finance up to \$8.2 million for homeless housing construction at other, more appropriate locations, indicates the City's strong commitment to federal mandates by balancing the land needs of the homeless for housing with community needs for Onizuka's redevelopment.

### **Homeless Housing Notices of Interest**

The City of Sunnyvale received two Notices of Interest from homeless service providers for property at Onizuka. Mid Peninsula Housing Coalition (MPHC) in partnership with Shelter Network (SN) and the Onizuka Partnership composed of homeless service providers led by Charities Housing Development Corporation propose to acquire approximately six acres under a no-cost homeless land conveyance for 91 units (plus two management units) of service-enriched homeless housing.

#### Mid Peninsula Housing Coalition (MPHC) in partnership with Shelter Network (SN) NOI

MPHC proposes to create a 62 unit "permanent" supportive housing facility, including the manager's unit, which will not limit the length of stay but will provide housing for 40 individuals and 21 families with a history of homelessness and disability. One unit will be used by an onsite manager. The facility will provide intensive support services to homeless residents on a voluntary basis. The project will serve chronically homeless residents earning no more than 30 percent area median income. The facility will feature substantial community space, a computer center, a laundry area, and an exercise room in a two-story facility with surface parking and surrounding open space. The entire project will be fenced, access will be controlled by card-keys, access to the site will be monitored by security cameras and a security desk staffed 24-hours a day.

Property management functions (tenant screening, rent collection, maintenance, security etc.) will be performed by Mid Peninsula Housing Management Corporation ("MPHMC"), an affiliate of Mid Peninsula Housing Coalition (MPHC) with extensive experience managing housing properties serving formerly homeless populations.

All tenants will meet the Federal McKinney-Vento Act definition of homelessness, which includes only currently homeless people, or those currently residing in temporary housing. Because the facility will provide "permanent" housing to this population, the definition also stipulates that all tenants in this population must also have a disability. This tenant population will require an intensive level of supportive services. Services will include individual case management, crisis intervention, peer counseling, money management, food and clothing assistance, job counseling including resume preparation, housing search assistance, legal referrals, personal finance/budget/credit counseling, mental health assessments and counseling, substance abuse assessments and counseling, conflict resolution training, and computer education.

### Onizuka Partnership NOI

The Onizuka Partnership NOI proposes 30 units of permanent housing for single individuals and two-person households, plus approximately 3,800 square feet of administrative, service delivery, common areas for tenant use and one on-site manager's unit. The units would be designed to facilitate independent living and self-sufficiency. Targeted groups include homeless individuals transitioning into permanent housing from transitional housing, veterans enrolled in supportive service programs, and adults who receive services from the County's Mental Health Department.

### **Funding for the NOI Proposals**

The homeless services providers have submitted financing plans with their NOI proposals that indicate the sources, amounts and uses of project funding. Subject to land availability, the two homeless service providers will access non-federal financing for construction of homeless housing and the provision of services. City staff evaluated both NOI financial plans, noted deficiencies, reviewed revisions and included corrections in the attached NOI submittals. Based on staff experience with the funding sources, similar projects, and sponsor track records, LRA staff concludes that the NOI projects, if underwritten with a no cost homeless conveyance either at Onizuka AFS or at other more appropriate locations, would be financially feasible and programmatically effective.

In the event that the Air Force and LRA reach agreement for homeless housing to be developed off of the base on an alternative site acquired using Onizuka proceeds, the LRA has agreed to provide interim financing or a bridge loan(s) up to \$8.2 million total for the two homeless service providers to acquire alternative sites for homeless housing. The terms of this funding are outlined in the attached LBA.

### **NOIs Address the Needs of the Homeless in Sunnyvale**

As discussed in the first section of this housing assistance plan, there is a current unmet need for permanent supportive housing for homeless individuals and families. The NOIs will provide 70 units of permanent housing for homeless individuals or 2-person households, and 21 units for families. The proposals mirror the Santa Clara County commitment to a "Housing First" model in that they house anyone in need, regardless of their designation as 'transitional' or 'permanent.' The developments aim to serve at least 70 of these individuals and 21 of these families in order to mitigate Sunnyvale's homeless need.

Additionally, per 2005 American Demographic Survey data, there are 12,435 rental units in Sunnyvale in which tenants pay more than 25 percent of their income. According to the 2000 Census there are 112,675 rental units in Santa Clara County in which tenants pay over 25 percent of their income. In addition, approximately 13 percent of Sunnyvale households were overcrowded in 2000, with 7.6 percent experiencing severe overcrowding. Overcrowding and high housing costs create risks for homelessness which are addressed by these NOI proposals.

### **Impact on Surrounding Neighborhood**

Taken together, the Expression of Interest by the Department of Veterans Affairs (2.4 acres), and the Notices of Interest by homeless service providers (6 acres) will remove 8.4 acres from the Onizuka Air Force Station and pose an obstacle to the site's development under any conceptual reuse option. (See Exhibit 5, Expression of Interest by the U.S. Department of Veterans Affairs.) Both these uses can be expected to have some negative effect on the development of the Onizuka remainder parcel and limit its commercial reuse potential. The proposed residential use could also influence the development of commercial property in the proximity of Onizuka AFS.

The site is fully served with public infrastructure required for development including abutting light rail transit, as well as streets, storm drains and utilities. While not the most desirable location for the accommodation of the homeless, the site's access to public transit and the homeless service provider's willingness to provide transit vouchers to residents, the location is reasonably accessible to public and private services such as schools, medical care, etc. A City fire station, staffed by public safety employees immediately abuts the property.

Homeless NOI impacts on the surrounding residential neighborhoods will be minimal due to the Onizuka facility's relative distance from adjoining residential neighborhoods. Subject to further discussions with the Departments of the Air Force and Veterans Affairs, the LRA could provide for withdrawal of the homeless NOIs on the property in favor of a land purchase at another more appropriate location.

### **Off-site Scenarios**

If the proposed homeless housing is built off-site, the City's review, environmental and entitlement processes will address any environmental impacts on the character of existing neighborhoods. These City planning processes ensure that the NOI housing projects will be integrated with the community with no significant negative effect on City neighborhoods, public services and schools, social services, transportation systems or infrastructure.

If the Onizuka conversion results in sufficient proceeds to fund off-site land acquisition for homeless housing, the City will ensure that at a minimum, the same number of homeless units will be provided on alternative parcels as would have been developed on the base, e.g. 93 units (including two management units), and that the quality of the product would be comparable to that proposed on the base.

### **BALANCING HOMELESS AND COMMUNITY NEEDS**

Federal statutes require the LRA, in preparing the Onizuka AFS Redevelopment Plan, to balance the needs of the homeless with community needs for economic and other forms of development. Statutes do not define balance but assign responsibility for the balancing judgment to the LRA rather than to HUD or DoD. The Onizuka LRA's balancing judgment weighed a mix of community values in determining the preferred reuse of the site. The LRA

seeks to inform its balancing decisions and fulfill its balancing responsibilities through objective and independent professional analysis of the conditions of the property, current development policy, and the market and financial feasibility of the conceptual reuse options. Additionally, the LRA relied upon specialized legal advice, community participation, and collaboration with agencies representing the homeless.

In considering homeless needs for housing, the LRA relied extensively upon homeless needs documented in the May 2005, *City of Sunnyvale 2005-2010 Consolidated Plan*, and subsequent updating by the County. The adopted Plan and updated homeless population estimates provided objective data guiding the collaboration of the LRA in the evaluation of NOIs and the development of the LBA with representatives of the homeless.

In balancing homeless needs with community needs for economic development, Sunnyvale relies upon a long established consensus of community values that have been codified over time in plans and ordinances that will govern Onizuka AFS upon its conversion to civilian use. Community needs for economic and other development are set forth in the City's existing development policies found in the Sunnyvale General Plan, consisting of its State-mandated sub-elements, and the Sunnyvale Moffett Park Specific Plan (MPSP) dated April 2004. Together the General Plan and the MPSP establish a coherent vision for the future of Onizuka AFS upon its conversion to civilian use. The Plan envisions the development of Onizuka AFS as a single parcel, zoned Moffett Park-Industrial (MP-I) and developed at a density in which structural floor area does not exceed 35 percent of the lot area.

This density is measured as the floor area's ratio to the land area – a 35 percent ratio – and referred to as “35 FAR.” The Onizuka density is low by Moffett Park standards but is the highest available density for Onizuka. To exceed the 35 FAR would require City amendment of the General Plan and the Moffett Park Specific Plan, and the need for further environmental review.

In addition to existing policy, the LRA also retained independent professional expertise to analyze other factors that the LRA might consider in weighing the homeless needs with community redevelopment needs. With assistance from the VA and Department of Defense, the LRA prepared detailed work programs and hired consultants to assist the LRA in the balancing process. The consultant work program included the following analysis:

1. Existing Conditions of Property - Consultants analyzed the suitability of the property and facilities for rehabilitation and/or reuse.
2. Alternative Property Analysis - Housing specialists assessed the availability of other public properties to address homeless needs for housing in lieu of Onizuka.
3. Economic Feasibility - Consultants analyzed reuse options to identify any that might feasibly relocate homeless housing to other, more appropriate locations.
4. Market requirements - Regional market specialists analyzed VA's proposed office/land acquisition to assess its economic impact on the reuse options, and whether any reuse might feasibly relocate VA to other appropriate locations.

The products of this analysis were presented to the CAC and LRA during meetings as documented in the “Public Outreach Overview, Process Description” section of this Plan.

The LRA also considered the Department of Defense response to the U.S. Department of Veterans Affairs’ Expression of Interest in offices and parking in the middle of the site, and the impact of the VA request on the viability of any commercial reuse for the remainder parcel.

A *partial* listing of factors are presented below to illustrate the balancing process.

### **Factors Balancing in Favor of Homeless Housing at the Onizuka Site**

- The vision of homeless housing set forth in the two NOIs and this housing assistance plan is consistent with the needs identified in *City of Sunnyvale 2005-2010 Consolidated Plan*.
- The NOI parcels provide sufficient space to address a significant number or percentage of the City’s homeless population.
- The proposed VA subdivision of the property into three parcels poses obstacles that would likely preclude the community’s preferred commercial reuse of the entire site.
- The BRAC “no-cost homeless conveyance” provides a unique, one time opportunity for homeless agencies to overcome the primary obstacle to homeless housing in Silicon Valley – land costs.
- The site is served by public transit to ensure that homeless residents will have some (although not optimum) affordable access to public services and facilities.
- As indicated to date by information provided by DOD and confirmed by LRA consultant analysis of the parcels identified for homeless housing development, likely do not include environmental contamination that would preclude residential development.
- Homeless housing claims may be withdrawn by the LRA in favor of other locations if the LRA’s preferred reuse is implemented.

### **Factors Balancing in Favor of Economic and other Development at the Onizuka Site**

- The Onizuka site has no history of residential use, and therefore there are no facilities which lend themselves to residential use.
- The location of the military facility is somewhat isolated and therefore unsuited for homeless access to public services and amenities.
- The two homeless NOIs do not find any of the existing buildings suitable for conversion

to homeless use, residential or otherwise.

- The objectives of homeless NOIs are better achieved at other, more appropriate locations, but for the fact that alternative residential properties are prohibitively expensive without subsidy.
- High density residential use at this site is inconsistent with the land use policy of the city as evidenced by the Sunnyvale Moffett Park Specific Plan. Onizuka AFS will be zoned Moffett Park Industrial (MP-I) upon its conversion, and residential housing would require amendments to the General Plan, the Sunnyvale Moffett Park Specific Plan with additional environmental review also required.
- One of the NOI submittals is located within 300 feet of CA Highway 237. The location potentially exposes residents to significant freeway pollution and noise.
- Like VA offices, homeless housing would discourage private acquisition of the remainder parcel for the community's preferred reuse.

As a consequence of federal mandates for the LRA to balance community needs for economic and other development with the homeless needs for housing, the LRA considered the factors listed above and sought to balance them in the proposed accommodation of the homeless NOIs on the site, or conditionally at other locations pursuant to a contemplated LBA.

#### **LEGALLY BINDING AGREEMENT (LBA)**

BRAC statutes charge the LRA with evaluating the local screening requests (NOIs) and "balancing" homeless needs for housing with community needs for redevelopment.

In February 12, 2008, the LRA approved staff's request to explore strategies that might equitably resolve the housing NOIs by addressing homeless needs at other parcels, as a precursor to possibly resolving VA needs at another location, negotiating a final plan with the Air Force and clearing the Onizuka site to redevelop as a single, preferred reuse.

In March 2008, LRA staff and legal counsel met with both homeless service providers to explore an approval of stakeholder objectives for homeless housing at Onizuka conditioned upon partnering to provide appropriate homeless housing at other locations if Onizuka can be cleared for optimum use. The proposed strategy was set forth in a draft, Preliminary Terms and Conditions for Preparation of a Legally Binding Agreement by and between the Sunnyvale Local Redevelopment Authority, the Mid-Peninsula Housing Coalition and the Onizuka Partnership, subsequently approved by homeless service providers.

The LBA includes an attached Draft Development Agreement and Escrow Agreement which would be completed and executed if and when either homeless service provider locates a possible site and the City approves a conceptual scenario for the homeless housing

development. At that time, the specific homeless service provider could proceed to acquire site control and the City would review the development scenarios and determine whether the homeless housing goals will be met. If so, the provider could initiate pre-development and secure entitlements and financing.

### **OUTREACH EFFORT AND PUBLIC COMMENT**

The Onizuka Local Redevelopment Authority (LRA) initiated outreach strategies to encourage broad community and stakeholder participation in building the consensus for LRA decisions in planning the reuse of the Onizuka Air Force Station. A key institution in the LRA's outreach program was the establishment of the Onizuka AFS Citizen's Advisory Committee (CAC) in April 2006. The CAC acted as an ongoing advisory body to the LRA consisting of 14 persons representing residents, public agencies and private sector interests. In April 2006, the LRA formulated the Onizuka BRAC Communication Plan, a comprehensive multi-channel informational program to provide technical reports, staff recommendations and meeting schedules to residents and stakeholders interested in the direction of reuse planning. The plan also included a web site and outreach to homeless-assistance providers, public benefit-eligible entities and other stakeholders who might wish to participate in the federally mandated Notice of Interest (NOI) process. Individuals and organizations were encouraged to review the web site through regular emails on web site updates, as well as to liaison with both the Onizuka Local Redevelopment Authority (LRA) and the Citizen's Advisory Committee (CAC). An objective of these communications was to encourage a community-based consensus on a vision for the civilian reuse of the Onizuka AFS. Exhibit 6: a through g includes all outreach materials, data and information.

#### **The BRAC Communication Plan**

The City designed the BRAC Communication Plan to keep the public informed and to encourage public participation in the community reuse planning process. Under the plan, BRAC Project staff formulated content, implemented ongoing communications and maintained a comprehensive listing of specific communications deliverables. (All public outreach exhibits are appended as Exhibits 6a. – 6g.) BRAC staff responsibilities included:

News Releases: News releases in anticipation of key decision meetings, key outreach, significant decisions or actions.

Fact Sheets: Fact sheets and "Overview Project Plans" inform public officials and area residents. Quarterly articles for City newsletters were prepared throughout the planning process to keep Sunnyvale residents informed of progress and status.

KSUN-15 TV Slides: KSUN-15 is Sunnyvale's local government cable television channel. KSUN slides announced the LRA's and CAC's key decision meetings.

Onizuka BRAC Web pages: (*Onizuka.inSunnyvale.com*) The Onizuka BRAC Web pages contains comprehensive information about the BRAC planning process, updates on project

milestones, and several outreach channels enabling community members to stay current with the latest project developments. The BRAC program developed, updated and maintained the Onizuka BRAC Web pages as a comprehensive resource for area residents and others interested in Onizuka disposition. The BRAC program notified interested parties of Web page updates (see Exhibit 6.a, Interested Public Data Base). Community outreach and education features found on the BRAC Web pages are highlighted below:

- A “Stay Informed” subscription e-list which provided project announcements
- A link to specific issues of the City of Sunnyvale’s *Quarterly Report* – mailed to all city residents – with articles about Onizuka planning activities
- A link to the City of Sunnyvale’s Community Events Calendar, listing events and meetings of community interest including Onizuka
- A link to Onizuka-related news releases
- An Onizuka Fact Sheet periodically updated with current project information
- A link to KSUN-15, the City of Sunnyvale’s public television channel broadcasting City Council meetings
- Meeting dates, agendas, and minutes for the Onizuka LRA, the Onizuka LRA Executive Committee and Onizuka AFS CAC
- An invitation encouraging participation in the Onizuka planning and consensus shaping process to directly contact the project manager via phone or e-mail
- An overview of the creation and purpose of the national BRAC planning process
- Key steps in the City’s BRAC planning and reuse process beginning in 2006 when the Department of Defense designated the City as the Local Redevelopment Authority for Onizuka
- Summary of the historic development of the Onizuka Air Force Station
- Onizuka site information: aerial photos and maps, technical information, facility reports, environmental reports and project plans
- Planning documents including the Consolidated Plan, various specific plans, and related strategies
- Notification and invitation to the Notice of Interest (NOI) workshop and planning information

Signage and/or Displays Signage was prepared as required or appropriate for CAC and LRA meetings.

Newspaper Ad Prepared advertisement in the *San Jose Mercury News* and *Sunnyvale Sun* soliciting NOIs in the Onizuka property (published not more than 30 days after declaration of surplus status.)

Public Inquiry Database This activity included sending periodic e-mails to residents, stakeholders and agencies that expressed interest in being added to an information database to receive notification of Onizuka BRAC Web page updates.

Posting of Public Meeting Notices, Minutes and Reports Provided legal meeting notices, agendas, and minutes and posted these per statute and according to Brown Act regulations to the City's Onizuka Web pages and, as appropriate, City Council.

Neighborhood Association Liaison Provided content and schedules to the City's Community Outreach Coordinator to include in communications to surrounding residents.

Onizuka Redevelopment Hotline Dedicated an Onizuka Redevelopment Hotline (408) 730-7739, TDD (408) 730-7501 to provide another opportunity for community comment, information requests or call-backs to discuss any facet of the project.

Quarterly Report Articles the City of Sunnyvale *Quarterly Report* is a publication mailed to all resident households and businesses four times per year. Onizuka AFS related articles included the following:

Onizuka Citizens Advisory Committee, City Commissions Weigh in on Reuse	Fall 2008
Onizuka AFS Reuse Planning Update	Summer 2008
Sunnyvale Analysis Begins on Onizuka Reuse Options	Winter 2008
Onizuka Reuse Planning Moves Forward	Summer 2007
Sunnyvale to Select Reuse Options for Onizuka	Spring 2007
Onizuka Redevelopment Update	Winter 2007
Community Meets to Help Plan Onizuka Future	Fall 2006
Sunnyvale Community Encouraged to Participate in Onizuka Reuse Plan	Summer 2006
Onizuka Air Force Station Closure	Spring 2006

Onizuka Air Force Station To Be Closed

Fall 2005

DOD Moves To Close Onizuka

Summer 2005

Onizuka BRAC *Quarterly Report* articles may be found on the City's Web site at *QuarterlyReport.inSunnyvale.com*, (see also Exhibit 6b., City of Sunnyvale *Quarterly Report* Articles and Samples of External News Articles).

**Public Meetings, Notices and Reports**

The primary venue for public input regarding the Onizuka property was the project's policy guiding body, the Local Redevelopment Authority, and the Citizen's Advisory Committee which the LRA specifically created to advise the LRA on the site's land reuse. Two City Commissions (Heritage Preservation Commission and Planning Commission) whose jurisdiction touched on specific aspects of the Onizuka project also made recommendations to the LRA.

The BRAC Communication Plan strictly follows the City's statutory meeting, agenda and posting requirements which comply with requirements for minimum advance notification period and specifies the venues for posting notification. Below is a description of the public bodies and advisory groups that provided Onizuka-related recommendations and comments during the planning phase.

**Local Redevelopment Authority:** In January 2006, Sunnyvale City Council unanimously approved a resolution requesting the Department of Defense recognize the City Council as the Local Redevelopment Authority (LRA) for Onizuka. Formally recognized as the LRA, the City Council became the primary community point of contact for all matters relating to the base closure. This includes conducting outreach efforts and designing the comprehensive reuse plan to guide Onizuka's redevelopment. LRA members are listed below:

**Onizuka Local Redevelopment Authority (LRA) Members**

**Assignment/Member**

Authority Chair Ron Swegles  
Authority Vice Chair John Howe  
Authority Member Otto Lee  
Authority Member Anthony Spitaleri  
Authority Member Melinda Hamilton  
Authority Member Christopher Moylan  
Authority Member David Whittum

**Onizuka Local Redevelopment Authority Executive Committee**

**Assignment/Member**

Authority Chair Ron Swegles  
Authority Vice Chair John Howe  
Authority Member Christopher Moylan

**Citizen’s Advisory Committee:** One key step in the early planning process was the establishment of a Citizen’s Advisory Committee (CAC) representing residents and diverse stakeholders within the community. The CAC members were appointed by the LRA and provided advisory recommendations to the LRA throughout the planning process. CAC members are listed below:

<b>Citizens Advisory Committee (CAC) Members</b>		
<b><u>Member</u></b>	<b><u>Assignment</u></b>	<b><u>Affiliation (noted on application)</u></b>
Chair Ron Swegles	LRA liaison to CAC	Councilmember, City of Sunnyvale
Vice Chair Dean Chu	Community Representative	Former City of Sunnyvale Councilmember
John Howe	LRA Liaison to CAC	Councilmember, City of Sunnyvale
Nick Galiotto	Mountain View City Council	Councilmember, Mountain View City Council
Raymundo Ferdin	Organized Labor	President, Nat’l Federation of Federal Employees 2090, 21st SOPS Onizuka AFS; Retired
Thom Bryant	Sunnyvale Business	Moffett Business Park Association
Howard Chuck	Sunnyvale Business	Sunnyvale Chamber of Commerce; Real Estate Industry, Sunnyvale Parks and Recreation Comm.
Glenn Evans (Predecessor: Geoffrey Kiehl)	Sunnyvale Education	Fremont Union High School District
Nancy Newkirk	Sunnyvale Education	Board Member, Sunnyvale School District
Sarah Wasserman	Representative with interest in homeless issues	Homeless Services Volunteer
Robert Lopez	Community Representative	NASA Ames Research Center
Josephine Lucey	Community Representative	President, Board of Education, Cupertino Union School District
Charles Rogers	Community Representative	Volunteer, Program of the Family Readiness Group of the 129 <sup>th</sup> Air Reserve Wing, California Air National Guard; Retired
Cynthia Cotton	Community Representative	Member, Sunnyvale Bicycle, Pedestrian Committee; employer by Lockheed Martin at Onizuka AFS

**Sunnyvale Heritage Preservation Commission:** The Sunnyvale Heritage Preservation Commission held a public hearing on August 6, 2008 to review and comment on the preliminary assessment of Onizuka’s historic significance. The commission was specifically charged with reviewing and making recommendations regarding landmark sites. Heritage Preservation Commission members are listed below.

**Sunnyvale Heritage Preservation Commission Members**

Chair Jeanine Stanek  
Vice Chair Nancy McDonough  
Frenchie Marsolais  
David Squellati  
Nirmala Vaidyanathan  
Amrit Verma

**Sunnyvale Planning Commission:** The seven-member Sunnyvale Planning Commission conducted a public hearing on July 28, 2008 to discuss and receive public comments on the Onizuka land reuse options and the CAC recommendations. The comments of the commission and the public who spoke at the hearing were forwarded to the Local Redevelopment Authority for consideration. The commission’s overall responsibility is to review and make recommendations to the City Council on the City’s General Plan, land use, zoning, development ordinances, permits, environmental reviews and related policies procedures. Planning Commission members are listed below.

**Sunnyvale Planning Commission Members**

Chair Harriet Rowe  
Vice Chair Bo Chang  
Larry Klein  
Dianne McKenna  
Brandon Sulser  
Nick Travis  
Charles Hungerford

**Community Participation: Milestone and Public Meetings Schedule**

LRA and CAC meetings have provided opportunities for the involvement, participation and comments of community residents and stakeholders. Notices, agenda, minutes, and staff reports have been provided to the public at the LRA’s Onizuka web site, *Onizuka.inSunnyvale.com*, (see also, Exhibit 6c., Public Hearing Notices and Agendas, City Reports and Minutes). LRA meeting agendas and minutes are also noted on the City Council pages of the City’s web site. The following is a listing of community outreach activities including a comprehensive listing of Onizuka Air Force Station–related public meetings.

January 10, 2006      The Sunnyvale City Council passes resolution requesting that

the DoD recognize the Sunnyvale City Council as the Local Redevelopment Authority for Onizuka Air Force Station.

- *Resolution Requesting that the Department of Defense Recognize the Sunnyvale City Council as the Local Redevelopment Authority for Onizuka Air Force Station – City Report*

April 6, 2006

The Department of Defense (DoD) recognizes the City of Sunnyvale as the Local Redevelopment Authority (LRA) for Onizuka Air Force Station.

April 11, 2006

The LRA approves bylaws, makes LRA appointments to the Executive Committee, calls for Citizen's Advisory Committee volunteers, and authorizes an application for grant funding from DoD's Office of Economic Adjustment.

- *Convene the Onizuka Air Force Station Local Redevelopment Authority (LRA) to: Approve the LRA bylaws; select LRA officers; select the LRA executive committee; authorize staff to apply for an Office of Economic Adjustment community base reuse planning grant; and approve the Citizen's Advisory Committee (CAC) bylaws and select two LRA members to serve on the CAC – LRA Report*
- *Authorize Local Redevelopment Authority Staff to Communicate Positions and Open Dialog Regarding Department of Veterans Affairs Interest in Onizuka Air Force Station Property – LRA Report*

May 16, 2006

The LRA approves the Onizuka LRA reuse planning process and the advertisement requesting NOIs.

- *Convene the Onizuka Air Force Station Local Redevelopment Authority (LRA) to Approve the Onizuka LRA Reuse Planning Process and to Approve the Draft Advertisement Requesting Notices of Interest in Surplus Onizuka Property – LRA Report*

June 15, 2006

The LRA Executive Committee appoints CAC members.

- *Onizuka Air Force Station (AFS), Citizen's Advisory Committee (CAC) Recruitment – LRA Report*

June 28, 2006

The LRA publishes advertisements in the *San Jose Mercury News* and *Sunnyvale Sun* soliciting NOIs from state and local governments, homeless services providers and other parties interested in the property.

- June 29, 2006 The CAC convenes its first special meeting with an opportunity for public comment to begin to advise the Local Reuse Authority in planning for civilian reuse.
- July 1- September 13, 2006 The LRA conducts outreach to homeless assistance providers and public benefit entities via letters, e-mails and phone calls to announce availability of Onizuka property and solicit NOIs.
- July, 25, 2006 The LRA delegates determination of Evaluation Criteria for Homeless Service Providers submitting NOIs to the Onizuka LRA Executive Committee.
- *Delegation of Determining Evaluation Criteria for Homeless Services Providers Submitting Notices of Interest in the Onizuka Site to the Onizuka Local Redevelopment Authority's Executive Committee*, Council Report #06-005
- August 23, 2006 Tour conducted of the Onizuka AFS site with the CAC, entities considering NOI submittals, and Sunnyvale Heritage Preservation Commission.
- August 24, 2006 The CAC convenes a special meeting with an opportunity for public comment to review homeless service evaluation criteria.
- *Determining Information Required of Homeless Services Providers Submitting Notices of Interest in the Onizuka Air Force Station Site – CAC Report*
- August 29, 2006 The LRA Executive Committee specifies information to be provided by entities submitting NOIs for Onizuka AFS.
- *Determining Information Required of Homeless Services Providers Submitting Notices of Interest in the Onizuka Air Force Station Site*, LRA Report #06-006
- September 13, 2006 The Air Force Real Property Agency, the DoD Office of Economic Adjustment, the U.S. Department of Housing and Urban Development and the Local Redevelopment Authority conduct a workshop for homeless assistance providers considering submission of NOIs.
- *Onizuka Air Force Station Base Realignment and Closure (BRAC) Process – PowerPoint Presentation*
  - *Instructions for Completing A Notice of Interest, Onizuka Air Force Station, Local Redevelopment Authority – PowerPoint Presentation*
- October 4, 2006 The Sunnyvale Heritage Preservation Commission holds a study session on the historic significance of Onizuka Air Force

	Station.
	<ul style="list-style-type: none"><li>• <i>Information Report: Preliminary Assessment of the Historic Significance of Onizuka Air Force Station – City Report</i></li></ul>
October 4, 2006	The CAC conducts a second Onizuka site tour with entities considering NOIs.
October 25, 2006	The CAC convenes a special meeting with an opportunity for public comment to review the Overview of Land Use Planning for the Onizuka AFS Site and the Overview of Homeless Needs contained in the <i>City of Sunnyvale 2005-2010 Consolidated Plan</i> . <ul style="list-style-type: none"><li>• <i>Land Use Planning “Primer” for the Onizuka AFS Site – City PowerPoint Presentation</i></li></ul>
December 5, 2006	Two nonprofit housing agencies submit NOIs for acreage to construct housing units.
December 13, 2006	The CAC convenes a special meeting with an opportunity for public comment to review goals for Onizuka’s civilian reuse. <ul style="list-style-type: none"><li>• <i>Goals for Onizuka Transition to Civilian Use (Information Only) – CAC Report</i></li></ul>
January 25, 2007	The CAC convenes a special meeting with an opportunity for public comment to provide recommendations to the LRA on the conditions of property and the two NOIs submitted by homeless service agencies. <ul style="list-style-type: none"><li>• <i>DRAFT Onizuka BRAC – Preliminary Review of Conditions of Property, and Notices of Interest Received (Information Only) – City Report</i></li></ul>
January 30, 2007	The LRA convenes a study session to review and give input on the two NOIs received. <ul style="list-style-type: none"><li>• <i>Onizuka BRAC – Preliminary Review of Conditions of Property, and Notices of Interest Received (Information Only), LRA Report #07-001</i></li></ul>
March 21, 2007	The CAC convenes a special meeting with an opportunity for public comment to recommend to the LRA that five reuse options be further analyzed. <ul style="list-style-type: none"><li>• <i>Onizuka Air Force Station Conceptual Reuse Options for Base Realignment and Closure – DRAFT – City Report</i></li></ul>
March 27, 2007	The LRA convenes a public hearing to adopt five conceptual reuse options for further analysis: corporate offices,

- hotel/conference center, auto center, VA-style offices and homeless housing.
- *Onizuka Air Force Station Conceptual Reuse Options for Base Realignment and Closure*, LRA Report #07-002
- May 8, 2007 The LRA selects LRA Officers and Executive Committee Members.
- *Annual Selection of LRA Officers and LRA Executive Committee Members*, LRA Report # 07-003
- May 30, 2007 The CAC convenes a special meeting with an opportunity for public comment to review homeless housing issues to prepare for balancing the needs of the homeless with community needs for economic and other development.
- *Onizuka Air Force Station: Homeless Housing Notice of Interest, Deficiency Correction Phase, and Alternative Site Strategy (Information Only) – City Report*
- June 12, 2007 The LRA reviews the alternative site strategies for the Onizuka site and initiation of NOI deficiency correction phase.
- *Onizuka Air Force Station: Homeless Housing Notice of Interest, Deficiency Correction Phase, and Alternative Site Strategy (Information Only) LRA Report #07-004*
- June 15, 2007 The LRA Executive Committee reappointments Citizen’s Advisory Committee members.
- *Appointment of Onizuka Air Force Station Citizen’s Advisory Committee Members*, LRA Report #07-005
  - *Onizuka Air Force Station (AFS), Citizen’s Advisory Committee (CAC) Recruitment – City Report*
- September 19, 2007 The CAC convenes a special meeting with an opportunity for public comment to review and comment on the alternative site analysis and path forward for reviewing NOIs.
- *Alternative Site Analysis for Proposed Homeless Housing and Path Forward for Review Notices of Interest (NOI) Proposals submitted by Homeless Service Providers for Onizuka Air Force Station (Information Only) – City Report*
- November 19, 2007 The CAC convenes a special meeting for homeless service providers to present their NOI projects.
- January 24, 2008 The CAC convenes a special meeting with an opportunity for public comment to review and make recommendations on

- balancing the needs of the VA, Homeless and the Community
- *Update and Proposed Path Forward for Onizuka AFS: Balancing the Needs of Veterans Affairs, Homeless and the Community – City Report*
- January 24, 2008 LRA Executive Committee makes appointments to the CAC.
- *Onizuka LRA Executive Committee Appointment of Citizen Advisory Committee Members – LRA Report*
- January 24, 2008 LRA staff convenes a meeting of Sunnyvale auto dealerships to survey and identify their retention and expansion needs, plans, and interest in a retail Auto Center at Onizuka.
- February 6, 2008 Joint CAC/LRA meeting and tour of low/income and homeless housing similar to NOI proposals at Onizuka.
- February 12, 2008 The LRA reviews the proposed path forward and balancing the needs of Veterans Affairs, homeless and the Community at Onizuka AFS.
- *Update and Proposed Path Forward for Onizuka AFS: Balancing the Needs of Veterans Affairs, Homeless and the Community, LRA Report #08-001*
- March 27, 2008 The CAC convenes a special meeting with an opportunity for public comment to review and unanimously accept Technical Report on Analysis and Feasibility of Conceptual Reuse Options.
- *Review and Acceptance of Onizuka Air Force Station Redevelopment Plan - Technical Report: Analysis and Feasibility of Conceptual Reuse Options – City Report*
- April 29, 2008 The LRA Executive Committee appoints member to the CAC
- *Review Onizuka Air Force Station Citizen’s Advisory Committee Membership, Current Vacancy, and Duration – City Report*
- June 24, 2008 The LRA reviews proposed terms of agreement with homeless service providers that have submitted Notices of Interest in surplus property at Onizuka AFS.
- *Proposed Terms of Agreement with Homeless Service Providers that have Submitted Notices of Interest in Surplus Property at Onizuka Air Force Station – LRA Report #08-002*
- July 16, 2008 The CAC convenes a special meeting with an opportunity for

- public comment to review consultant land use analysis and make recommendation to the LRA.
- *Request for Recommendation of Land Re-Use for Onizuka Air Force Station – CAC Report*
- July 28, 2008 The Sunnyvale Planning Commission comments on Land Reuse for the Onizuka Air Force Station.
- *Request for Recommendation of Land Re-Use for Onizuka Air Force Station – City Report*
- August 6, 2008 The Sunnyvale Heritage Preservation Commission reviews consultant's historic analysis report and makes a recommendation to the LRA.
- *Preliminary Assessment of the Local Historic Significance of Onizuka Air Force Station – City Report*
- August 26, 2008 The LRA selects Officers and Executive Committee Members
- *Selection of LRA Officers and LRA Executive Committee Members, LRA Report #08-003*
- September 16, 2008 The LRA convenes a closed session on Method of Conveyance of Surplus Federal Property; Price and Terms of Payment
- September 30, 2008 The LRA convenes a closed session on Method of Conveyance of Surplus Federal Property
- September 30, 2008 The LRA convenes a study session to review dates for upcoming LRA meetings and public hearings leading to LRA adoption of the Final Onizuka AFS Reuse Plan.
- *Onizuka LRA Study Session Discussion*
- October 14, 2008 The LRA convenes a public hearing to Adopt Public Hearing Dates for the Onizuka Air Force Station (AFS) Reuse Plan.
- *Adopt Public Hearing Dates for Onizuka Air Force Station (AFS) Reuse Plan LRA, Report #08-004*
- November 18, 2008 The LRA holds a study session on the Draft Onizuka AFS Reuse Application
- December 2, 2008 The LRA convenes a public hearing to review the Onizuka AFS Reuse Application.
- December 9, 2008 The LRA Adopts Onizuka AFS Reuse Application.

### **Draft Onizuka Redevelopment Application: Availability for Public Review and Comment**

Meetings of the LRA, the LRA Executive Committee and the CAC on the plan met all statutory notice requirements and provided opportunity for public participation. The CAC held ten public meetings with opportunity for public comment at different stages in the preparation of the redevelopment plan for community input. Pursuant to the Public Meeting Schedule and Communication Plan above, the key steps in the application process (such as LRA approval of the “term sheet” that would inform the LBA) were posted on the Onizuka Web page for presentation, community input, and discussion at public meetings with opportunity for comment.

### **Adoption of the Final Onizuka Redevelopment Application**

The LRA held a study session on November 18, 2008 to provide an opportunity for LRA members, and the public, to ask questions about the reuse plan and guide staff’s development of the final plan. The draft Redevelopment Plan was posted to the LRA’s Onizuka BRAC Web page (*Onizuka.inSunnyvale.com*) approximately three weeks prior to the November 18 study session and five weeks in advance of the LRA’s scheduled December 2, 2008 public hearing. The timeframe sought to ensure time for community input, and consideration and resolution of issues prior to LRA’s adoption of the Final Plan on December 9, 2008.

### **Outreach to Homeless Assistance Providers in Vicinity of Onizuka**

Extensive efforts were made to contact Homeless Assistance Providers, as well as other entities in the vicinity of Onizuka, to announce the availability of the Onizuka AFS property and to solicit NOIs:

- On June 28, 2006 the Local Redevelopment Authority published advertisements in the *San Jose Mercury News* and the *Sunnyvale Sun* soliciting NOIs from state and local governments, homeless services providers and other interested parties, (see Exhibit 6d., *Certified Newspaper Advertisement Availability of Surplus Federal Property to State and Local Eligible Parties, Including Homeless Service Providers, Onizuka Air Force Station, Local Redevelopment Authority, June 29, 2006*).
- On July 12, 2006 the LRA mailed letters soliciting NOIs to homeless services providers. The San Francisco Regional Office of the U.S. Department of Housing and Urban Development provided the LRA with information identifying homeless services providers in the area.
- On August 30 2006 the LRA mailed letters to state agencies and non-profits also announcing the availability of Onizuka and inviting NOIs.
- On September 21, 2006 the LRA mailed letters to local governments soliciting their interest in submitting an NOI.

The mailing list for the NOI solicitation letters is attached as Exhibit 6e., List of Entities Receiving Notice of Interest Letters from the LRA.

### **Workshop and Tour for Homeless Assistance Providers**

On September 13, 2006 the Onizuka LRA followed the Department of Defense's Office of Economic Adjustment, the Department of the Air Force and the Department of Housing and Urban Development (HUD) requirement to conduct a workshop for homeless assistance providers and others interested in submitting NOIs. Representatives of the Air Force and the LRA's Planning and Housing Divisions provided PowerPoint presentations to the audience describing the BRAC process and Instructions for Completing a Notice of Interest (see Exhibit 6f., *NOI Workshop for Homeless Services Providers Presented by Onizuka Local Redevelopment Authority*, September 13, 2006 – Workshop Materials and Attendee List). The presentation included a detailed description of the Onizuka site and an overview of the land uses in the vicinity of the site. The workshop was followed on October 4, 2006 by a tour of Onizuka AFS with representatives of organizations interested in submitting NOIs. On October 24, 2006 the Local Redevelopment Authority held group consultation meetings with homeless services providers to solicit input regarding current needs, services, outreach efforts and existing gaps in services to the homeless population in the City of Sunnyvale, (see Exhibit 6g., *Staff Consultations with Homeless Services Providers*).

END

## **A c k n o w l e d g e m e n t s**

### **Sunnyvale City Council** **(designated Onizuka Air Force Station** **Local Redevelopment Authority (LRA))**

Mayor Anthony (Tony) Spitaleri  
Vice Mayor Melinda Hamilton  
Councilmember John Howe, LRA Vice Chair  
Councilmember Otto Lee  
Councilmember Ron Swegles, LRA Chair  
Councilmember Chris Moylan, LRA Executive  
Committee Member  
Councilmember David Whittum

### **Onizuka Air Force Station** **Citizens Advisory Committee (CAC)**

LRA Chair, Ron Swegles, Chair  
Community Representative, Dean Chu, Vice Chair  
LRA Vice Chair, John Howe  
Mountain View City Council, Nick Galiotto  
Organized Labor, Raymundo Ferdin  
Sunnyvale Business, Thom Bryant  
Sunnyvale Business, Howard Chuck  
Sunnyvale Education, Glenn Evans  
(predecessor: Geoffrey Kiehl)  
Sunnyvale Education, Nancy Newkirk  
Homeless Assistance Volunteer, Sarah Wasserman  
Community Representative, Robert Lopez  
Community Representative, Josephine Lucey  
Community Representative, Charles Rogers  
Community Representative, Cynthia Cotton

### **Community Development Department**

Hanson Hom, Director of Community  
Development  
Suzanne Ise, Housing Officer

### **Office of the City Manager**

Gary Luebbers, City Manager  
Robert Walker, Assistant City Manager  
Coryn Campbell, Assistant to the City Manager  
Robert Switzer, BRAC Project Manager  
Michelle Zahraie, Senior Office Assistant  
Terilyn Anderson, BRAC Project Assistant

### **Office of the City Attorney**

David Kahn, City Attorney  
Robert Boco, Assistant City Attorney

### **Finance Department**

Mary Bradley, Director of Finance

### **Kutak Rock LLP**

George R. Schlossberg, Partner

*The Onizuka Local Redevelopment Authority wishes to express its thanks to the dedicated staff of the Department of the Air Force, its Real Property Agency and its Center for Environmental Excellence, the Department of Veteran Affairs, and especially the regional office of the Office of Economic Adjustment for their technical assistance and support during the duration of this project.*