HOUSING BIRMINGHAM

Building a healthy, equitable, and sustainable communities

CITY OF BIRMINGHAM HOUSING PLAN

DRAFT OCTOBER 2020

City of Birmingham
Housing Plan

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INTRODUCTION:

HOUSING BIRMINGHAM'S FUTURE

Building healthy, equitable, and sustainable communities for Birmingham and its residents.

Putting people first, the City of Birmingham is actively working to improve the physical, cultural, and economic fabric of the City. Mayor Randall L. Woodfin took office on November 28, 2017. Under the Woodfin Administration the City is working to improve the quality of life for residents by investing in economic development, neighborhood revitalization, education, workforce development, and public safety.

Released in 2018, Mayor Woodfin issued a strategic plan for the City of Birmingham focusing on six goals[1]:

1. Safe, Secure and Sustainable Communities
2. Healthy, Thriving and Diverse Neighborhoods

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[1] City of Birmingham's Strategic Plan, The Woodfin Way, https://www.birminghamal.gov/strategy

3. High-Performing, 21st Century Education and Workforce Development Systems
4. Innovative and Includes Economy Supported, Shared and Served by All
5. Highly Effective, People-First, Smart Government
6. Global, Legacy Partnership for Equity and Social Justice

The Department of Community Development (DCD) proactively supports the goals of the Mayor's strategic plan while also administering the housing and community development funds from the U.S. Department of Housing and Urban Development (HUD) to support the development and preservation of affordable housing, improve local infrastructure, invest in economic development, and provide services to low to moderate-income households. In addition to the administration of federal funds, the Department of Community Development manages the Birmingham Land Bank Authority, which is committed to putting problem properties back into productive use and empowering residents to take charge of their neighborhoods.

In an effort to expand the impact of community development activities across the City, while making the most of limited resources and responding to the ramifications of an ongoing COVID-19 pandemic, the Department led the development of this strategic housing plan. The plan provides a framework for the Department of Community Development to capitalize on opportunities and overcome the challenges associated with community development in Birmingham. The following report examines current conditions, provides a neighborhood market analysis, and contains an evaluation of existing programs which all inform a set of recommendations to guide the Department's efforts to build healthy, equitable, and sustainable communities for Birmingham and its residents.

Current conditions include recent and planned investments, demographic and housing market trends, and economic indicators, to further examine existing opportunities and challenges in regard to the local housing and job market.

The neighborhood market analysis, and corresponding Atlas, apply key market indicators to Birmingham's 99 neighborhoods to classify and identify tailored investment strategies for DCD's limited resources.

In addition to an analysis of the current conditions in the City's 99 neighborhoods, the report contains an evaluation of the Department's current programs and staffing structure. Such analysis should help the Department understand its current capacity, strategize ways to leverage resources, and identify potential programmatic or administrative gaps.

The final section of this plan provides recommendations for the Department of Community Development to inform priorities, activities, and structure in an effort to work towards the six goals set forth in Birmingham's Strategic Plan, as established and updated by Mayor Woodfin.

CURRENT CONDITIONS

Data-driven analysis of Birmingham's housing and community development needs.

INTRODUCTION

As the City of Birmingham moves into the next decade, the City is poised to seize opportunities and create a path forward to better serve all City residents. Birmingham is investing in its residents by supporting initiatives and policies focused on education, workforce development, housing, safety, innovation, and the economy.

OPPORTUNITIES

The City of Birmingham and the Department of Community Development have the opportunity to build off of community assets and create opportunities for all City residents. Based on conversations with stakeholders and staff, these assets include dedicated and experienced local government employees, a strong non-profit and faith-based community network, seasoned housing developers, an entrepreneurial spirit, and commitment to education and social justice. The following provides examples of how these assets have recently been leveraged to create additional opportunities for Birmingham's people, places, and economy.

Birmingham's City Center is a prime example of looking forward while building upon existing assets rooted in the past. Building on the rich history of the area, including the legacy of the Civil Rights movement, while also balancing displacement concerns of residents, Birmingham is investing in the future through the development of innovative commercial, retail, residential, and public spaces. Projects such as The Pizitz, a repurposed department store featuring residential units, retail space and a food hall, have leveraged the City's historic building stock with both private and public funding to add a modern amenity to the local landscape. Local tech entrepreneurs have access to the support and space they need through the Innovation Depot, 140,000 square feet of office, lab, and co-working space that also offers educational and accelerator programs. The development of Railroad Park and neighboring Regions Field are attractions that draw residents and visitors from across the region and provide recreational amenities to the ever-growing number of downtown residents. In addition to housing, the surrounding area has also seen a greater number of shops, restaurants, and a downtown location of Publix Super Market.

Birmingham's Civil Rights Movement's legacy continues to address community inequities through the work of the Office of Social Justice and Racial Equity. Birmingham is home to the Birmingham Civil Rights Monument, which contains the A.G. Gaston Motel, 16th Street Baptist Church, Historic Bethel Baptist Church, St. Paul United Methodist Church, Kelly Ingram Park, Colored Masonic Temple, the Birmingham Civil Rights Institute, and the Historic 4th Avenue Business District. The monument, created by presidential proclamation by President Barack Obama in 2017, honors the past while looking to the future by bringing residents and visitors downtown to be educated on the events of the Civil Rights Movement in Birmingham. Planning for the future, Urban Impact, Inc., the non-profit that manages the Historic 4th Avenue Business District surrounding the Birmingham Civil Rights Monument, is looking to connect the monument to the district through the development of Freedom Walk. The development would include signage, wayfinding, and the development of attractions to create a cohesive district to act as a platform economic opportunity in Smithfield, Northside, and Southside. These opportunities serve as a reminder of the meaningful opportunities in Birmingham to pay tribute to its civil rights history while also improving the wellbeing of current and future residents.

CHALLENGES

In addition to opportunities, the City continues to face ongoing and new challenges, such as COVID-19, environmental vulnerability, and racial disparities across various facets of society. Over the last 60 years, Birmingham has faced the challenges of a declining population, driven by the expansion of suburban development. In the past few decades, the United States economy has shifted to a service-based economy, which contains a high percentage of low paying jobs. In 2018, nearly 30 percent of the workforce was employed in retail, food service, personal care, health care support, and cleaning and maintenance with a median wage of less than $15 an hour.[2] As income has stayed stable or declined, residents have had a harder time

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[2] Ton, Zeynep. 2019. Service Jobs Should Be – and Can Be – Middle-Class Jobs. Harvard Business Review. Available: https://hbr.org/2019/08/service-jobs-should-be-and-can-be-middle-class-jobs

finding, securing, or maintaining affordable housing, further driven by financial pressures of an aging housing stock. Addressing vacancy and blight, which continues to be a challenge for Birmingham, is a top priority in the City according to many residents.[3]

CHALLENGE TO OPPORTUNITY

While many challenges faced by the City of Birmingham are structural and reflect a history of racial segregation and disinvestment, the Department of Community Development has the opportunity to provide funding and create policies that have real impacts on the lives of City residents. The following provides areas which the Department of Community Development can take active measures to address historic challenges:

Historic Neighborhoods and Buildings: Many of Birmingham's neighborhoods were developed prior to the widespread use of automobiles and were developed with a variety of commercial and residential uses within the neighborhood. The majority of the City was built prior to 1919, as demonstrated by the map below, showing a traditional grid plan that maximized available land and systematic growth, while safeguarding against overcrowding, fire hazards, and other environmental concerns.

Figure 1: Birmingham in 1919
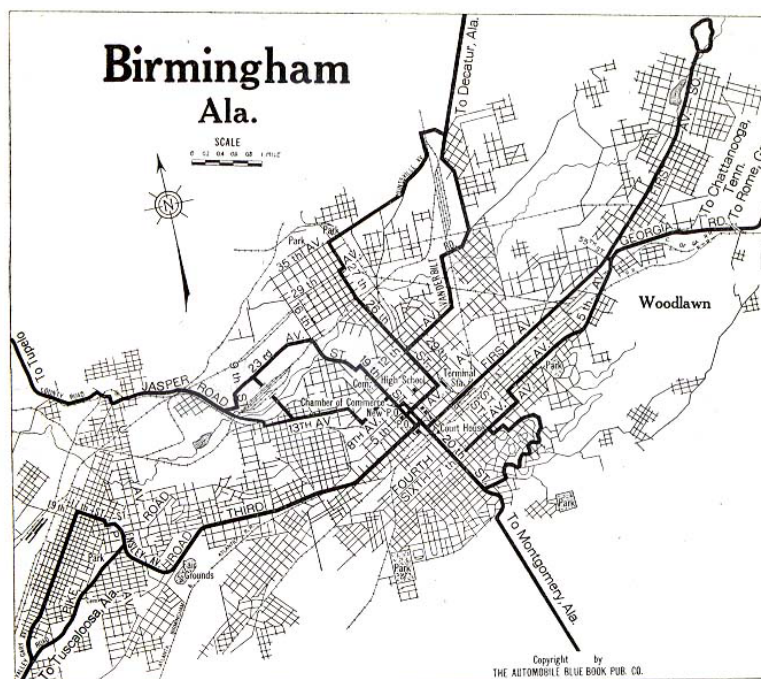
Source: University of Texas Libraries, Perry-Castañeda Library Map Collection, Automobile Blue Book, Volume 6, 1919

This type of development pattern has become attractive to a variety of demographics, including millennials and baby boomers, due to high walkability and access to neighborhood amenities. In

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[3] City of Birmingham, Alabama. 2020 Analysis of Impediments to Fair Housing Choice.

addition to the historic development patterns, Birmingham has a number of historic homes and buildings that are underutilized and desirable for strategic redevelopment while avoiding the displacement of existing residents.

Changing Economy: Shifts in industry and technology also provide an opportunity for Birmingham to reinvigorate the local economy through education and investments that support and retain local technology and advanced manufacturing facilities. The combination of land use in the City, from well-interconnected neighborhoods with access to major highways to industrial sites, provides the City an opportunity to support a wide variety of businesses from local services to tech firms seeking to improve everyday errands to advanced manufacturing.

Vacant Land: Based on ACS data, in 2017, 22,607 housing units or 20 percent of housing units in Birmingham were classified as vacant, up from 18.9 percent in 2010. Overall, vacant land presents both a challenge and an opportunity for the City. While vacancy leads to fewer taxes collected for the City for services and challenges for maintaining utility infrastructure, among other issues, vacant land also provides an opportunity for the City. The City can utilize vacant land to spur new construction, mitigate hazards, and add amenities. Given the right circumstances, vacant parcels can be attractive to developers and provide opportunities for new residential and commercial developments. Vacant land located in high-risk areas, such as floodplains, can be used as a tool for water management by increasing permeable surfaces and hazard mitigation efforts.

COVID-19: In response to the COVID-19 pandemic, the United States Federal Government distributed over $2 trillion in economic relief through the Coronavirus Aid, Relief, and Economic Security (CARES) Act. The CARES Act provides assistance for workers, families, businesses, and state, local, and tribal governments to address the impacts of the COVID-19 pandemic. While the impacts of this pandemic are anticipated to be vast and long-lasting, the funding provided through various aid packages may provide the City of Birmingham with an opportunity to identify and prioritize investments in infrastructure, affordable housing, and services that may prevent the spread of COVID-19 and facilitate assistance to residents and local businesses economically impacted by the pandemic.

ROLE OF THE DEPARTMENT OF COMMUNITY DEVELOPMENT

The Department of Community Development manages Federal funding to support affordable housing development, local infrastructure, economic development, and community services. The Department of Community Development currently funds and oversees the repair of aging and blighted homes, the construction of new affordable housing units, providing technical assistance to local small businesses, infrastructure improvements in eligible census tracts, and services to prevent homelessness and serve persons who have become homeless.

The following section will highlight key investments, demographic trends, housing market data, and information on the local economy to provide a snapshot of significant indicators that inform the market analysis and the Housing Plan as a whole.

RECENT AND PLANNED INVESTMENTS

The City of Birmingham plays a critical role in funding and supporting community revitalization projects across the City. Such projects include the renovations to the Birmingham Jefferson Convention Complex (BJCC), the construction of the Red Rock Trail System, planning efforts for Birmingham's BRT line, and investments in local Opportunity Zones and the Citywide Rehabilitation Initiative. Each of the following investments demonstrates the ongoing potential for Birmingham to improve the quality of life for existing residents while attracting visitors and new residents.

BJCC

Major renovations are planned and underway for the BJCC, including the $174 million Protective Stadium project and the $125 million renovations of the complex's Legacy arena. The stadium is slated to be completed before Birmingham hosts the World Games in 2022 and will host The University of Alabama at Birmingham (UAB) football home games. The stadium is expected to generate $10 million in tax revenue annually that will be partially used to fund the City's Neighborhood Revitalization Fund.[4] The stadium will be located between TopGolf and the Uptown entertainment district to the east of current BJCC facilities. The Legacy Arena will undergo a major renovation that includes upgrades to food and beverage service areas, restrooms, and loading docks to accommodate the demands for major touring acts and sporting events such as NCAA basketball tournaments.[5] These renovations will continue to boost Birmingham's profile as a regional destination for arts, entertainment, and sporting events, attracting visitors from the greater Birmingham region and beyond.

NEIGHBORHOOD REVITALIZATION FUND

In addition to attracting visitors, the renovations of the BJCC facilities are anticipated to generate tax revenue for the City of Birmingham, acting as a funding source for the Neighborhood Revitalization Fund.[6] The fund will utilize dollars collected through the revenue growth associated with the BJCC to invest in Birmingham's 99 neighborhoods, including programs such as the Citywide Rehabilitation Initiative.[7] The initiative provides funds for owner-occupied home repair, including roof repair or replacement and gutters; heating, ventilation, and

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[4] Washington, Dennis. 2019. Protective Stadium Will Be Name of New Birmingham Multipurpose Venue. Alabama Newscenter. Available: https://alabamanewscenter.com/2019/04/11/protective-stadium-will-name-new-birmingham-multi-purpose-venue/

[5] Walsh, Lauren. 2020. BJCC's Legacy Arena to Close in April for $125M Renovation. ABC 3340 News. Available: https://abc3340.com/news/local/bjccs-legacy-arena-to-close-in-april-for-125m-renovation

[6] City of Birmingham, Project Cooperation Agreement between City of Birmingham and BJCC Authority https://www.birminghamal.gov/wp-content/uploads/2019/09/2018.7.17.Project-Cooperation-Agreement-CoB-and-BJCC-Authority.pdf

[7] City of Birmingham, Resolution Establishing Neighborhood Revitalization Fund, https://www.birminghamal.gov/wp-content/uploads/2018/04/Resolution-Concerning-Neighborhood-Revitalization-BJCC_Revised-3.29.18.pdf

air (HVAC); windows insulation, energy-efficient windows, exterior doors, flooring, minor plumbing repair, painting (interior, exterior), cabinets, countertops, kitchen and bathroom fixtures, handicap accessible bathrooms (ADA), flooring and wheelchair ramps.[8]

TRANSPORTATION

Birmingham is investing in its transportation infrastructure, including the regional Red Rock Trail System and the creation of a Bus Rapid Transit (BRT) line. The announced BRT line, Birmingham Xpress, also provides an opportunity to link transportation to development. The BRT Corridor will connect 25 neighborhoods throughout the City and serve major institutions such as Brookwood Princeton Baptist Medical Center, UAB, and UAB University Hospital, connecting residents to services and jobs throughout Birmingham. The Freshwater Land Trust, the organization advocating for the expansion of the Red Rock Trail System, is a regional organization serving Central Alabama focused on conservation and the creation of dynamic green spaces, including trails. The organization recently announced that the Jones Valley Trail will connect downtown Birmingham to Avondale along First Avenue South, which has coincided with the announcement of plans to renovate the Hardwick Steel Plant on First Avenue South, adding additional office and restaurant space to the neighborhood.[9]

Figure 2: Birmingham Xpress BRT Corridor Map

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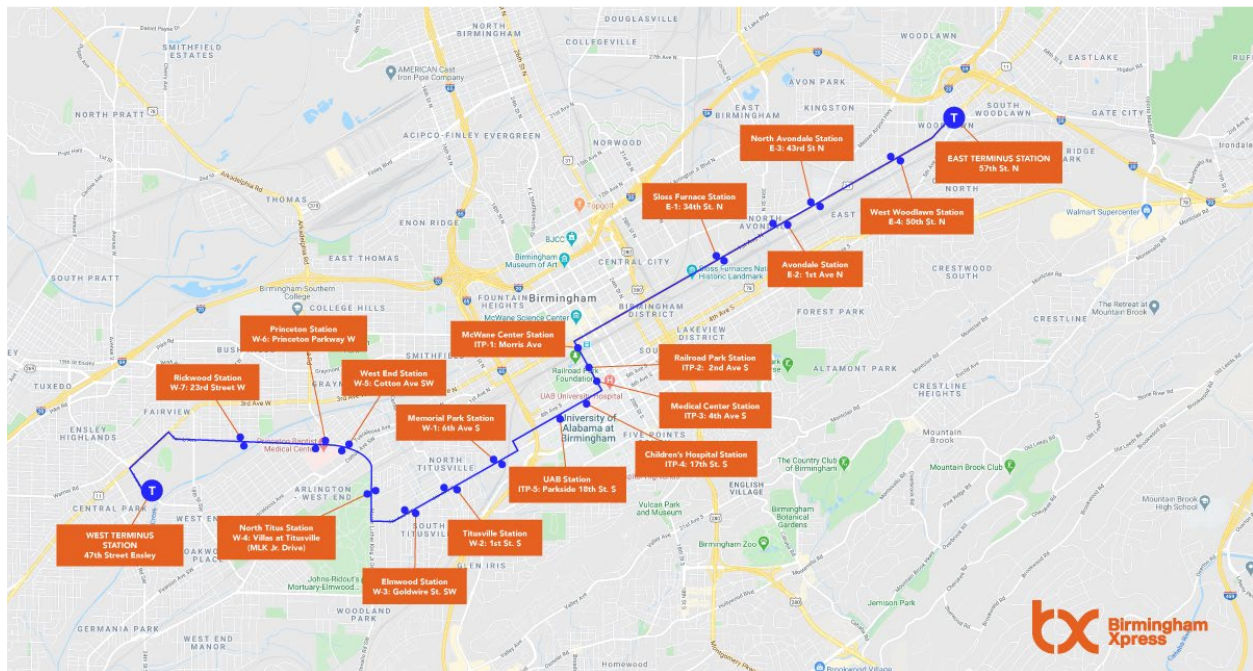
[8] City of Birmingham. 2018. *Everything You Need to Know About the 100 Homes, 100 Days Program.* Available: https://www.birminghamal.gov/2018/08/03/everything-you-need-to-know-about-the-100-homes-100-days-program/

[9] Seale, Michael. 2020. *Plans Announced For Historic Birmingham Property.* Patch News. Available: https://patch.com/alabama/birmingham-al/plans-announced-historic-birmingham-property

Source: City of Birmingham 2020

In addition to the BRT project, as a region, the Birmingham Metropolitan Planning Organization has identified an array of projects in its 2045 Regional Transportation Plan that will add transportation capacity to the area. [10] The City has also developed a Sidewalk Masterplan to improve pedestrian, Complete Streets Policy Framework to promote multimodal transportation network and is work with the Birmingham-Jefferson County Transit Authority (BJCTA) to enhance public bus service throughout the City.

Figure 3: Capacity Transportation Projects, 2045 Regional Transportation Plan
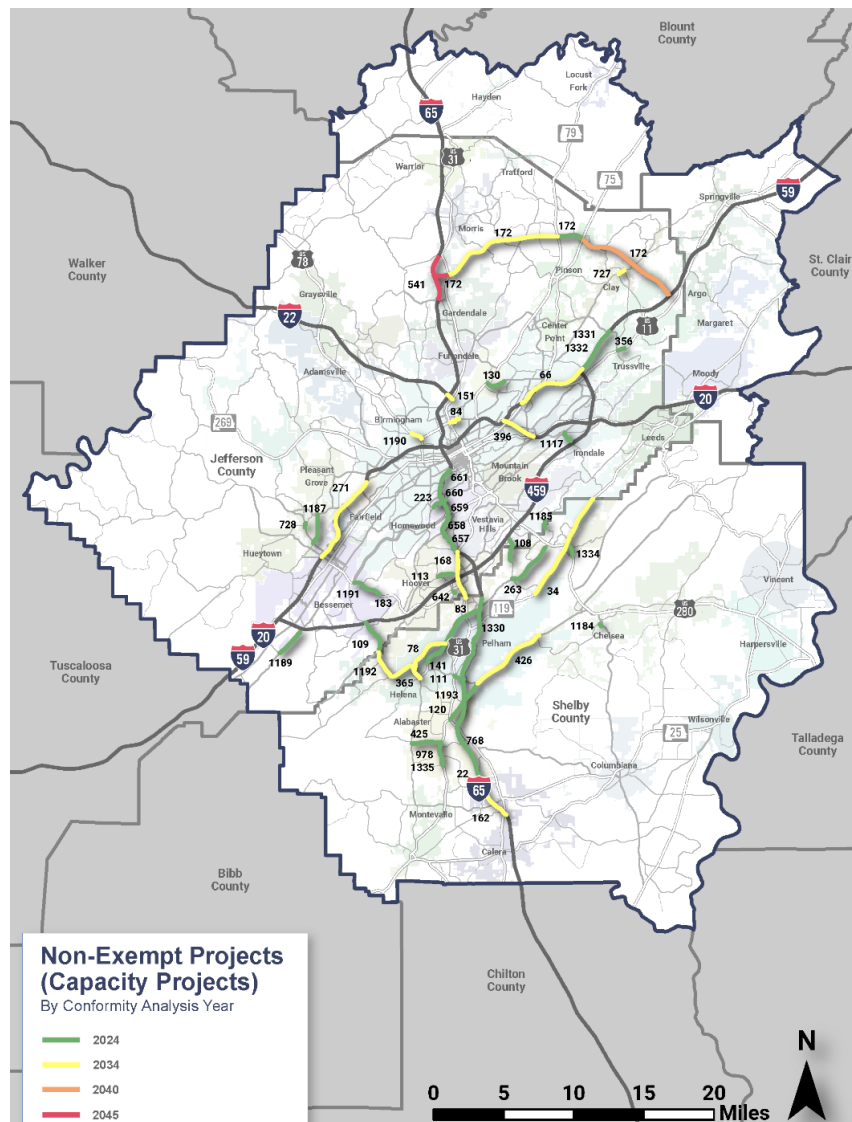
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Source: Birmingham MPO, 2019

OPPORTUNITY ZONES

The U.S. Treasury Department created the Opportunity Zones Program to direct investment into rural and low-income urban communities within the United States through tax incentives for private investors. Opportunity funds are designed to pool resources and provide capital for Opportunity Zone investments. Opportunity Zones were established for each state through each state's Governor Executive Branch and certified by the U.S. Treasury. The State of Alabama designated 24 Opportunity Zones in Birmingham in March of 2018. Opportunity Funds may invest in Opportunity Zone Property, which consists of stock in a domestic corporation, capital or profits interest in a domestic partnership, and tangible property used in a trade of businesses of the Opportunity Fund that substantially improves the property.[11]

The Birmingham Inclusive Growth (BIG) Partnership was created in 2019 as the Opportunity Zone initiative to leverage existing planning initiatives from the City to improve the quality of life for residents and generate investment returns.[12] The BIG Partnership is an endeavor to identify and develop Opportunity Zone Projects by bringing the private investors together with the City, neighborhood leadership, philanthropy, academia, and other civic institutions. Currently, based on the projects proposed by Birmingham Inclusive Growth Partnership, there are several investments being considered in Opportunity Zones, including Northside Park, Airport District, The Frank, Rising Tide Housing, Hardware Park, and a Grocery Store.[13]

DEMOGRAPHICS

This section provides an overview of demographic and economic patterns and trends within the City of Birmingham and the region, including Shelby and Jefferson Counties. While Birmingham faces a number of demographic challenges, these challenges do not define the City of Birmingham. There are ongoing opportunities to address some of these challenges through thoughtful investments and policies.

POPULATION TRENDS

As with other post-industrial cities across the United States, Birmingham's population has been in decline since the 1960s. The expansion of suburban development, including economic and job centers, drew households out of urban areas. From a peak of 340,887 in 1960 to 212,237 in 2010, Birmingham's population declined 37.7 percent.[14]

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[11] Carroll, Rachel Reilly. 2018. Opportunity Zones Program: An Early Overview of Program Details and What's Ahead. Enterprise Community Partners. Available: https://www.enterprisecommunity.org/download?fid=8856&nid=6212

[12] City of Birmingham. 2019. Mayor Randall Woodfin Announces Innovative Public-private Initiative to Help Develop Birmingham's 24 Opportunity Zones. Available: https://www.birminghamal.gov/2019/04/12/mayor-randall-woodfin-announces-innovative-public-private-initiative-to-help-develop-birminghams-24-opportunity-zones/

[13] Birmingham Inclusive Growth (BIG) Partnership Active Projects, https://birminghamoz.org/investment-opportunities

[14] U.S. Census Bureau, 1960 Census and 2010 Census.

In 2017, the City of Birmingham had a total population of 212,265, a decline of 1.9 percent since 2010 (216,392). Jefferson County remained stable, while Shelby County saw a population spike of 11.1 percent, or approximately 21,000 persons. Though many factors are at play, residents may be relocating to more suburban areas to access more modern housing, higher-paying jobs, better performing schools, and the perception of safety.

Figure 4: Population Change 2010-2017
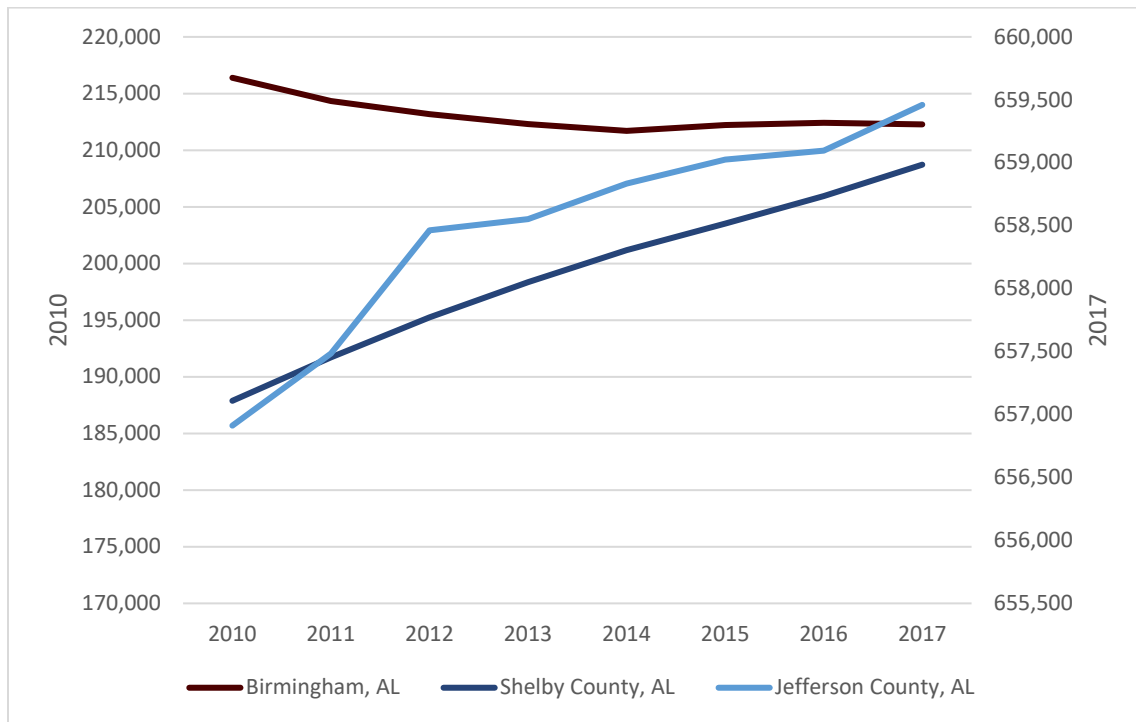
Source: U.S. Census Bureau, 2006-2010 through 2013-2017 American Community Survey 5-Year Estimates

However, population figures increased in a number of the City's neighborhoods even as the overall population in the City declined. According to the American Community Survey, over half of Birmingham's neighborhoods grew by over 2 percent as listed in the table below. Growth was primarily in the neighborhoods along the southern border of the City, including the areas in and around the City Center and UAB, which have experienced a great deal of residential development in recent years. These areas tend to be have *walkable*, well-connected transportation infrastructure including a street network and access to major highways and are located near services and employment centers. The table below provides additional context into the neighborhoods that experienced healthy population growth in Birmingham since 2010. Neighborhoods, such as West Goldwire and Tarpley City, for example experienced relative population increases as the area as whole experience greater development interest since 2010. Meanwhile, neighborhoods such as Five Points South, Fairmont, and Woodland Park experienced modest population gains during the same time.

Table 1: Birmingham Neighborhoods with Increased Population

Neighborhood
Apple Valley
Brown Springs
Crestline
Crestwood North
Crestwood South
East Avondale
Eastwood
Five Points South
Forest Park-South Avondale
Garden Highlands
Glen Iris
Highland Park
Huffman
Liberty Highlands
Mason City
Oak Ridge Park
Overton
Oxmoor
Powderly
Redmont Park
Roosevelt
Southside
Tarpley City
West Brownville
West Goldwire

Source: U.S. Census Bureau, 2006-2010 and 2013-2017 American Community Survey 5-Year Estimates. Note: The table showcases neighborhoods with population growth over 2 percent based on the composite population change of the area's Census Tracts.

HOUSEHOLDS

The total number of households in Birmingham remained stable from 2010 to 2017 as the number of nonfamily households increased and the number of family households decreased at similar rates. Between 2010 and 2017 Birmingham's population decreased 1.9 percent, while the total number of households declined only slightly during the same period (0.2 percent). Nonfamily households (a householder living alone or living exclusively with people that he/she is not related to) increased 6.3 percent from 2010 to 2017 as family households declined 5.4 percent, playing a role in a declining population. As nonfamily households continue to grow, demand for smaller and more affordable housing is likely to increase, changing market demand for multi-family and small single-family homes.

Figure 5: Household Type 2010-2017
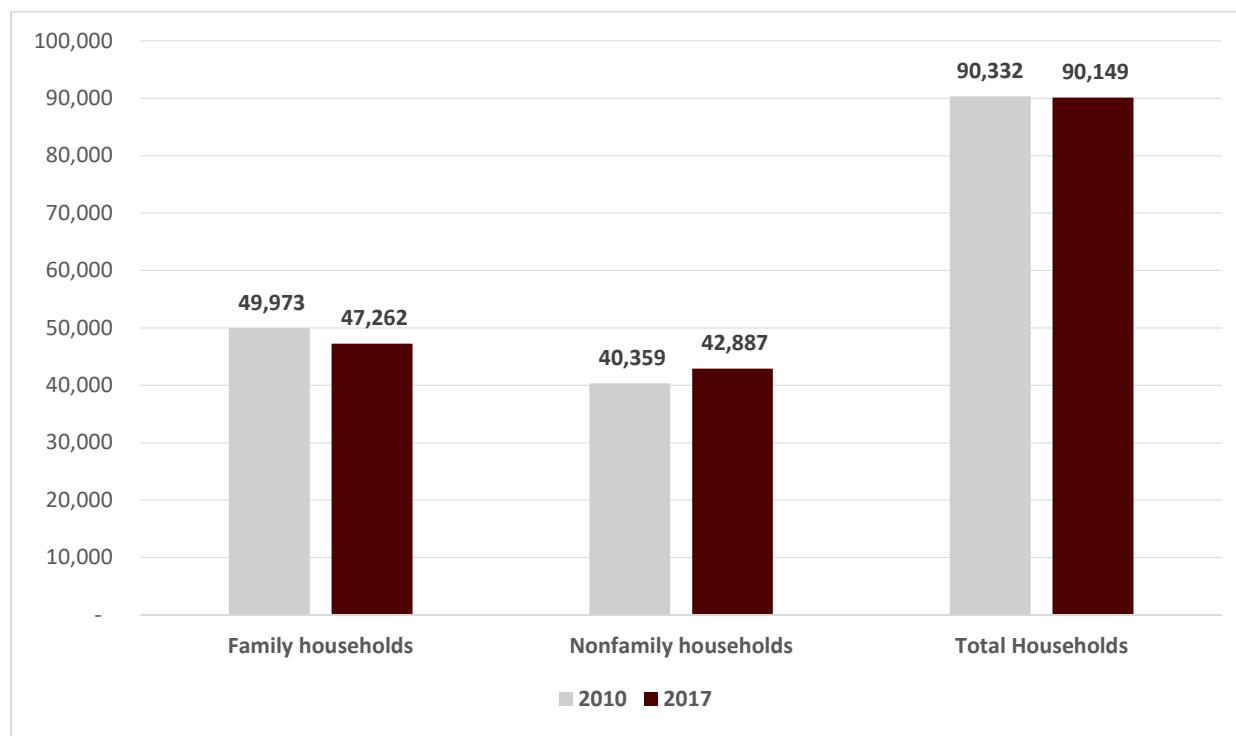
Source: U.S. Census Bureau, 2006-2010 and 2013-2017 American Community Survey 5-Year Estimates

AGE

Since 2010, Birmingham's demographics have shifted as the population over the age of 64 has increased and the population under the age of 20 decreased. Between 2010 and 2017, the population over 64 years increased by 8.2 percent, while those below 20 declined 10.3 percent. The population between the ages of 35 and 54 declined by 10 percent during this period, while the City experienced an 8.6 percent increase in the population 25 to 34 years. While general demographic trends on shrinking household sizes indicate demand for smaller housing types to serve a shifting population, such as young adults and seniors, there will likely be a greater demand for single-family homes as younger adults age and form families and improved urban amenities, such as recreational open spaces, walkability, and connectivity become higher priorities for mobile young families.

Figure 6: Population by Age 2010-2017

Source: U.S. Census Bureau, 2006-2010 and 2013-2017 American Community Survey 5-Year Estimates

RACE

Between 2010 and 2017, the City of Birmingham lost about 4,000 residents, it gained approximately 2,600 White residents, and lost approximately 8,000 Black or African American residents. Additionally, the City of Birmingham lost approximately 300 Asian residents and gained approximately 350 Hispanic or Latino residents.

While the City's population declined in recent years, in 2017 the City experienced an increase in the White population. Comparatively, with the decline in Black or African American residents in recent years, it is critical that the City continues to offer amenities, safe and quality neighborhoods, and opportunities for Black or African American residents.

Figure 7: Population by Race and Ethnicity 2010-2017
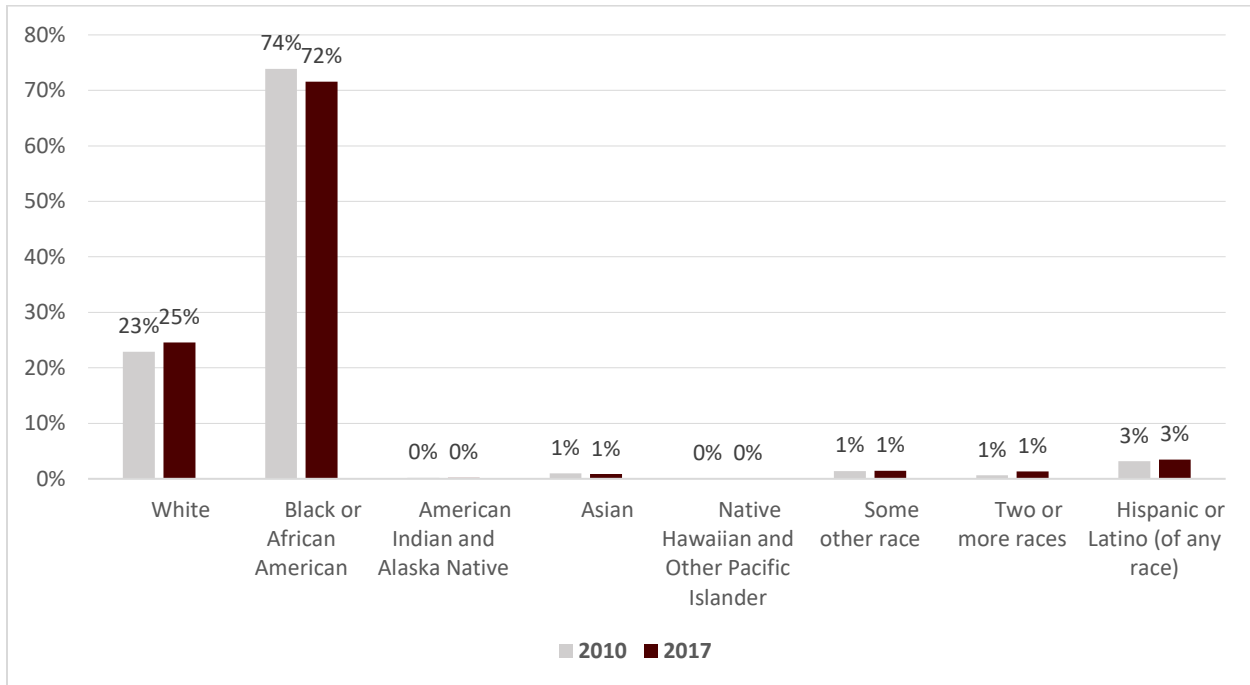
Source: U.S. Census Bureau, 2006-2010 and 2013-2017 American Community Survey 5-Year Estimates

ECONOMY AND EDUCATION

Birmingham's median household income lags behind Jefferson and Shelby Counties even as the local workforce is becoming more educated as participation in post-secondary education increases in younger generations. Residents are primarily employed in Birmingham's education and health care sectors, followed by arts, entertainment, accommodations, and retail trade, which includes restaurant and hotel employees. While the health care sector offers a wide range of job opportunities, many high employment industries, such as accommodations (hotel and motel) and retail pay lower wages. Looking to the future, based on Mayor Woodfin's 2018 Strategic Plan, local economic development initiatives are looking to attract and support businesses in life sciences, advanced manufacturing, and technology firms. To meet the needs of existing and potential employers, there will be an additional demand for an educated workforce.

Education and workforce development are a priority for Mayor Woodfin and the City of Birmingham as demonstrated by local initiatives, including the Birmingham Promise. This public-private partnership seeks to create opportunities for graduates of Birmingham City Schools by providing tuition assistance and organizing apprenticeships. The program will begin with the Class of 2020 and is funded by a combination of public and private funds.

INCOME

Birmingham's median household income lags behind both Jefferson and Shelby County in both income and growth. The median income in Birmingham is less than 70 percent of the median income in Jefferson County and less than half of the median income in Shelby County. From 2010 to 2017, Birmingham's median income grew 6.1 percent in comparison to 9 percent in Jefferson County and 8.3 percent in Shelby County. The discrepancy is likely due to a number of factors, including educational attainment, access to high wage jobs, and the decline in population. As Birmingham continues to invest in education, the diversification of the economy, and community development efforts, wages have the potential to increase and close the gap between the City and the region.

Figure 8: Median Household Income 2010-2017

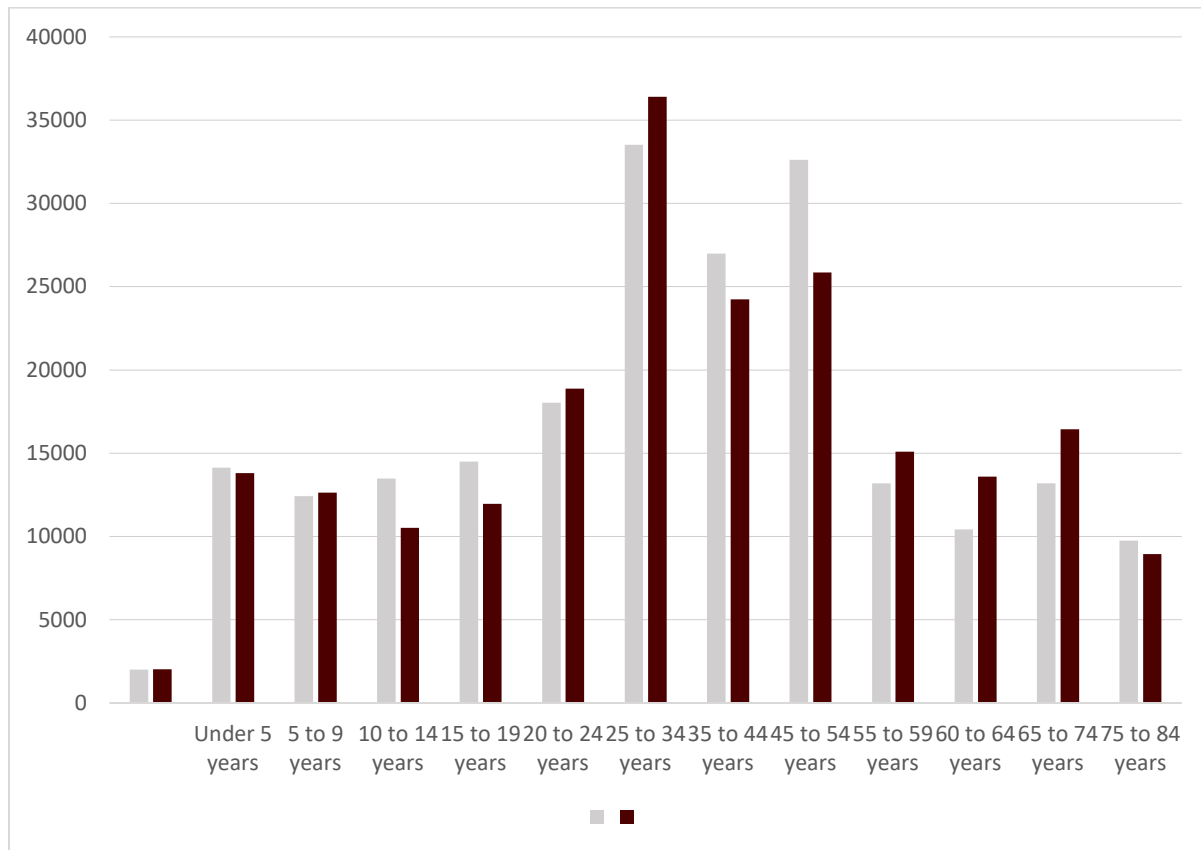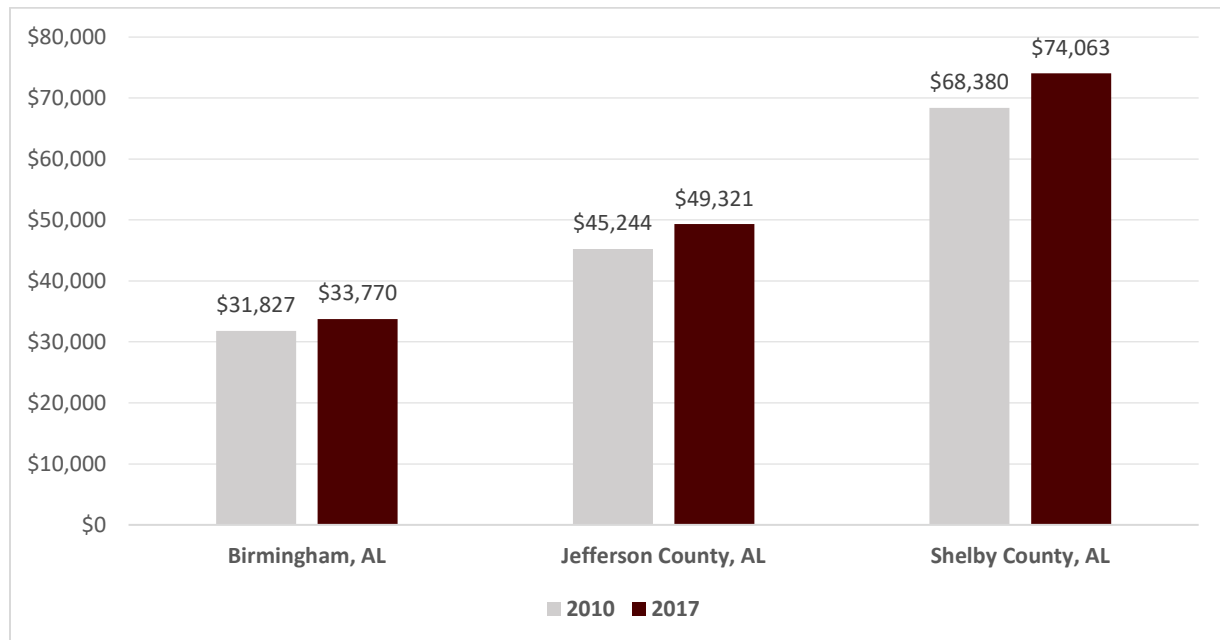*Source: U.S. Census Bureau, 2006-2010 and 2013-2017 American Community Survey 5-Year Estimates*

EDUCATION

The Birmingham region is home to seven universities and colleges, seven community/junior colleges, five degree-granting technical schools, three law schools, and the UAB medical and dental schools.[15] UAB and Birmingham-Southern College are located within Birmingham and offer 4-year and advanced degrees. Lawson State and Jefferson State Community Colleges also has a campus in Birmingham and offers two-year degrees and other training opportunities.

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[15] Birmingham Business Alliance. 2020. Available: https://www.birminghambusinessalliance.com/colleges-universities-2

Younger Birmingham residents are completing higher levels of education than older residents. Residents 25 to 44 are more likely to have a bachelor's, graduate or professional degree than those 45 to 65. Although the young Birmingham residents are earning bachelor's, graduate or professional degrees at a higher rate, most residents (55 percent) are high school graduates or have completed some college with no degree.

Table 2: Educational Attainment by Age

	Age				
	18–24 years	**25–34 years**	**35–44 years**	**45–65 years**	**65+ years**
Less than 9th grade	397	725	784	1,423	2,163
9th to 12th grade, no diploma	2,512	3,671	2,262	5,353	4,036
High school graduate, GED, or alternative	6,646	9,785	6,820	15,474	9,052
Some college, no degree	11,052	7,770	5,754	14,587	6,043
Associate's degree	876	2,395	2,308	5,319	1,623
Bachelor's degree	3,126	8,056	3,881	8,283	3,189
Graduate or professional degree	183	4,006	2,423	4,093	3,217

Source: U.S. Census Bureau, 2013-2017 American Community Survey

EMPLOYMENT

The Birmingham – Hoover Metropolitan Statistical Area's employment figures, which reveal a more comprehensive regional understanding of employment patterns, had reached pre-recession numbers and were continuing to increase until the recent economic crisis associated with the COVID 19 pandemic.[16] While the financial crisis of 2008 differs from the scope and scale of COVID 19, looking to the recovery from the 2008 recession may provide insight into the longevity of the current crisis. Employment in the Birmingham-Hoover region drastically declined from 2008 to 2010 in reaction to a global financial crisis. The following demonstrates the number of people employed on a monthly basis beginning in 2008, at the start of the financial crisis. Declining dramatically in 2009, employment figures began to slowly recover in 2011 and reached pre-recession figures in May of 2018, approximately 10 years after the crisis. Employment figures are anticipated to decline due to the ongoing impacts of the pandemic and

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[16] A Metropolitan Statistical Area (MSA) which represents not just the City of Birmingham, but the surrounding metropolitan region. For more information visit: https://www.census.gov/programs-surveys/metro-micro/about.html

will likely have a long-term effect on local housing markets, social service needs, and tax revenues.

Figure 9: Birmingham-Hoover, AL Employment (Thousands)
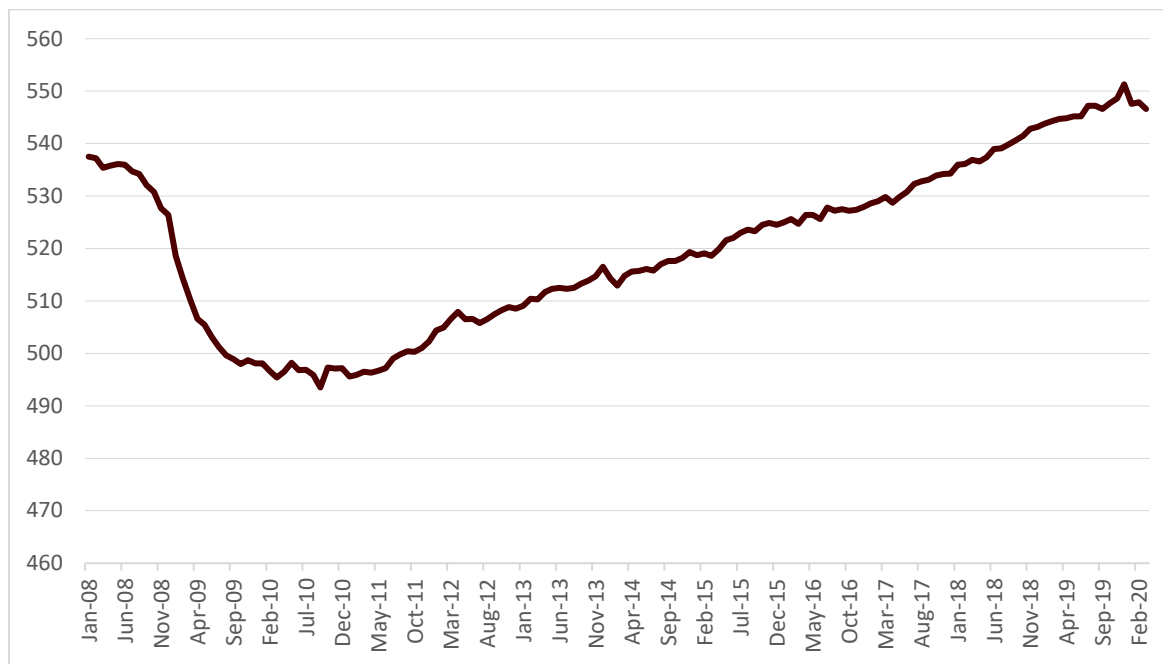
Source: Bureau of Labor Statistics, U.S. Department of Labor 2020

INDUSTRY AND BUSINESS

Birmingham's education and health care sectors represent the largest percentage of jobs and workers in the City. UAB is the City's largest employer with an estimated 23,000 employees and St. Vincent's Health System and Children's of Alabama both employ approximately 5,000 people.[17] Other major employers are arts, entertainment, accommodations, and retail trade. The largest occupational category is management, business, science, and arts occupations, indicating a mix of jobs by skill and wage level throughout the City. In addition to UAB and the medical centers, Regions Financial Corporation and AT&T are both major employers in Birmingham, employing 9,000 and 4,500 respectively.[18]

Birmingham is also building a reputation as a tech hub due to investments in local startups. Velocity Accelerator and the Innovation Depot have supported the development of local tech firms, including Shipt, a grocery delivery service that was recently acquired by Target.[19]

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[17] Birmingham Business Alliance. 2020. Available: https://www.birminghambusinessalliance.com/major-employers

[18] Birmingham Business Alliance. 2020. Available: https://www.birminghambusinessalliance.com/major-employers

[19] Hogan, Clara. 2019. Five Places Emerging as America's New Tech Hot Spots. MarketWatch. Available: https://www.marketwatch.com/story/5-places-emerging-as-americas-new-tech-hot-spots-2019-04-03

Table 3: Business Activity

Business by Sector	Number of Workers	Number of Jobs	Share of Workers %	Share of Jobs %	Jobs less workers %
Agriculture, Mining, Oil & Gas Extraction	260	116	0.3%	0.1%	-0.2%
Arts, Entertainment, Accommodations	10,943	13,989	11.8%	8.9%	-2.9%
Construction	3,969	7,148	4.3%	4.5%	0.3%
Education and Health Care Services	24,753	52,978	26.6%	33.6%	7.1%
Finance, Insurance, and Real Estate	6,869	15,414	7.4%	9.8%	2.4%
Information	2,320	2,139	2.5%	1.4%	-1.1%
Manufacturing	7,811	11,483	8.4%	7.3%	-1.1%
Other Services	4,989	4,031	5.4%	2.6%	-2.8%
Professional, Scientific, Management Services	9,773	13,605	10.5%	8.6%	-1.9%
Public Administration	3,609	8,482	3.9%	5.4%	1.5%
Retail Trade	10,756	12,093	11.5%	7.7%	-3.9%
Transportation and Warehousing	4,752	6,371	5.1%	4.0%	-1.1%
Wholesale Trade	2,325	9,686	2.5%	6.1%	3.7%
Total	93,129	157,535	(X)	(X)	(X)

Source: 2013-2017 American Community Survey (Workers), 2017 Longitudinal Employer-Household Dynamics (Jobs)

HOUSING

Birmingham's housing values are lower than Jefferson and Shelby Counties. For example, in comparison to Jefferson and Shelby Counties, Birmingham's median owner-occupied home value is less than half of Shelby County and less than 60 percent of Jefferson County. However, a number of Birmingham's neighborhoods are growing and experiencing higher investments in residential housing. The City Center continues to be a magnet for development and new residents.

Despite increasing home values and investment in some neighborhoods across the City, historic housing segregation practices continue to impact Birmingham's Black or African American residents. The impact of discriminatory policies, such as redlining and the systematic denial of lending services, continues to have lingering effects on African American communities of Birmingham. In the 1930s, a federal agency, the Home Owners' Loan Corporation (HOLC), created "Residential Security" maps of major American cities. These maps document how loan officers, appraisers, and real estate professionals evaluated mortgage lending risk during the era immediately before the surge of suburbanization in the 1950s. Neighborhoods considered high risk or "Hazardous" were often "redlined" by lending institutions, denying them access to capital investment which could improve the housing and economic opportunity of residents. The

figure below shows the HOLC "Residential Security" map of the City of Birmingham with a color-coded gradation of neighborhoods by risk level.[20]

Figure 10: HOLC Redlining Map, Birmingham, 1938
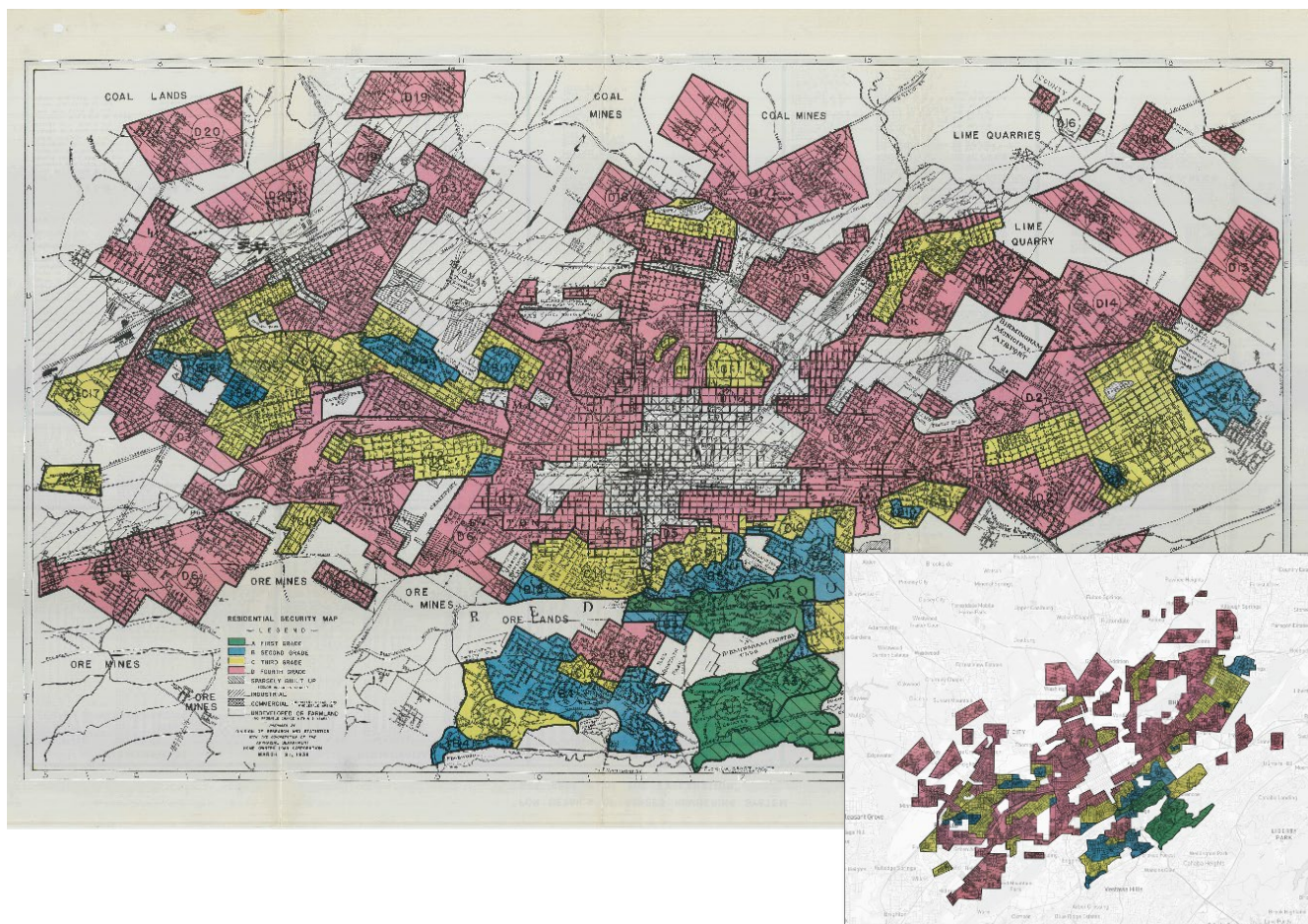
Source: "Mapping Inequality," University of Richmond, 2000

The Federal Housing Administration continued discriminatory practices, reinforcing residential segregation in cities such as Birmingham. The discriminatory practices captured by the HOLC maps continued until 1968 when the Fair Housing Act banned racial discrimination in housing. However, even with the passage of the Fair Housing Act, racial discrimination in the housing market continues, and these policies continue to impact neighborhoods labeled as redlined. The figure below shows how historic redlining lines up with HUD's measure of Racially and Ethnically Concentrated Areas of Poverty (R/ECAP) areas, showing that patterns of economic and racial residential segregation are still evident today. These policies have had a lasting

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[20] Mitchell, Bruce PhD, Juan Franco. 2018. HOLC "Redlining" Maps: The persistent structure of segregation and economic inequality. National Community Reinvestment Coalition (NCRC). Available at: https://ncrc.org/wp-content/uploads/dlm_uploads/2018/02/NCRC-Research-HOLC-10.pdf

impact on communities by limiting homeownership opportunities for African American families and in turn, denying families one of the greatest sources of generational wealth in the United States.

Figure 11: Historic Redlining and R/ECAPs, Birmingham, 2017
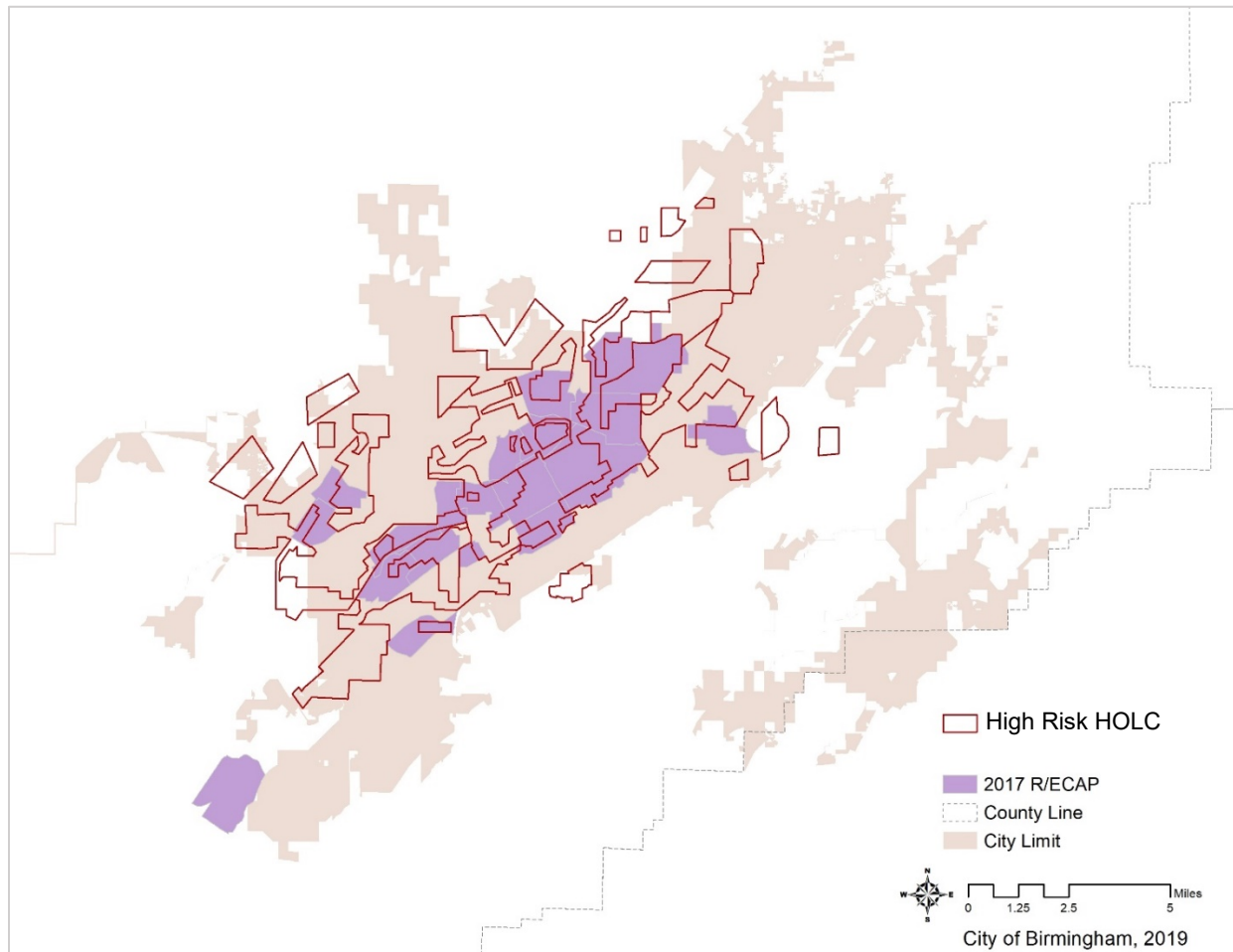
Source: "Mapping Inequality," University of Richmond, 2000; HUD, 2019

HOUSING AFFORDABILITY

The following sections examine various measures that influence housing affordability. One measure of housing affordability is cost burden, which is defined by HUD as spending no more than 30 percent of household income on housing costs. According to 2017 estimates, less than 30 percent of homeowners in Birmingham spend more than 30 percent of their income on housing, the common threshold for housing affordability. While many homeowners are able to find affordable housing in Birmingham, renters face greater challenges. Over half of renters spend more than 30 percent of their income on housing costs.

Housing requires maintenance over time, and for low income households or Federally protected classes, maintaining a home can be a major household expense. A majority of Birmingham's

housing stock is between 40 and 70 years old. For households on fixed incomes, or households impacted by job loss, keeping up with home maintenance is often out of reach. If residents are unable to keep up with home maintenance, code enforcement fines or safety hazards may negatively impact the household as well as the overall health of the neighborhood. While an aging housing stock requires additional resources to maintain, historic homes and districts are often areas that attract investors and increases the risk of displacement of existing residents. A number of Birmingham's neighborhoods have historic housing stock, including Ensley, Five Points South, and Avondale.

MEDIAN HOME VALUE

Owner-occupied homes in Birmingham have a median value far lower than Jefferson and Shelby Counties. According to ACS, the median home value in Birmingham in 2017 was $86,900, which is $62,100 lower than the median home value in Jefferson County and $112,600 lower than the median home value in Shelby County.

From 2010 to 2017, Birmingham's median home values slightly increased 1.3 percent from $85,800, while Jefferson County increased significantly at 7.7 percent, and the median housing value in Shelby County increased 2.9 percent during this period.

Figure 12: Median Owner-Occupied Housing Value 2010-2017
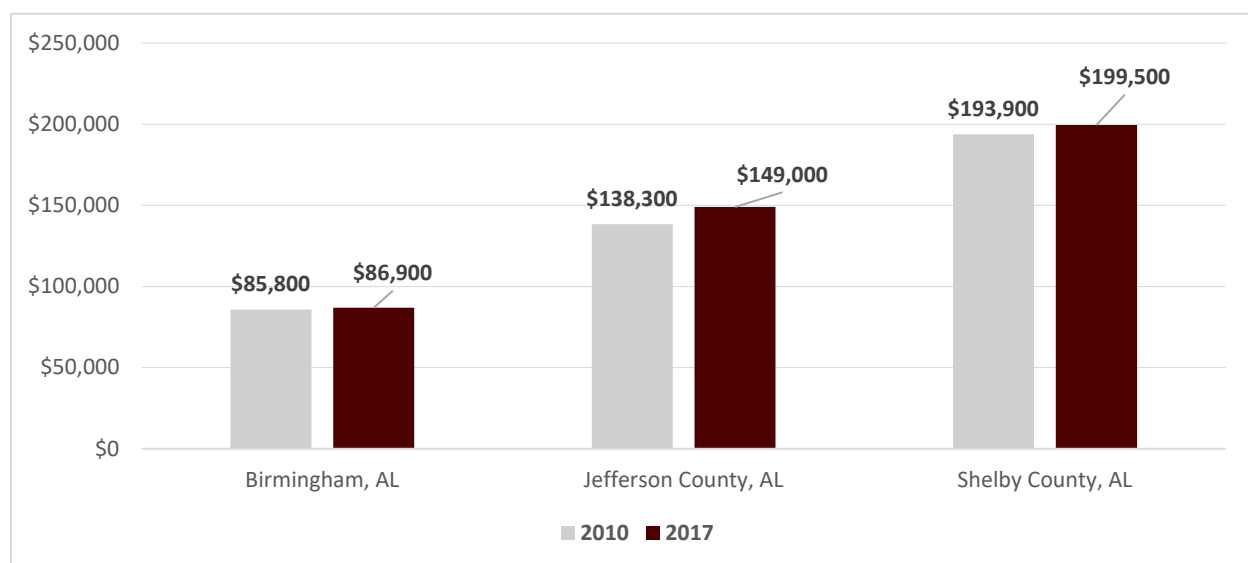
Source: U.S. Census Bureau, 2006-2010 and 2013-2017 American Community Survey 5-Year Estimates

MEDIAN GROSS RENT

Median gross rent in Birmingham has grown at a slower rate and continues to be lower than Jefferson County and Shelby County. In 2017, Birmingham's median gross rent was $770, approximately $75 less per month than Jefferson County as a whole and over $200 less per month than Shelby County, highlighting the prevalence of higher value rental properties outside the city limits of Birmingham. Across the region, rent has increased by 12.7 percent (Birmingham) to 15.4 percent (Shelby County) from 2010 to 2017.

While rent increased at a faster rate than income in Birmingham, median rent continues to be affordable when compared to the median income for the City.

Figure 13: Median Rent 2010-2017
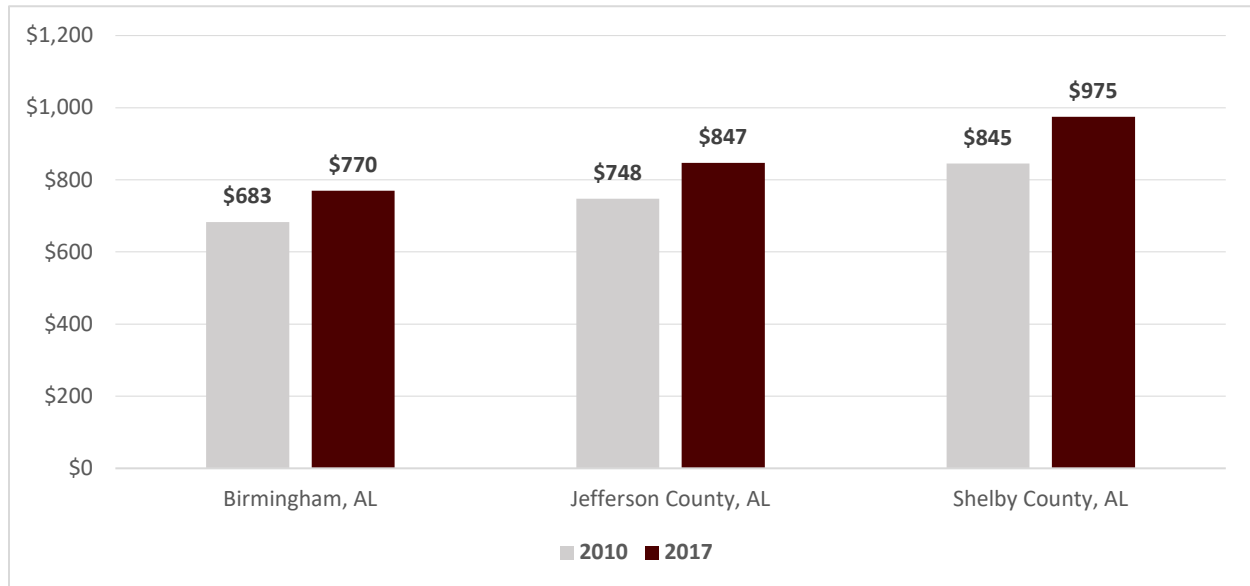
COST BURDEN

Nearly half of renters in Birmingham spend more than 30 percent of their monthly income on housing costs, which is considered cost-burdened by the U.S. Department of Housing and Urban Development. Households that experience cost burden and severe cost burden (more than 50 percent of monthly income on housing) have fewer resources for other necessities, such as food and healthcare, transportation, and to save for emergencies. Of cost-burdened renters in Birmingham, 27.3 percent spend more than 50 percent of their monthly income on housing, demonstrating a need for affordable rental housing. Approximately 41 percent of renters are cost burdened across Alabama in comparison to 48.8 percent of Birmingham's renters.[21]

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[21] U.S. Department of Housing and Urban Development. 2006-2016. Comprehensive Housing Affordability Strategy Data.
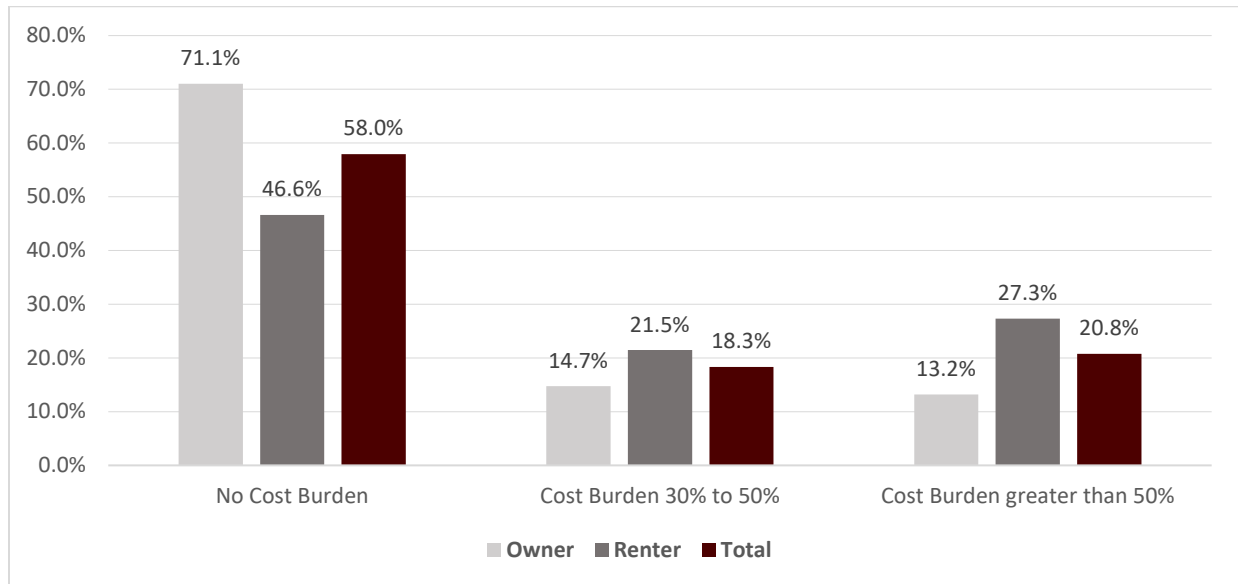
Figure 14: Cost Burden

Source: U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates

AGE OF HOUSING STOCK

A majority of Birmingham's housing stock (83.8 percent) was built over 30 years ago with approximately 50 percent of the housing stock developed from 1950 to 1979. Housing development has slowed significantly in recent years. In the years since the financial crisis of 2010, only 2,699 structures have been built, accounting for 2.4 percent of all housing units.

Figure 15: Age of Housing Stock
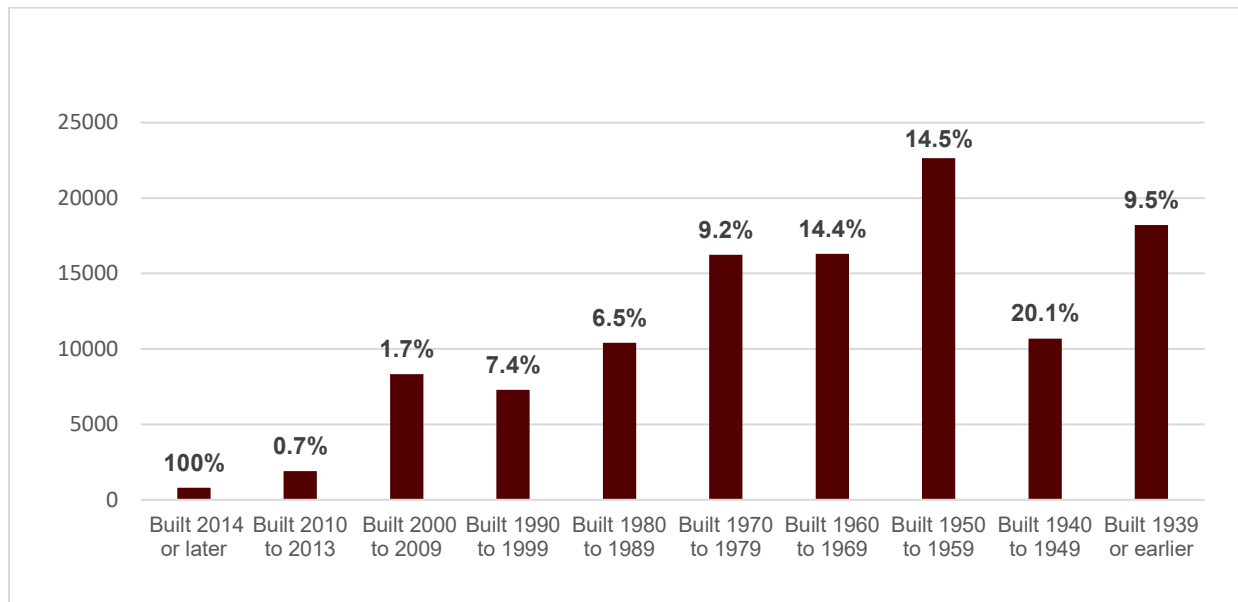
Source: U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates

Since 2010, the City of Birmingham significantly increased production of five or more-unit housing but lagged behind in other multifamily and single-family units. In 2017, 117 building permits were issued for five or more-unit housing, as seen in the table below. These permits comprised 51.3 percent of all permits for that year, compared to zero permits in 2010. Meanwhile, the proportion of single-unit detached housing decreased since 2010. In 2010, 97 permits were issued for single-unit detached houses, which was 75.2 percent of all permits, compared to 105 permits issued in 2017, which were 46.1 percent of all permits.

Figure 16: Building Permits 2010-2017
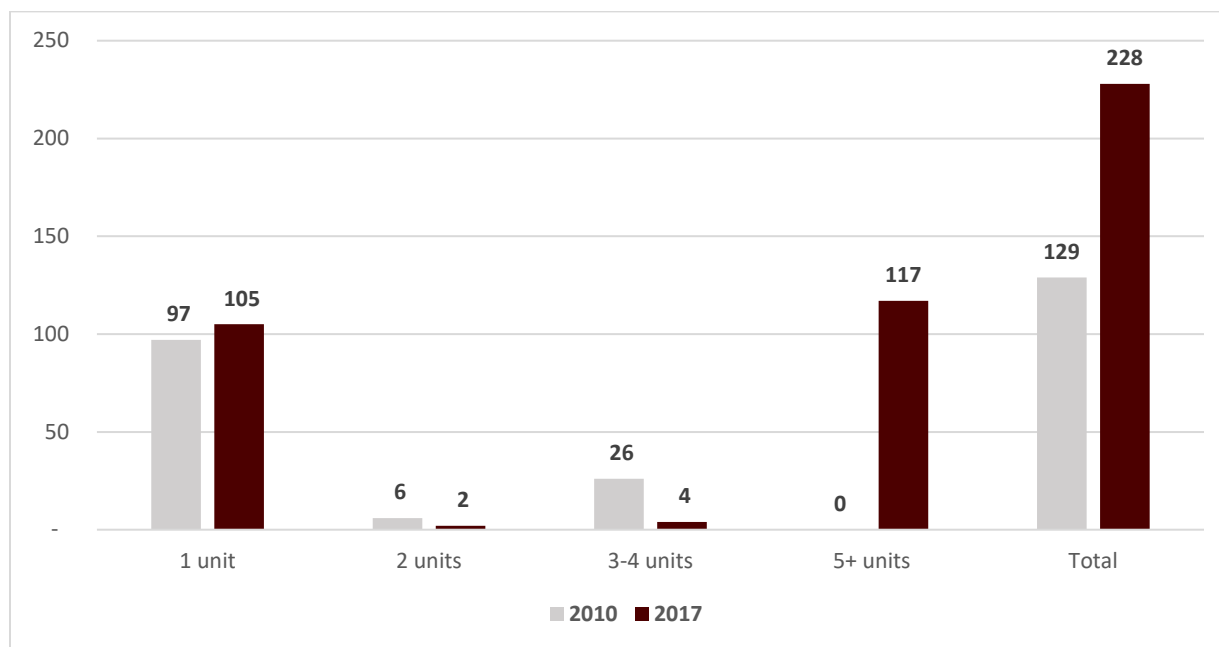
Source: SOCDS Building Permits Database 2010 and 2017

CONCLUSION

As Birmingham looks to the future, there are opportunities to invest in both people and place to improve the quality of life for all residents to serve the people of Birmingham while attracting new residents, growing the economy, and improving local services.

The Department of Community Development plays a central role in leveraging the ongoing and planned investments throughout the City to provide high-quality housing and services. As the current conditions demonstrate, there is a need for quality housing stock that is both appealing and affordable for all types of households, including seniors and millennials. The following section digs deeper into the City's varied neighborhoods and provides a breakdown of market conditions across the City.

NEIGHBORHOOD MARKET ATLAS

Strategic opportunities for targeted investment.

INTRODUCTION

The City of Birmingham continues to promote community and economic development activities and support projects that will improve the quality of life for residents. The City accomplishes such work through its different offices, departments, and interdepartmental initiatives. These initiatives include the Birmingham Business Development Loan Program, which incentivizes business development, the EDA Revolving Loan Fund Program, which supports business expansions, and the Industrial Revenue Bond Financing, which finances the acquisition of industrial real property, construction or renovation of facilities.[22] Given such wide scope of work, the Department of Community Development must use its limited federal resources to

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[22] City of Birmingham, Financial Initiatives, https://oed.birminghamal.gov/financial-incentives/

strategically invest across the City's 99 neighborhoods. The following section includes a market analysis that examines key market indicators by neighborhood to reveal opportunities for strategic investment across the City. The Atlas, which catalogs and categorizes the indicators for each neighborhood, is intended to provide data to inform housing, vacant land, and business investments across Birmingham.

MARKET INDICATORS

Using a data-driven approach, the analysis examines key demographic, economic, and housing indicators to establish a snapshot of Birmingham's 99 neighborhoods. Each of the following indicators was selected to provide a high-level look at recent market trends to provide the Department of Community Development with a baseline of information to inform program development and further guide investment of the Department's limited resources.

Median Home Value examines the change in the median value of owner-occupied housing units from 2010 to 2017 based on ACS data. Increased values in a neighborhood indicate that there is market activity, which is often an indication of an attractive location, quality housing stock, other investment, and/or access to services and employment. Decreasing values indicate the local market is not functioning properly and may signal an unattractive location, inadequate housing stock, disinvestment, and lack of access to services and employment.

Median Gross Rent examines the change in median gross rent for occupied units from 2010 to 2017 based on ACS data. Increased rent in a neighborhood indicates demand, which is typically driven by location, quality of the rental units, and proximity to services and employment. Decreasing values indicate less market demand, driven by location, quality, and access to employment hubs.

Population demonstrates both the density of a neighborhood and the flow of people in or out of the neighborhood based on changes reflected in 2010 and 2017 ACS data. An increasing population indicates that an area has added housing units and/or is in higher demand. A decreasing population shows that individuals are leaving an area, possibly due to a lack of adequate housing, services, and safety.

Household Income provides another indication of market dynamics at the household level based on 2010 and 2017 ACS data. Areas that are seeing a drastic increase in household income are likely signaling prosperity, while areas with a rapidly declining income may indicate disinvestment or other systemic issues. Household income also provides an indication of the need for mixed-income and affordable housing stock.

Age of Housing Stock provides a number of market indications. Aging housing stock signals the potential need for additional investment and/or access to historic properties. The age of housing stock also provides insight into the market potential for a neighborhood by indicating the type of housing stock that was built during a certain era. For example, housing primarily built in the 1950s and 1960s is likely to be two or three bedrooms and one bathroom, which is not in high demand in today's market. In addition to signaling the type of housing stock in the area, the indicator may also reveal opportunities to diversify the housing stock or fill the "missing middle" between single-family homes and multi-family projects with 20 or more units. The indicator is based on ACS data from 2017.

Number of Condemned Properties reveals areas of distress and areas of opportunity based on parcel data collected by the Planning, Engineering, and Permits Department from 2018. Neighborhoods with a large number of condemned properties indicate a lack of investment and market demand. However, this can also indicate an opportunity to redevelop properties for housing and commercial use or invest in assets such as green infrastructure and green space.

For the purposes of this analysis, each indicator was classified as decrease, stable, or increase. The following table provides an overview of each indicator and the values associated with each classification. A further explanation of the indicators is located in Appendix A.

Table 4: Market Analysis Indicators

Classification	Population Change 2010 – 2017	Median Household Income Change 2010 – 2017	Median Owner Occupied Home Value Change 2010 – 2017	Median Gross Rent Change 2010 - 2017
Decrease	Less than 0%	Less than 0%	Less than 0%	Less than 0%
Stable	0% to 2%	0% to 10%	0% to 10%	0% to 10%
Increase	Greater than 2%	Greater than 10%	Greater than 10%	Greater than10%

Classification	Percent of Housing Built Before 1980	Percent of Housing Built 1980 – 1999	Percent of Housing Built 2000 and After	Average Land Value Per Square Foot	Condemned Properties
Decrease	Greater than 70%	0% to 20%	0% to 10%	$0 to $5	0 to 5
Stable	Less than 40%	20% to 30%	10% to 20%	$5 to $10	5 to 10
Increase	40% to 70%	Greater than 30%	Greater than 20%	Greater than $10	Greater than 10

MEDIAN HOME VALUE

Home values vary greatly across Birmingham's neighborhoods. The highest values can be found southeast of Downtown Birmingham from Five Points South to Crestline and over to Overton. These neighborhoods have median housing values ranging from $225,000 to $300,000 in Five Points South, Southside, Forest Park-South Avondale, and Crestwood South

to over $300,000 in Redmont Park, Highland Park, Crestline, and Overton. Many of these neighborhoods remained stable, with median home values increasing less than 10 percent from 2010 to 2017. The combination of stable growth and competitive home values indicates these neighborhoods are stable and need little to no public investments to remain healthy.

Home values grew at a faster pace in neighborhoods adjacent to these traditionally high-value locations located near downtown and the campus of the University of Alabama at Birmingham (UAB). A cluster of neighborhoods bounded by Oakwood Place and South Titusville demonstrated over 10 percent growth in the median home value to the west of UAB. The median home value in these neighborhoods range from to approximately $60,000 to $80,000 according to 2017 Census estimates. These neighborhoods are currently affordable and recent growth in home values indicates increased demand. As market-driven development continues to increase in and around these neighborhoods, investments to support both the preservation of affordable housing and new development should maintain the same pace.

Another cluster of growth occurred in and around downtown. Central City, North Avondale, East Avondale, and Forest Park-South Avondale all experienced an increase in median home value over 10 percent between 2010 and 2017. While these neighborhoods all experienced growth, they range in home value. North Avondale has a median home value of approximately $100,000, while Forest Park-South Avondale is approximately $240,000. Investments in the preservation of affordable housing are important as areas continue to experience growth and market-rate development.

While there was growth near downtown, many of the outlying neighborhoods experienced a drop in median home value from 2010 to 2017. Neighborhoods from Eastwood to Apple Valley to Overton all experienced a decline. The majority of these neighborhoods have median home values ranging from $75,000 to $150,000. Efforts to stabilize home values and encourage community investment have the potential to mitigate a continued decline in median home values. The figures below highlight such changes and the current variance of median home values per neighborhood. In the map highlighting the change in median home values, for example, clear declining patterns can be discerned on the eastern and northeastern portions of the City, while growth is observed in neighborhoods closest to the City's center.

Figure 17: Change in Median Home Value 2010 to 2017
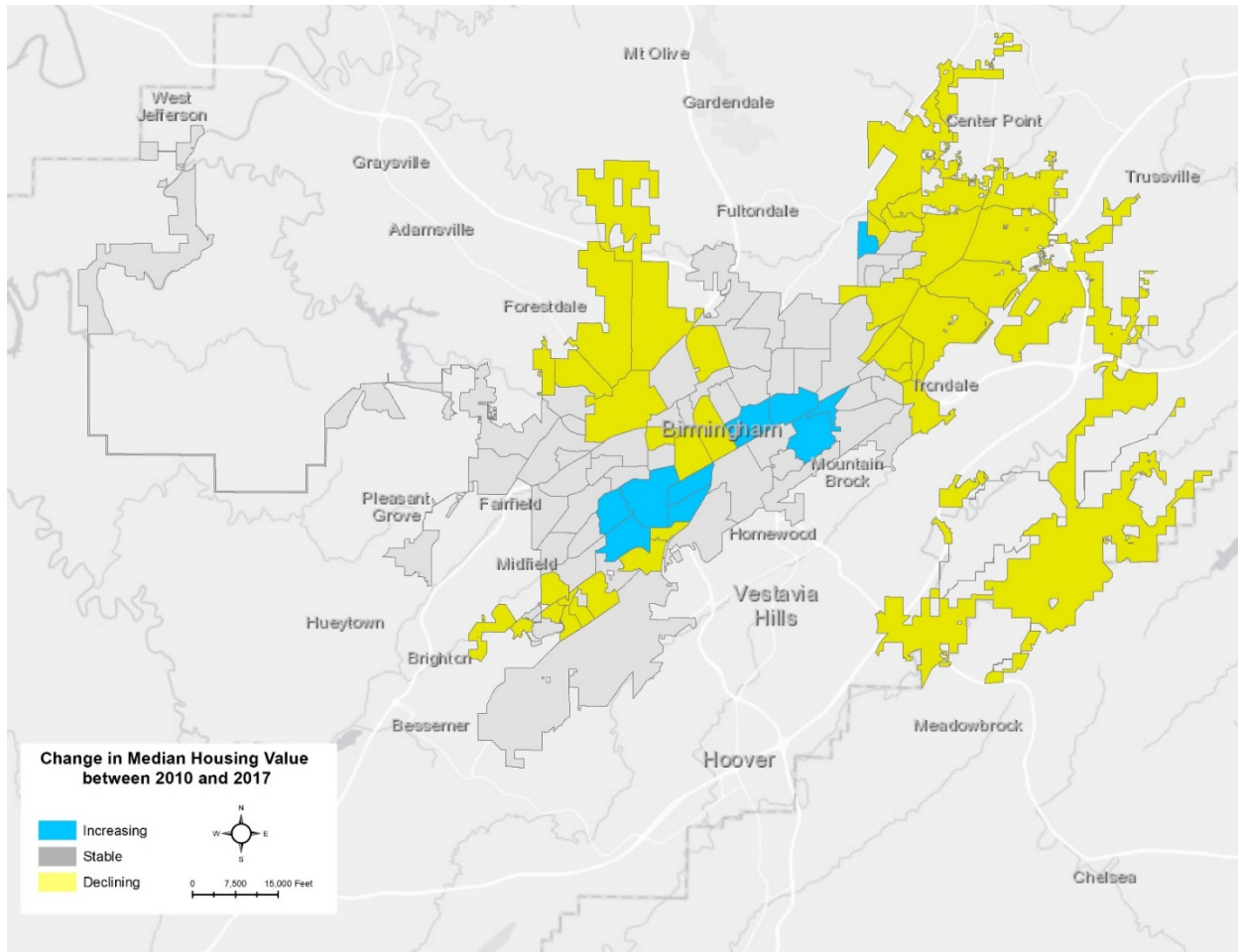
Source: U.S. Census Bureau, 2006-2010 and 2013-2017 American Community Survey 5-Year Estimates

Figure 18: Median Home Value 2017
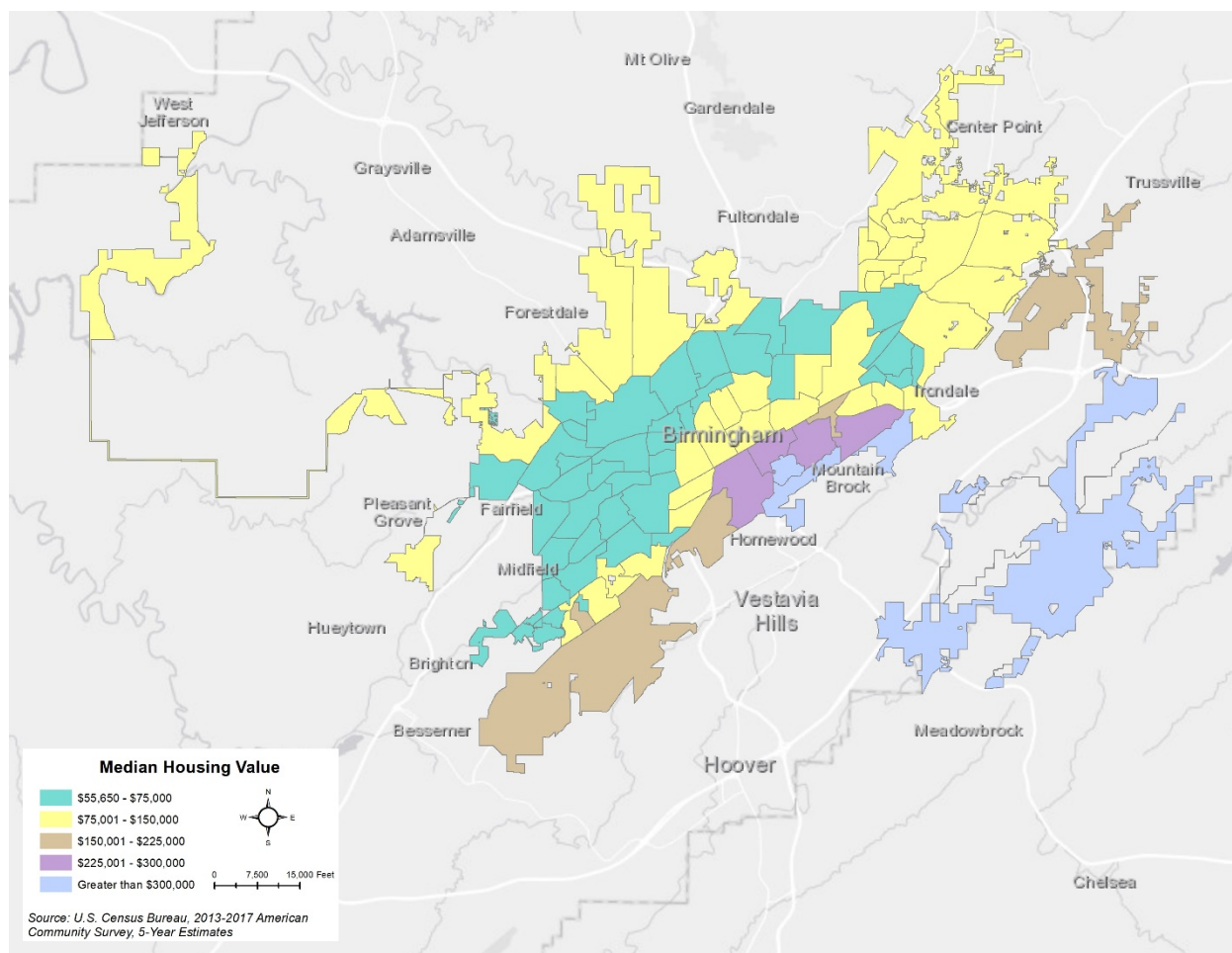
Source: U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates

MEDIAN GROSS RENT

Rents in Birmingham are highest in neighborhoods along the lower edge of the City closest to Downtown, which increased or stayed stable from 2010 to 2017. The highest rents can be found from Oxmoor in the southwest to Overton to Spring Lake in the northeast, ranging from $750 to approximately $1,100 a month.

Between 2010 and 2017, a majority of median gross rents in Birmingham's neighborhoods stayed stable or increased, but rents declined in three pockets throughout the City; the north-central section of the City from North Avondale to Fairmont, Wylam, and Hillman Park and East Brownville. Median gross rent fell below $750 in all of these neighborhoods and below $650 in a large majority of the neighborhoods. A decline in already affordable rents likely indicates that properties in these neighborhoods may be in need of updates and/or repair.

Ranging from a low of $480 to a high over nearly $1,200, median rent varies throughout the City. The majority of neighborhoods fall into the middle ranges and average $600 to $900 in

monthly rent. A small number of neighborhoods in the center of the City, reaching from North Avondale to Harriman Park to Acipco-Finley, fall into the lowest category of $480 to $600. The figures below help to highlight such changes and the current levels of median gross rents per neighborhood.

Figure 19: Change in Median Gross Rent 2010 - 2017
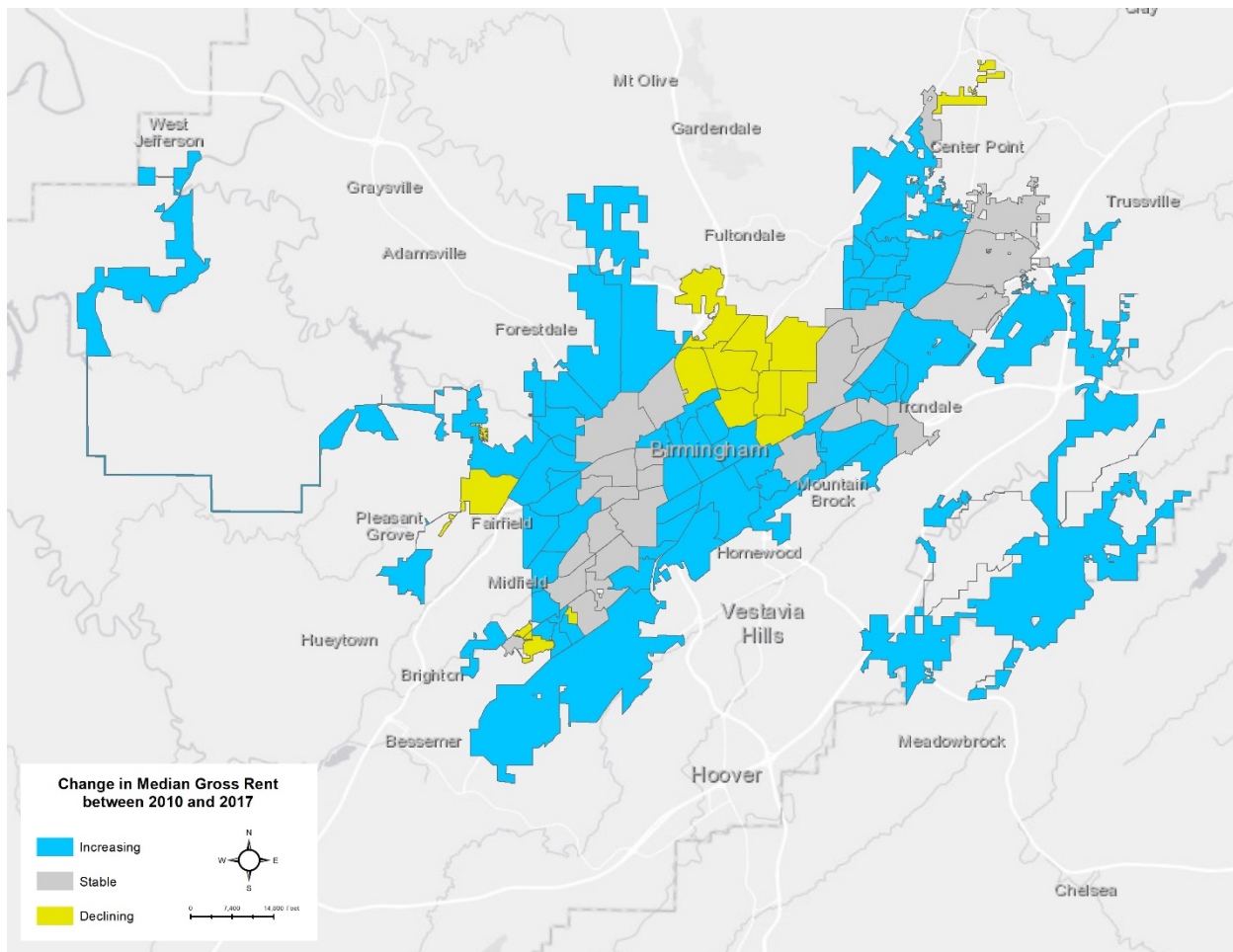
Source: U.S. Census Bureau, 2006-2010 and 2013-2017 American Community Survey 5-Year Estimates

Figure 20: Median Gross Rent 2017
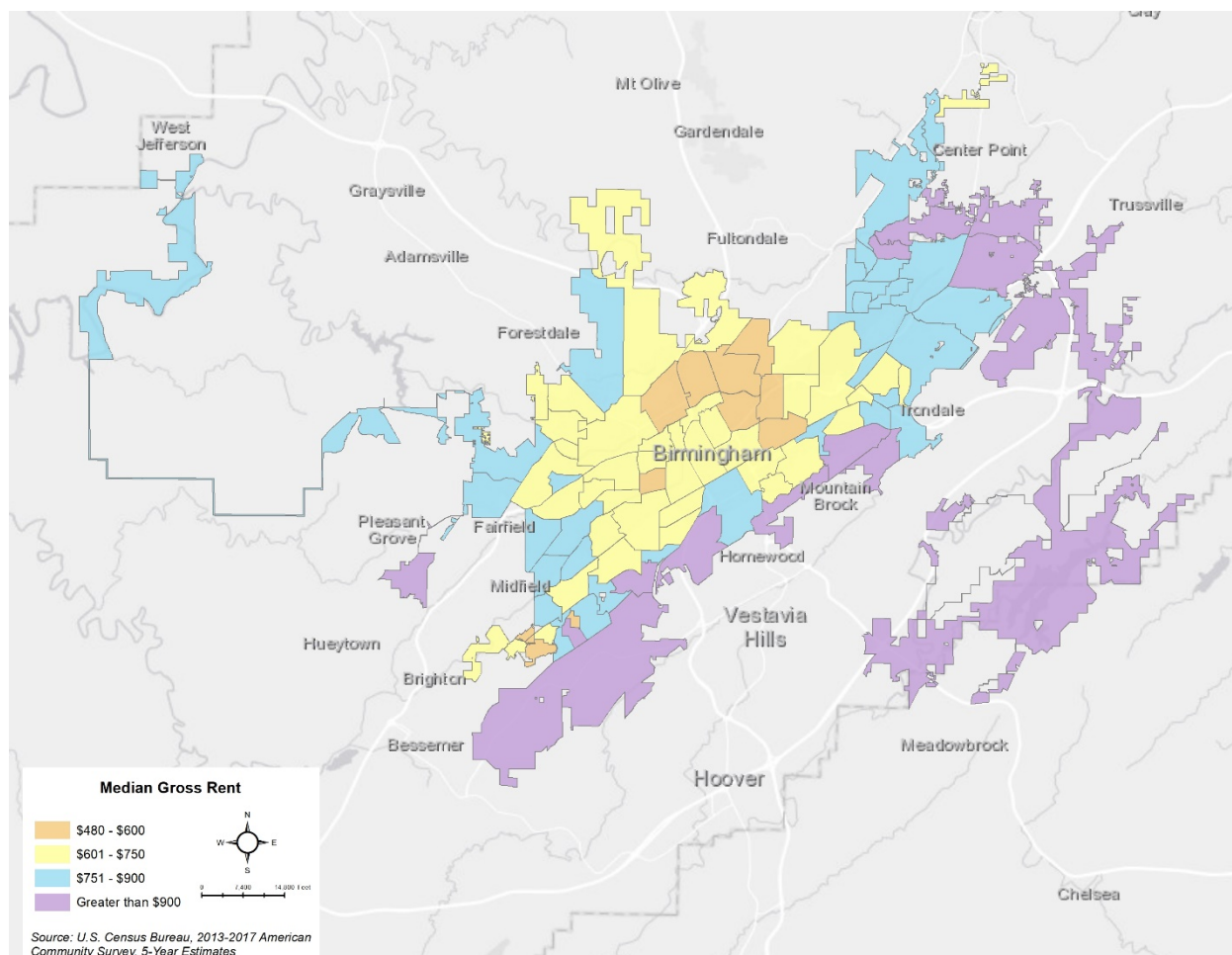
Source: U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates

POPULATION

Neighborhoods located along the City's southern border have seen the highest rate of population growth between 2010 and 2017. Neighborhoods in and around downtown and the neighborhoods in the southwest corner of the City, including Oxmoor and Mason City also experienced population growth. Outside of these areas, neighborhood populations declined, such as in North Birmingham, Oak Ridge, and South Pratt with declines ranging from 24 percent to 17 percent respectively.

Some of the most populous neighborhoods in Birmingham, such as Five Points, Glen Iris, Redmond Park, Echo Highlands, Sherman Heights, and Overton are located along the edges of the City, while many neighborhoods near the center of the City, such as Southside, Highland Park, and Forest Park, have higher densities and comparatively large populations. Neighborhoods with such higher densities and populations are potential targets for infill development, which utilizes existing infrastructure, land, and buildings to redevelop and

revitalize neighborhoods. Infill development is one strategy associated with smart growth principles that encourage a mix of building types and uses, including a diverse housing stock, and a variety of transportation options. The figures underscore the changes in population since 2010, but also the most populous neighborhoods of today, thus highlighting the complex demographic picture emerging in Birmingham and the constant need to retool programs to meet the needs of the changing landscape.

Figure 21: Change in Population 2010 to 2017

Source: U.S. Census Bureau, 2006-2010 and 2013-2017 American Community Survey 5-Year Estimates

Figure 22: Population 2017
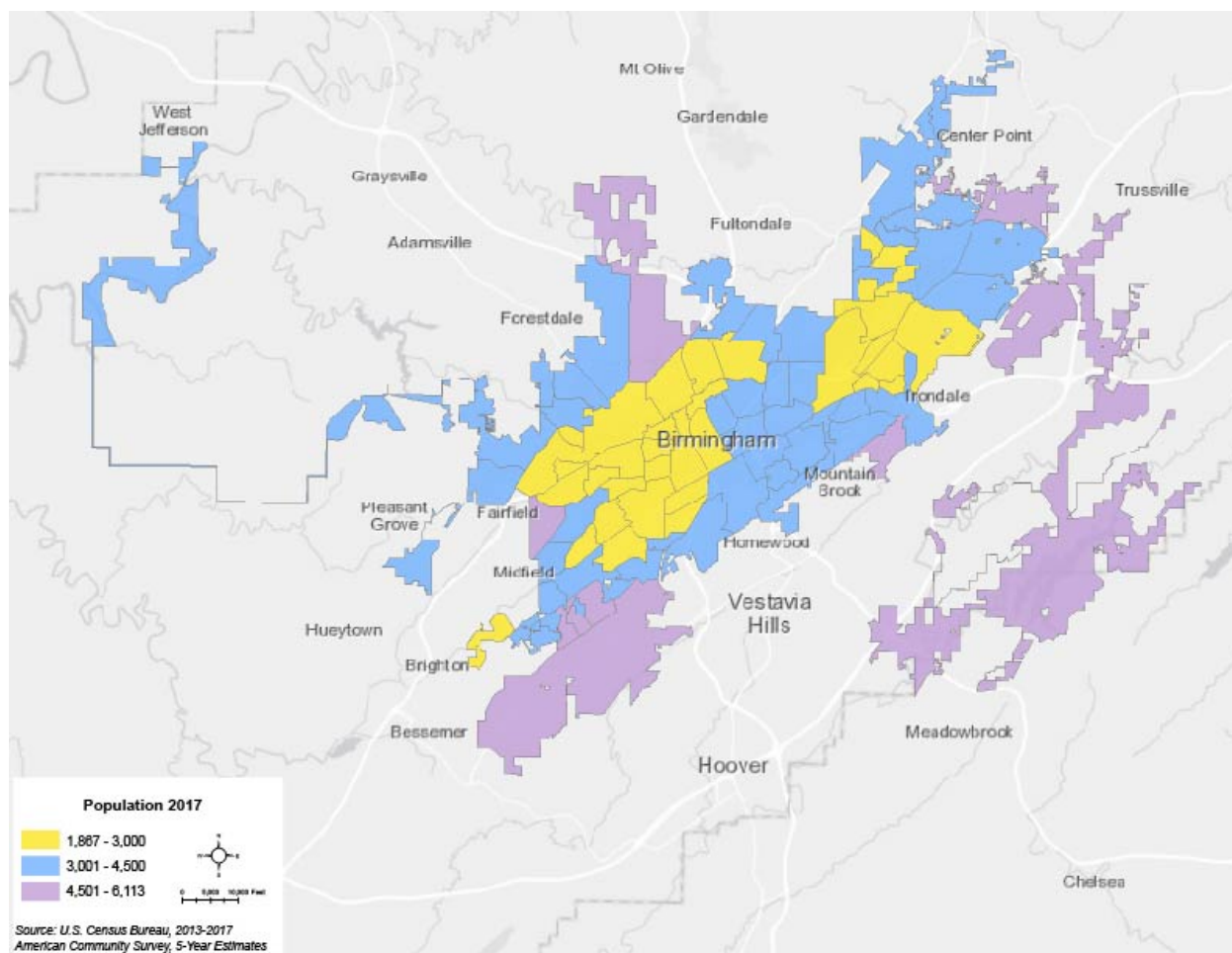
Source: U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Population Estimates. These data are extrapolated estimates only, based on sampling at the Census Tract level; they are not actual complete counts of the total population of each neighborhood. Furthermore, it is worth noting that in some cases, such as Sherman Heights and Hooper City, population estimates were derived from multiple Census Tracts, including Census Tracts that only partially included the neighborhood, which caused some data skewing in determining total estimates. Lastly, given the nature of the sampling used for the American Community Survey, the margin error associated with each Census Tract may also contribute to data skewing.

MEDIAN INCOME

Between 2010 and 2017, median income remained stable or increased for the majority of Birmingham's neighborhoods, thus highlighting the overall strength of the local economy. However, the median income in northeastern neighborhoods, from Apple Valley to Overton, experienced a decline in income during the same period. The figures below provide additional spatial context into the distribution of income in the area and the economic changes experienced by neighborhoods since 2010.

City of Birmingham
Housing Plan

Figure 23: Change in Median Income 2010 to 2017

Source: U.S. Census Bureau, 2006-2010 and 2013-2017 American Community Survey 5-Year Estimates

Figure 24: Median Income 2017
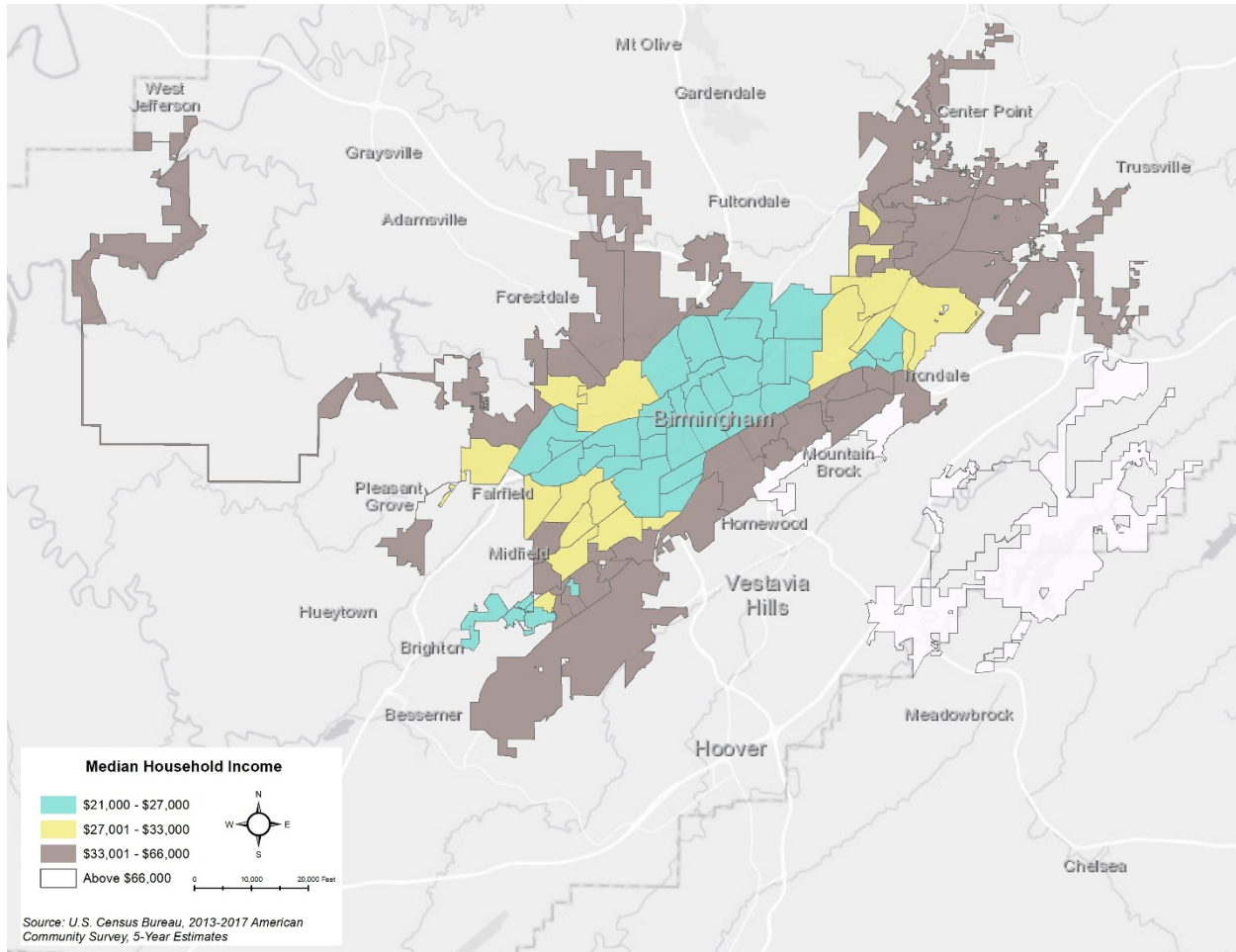
Source: U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates

NEIGHBORHOOD TYPOLOGIES

The following section expands on the indicators explored in the Neighborhood Market Atlas to create neighborhood-based classifications for the City and DCD to develop future housing and community development interventions. The indicators explored include: Median home value, median gross rent, population, and median household income previously discussed with the age of the housing stock, the average land value per square foot, and the number of condemned properties. The following table lists the indicators analyzed and the data sources utilized. For more information about how each indicator is calculated, see Appendix A

Table 5: Neighborhood Market Atlas Indicators and Sources

Indicator	Source
Median Home Value	U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates
Median Gross Rent	U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates
Total Population	U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates
Median Household Income	U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates
Age of Housing Stock	U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates
Average Land Value Per Square Foot	City of Birmingham, Department of Planning, Engineering & Permits
Number of Condemned Properties	City of Birmingham, Department of Planning, Engineering & Permits

Each variable reviewed in the typologies is weighted and assigned a value based on change over time, percentage, value, or the number of properties and combined to classify each neighborhood into one of the three categories, transitional, growth, or vulnerable. This classification balances population and economic growth with market potential and the physical conditions of the housing stock, provides a combined assessment and analytical composite of each neighborhood to present an overview of market trends and patterns to inform the recommendations outlined in this report.

From a programmatic perspective, the classifications also provide the City and the Department of Community Development the tools needed for strategic intervention based on limited public funding. For example, a neighborhood showcasing growth in the Atlas would indicate a healthier market in need of smaller interventions, such as code enforcement or housing preservation and home repair programs, to incentivize the existing market momentum. At the same time, transitional areas may require longer-term interventions, such as zoning updates, code enforcement, or market-based housing preservation incentives, in phases to match the development patterns of the neighborhood. Finally, vulnerable neighborhoods may require systematic changes and continued investment, such as new parks, new multimodal and transit access, or new housing construction and employment hubs, to create stable environments for communities and markets to grow.

Overall, the Neighborhood Market Atlas and typologies highlight a number of critical patterns throughout Birmingham. For example, the majority of market activity and growth is occurring along the periphery of the City and concentrated along the southern border and neighborhoods to the east and west of the City, including Overton and Oxmoor. Neighborhoods classified as vulnerable, based on the indicators and input provided by the City, are clustered around the Village Creek watershed north of Interstate 20. While transitional neighborhoods are located throughout the City, with a cluster that runs through the center of the City and a larger cluster in the northern neighborhoods. These indicators and classifications not only help the City and the Department of Community Development to identify spatial patterns of neighborhoods experiencing similar social and market conditions, but also tailored the timing of potential interventions in those areas and the deployment of the strategic funding necessary to secure, maintain, and incentivize the social and housing wellbeing of residents.

The Atlas and typologies provide a snapshot of neighborhood-level market conditions to inform future strategies, programs, and policies. Neighborhood classifications highlight trends at a more localized scale and show similarities between neighborhoods experiencing similar conditions. By centering the analysis on neighborhoods, the Atlas reveals the diversity and complexity of communities and housing conditions in Birmingham, provided the data needed to answer key questions for local officials, stakeholders, and community members. Questions may include:

- What are current housing and market conditions at the neighborhood scale?
- How have housing and market conditions changed over time?
- What are the factors driving housing market growth?
- Are there similar factors affecting multiple neighborhoods across Birmingham?
- Which opportunities are likely to continue or emerge in a given area? Which opportunities are likely to disappear without proper programmatic changes or interventions?
- How will a neighborhood change over the next 5-10 years, how can it grow equitably to address current housing conditions and market investment?

Using these questions as a guide, the following analysis provides neighborhood-level details, while also grouping neighborhoods experiencing similar conditions into distinct Districts. The aim of these classifications, grounded in the data analyzed for the Atlas, is to equip the City and DCD with the tools needed to target programs and funding to support existing market conditions and create the catalytic change needed to benefit neighborhoods experiencing different phases of development and housing conditions. The following map provides an overview of the neighborhood typologies with Growth represented in purple, Transitional in yellow, and Vulnerable in blue. The classifications only represent the aggregation of the data used in the analysis, and these classifications are not intended to replace the deep knowledge and experience of neighborhood residents in the development of City programs.

Figure 25: Neighborhood-Level Typologies
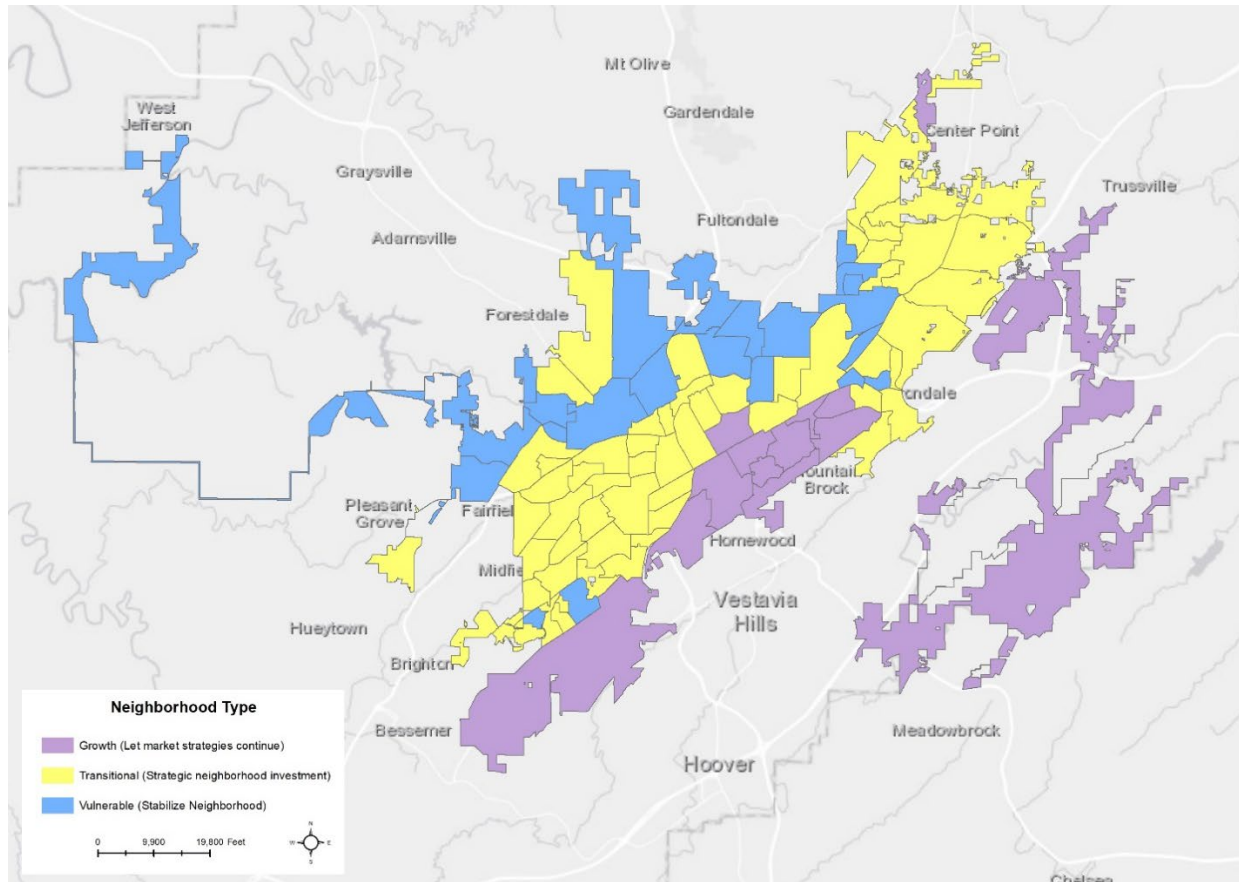
Sources: U.S. Census Bureau, 2006-2010 and 2013-2017 American Community Survey 5-Year Estimates, City of Birmingham, GCR Inc.

Table 6: Neighborhoods by Typology

Growth		
Central City	Forest Park-South Avondale	Oxmoor
Crestwood North	Glen Iris	Redmont Park
Crestwood South	Highland Park	Southside
East Avondale	Liberty Highlands	Sun Valley
Five Points South	Overton	
Transitional		
Apple Valley	Fountain Heights	Pine Knoll Vista
Arlington - West End	Germania Park	Powderly
Belview Heights	Graymont	Riley
Bridlewood	Green Acres	Rising West Princeton
Brown Springs	Hillman	Roebuck
Bush Hills	Hillman Park	Roosevelt
Central Park	Huffman	Smithfield
College Hills	Industrial Center	Smithfield Estates
Crestline	Jones Valley	South East Lake
Dolomite	Killough Springs	Roebuck Springs
Druid Hills	Kingston	South Titusville
East Brownsville	Maple Grove	Spring Lake
East Lake	Mason City	Tarpley City
East Thomas	North Avondale	Tuxedo
Eastwood	North Birmingham	West Brownville
Echo Highlands	North Pratt	West End Manor
Enon Ridge	North Titusville	West Goldwire
Ensley	Norwood	Woodland Park
Ensley Highlands	Oak Ridge Park	Woodlawn
Evergreen	Oakwood Place	Zion City
Fairview	Penfield Park	
Vulnerable		
Acipco-Finley	Garden Highlands	Sandusky
Airport Highlands	Gate City	Sherman Heights
Brownsville Heights	Grasselli Heights	South Pratt
Brummitt Heights	Harriman Park	South Woodlawn
Central Pratt	Hooper City	Thomas
Collegeville	Inglenook	Wahouma
East Birmingham	North East Lake	Wylam
Fairmont	Oak Ridge	

TYPOLOGIES

As the previous figures highlight, several of the neighborhoods in Birmingham can be classified into three distinct categories or typologies based on the indicators explored in the Neighborhood Market Atlas of this plan. Moreover, though the categories are based on concrete data and a composite model seeking to balance an array of competing factors, including the input provided by stakeholders, the classifications should be viewed as fluid snapshots of a particular moment in the development timeline of the neighborhoods. As such, though certain recommendations and programmatic phasing are based on these categories, the potential strategies should remain flexible in order to effectively respond to potential neighborhood-scale changes during the implementation phases.

The following are the detailed descriptions of the three categories presented in this plan.

GROWTH

Neighborhoods in this category are generally experiencing strong growth in population, median home values, median gross rent, median incomes, and have an adequate balance of older and new properties, higher average land value per square foot, and a lower number of condemned properties.

Neighborhoods in this category include:

Growth		
Central City	Forest Park-South Avondale	Oxmoor
Crestwood North	Glen Iris	Redmont Park
Crestwood South	Highland Park	Southside
East Avondale	Liberty Highlands	Sun Valley
Five Points South	Overton	

In general, these neighborhoods may also be viewed as "traditional neighborhoods," which encompass single-family dwelling units, cul-de-sacs, and in close proximity to desirable community amenities, such as parks, employment hubs, or the City's center.

Strategies to move from current condition to a future improved direction may include:

Short Term (1-3 years)	Mid Term (3-5 years)	Long Term (5+ years)
Community-based land use planning and development to ensure affordability and sustainability	Affordable and market-rate infill housing	Mixed-income housing development to prevent displacement
Code enforcement	Workforce and business development	"Missing Middle" initiatives to build new housing types and density
Housing preservation and home repair programs	Accessory Dwelling units or side lot acquisition or planning	School reform and zoning changes to keep or attract businesses and residents

TRANSITIONAL

Neighborhoods in this category are generally experiencing inconsistent growth in population, median home values, median gross rent, or median incomes, and may have an imbalance in the number of older properties, lower average land value per square foot, and a higher number of condemned properties.

Neighborhoods in this category include:

Transitional		
Apple Valley	Fountain Heights	Pine Knoll Vista
Arlington - West End	Germania Park	Powderly
Belview Heights	Graymont	Riley
Bridlewood	Green Acres	Rising West Princeton
Brown Springs	Hillman	Roebuck
Bush Hills	Hillman Park	Roosevelt
Central Park	Huffman	Smithfield
College Hills	Industrial Center	Smithfield Estates
Crestline	Jones Valley	South East Lake
Dolomite	Killough Springs	Roebuck Springs
Druid Hills	Kingston	South Titusville
East Brownsville	Maple Grove	Spring Lake
East Lake	Mason City	Tarpley City
East Thomas	North Avondale	Tuxedo
Eastwood	North Birmingham	West Brownville
Echo Highlands	North Pratt	West End Manor
Enon Ridge	North Titusville	West Goldwire
Ensley	Norwood	Woodland Park
Ensley Highlands	Oak Ridge Park	Woodlawn
Evergreen	Oakwood Place	Zion City
Fairview	Penfield Park	

In general, these neighborhoods may also be viewed as areas with a good housing stock at reasonable values experiencing interest from investors and new residents. However, due to current or historic spatial or social conditions, the neighborhoods are still experiencing some housing hurdles.

Strategies to move from current condition to a future improved direction may include:

Short Term (1-3 years)	Mid Term (3-5 years)	Long Term (5+ years)
Housing preservation and home repair programs	Market-based incentives to continue growth	New property tax or land value codes
Zoning updates and code enforcement	Marketing initiatives and coordination with anchor institutions	"Missing Middle" initiatives to build new housing types and density
Homeownership assistance programs	Improved amenities, such as parks and multimodal access	Workforce development focused on mixed uses
Community listening sessions	Improved infrastructure, such as roads and city services	Gentrification and displacement prevention strategies

VULNERABLE

Neighborhoods in this category are generally experiencing declines in population, median home values, median gross rent, or median incomes, and may have a significant number of older homes, low average land value per square foot, and a higher number of condemned properties.

Neighborhoods in this category include:

Vulnerable		
Acipco-Finley	Garden Highlands	Sandusky
Airport Highlands	Gate City	Sherman Heights
Brownsville Heights	Grasselli Heights	South Pratt
Brummitt Heights	Harriman Park	South Woodlawn
Central Pratt	Hooper City	Thomas
Collegeville	Inglenook	Wahouma
East Birmingham	North East Lake	Wylam
Fairmont	Oak Ridge	

In general, these neighborhoods may also be perceived as areas with less access to City resources and higher instances of blight. Moreover, due to current or historic spatial or social conditions, the neighborhoods are also experiencing systemic housing and economic challenges and a higher exposure to environmental hazards.

Strategies to move from current condition to a future improved direction may include:

City of Birmingham
Housing Plan

Short Term (1-3 years)	Mid Term (3-5 years)	Long Term (5+ years)
Housing preservation and home repair programs	Market-based incentives to stabilize market	Integrated transit system
Zoning updates and code enforcement	Community-based initiatives and coordination with anchor institutions	Investment in new housing construction and rehabilitation programs with local developers
Vacant land acquisition and remediation	New amenities, such as parks and multimodal access	Development a comprehensive community resilience plan
Community organizing and planning sessions	New infrastructure, such as roads and city services	Incentivize mixed-income development to stabilize market and prevent displacement
Commercial district improvements through zoning and façade grants	Capital access for existing or new businesses to create employment opportunities	Workforce development and market incentives to create new commercial and employment hubs

DISTRICTS

The following section illustrates a concrete application of the neighborhood typologies presented for key areas of the City. For example, by grouping neighborhoods experiencing similar conditions in key areas of the City into distinct districts one can begin to think about broader strategies that may benefit the individual neighborhoods and areas. The aim of such a strategy would be to pilot and scale interventions in key areas of the City beyond typical neighborhood boundaries.. As such, the sample groupings of key areas provided below point to the potential to pool resources, retool existing programs, and fuel catalytic change in Birmingham by addressing the similar housing conditions experienced by these key areas of the City.

DISTRICT A NEIGHBORHOOD MARKET ANALYSIS

Neighborhoods in the northeast portion of the City are largely classified as transitional, with pockets of vulnerability. Overall, median rent increased or stayed stable in these areas, demonstrating demand in the local rental market. However, population, income and median home prices declined, and the area also features an older housing stock. Income and median home values are still stable in these neighborhoods, averaging between $33,001 and $66,000 for median household income and $75,001 and $150,000 for median home values. These neighborhoods are on par with Birmingham as a whole; based on ACS figures, the median income was $33,770 and the median home value was $86,900 in 2017 for the City. As neighborhoods with quick access to the Birmingham-Shuttlesworth International Airport, local amenities such as Roebuck Golf Course and Birmingham Race Course, and stable residential housing with easy access to I-59, the area is poised to continue to experience growth and interest from investors. With ongoing strategic City investments in the area, such as the Brownsville Heights Community Center, the area as a whole will continue to stabilize and attract residents and businesses. The City and Department of Community Development should continue to leverage funding opportunities to maximize the potential of the area and incentivize ongoing growth.

Table 7: District A Neighborhoods

Neighborhood	Typology
Echo Highlands	Transitional
Bridlewood	Transitional
Killough Springs	Transitional
Spring Lake	Transitional
Huffman	Transitional
Roebuck	Transitional
Maple Grove	Transitional
Pine Knoll Vista	Transitional
Brummit Heights	Vulnerable
Penfield Park	Transitional
Brownsville Heights	Vulnerable
Airport Highlands	Vulnerable
Zion City	Transitional

Figure 26: District A Neighborhood Market Analysis
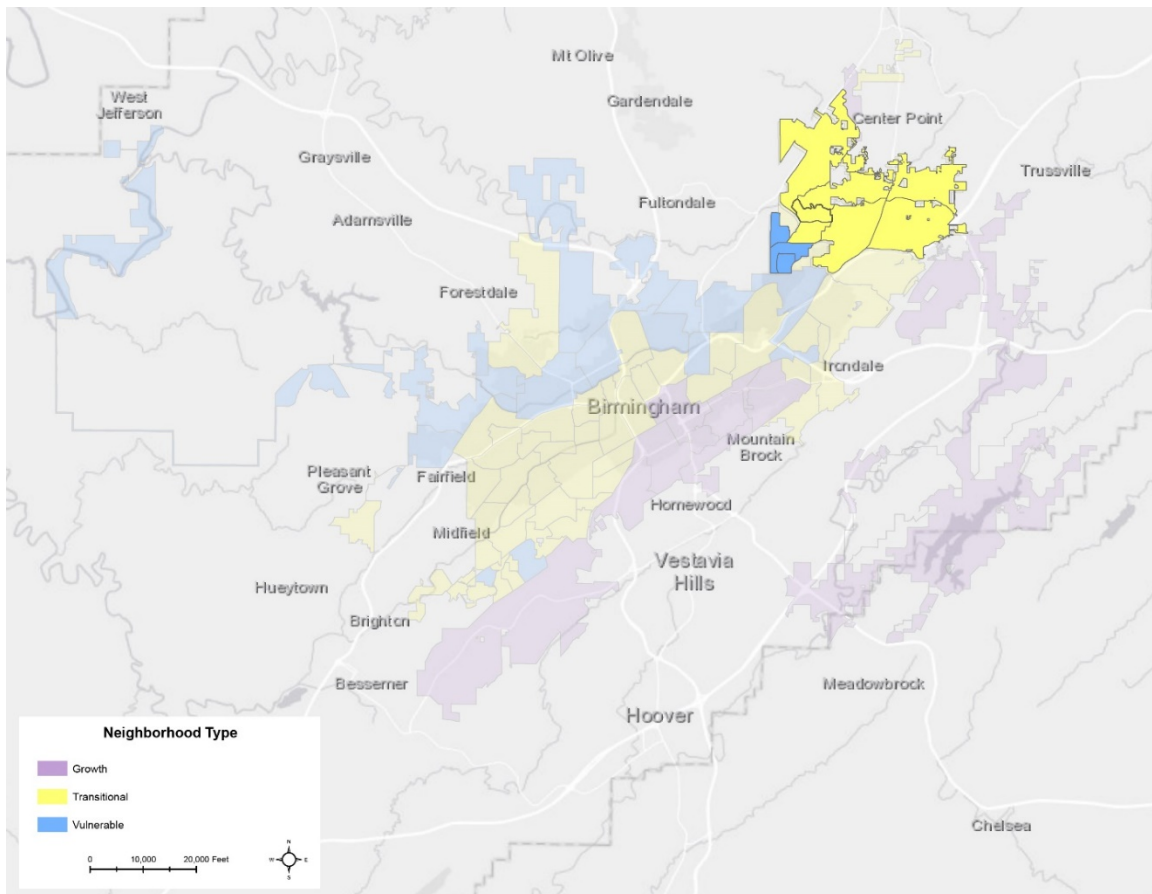
Sources: U.S. Census Bureau, 2006-2010 and 2013-2017 American Community Survey 5-Year Estimates, City of Birmingham, GCR Inc.

DISTRICT B NEIGHBORHOOD MARKET ANALYSIS

District B includes the neighborhoods of Smithfield Estates, Hooper City, and Fairmont. Overall, these neighborhoods are experiencing increasing rents, declining population and decreasing home values. However, income in these neighborhoods is largely staying stable. These neighborhoods also have moderate home values, in comparison to the City's 2017 median of $86,900, between $75,001 and $150,000. Although rents have increased, the median rent in Hooper City and Fairmont was in the $601 to $750 range, which aligns with a median rent of $770 for Birmingham. As neighborhoods with quick access to I-65, the area is also marked by nearby industrial zones, such as the CEMEX Birmingham Cement Plant and the American Cast Iron Pipe Company, and major transportation hubs, such as CSX Boyles Yard, which provide readily available employment opportunities, but may also hinder nearby median home values and future development due to higher heavy-traffic volume and the overall spatial conditions of the area.

Table 8: District B Neighborhoods

Neighborhood	Typology
Smithfield Estates	Transitional
Hooper City	Vulnerable
Fairmont	Vulnerable

Figure 27: District B Neighborhood Market Analysis

Sources: U.S. Census Bureau, 2006-2010 and 2013-2017 American Community Survey 5-Year Estimates, City of Birmingham, GCR Inc.

DISTRICT C NEIGHBORHOOD MARKET ANALYSIS

District C is made up of the Central City, North Avondale, East Avondale, and Forest Park-South Avondale neighborhoods. Median home values and incomes in Central City, East Avondale, and Forest Park-South Avondale are increasing and median rents are stable or increasing. North Avondale is also experiencing increases in home values and income; however, North Avondale experienced a decline in population and median rent.

While median income and home values are increasing across District C, the neighborhoods feature stark differences in income and home value. Central City and North Avondale's median income is between $21,000 and $27,000 which is roughly 60 to 80 percent of Birmingham's median income of $33,770. Median home values vary across these neighborhoods. Central City and North Avondale fall into the $75,001 to $150,000 range, while East Avondale median home values are between $150,001 and $225,000. Home values in Forest Park-South Avondale are nearly three times Birmingham's median of $86,900, coming in between $225,001 and $300,000.

Neighborhoods in this area also significantly differ in median rents. North Avondale's median rent, $480 to $600, is less than Birmingham's median rent of $770. Central City and Forest Park-South Avondale all in the middle, between $601 and $750, while East Avondale falls into the $751 to $900 range. Although all of these neighborhoods vary in market characteristics, they are all anticipated to continue to grow as investment occurs in and around the City Center of Birmingham. Moreover, Forest Park-South Avondale and Central City contain historic districts, which in the long run help to anchor market interest and investment as potential areas of revitalization.

Table 9: District C Neighborhoods

Neighborhood	Typology
Central City	Growth
North Avondale	Transitional
East Avondale	Growth
Forest Park-South Avondale	Growth

Figure 28: District C Neighborhood Market Analysis
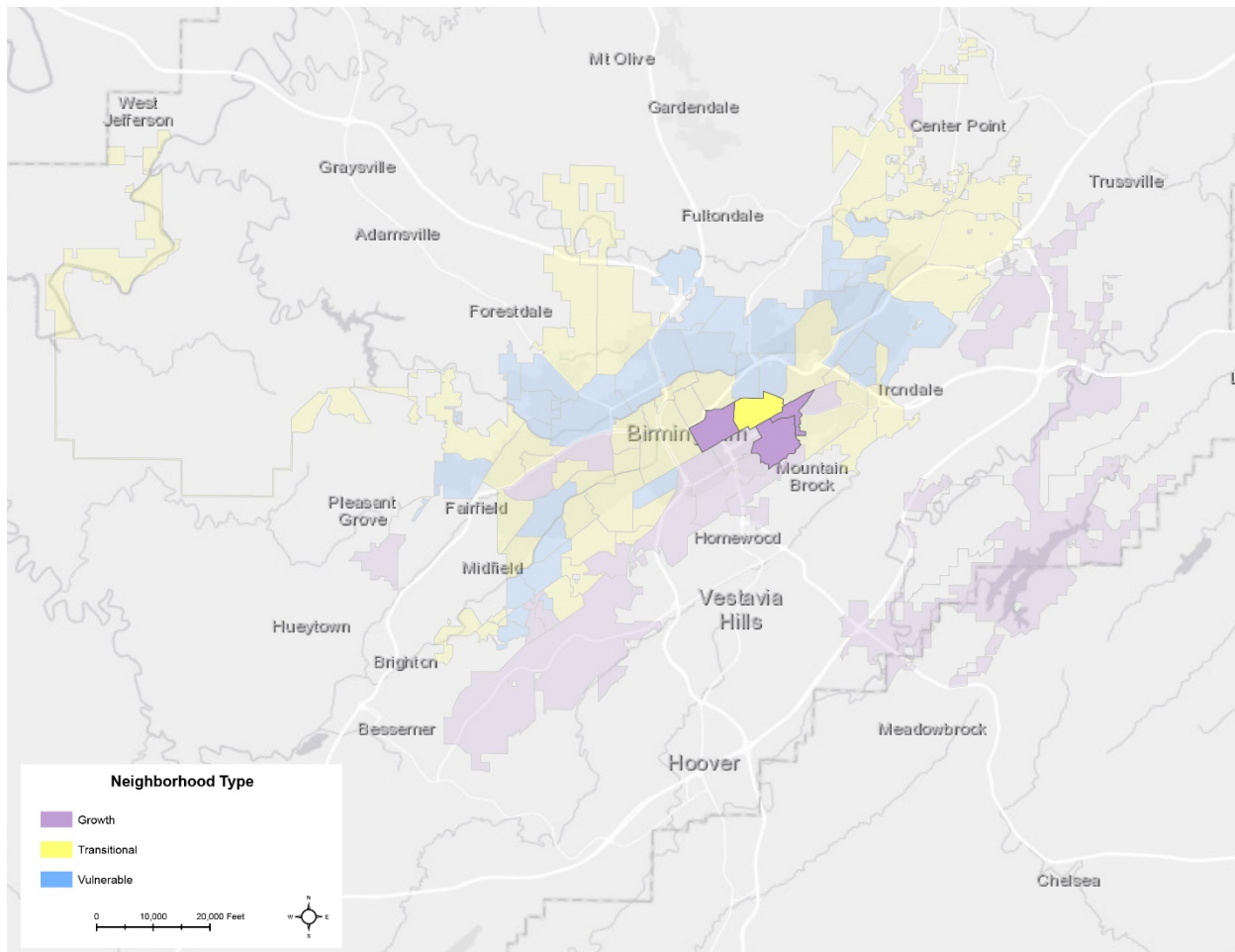
Sources: U.S. Census Bureau, 2006-2010 and 2013-2017 American Community Survey 5-Year Estimates, City of Birmingham, GCR Inc.

DISTRICT D NEIGHBORHOOD MARKET ANALYSIS

This group of neighborhoods located in the western portions of Birmingham includes Ensley Highlands, Bush Hills, Oakwood Place, Arlington - West End, West End Manor, South Titusville, and North Titusville, which have also experienced steady growth and interest from investors. For example, Ensley Highlands and Bush Hills saw an increase or stayed stable across population, income, home value, and rent from 2010 to 2017. Median Rent in these neighborhoods continues to be in line with the City, ranging from $601 to $750 in Ensley Highlands and Bush Hills. The transitional neighborhoods south of these neighborhoods are also increasing or stable across most indicators, however, they lost population between 2010 and 2017. Although median home value increased for all of the neighborhoods highlighted below, median values are in the lowest bracket for the City, below $75,000. As a historically middle-class African American area experiencing some development pressures from the growth of the University of Alabama at Birmingham, the key for these neighborhoods is to balance growth while avoiding the negative effects of potential long-term displacement.

Table 10: District D Neighborhoods

Neighborhood	Typology
Ensley Highlands	Transitional
Bush Hills	Transitional
Oakwood Place	Transitional
Arlington - West End	Transitional
West End Manor	Transitional
South Titusville	Transitional
North Titusville	Transitional

Figure 29: District D Neighborhood Market Analysis
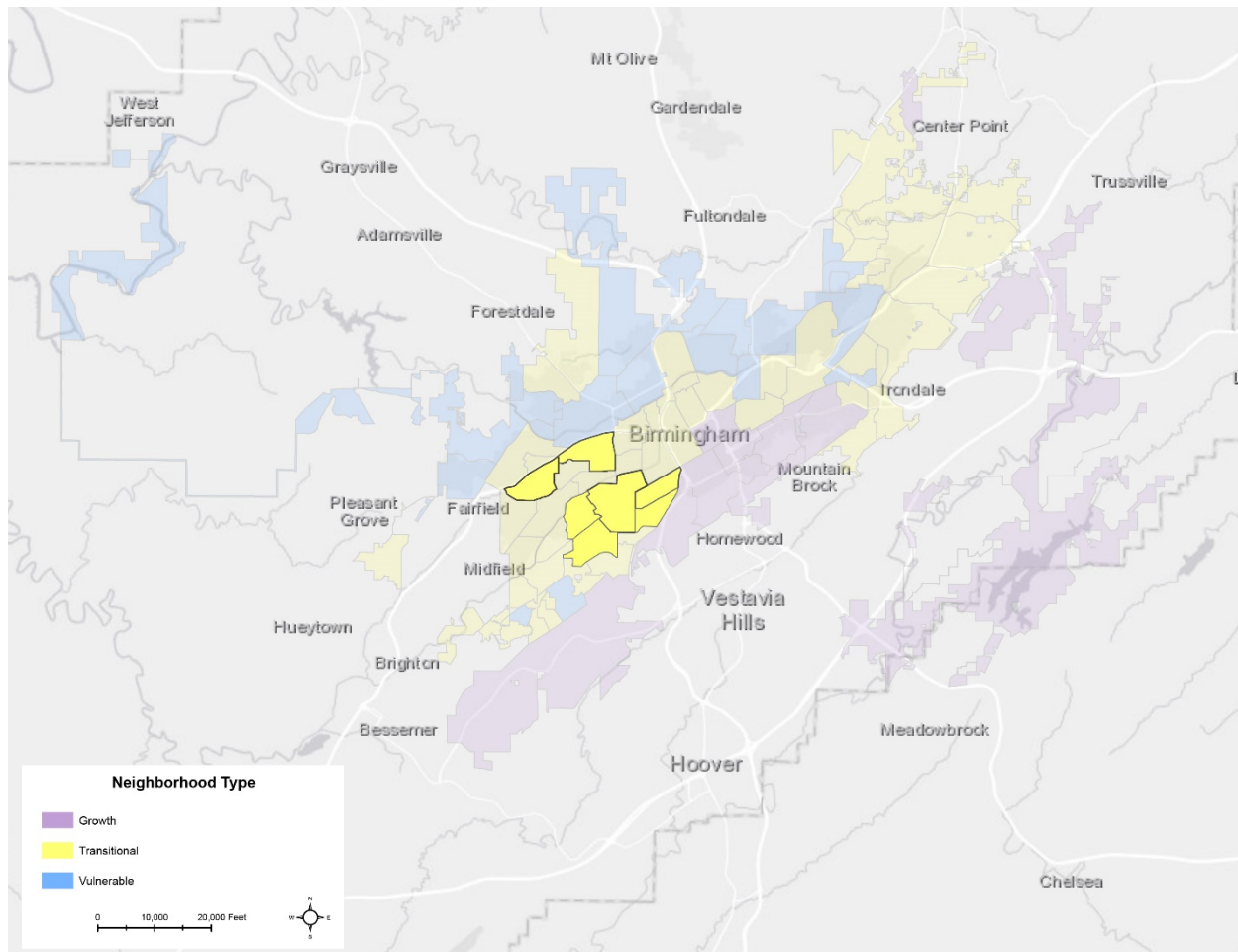
Sources: U.S. Census Bureau, 2006-2010 and 2013-2017 American Community Survey 5-Year Estimates, City of Birmingham, GCR Inc.
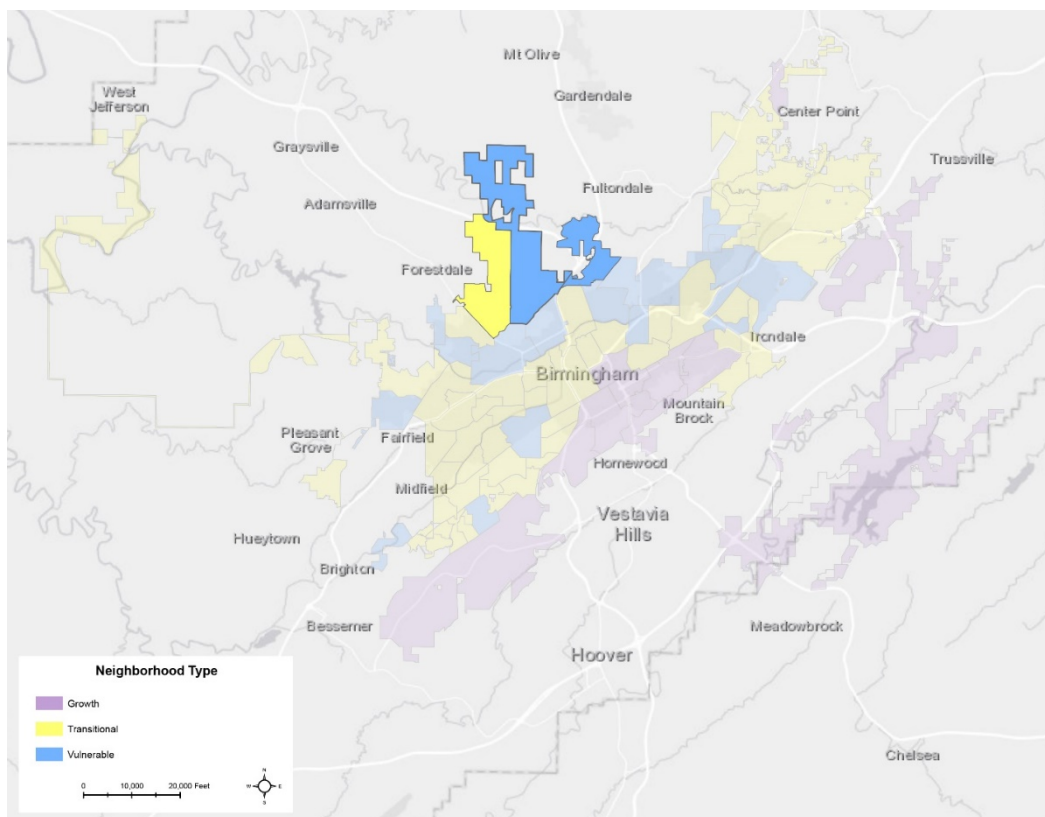
DISTRICT E NEIGHBORHOOD MARKET ANALYSIS

In addition to areas of growth and stability, there are some neighborhoods in Birmingham that are vulnerable and distressed due to spatial or market conditions. Neighborhoods in District E, for example, lost population from 2010 to 2017 and declined or stayed stable for the other indicators, including income, home value, rent, age of housing stock, and land value. Many of these neighborhoods also have the lowest median home values, median rent, and median income in the City. The geography of these neighborhoods corresponds to historic redlining and contains flood-prone land along Village Creek, which likely plays a role in the low and declining property values.[23] In the long term, these neighborhoods will require key investments from the City to stabilize social and environmental conditions while improving the housing stock and access to transit and jobs in the area. Given the historic conditions of these neighborhoods, such investments and interventions will require phasing and long-range interdepartmental planning efforts.

Table 11: District E Neighborhoods

Neighborhood	Typology
Thomas	Vulnerable
Acipco-Finley	Vulnerable
North Birmingham	Transitional
Collegeville	Vulnerable
Harriman Park	Vulnerable
Inglenook	Vulnerable
East Birmingham	Vulnerable

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[23] Flood Hazard Map available in Appendix B

Figure 30: District E Neighborhood Market Analysis
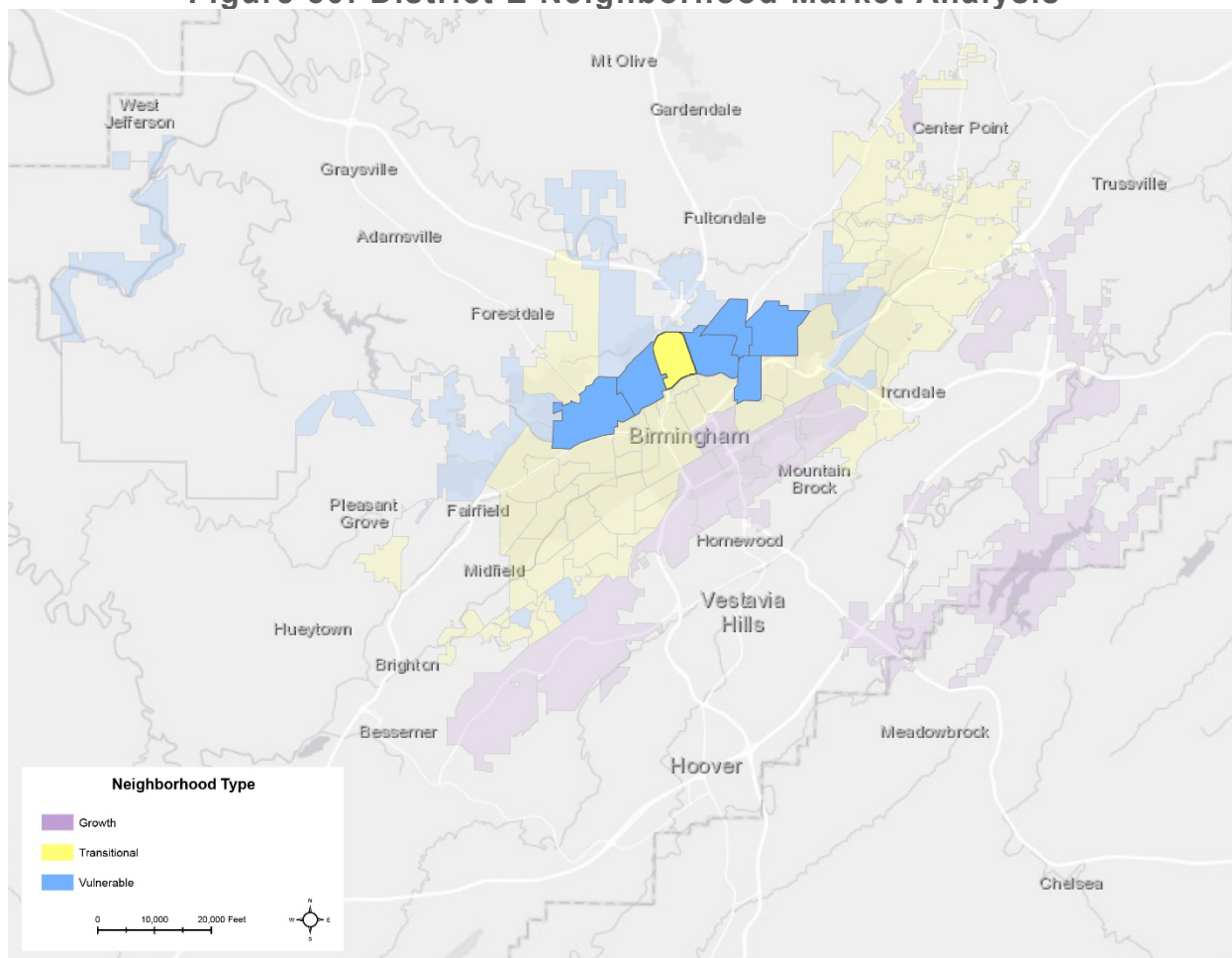
Sources: U.S. Census Bureau, 2006-2010 and 2013-2017 American Community Survey 5-Year Estimates, City of Birmingham, GCR Inc.

CONCLUSION

Birmingham's 99 neighborhoods each have their own identity, assets, and market dynamics. As this analysis demonstrates, these neighborhoods also need varying levels of support. As some areas experience growth while others are starting to see signs of decline, targeted investments will look different throughout the City. Investments near the City Center will look different than those along the outer edges of the City. Building on this analysis, the following evaluates current programs and tools that Birmingham can use to invest in the people living in each of the 99 neighborhoods. These two components will drive the development of targeted recommendations that take into consideration the different market conditions throughout Birmingham, current programs, and ongoing opportunities.

PROGRAM EVALUATION

Resources for implementing collaborative people-focused programs.

In order to better understand current housing program outcomes, staffing levels, and opportunities within the City's Department of Community Development structure, the City of Birmingham undertook an evaluation of key activities funded by the City's Community Development Block Grant (CDBG), HOME Investment Partnerships Program (HOME), Emergency Solutions Grant (ESG), and the Housing for Persons with AIDS (HOPWA) programs. This analysis is based on interviews of key department staff, reviews of program funding trends, and an analysis of program outcomes to identify the strengths, weaknesses, and areas of opportunity for the current operations and activities of the Department of Community Development. Evaluation of the City's HUD-funded programs and activities provides an additional layer of analysis that helps identify how these programs can be leveraged to best meet the needs of Birmingham's residents, address housing trends identified through the Market Analysis, further objectives identified in the City's Consolidated Plan, and meet the goals of its strategic plan.

Evaluation of recent program funding, staffing, and performance highlighted the following strengths of the current Department of Community Development program funding and staffing structure:

- CDBG funded Public Services subrecipient projects addressing homelessness performed well, generally exceeding annual Program Year (PY) 2018 performance goals and serving more households and individuals than expected.
- ESG funded subrecipient emergency shelter projects performed well, generally exceeding annual PY 2018 performance goals and serving more households and individuals than required by contract.
- HOPWA funded projects providing supportive services activities performed well and generally exceeded PY 2018 performance goals for households served.

The evaluation also revealed areas of opportunity related to ESG subrecipient capacity, program funding levels, activities to address housing rehabilitation needs and homelessness, HOPWA housing activities, and CHDO activities resulting in a number of recommendations to maximize future program performance. For purposes of evaluating the CDBG, ESG, HOME, and HOPWA programs, data from Program Year 2018, the most recent year for which complete data is available, was used. Program-level data was derived from the 2018 HUD Consolidated Annual Performance and Evaluation Report (CAPER), while project-level data was derived through a review of available 2018 Integrated Disbursement and Information System (IDIS) Reports and the Department of Community Development's subrecipient project Monitoring Reports. Data related to program funding was derived from publicly available HUD reports on funding allocations and expenditures. The evaluation also relies on information gathered through interviews with key stakeholders and City staff. Conclusions drawn and recommendations suggested are based upon the information received and may not reflect every aspect of the programs and projects evaluated.

PROGRAM DESCRIPTIONS AND GOALS

The City of Birmingham's Department of Community Development is comprised of five divisions which administer the City's housing and community development programs. These divisions include: Housing, Birmingham Land Bank Authority, Community Resources Service, Public Service, and Accounting Administration. As an entitlement community, the City of Birmingham receives annual funding allocations for CDBG, HOME, ESG, and the HOPWA programs from the HUD. These programs are overseen by the City's Department of Community Development's Housing and Accounting Administration divisions; CDBG, ESG, HOME, and HOPWA subrecipient projects are administered by the department's Public Service Division.

The City's Land Bank Division works with the Birmingham Land Bank Authority, which is overseen and governed by a seven-member Board of Directors who are chosen by the Birmingham City Council and the Birmingham Mayor's Office. The Birmingham Land Bank Authority provides opportunities for housing rehabilitation and removal of dilapidated housing, purchasing of vacant lots by neighboring homeowners, all of which helps to improve property values while reducing blight and encouraging community pride and expanding responsible property ownership. The Department of Community Development's Land Bank Division has six full-time staff positions, one of those positions are currently vacant.

COMMUNITY DEVELOPMENT BLOCK GRANT (CDBG)

The CDBG Program is a flexible program that provides communities with resources to address a wide range of unique community development needs to carry out a wide range of community development activities directed toward revitalizing neighborhoods, economic development, and providing improved community facilities and services. Entitlement communities develop their own programs and funding priorities, with a priority for activities which benefit low- and moderate-income persons.

The City of Birmingham funds an array of projects and activities using its CDBG allocation, including:

- Planning, Management, and Administration
- Repayments of Section 108 Loan Principal
- Economic Development
- Housing Rehabilitation
- Public Services
- Public Facilities and Infrastructure.

For the purposes of the evaluation of City-administered housing programs as a component of the Housing Plan, the evaluation focuses on the following CDBG projects and activities:

- Single-Family Rehabilitation/Critical Repair Grant Program
- Rental Assistance
- Emergency Shelter

EMERGENCY SOLUTIONS GRANT (ESG)

The ESG Program is designed to fund the rehabilitation or conversion of buildings for use as emergency shelters for people experiencing homelessness, for the payment of certain expenses related to operating emergency shelters, for essential services related to emergency shelters and street outreach, and for the provision of homelessness prevention and rapid re-housing assistance.

The City of Birmingham funds the following ESG projects and activities:

- Street Outreach
- Emergency Shelter Operations
- Homeless Prevention Services
- Rapid Re-housing Assistance
- Homeless Management Information System (HMIS)

For the purposes of the evaluation of City-administered housing programs as a component of the Housing Plan, the evaluation focuses specifically on the following ESG projects and activities:

- Emergency Shelter
- Homeless Prevention Services
- Rapid Re-housing Assistance

HOME INVESTMENT PARTNERSHIP PROGRAM (HOME)

HOME program funds may be used for a variety of housing activities, according to local housing needs. Eligible uses of funds include tenant-based rental assistance; housing rehabilitation; assistance to homebuyers; and new construction of housing. HOME funding may also be used for site acquisition, site improvements, demolition, relocation, and other necessary and reasonable activities related to the development of non-luxury housing.

The City of Birmingham funds the following HOME projects and activities:

- Community Housing Development Organization (CHDO) Affordable Housing and Rehabilitation Activities
- Homebuyer and Rental Activities

HOUSING FOR PERSONS WITH AIDS (HOPWA)

HOPWA is the only Federal program dedicated to the housing needs of people living with HIV/AIDS. Under the HOPWA Program, HUD makes grants to local communities, States, and nonprofit organizations for projects that benefit low-income persons living with HIV/AIDS and their families. HOPWA funds may be used for a wide range of housing, social service, program planning, and development costs. These include, but are not limited to, the acquisition; rehabilitation; or new construction of housing units; costs for facility operations; rental assistance; and short-term payments to prevent homelessness. An essential component in providing housing assistance for this targeted special needs population is the coordination and delivery of support services. To date, AIDS Alabama has assisted in delivering the objectives of this program.

The City of Birmingham funds the following HOPWA projects and activities:

- Rental Assistance/Tenant-Based Rental Assistance (TBRA)
- Rental Assistance/Short-Term Rent, Mortgage, and Utility (STRMU)
- Supportive Services
- Operating Costs/Facility-Based Housing Subsidy
- Resource Identification
- Sponsor Administration

For the purposes of the evaluation of City-administered housing programs as a component of the Housing Plan, the evaluation focuses specifically on the following HOPWA projects and activities:

- Rental Assistance/TBRA
- Rental Assistance/STRMU
- Operating Costs/Facility-Based Housing Subsidy

PROGRAM FUNDING SUMMARY

The City of Birmingham receives annual formula allocations for its CDBG, ESG, HOME, and HOPWA programs and activities. Over the past twenty years, the City has experienced dramatic decreases in HUD CDBG and HOME program funding due to a variety of factors, including population changes and changes to the availability of federal allocations. In FY 1999, the City was allocated $8,226,000 in CDBG funding and $2,287,000 in HOME funding.[24] By FY 2020, these programs were only allocated $5,969,972 and $1,402,448, respectively. During this same period, however, funding for the HOPWA program approximately tripled and funding for the ESG program nearly doubled.

In FY 2020, the City of Birmingham's Department of Community Development was allocated and administered a total of $9,332,404 in funding for the CDBG, ESG, HOME, and HOPWA programs. While primary responsibility for the management and administration of the City's CDBG, ESG, HOME, and HOPWA programs resides with the City's Department of Community Development, funded activities are carried out by or in coordination with numerous City departments and subrecipient grantees, or partner organizations that implement the objectives of the programs.

Table 12: City of Birmingham Funding Allocations by Year

Program	2016 Allocation	2017 Allocation	2018 Allocation	2019 Allocation	2020 Allocation	2020 CARES Act Allocation
CDBG	$5,540,741	$5,348,971	$5,881,301	$5,870,169	$5,969,972	$4,944,757
ESG	$483,935	$664,122	$481,528	$499,041	$515,798	$4,489,576
HOME	$1,061,637	$1,060,975	$1,499,847	$1,313,336	$1,402,448	$0
HOPWA	$963,865	$1,098,294	$1,244,128	$1,365,496	$1,444,186	$210,170
Total:	$ 8,050,178	$ 8,172,362	$ 9,106,804	$ 9,048,042	$ 9,332,404	$9,644,503

Source: HUD Funding Allocation Reports, 2016 to 2020

The figure below indicates the proportion of FY 2020 HUD funding allocated to the City of Birmingham attributable to the CDBG, ESG, HOME, and HOPWA programs. CDBG funding represents the highest proportion of funding received across programs at 64 percent, and HOPWA is the second-highest funded program at 15 percent of the total. In FY 2017, funding allocations for the CDBG, ESG, HOME, and HOPWA programs followed the same trends as identified in FY 2020, with CDBG representing the highest proportion of funding received and HOPWA receiving the second-highest amount of program funding from HUD. Between FY 2016 to FY 2020, the City's ESG program received the least amount of funding through HUD's annual

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[24] HUD "Highlights of Major HUD Funding - Birmingham, Alabama," accessed June 16, 2020. Available at: https://archives.hud.gov/budget/fy00/majrfund/al/fdalbirm.cfm.

formula allocation, not including additional funding allocated by the Coronavirus Aid, Relief, and Economic Security Act (CARES Act).

This evaluation focuses on the City's PY 2018 funding and project allocations. In FY 2018, CDBG was the highest-funded program across the four programs noted, with the HOME program receiving the second-highest amount of funding at $1,499,847 for the fiscal year.

Figure 31: Funding by Program, Fiscal Year 2020

City of Birmingham
2020 HUD CPD Program Allocations

$1,444,186 — 15%
$1,402,448 — 15%
$515,798 — 6%
$5,969,972 — 64%

■ CDBG   ■ ESG   ■ HOME   ■ HOPWA
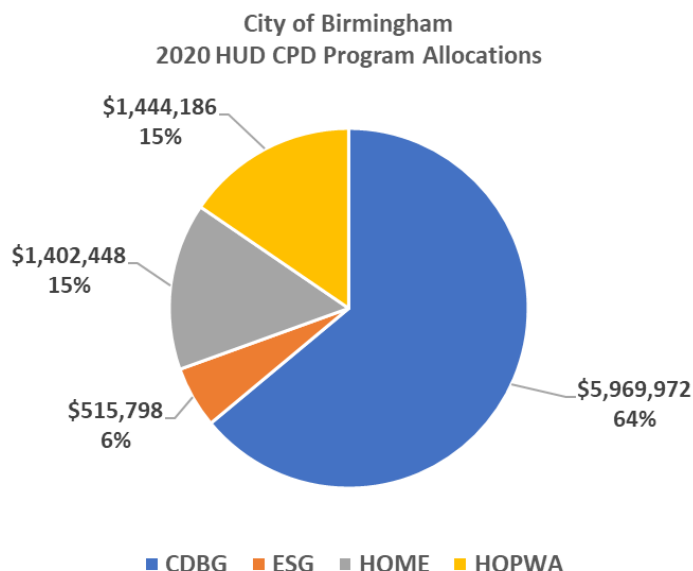
Source: HUD FY2020 CPD Program Formula Allocation Reports.

CORONAVIRUS AID, RELIEF, AND ECONOMIC SECURITY ACT ALLOCATIONS (CARES ACT)

In 2020, the Coronavirus Aid, Relief, and Economic Security Act Allocations (CARES Act) provided $3.064 billion in funding through HUD's CDBG, ESG, and HOPWA programs. The City of Birmingham received a total allocation of $9,644,503 in CARES Act funding for its CDBG, ESG, and HOPWA Programs as of August 2020. The additional CARES Act funding is designed to support activities that may prevent the spread of COVID-19 and facilitate assistance to eligible communities and households economically impacted by the COVID-19 pandemic.

As of August 2020, The City of Birmingham is surveying both residents, businesses, and local nonprofit organizations regarding community need in order to determine the most effective uses for the City's CARES Act CDBG-CV, ESG-CV, and HOPWA-CV funding allocations. Potential uses currently under consideration include the following:

Table 13: Proposed Uses of 2020 CARES Act Allocations, May 2020

CDBG-CV	ESG-CV	HOPWA-CV
Small Business Loan Programs focused on job retention, operating capital, and workforce development and training. Low-to-Moderate Income Housing Programs Strategic Acquisitions for Housing	Temporary Housing and Homeless Prevention programs and services: Medical Services Housing Vouchers Rental Assistance Mortgage Assistance Utility Payments Storage/Moving Assistance Transportation Assistance Childcare Assistance Food/Nutrition Assistance	To be determined.

Source: Key Stakeholder Interviews with the City of Birmingham DCD staff.

The staffing capacity required to carry out these activities depends upon whether the community needs identified by the surveys indicate an expansion of existing programs and projects, or whether the implementation of new programs will be required to meet community needs arising out of the unique circumstances created by the COVID-19 pandemic.

ADDITIONAL CARES ACT ACTIVITIES

In addition to the activities already being considered by the Department, the following are examples of other potentially eligible projects related to COVID-19 relief under the CARES Act:

CDBG

- Per HUD's "Notice of Program Rules, Waivers, and Alternative Requirements Under the CARES Act for Community Development Block Grant Program Coronavirus Response" here[25], CDBG funding may be utilized to provide up to six months of emergency payments such as rental or utility assistance for households economically impacted by COVID-19.[26]

- Other CDBG funded activities to support coronavirus and other infectious disease response may also include the following:[27]

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[25] HUD, Notice of Program Rules, Waivers, and Alternative Requirements Under the CARES Act for Community Development Block Grant Program Coronavirus Response Grants, Fiscal Year 2019 and 2020 Community Development Block Grants, and for Other Formula Programs. https://www.hud.gov/sites/dfiles/CPD/documents/FR-6218-N-01-CDBG-CV-clean-8-7-20-header-for-posting.pdf

[26] HUD, Notice of Program Rules, Waivers, and Alternative Requirements Under the CARES Act for Community Development Block Grant Program Coronavirus Response Grants, Fiscal Year 2019 and 2020 Community Development Block Grants, and for Other Formula Programs. https://www.hud.gov/sites/dfiles/CPD/documents/FR-6218-N-01-CDBG-CV-clean-8-7-20-header-for-posting.pdf

[27] HUD, Quick Guide to CDBG Eligible Activities to Support Coronavirus and Other Infectious Disease Response , 2020. https://files.hudexchange.info/resources/documents/Quick-Guide-CDBG-Infectious-Disease-Response.pdf

- o **Acquisition, construction, reconstruction, or installation of public works, facilities, and site or other improvements**.
  - ▪ For example, to:
    - • Construct a facility for testing, diagnosis, or treatment.
    - • Rehabilitate a community facility to establish an infectious disease treatment clinic.
    - • Acquire and rehabilitate, or construct, a group living facility that may be used to centralize patients undergoing treatment.

- o **Rehabilitation of buildings and improvements (including interim assistance).**
  - ▪ For example, to:
    - • Rehabilitate a commercial building or closed school building to establish an infectious disease treatment clinic, e.g., by replacing the HVAC system.
    - • Acquire, and quickly rehabilitate (if necessary) a motel or hotel building to expand capacity of hospitals to accommodate isolation of patients during recovery.
    - • Make interim improvements to private properties to enable an individual patient to remain quarantined on a temporary basis.

- o **Assistance to businesses, including special economic development assistance.**
  - ▪ For example, to:
    - • Provide grants or loans to support new businesses or business expansion to create jobs and manufacture medical supplies necessary to respond to infectious disease.
    - • Avoid job loss caused by business closures related to social distancing by providing short-term working capital assistance to small businesses to enable retention of jobs held by low- and moderate-income persons.
    - • Provision of assistance to microenterprises.
    - • Provide technical assistance, grants, loans, and other financial assistance to establish, stabilize, and expand microenterprises that provide medical, food delivery, cleaning, and other services to support home health and quarantine.

HOME

- HOME funds may be used by participating jurisdictions affected by the COVID-19 pandemic to provide tenant-based rental assistance (TBRA) to facilitate urgent housing assistance to communities and families experiencing financial hardship. HUD's memorandum, "Suspensions and Waivers to Facilitate Use of HOME-Assisted Tenant-Based Rental Assistance (TBRA) for Emergency and Short-term Assistance in Response to the COVID-19 Pandemic," addresses how jurisdictions can use HOME TBRA to respond to local housing needs related to the COIVD-19 pandemic.[28]

ESG

- In addition to CARES Act guidance on the use of CDBG and HOME funding to respond to COVID-related needs, HUD outlines eligible ESG activities and program waivers in a memorandum entitled, "Waivers and Alternative Requirements for the Emergency Solutions Grants (ESG) Program Under the CARES Act."[29]

PROGRAM OUTCOMES

The City of Birmingham's Department of Community Development administers its CDBG, ESG, HOME, and HOPWA-funded programs through its five divisions, including the Housing, Public Services, and Accounting Administration divisions. Many of the City's CDBG, ESG, HOME, and HOPWA activities are delivered by subrecipient grantees. The Department of Community Development's Housing and Public Services Divisions have primary responsibility for overseeing subrecipient agreements, setting project goals, and monitoring project performance and program outcomes. The Housing Division is comprised of thirteen full-time staff and a Deputy Director of Housing Programs, while the Public Services division is comprised of eleven full-time staff, a Deputy Director of Programs, and a Grants Administrator.

The City's Housing and Public Services Division staff monitor CDBG, ESG, HOME, and HOPWA subrecipient projects for key outcome indicators including, but not limited to:

- Number of Units Assisted
- Number of Units Created
- Number of Households Assisted
- Number of Persons Assisted
- Benefit to low- and moderate-income persons
- Emergency Shelter/Transitional Housing Beds supported

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[28]HUD, Suspensions and Waivers to Facilitate Use of HOME-Assisted Tenant-Based Rental Assistance (TBRA) for Emergency and Short-term Assistance in Response to COVID-19 Pandemic https://www.hud.gov/sites/dfiles/CPD/documents/Suspensions-and-Waivers-to-Facilitate-Use-of-HOME-Assisted-TBRA-COVID-19.pdf

[29] HUD, Waivers and Alternative Requirements for the Emergency Solutions Grants (ESG) Program Under the CARES Act https://www.hud.gov/sites/dfiles/OCHCO/documents/20-08cpdn.pdf

In addition to these key indicators, the programs and subrecipient projects detailed here may also be monitored for goals related to housing retention, meals and services provided to consumers, households or persons screened for assistance, case management provided, bed nights provided in emergency or transitional housing, household demographics, and a number of other sub-goals impacting the wellbeing and housing stability of Birmingham's residents.

During PY 2018, the City of Birmingham set an array of goals for the use of its federal entitlement grant funds. At that time, affordable housing, non-housing community development, and homelessness were identified as priority needs for the City. The City focused its resources on the following activities:

- Affordable housing supply and quality
- Economic Development and job creation
- Improving public facilities and public and community services
- Homeless prevention and rapid re-housing

The following sections provide an analysis of the overall performance of the programs using the previously mentioned indicators and project-specific goals identified by the Department of Community Development.

COMMUNITY DEVELOPMENT BLOCK GRANT (CDBG)

SINGLE-FAMILY REHABILITATION/CRITICAL REPAIR GRANT PROGRAM

From 2016 and 2018, the proportion of CDBG funds utilized by the City of Birmingham for housing projects has fluctuated. However, the expenditure of CDBG funds on housing activities has represented the highest proportion of annual expenditures from year to year since 2016. The City of Birmingham uses its CDBG funding dedicated to housing activities to primarily assist low- to very-low-income homeowners with housing rehabilitation. The principal program undertaken for this purpose provides housing rehabilitation assistance through the City's Single-Family Rehabilitation/Critical Repair Grant Program. This program is targeted to households that are 30 percent or below HUD's income limits, which are established annually based on an established federal formula, and/or who have a disability. The program provides grants of up to $15,000 to assist qualifying homeowners to enable repairs to critical building systems, including roofs, and heating, ventilation, and air conditioning (HVAC) systems.

In PY 2018, the goal for the Single-Family Rehabilitation Program was to assist 125 low- to moderate-income homeowner households through rehabilitation of existing units. Per the 2018 Consolidated Annual Performance and Evaluation Report (CAPER), the program assisted 82 households, 75 of which were extremely low-income. One challenge previously impacting the timeline for completion of rehabilitation projects, which has since been addressed and improved, was the length of the bidding process managed by the Finance Department. Since that time, the Department of Community Development has worked closely with Finance to create a more efficient bidding process that minimizes delays and ensures the program can meet the needs of residents and the performance goals set for it.

SUBRECIPIENT HOUSING REHABILITATION PROJECTS

The City carries out additional CDBG-funded housing rehabilitation activities through subrecipients, as well as CDBG-funded rental assistance and emergency shelter maintenance and operations projects. For PY 2018, the City selected five organizations to provide housing rehabilitation activities to low- to very-low-income homeowners in the City of Birmingham:

- Independent Living Resources of Greater Birmingham
- Metro Changers, Inc.
- Greater Birmingham Habitat for Humanity
- Titusville Development Corporation
- Neighborhood Housing Services of Birmingham

The majority of subrecipient projects implemented in PY 2018 exceeded the housing rehabilitation goals set for them, as reflected by the Department of Community Development's Integrated Disbursement and Information System (IDIS) subrecipient reporting requirements. However, one subrecipient project was unable to launch during PY 2018 due to organizational staff turnover. Based on stakeholder feedback, one project achieved only 61 percent of its housing rehabilitation goal due to a lack of eligible applicants applying for the program during the program year. Despite this outcome, key stakeholders indicate that there is a great need for housing rehabilitation services that can serve a range of household income levels.

In 2018 and 2019, the City of Birmingham also proposed allocating CDBG housing rehabilitation funding to a Rental Rehabilitation Pilot project and a Historic Homeowner Rehabilitation Pilot project. The Rental Rehabilitation Pilot contemplated offering grants/loans to investor owners of single-family rental units of one to four units in size to be used for eligible exterior rehabilitation expenses of up to $10,000 in order to benefit low-to-moderate income tenants. The Historic Homeowner Rehabilitation Pilot was intended to provide financial assistance of up to $50,000 per unit to eligible historic homeowners for the rehabilitation of their homes specifically addressing emergency repairs, structural deficiencies, and deferred maintenance.

Due to a number of factors, including increased staff turnover at the Department of Community Development, the pilot projects did not launch as proposed. One challenge with designing the Rental Rehabilitation Pilot project is ensuring that the primary benefit of the funding is maximized for low- to moderate-income persons in alignment with CDBG priorities, specifically, LMI renter households, though the rental properties rehabilitated may not be owned by low- to moderate-income persons. At the time the project was proposed in the Annual action Plan limitations as to departmental staff capacity impacted the launch of the pilot program. The Historic Homeowner Rehabilitation Pilot project also faced challenges related to available funding, the prohibitively high cost of lead abatement in such properties, and Department staffing capacity.

In total, the City's CDBG-funded owner-occupied housing rehabilitation activities assisted a total of 199 households in PY 2018; 134 extremely low-income households, 57 low-income households, and 8 moderate-income households. Based on interviews with key stakeholders, there is a need for expanded funding resources for housing rehabilitation activities that can serve additional low- and moderate-income households. The City's housing stock, including housing owned by households with moderate incomes and above, was primarily developed from

1950 to 1979, indicating a higher likelihood that the existing housing stock is in need of repair and may not meet current consumer preferences, demographic shifts, and neighborhood trends, potentially negatively impacting the local housing market.

SUBRECIPIENT PUBLIC SERVICES PROJECTS

The City of Birmingham's CDBG program funds an array of Public Services projects, including homeless shelter programs, supportive services, employment and housing assistance, services for children, youth, and senior citizens, as well as education and special needs projects. The City's CDBG spending on Public Services, including the support of homeless shelter programs, has varied from 16.7 percent of the total CDBG disbursement in 2016 to 14.8 percent of the total in 2018. During PY 2018, the City funded eight public services projects that specifically focused on addressing homelessness in the City of Birmingham. These projects provide a variety of shelter and services to individuals and families experiencing homelessness. The following organizations were selected to provide CDBG-funded public service activities in PY 2018:

- Aletheia House
- Changed Lives Christian Center
- Cooperative Downtown Ministries, Inc.
- First Light
- Pathways Day Center
- YWCA Family Violence Center
- YWCA Homeless Daycare Transportation
- YWCA Interfaith Hospitality House

Across the PY 2018 CDBG-funded homeless services projects 2,957 persons were served with shelter, services, case management, meals, and/or other basic needs. The majority of the eight subrecipient projects far exceeded the PY 2018 goals set for them, as reflected by the Department of Community Development's Integrated Disbursement and Information System (IDIS) subrecipient reporting requirements. Of the three projects that did not meet or exceed their PY 2018 goals each project only narrowly missed meeting their service targets. Monitoring completed by the Community Development Department's Public Services and Housing Divisions revealed no findings or concerns related to the eight projects, excluding the Changed Lives Christian Center shelter project for which monitoring data was unavailable at the time of this evaluation.

COMMUNITY NEED

While the CDBG Public Service projects reviewed generally performed well, it is important to note that the 2019 Point-in-Time (PIT) Count conducted by the Birmingham/Jefferson, St. Clair, Shelby Counties Continuum of Care (CoC) recorded an increase in unsheltered homelessness between 2018 and 2019, with 326 unsheltered persons identified in 2019. The PIT Count is an annual census of those experiencing sheltered and unsheltered homelessness conducted on a given night. The Count provides valuable information to help CoCs and communities understand the needs of those experiencing homelessness and to strategically deploy resources. In light of the subrecipient project performance noted above, an increase in unsheltered homelessness in the geographic area covered by Birmingham's CoC may indicate that though many

organizations appear to have sufficient organizational capacity to successfully administer such public services projects, the current level of CDBG and other resources allocated to addressing homelessness may not be sufficient to meet current and future demand. Interviews with key stakeholders revealed that while many community organizations have the capacity to carry of public services projects effectively, some smaller organizations do not have sufficient organizational capacity to be competitive in seeking and securing HUD funding from the city and may experience challenges in providing the level of services required.

EMERGENCY SOLUTIONS GRANT (ESG)

The City's formula allocation for ESG has increased slightly overall from $483,985 in FY 2016 to $515,798 in FY 2020, though funding amounts have fluctuated from year to year. The City of Birmingham uses its ESG funding to support emergency shelter operations and maintenance, provide rapid re-housing (RRH) assistance to those experiencing homelessness, and to offer financial assistance preventing homelessness. Other ESG-funded activities include street outreach, support for the Homeless Management Information System (HMIS), and program administration. From FY 2018 to 2020, the greatest amount of the City's ESG funding was allocated to emergency shelter maintenance and operations, with funding for homeless prevention services and rapid rehousing assistance following as the second and third highest funded ESG activities.

During PY 2018, evaluated here, the City of Birmingham provided ESG funding to fourteen subrecipients for emergency shelter, homeless prevention, and rapid re-housing assistance projects as outlined in Table 14 below. In addition to funding these activities, the City also funded street outreach in PY 2018. While street outreach is integral to addressing the needs of people experiencing homelessness, for the purposes of this evaluation, only the projects noted below have been evaluated for performance, with a specific focus on housing outcomes.

Table 14: ESG Program Year 2018 Subrecipient Projects

Program/Activity	2018 Subrecipients
Emergency Shelter Maintenance and Operation	• Pathways Day Center • Cooperative Downtown Ministries • Family Connection • First Light • YWCA Family Violence Center • YWCA Interfaith Hospitality House
Homeless Prevention Services	• AIDS Alabama (Youth) • Urban Ministry, Inc. • YWCA Family Violence Center & Interfaith Hospitality House • Dannon Project
Rapid Re-housing Assistance	• Urban Ministry, Inc. • AIDS Alabama (Youth) • YWCA Family Violence Center & Interfaith Hospitality House • Dannon Project

The City requires, where feasible for homeless assistance/service provider agencies receiving grant funds to state in their twelve-month contractual agreements with the City, the proposed number of clients expected to remain in permanent stable housing (homelessness prevention), or to be placed in permanent, secure and stable housing through rapid re-housing assistance as a primary performance goal. Subrecipients are also required to and identify and report on collaborative relationships with community partners in areas of homeless and mainstream services that will address progress made in leveraging City grant funds with other scarce resources to benefit-eligible clients and assist in achieving stable housing outcomes. Outcomes are measured and monitored by the Department of Community Development Public Services Division.

EMERGENCY SHELTER PROJECTS

Of the six subrecipient projects providing emergency shelter funded by ESG during PY 2018, most projects far exceeded their program goals in terms of shelter units, persons, and families served. One emergency day shelter project far exceeded the number of shelter units provided to consumers but only achieved approximately 23 percent of its per person case management goal. Monitoring completed by the Department of Community Development's Public Services and Housing Divisions revealed no findings or concerns related to the six emergency shelter projects. Interviews with key stakeholders indicate that these projects function well but have experienced recent challenges related to the COVID-19 pandemic which may impact future performance as providers navigate social distancing and health and safety precautions.

HOMELESSNESS PREVENTION PROJECTS

Of the four subrecipient projects providing homelessness prevention assistance funded by ESG during PY 2018, nearly all projects failed to meet their performance goals for the number of persons, households, or families served. Monitoring completed in 2018 by the Department of Community Development's Public Services and Housing Divisions revealed that half of the projects were the subject of findings related to funding expenditure rates and documentation, documentation of performance goals, reporting, documentation of eligibility, and/or timeliness of reimbursement requests.

Based on stakeholder interviews, performance for these projects may have been impacted by limited overall organizational capacity and inability to meet administrative requirements for reporting services rendered and outcomes achieved. In some cases, the amount of project funding was so little that the administrative reporting and recordkeeping requirements may have been disproportionately burdensome, which in turn may have led some subrecipients to decline to seek reimbursement for services rendered. While homelessness prevention assistance was rendered to those in need in the community during PY 2018, project performance for select projects reviewed is unclear due to identified and documented gaps in subrecipient documentation and reporting.

RAPID REHOUSING PROJECTS

Of the four subrecipient projects providing rapid rehousing (RRH) assistance funded by ESG during PY 2018, IDIS reporting requirements reports indicate that rapid-rehousing goals may not have been met. Two of the subrecipient projects providing RRH were also funded to provide homelessness prevention as noted above and were subject to monitoring findings by the Department of Community Development. One of these projects was not selected to receive ESG homelessness prevention or RRH funding in PY 2019, and neither was selected for such funding in PY 2020. Based on key stakeholder interviews, these projects required and received intensive technical assistance and training throughout PY 2018 but failed to meet the performance goals set for them due to insufficient project staffing and reporting.

COMMUNITY NEED

As mentioned above, the 2019 PIT Count conducted by the Birmingham/Jefferson, St. Clair, Shelby Counties Continuum of Care (CoC) recorded an increase in homelessness between 2018 and 2019. An increase in unsheltered and overall homelessness from 2018 to 2019 may indicate that the current level of resources allocated to addressing homelessness through the CDBG and ESG programs may not be sufficient to meet current and future demand. In light of the subrecipient project performance noted above for homelessness prevention and rapid re-housing, it may also indicate that some ESG-funded organizations may be lacking the capacity to meet the City's goals and the current housing needs of the target population.

Interviews with key stakeholders revealed that there are a number of opportunities to improve the work of ESG-funded projects, including through the provision of enhanced technical assistance, and through additional support for community coordination, collaboration, and sharing of best practices. Community-wide goal setting related to addressing homelessness which includes the City, the CoC, and ESG providers is an opportunity to improve the system

and project outcomes from a systems perspective. Strategic resource allocation, for instance, by funding fewer subrecipient projects who are best performing with greater funding amounts, may help streamline administrative oversight, allow for the provision of greater technical assistance, and influence greater project outcomes. Similarly, the creation of roles strictly dedicated to Quality Assurance may assist in these efforts to provide enhanced monitoring and technical assistance to support organizational capacity building.

HOME INVESTMENT PARTNERSHIP PROGRAM (HOME)

The City's HOME Program includes support for homebuyer programming to assist low-income homebuyers, as well as for rental housing assistance. In order to increase the supply of affordable rental housing, the City of Birmingham allocates HOME funding for rental housing projects. The Department of Community Development provides loans to developers of affordable rental projects to assist with costs that are in excess of construction, permanent, and/or other subsidy financing and equity resources. The amount of funds invested in a rental housing project reflects the minimum amount of public subsidy necessary to achieve the maximum public benefit. Before committing funds to a rental project, the City evaluates the project and verifies that the developer did not request or was not allocated any more HOME funds in combination with other governmental assistance than is necessary to provide the affordable housing proposed.

Since 1992, the City of Birmingham's HOME program has completed approximately 1,100 rental units utilizing HOME funds and 682 units for homebuyers.[30] During that same period, the State of Alabama as a whole produced over 14,000 rental units with HOME funds and over 3,500 units for homebuyers, as well as provided homeowner rehabilitation to more than 300 housing units. However, over the past twenty years, the amount of HOME funding allocated to the City of Birmingham has declined from $2,287,000 in FY 1999 to $1,402,448 in FY 2020. Though the HOME allocation overall has declined over the past two decades, as with the City's CDBG and ESG allocations, HOME funding has increased slightly since FY 2016. During PY 2018, discussed here, construction of 100 rental units and one single-family home funded by the City's HOME program began. However, during that time there were no unit completions reported as a program outcome for the PY 2018.

As of March 31, 2020, approximately 54 percent of HOME funds from grant years 2015 through 2019 had been committed and 41 percent disbursed, as reported in HUD's Integrated Disbursement and Information System (IDIS). Of HOME funding received from FY 2016 to 2019, approximately $2.4 million of funding remains unencumbered as of May 1, 2020.[31] Commitment and disbursement of HOME funds between 2016 and 2020 have been slow due to a number of factors, including:

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[30] HUD Report, "HOME Units Completed by Congressional District," published March 31, 2020. Available at: https://www.hudexchange.info/programs/home/ad-hoc-reports/

[31] Source: HUD CPD Cross Funding Dashboard, May 1, 2020. Available at: https://www.hudexchange.info/programs/cpd-cross-program-funding-matrix-and-dashboard-reports

- Long completion timelines for several large Low-Income Housing Tax Credit (LIHTC projects)
- Delays experienced by development partners
- Title issues experienced with key properties for development
- Construction stoppages due to the COVID-19 pandemic

Projects previously allocated funding from the City's HOME Program, however, are currently in the process now, while some projects have been recently completed, including the redevelopment of Loveman Village I. Loveman Village I received HOME funding from the City's DCD under a 2017 agreement, included the development of 100 units, and was completed in the fall of 2019. HOME-funded CHDO projects with Titusville Development Corporation and Habitat for Humanity are currently underway, with the completion of 10 or more single-family units expected by the winter of 2020, some of which utilize properties currently held by the Birmingham Land Bank. The Department of Community Development's Housing and Land Bank Divisions collaborate to orchestrate affordable and market-rate infill housing development which has resulted in construction in North Titusville and parcel assemblage for development in Wahouma, West End, Fountain Heights, and Smithfield. Additional projects in various stages of development which may benefit from the future commitment of HOME funding include the South Town Tax Credit project (60 units), The Cottages Georgia Road (8 units), and The Weigh Station (transitional housing).

Based on stakeholder interviews and review of program timelines and outcomes, smaller development projects and CHDO activities funded by the City's HOME program face particular challenges related to funding, developer capacity, the level of oversight and monitoring required, and overall project impact. In some cases, such projects have been unable to move forward due to these challenges and have been terminated, indicating that increased technical assistance and capacity building may be useful in ensuring performance goals are met.

HOUSING FOR PERSONS WITH AIDS (HOPWA)

The City of Birmingham partners with AIDS Alabama, Inc. (AIDS Alabama) to administer the HOPWA program. The City's Department of Community Development monitors HOPWA projects through desk monitoring or by performing on-site monitoring visits. Scheduled, on-site monitoring visits include a review of confidential client files, interviews with AIDS Alabama staff, and review of any documentation that was not provided prior to the monitoring visit. The three highest HOPWA-funded activities which AIDS Alabama manages as a project sponsor on behalf of the City of Birmingham are rental assistance, supportive services, and operating costs/facility-based housing subsidies.

Based on the 2018 HOPWA CAPER, the program far exceeded its goals for the number of households receiving HOPWA-funded supportive services during PY 2018. Goals were not met, however, for the number of households receiving tenant-based rental assistance (TBRA) or short-term rent, mortgage, and utility assistance (STRMU). Similarly, goals were not met for the number of units provided in permanent housing facilities developed, leased, or operated with HOPWA funds or units provided in transitional short-term housing facilities developed, leased, or operated with HOPWA funds. In 2020, HOPWA funding allocated to rental assistance/TBRA increased substantially from $168,147 in 2016 to $395,363 in 2020, with funding for Operating

Costs/Facility-Based Housing Subsidy decreasing. This shift in funding was accomplished to better meet identified community housing needs and in response to HOPWA modernization. Based on key stakeholder interviews, TBRA vouchers are the HOPWA service that consumers most request; at present, the program has a waitlist of over 75 consumers seeking TBRA subsidies. As additional funding is utilized to increase the availability of TBRA, additional supportive services and staffing may also be increased to implement the program and to keep residents stably housed.

Based on interviews with key stakeholders, an ongoing challenge for this population is identifying and securing permanent housing subsidies that can support housing stability on a longer-term basis. Based on data from the State of Alabama HIV Surveillance 2017 Annual Report, seventy percent of all 2017 newly diagnosed HIV cases resided in Jefferson, East Central, Northern, and Mobile Public Health Districts (PHDs), highlighting the critical impact such trends have on residents of Birmingham. The disparate impact of HIV/AIDS in the southern region of the United States has created an emergency that must be addressed, especially among minority populations who are disproportionately impacted. Though the City of Birmingham's HOPWA program is performing as expected with regard to the provision of supportive services, there is a continued need to provide funding, services, and greater housing opportunities, including TBRA, for this population both locally and regionally. There is an opportunity to increase and improve the availability and effectiveness of the City's HOPWA-funded housing activities such as TBRA, STMRU, and facility-based subsidies to better serve the housing needs of this population. Stakeholder interviews also indicate that increased staff training on HOPWA and best practices, streamlined monitoring processes, and expanded technical assistance may be areas of opportunity to improve program outcomes.

CONCLUSION

Evaluation of program outcomes and performance for Program Year 2018 highlight a number of strengths of the current Department of Community Development program funding and staffing structure. CDBG funded Public Services subrecipient projects addressing homelessness performed well, generally exceeding annual PY 2018 performance goals, though PIT Count data indicates an additional need for housing and services for this population. Similarly, ESG funded subrecipient emergency shelter projects performed well, generally exceeding annual PY 2018 performance goals and serving more households and individuals than required by subrecipient agreement. HOPWA funded projects providing supportive services to persons with HIV/AIDS generally exceeded PY 2018 performance goals, performing well.

Evaluation of program outcomes and review of Department of Community Development monitoring reports also reveals some areas of opportunity for the CDBG, ESG, HOME, and HOPWA programs. Areas of opportunity include bolstering ESG subrecipient and HOME CHDO capacity, increasing funding for housing rehabilitation activities, expanding available funding for activities addressing homelessness, improving the performance and availability of HOPWA housing-specific activities, increasing the impact of HOME CHDO and housing development activities, and increasing the level of technical assistance and training to staff and subrecipients across all programs.

PROGRAM EVALUATION MATRIX

The Program Evaluation Matrix represented below provides a summary of the CDBG, ESG, HOME, and HOPWA program evaluation findings. The matrix, based on a review of PY 2018 data as discussed in the preceding Program Outcomes section, summarizes funding levels, community interest, subrecipient capacity, and program impact based on the criteria discussed below:

FUNDING

PY 2018 program-level funding was reviewed across programs, activities, and subrecipient projects and categorized as "low," "moderate," or "high" based upon the following determination of funding level:

- Low: less than/equal to $150,000
- Moderate: $150,001 to $500,000
- High: Greater than $500,001

INTEREST

Interest in each program or activity was determined through conducting stakeholder interviews, reviewing historical levels of funding utilized by activity, and review of stated areas of focus in Annual Action Plans and CAPERs. Interest in the program or activity was categorized as "low," "moderate," or "high" based upon the review of these sources, with a particular focus on PY 2018.

SUBRECIPIENT CAPACITY

Subrecipient capacity was determined through conducting stakeholder interviews, reviewing IDIS Performance Reports and Department of Community Development Monitoring Reports, and assessing overall project performance in PY 2018. Subrecipient capacity was categorized as "low," "moderate," or "high" based upon a review of these sources. Activities that are reported as having no findings or concerns by Department of Community Development monitoring reports result in classification as "high," while the existence of findings or concerns results in classification as "low."

IMPACT

This evaluation reviews program and activity impacts for PY 2018 performance and level of funding provided; those activities and projects exceeding their program year goals and allocated the highest levels of funding were categorized as "high" impact, while those that nearly met their goals and allocated the moderate levels of funding in relation to other activities reviewed are categorized as "moderate" impact, and those projects that did not meet their goals and received lower levels of funding are considered "low" impact.

Table 15: Housing Program Evaluation Matrix

Program	Activity	Funding	Interest	Subrecipient Capacity	Impact
CDBG	Rehabilitation	High ≥$500,000	High	High	High
	Public Services – Homeless Shelters	Moderate ≤$500,000	Moderate	High	Moderate
ESG	Emergency Shelter Maintenance Operation	Moderate ≤$500,000	Moderate/High	High	Moderate
	Homeless Prevention	Low ≤$150,000	Moderate/High	Low	Low
	Rapid Rehousing	Low ≤$150,000	Moderate/High	Low	Low
HOME	Program CHDO Activities	Moderate ≤$500,000	High	Low	Low
	Homebuyer/Rental Activities	High ≥$500,000	High	Moderate	Moderate
HOPWA	Rental Assistance/ TBRA	Moderate ≤$500,000	Moderate/High	Low/Moderate	Low/Moderate
	Rental Assistance/ STMRU	Low ≤$150,000	Low	Low/Moderate	Low/Moderate
	Supportive Services	Moderate ≤$500,000	Moderate	High	Moderate
	Operating Costs/Facility-Based Housing Subsidy	Moderate ≤$500,000	Moderate	Low/Moderate	Low/Moderate

AREAS OF STRENGTH

Based on an overall review of program funding, staffing levels, stakeholder interviews, and performance outcomes for the City of Birmingham's CDBG, ESG, HOME, and HOPWA programs, the following areas were identified as areas of strength for the Department of Community Development:

- CDBG funded Public Services subrecipient projects addressing homelessness performed well, generally exceeding annual PY 2018 performance goals set and serving more households and individuals than expected.
- ESG funded subrecipient emergency shelter projects performed well, generally exceeding annual PY 2018 performance goals and serving more households and individuals than required by contract.
- HOPWA funded supportive services activities performed well and generally exceeded PY 2018 performance goals for households served.

AREAS OF OPPORTUNITY

Based on an overall review of program funding, staffing levels, stakeholder interviews, and performance outcomes for the City of Birmingham's CDBG, ESG, HOME, and HOPWA programs, the following areas were identified as areas of opportunity or expansion for the City's Department of Community Development:

- Improve subrecipient capacity and project performance for ESG funded homelessness prevention and rapid rehousing assistance.
- Increase the funding allocated to activities addressing homelessness.
- Increase CDBG and other funding for housing rehabilitation activities serving households with incomes above the level of extremely low-income.
- Additional funding and staffing resources to support the launch of innovative pilot housing rehabilitation projects that meet the unique needs of the community.
- Increase focus on subrecipient funding, technical assistance, and project performance for HOPWA TBRA, STMRU, and facility-based assistance.
- Foster the development of CHDO capacity building and bolster the performance for HOME funded CHDO activities and housing development projects.
- Improve timelines for funding commitments and project completions for HOME funded housing rehabilitation and development activities, as discussed further in the Recommendations section.

CONCLUSION

Both the City of Birmingham and the Department of Community Development are working diligently to improve the quality of life for Birmingham's residents and investing in neighborhoods across the City. Looking forward, there is an opportunity to leverage the dedication of public servants, major investments in housing, entertainment, and local

businesses, and the history and character of Birmingham to continue the upward trajectory of the City.

As the proceeding analysis demonstrates, Birmingham has a strong foundation to build upon. Young adults are becoming more educated, neighborhoods throughout the City are seeing the positive impacts of local investments, and community development efforts are being led by a dedicated team that provides services to a wide array of Birmingham Residents.

In order to capitalize on these opportunities, the following recommendations build on the existing assets in Birmingham and set forth a framework to target investments, increase collaboration, streamline service delivery, and identify additional funding opportunities.

RECOMMENDATIONS

The following recommendations provide a framework and roadmap for the City's housing policies and goals.

STRATEGIC NEIGHBORHOOD-SCALE INTERVENTIONS

Birmingham's neighborhoods experience challenges and opportunities at different scales.

DIVERSIFY THE CITY'S HOUSING STOCK

A diverse housing stock has the potential to provide existing residents with high quality and equitable housing and attract new residents.

USE EXISTING RESOURCES EFFECTIVELY AND EFFICIENTLY

Opportunities exist to improve program delivery and improve program outcomes.

SECURE ADDITIONAL SOURCES OF FUNDING FOR HOUSING AND COMMUNITY DEVELOPMENT

Federal resources provide significant investment in local communities; however, the evolving need continues to be complex and greater than existing resources.

PROMOTE INCLUSIVE AND EQUITABLE COMMUNITY PARTICIPATION

Inclusive and equitable community input is critical in meeting the housing needs of residents.

STRATEGIES AND ACTIONS

STRATEGIC NEIGHBORHOOD-SCALE INTERVENTIONS

Birmingham's neighborhoods experience challenges and opportunities at different scales.

1. **Incentivize Infill Development in Growing and Transitional Neighborhoods**

   I.   **Identify vacant or underutilized parcels in areas of growth and invest in affordable housing units in high-demand areas.**

   Vacant or underutilized parcels provide readily available opportunities to leverage existing City assets and incentivize investment in affordable housing in areas experiencing growth.

Funding Sources	Community Development Block Grant, HOME
Partners	Birmingham Land Bank Authority
Catalyst Projects	Birmingham-Jefferson Convention Complex, Northside Park (former Carraway Hospital Campus) Birmingham Express (Bus-Rapid Transit Corridor)
Timeframe	3-5 years

II. **Work with Birmingham City Schools to identify and redevelop vacant school sites that are suitable for infill development, including mixed-use developments, multi-family, and single-family housing units.**

The City has already identified potential school sites for development, thus, developing a comprehensive list and collaboration strategy would enable the Department of Community Development to prioritize potential projects and strategize ways to leverage federal funding sources to increase the impact or number of projects.

Funding Sources	Community Development Block Grant, HOME, Low Income Housing Tax Credits, Historic Tax Credits (Federal and State), New Market Tax Credits, Opportunity Zone Funds
Partners	Birmingham City Schools; Office of Innovation and Economic Opportunity
Resources Needed	Vacant School Sites
Timeframe	3-5 years

III. **Work closely with Birmingham Land Bank Authority to strategically invest in vacant land by identifying opportunities for infill development and lot stabilization**

The Birmingham Land Bank Authority has focused on clearing titles on a case-by-case basis as parcels become available, however, combining the work of the Land Bank with infill development will allow greater neighborhood-level impact in the short and long term.

Funding Sources	Community Development Block Grant and HOME
Partners	Birmingham Land Bank Authority, Department of Planning, Engineering and Permits
Resources Needed	Share regular updates on the departmental objectives and planning efforts to identify opportunities
Timeframe	1-3 years

2. Renovate and Rehabilitate Aging Housing in Transitional Neighborhoods

I.   **Continue to invest in rehabilitation programs for low to moderate-income homeowners, targeting outreach to homes near new or existing community assets and homeowners that have been cited by code enforcement.**

The City and Department of Community Development have already developed successful rehabilitation programs in collaboration with other organizations and departments, however, prioritizing transitional neighborhoods would allow for greater market and community stability in targeted neighborhoods in the short and long-term.

Funding Sources	Community Development Block Grant, Neighborhood Revitalization Fund
Partners	Neighborhood Housing Services, Subrecipient Organizations, Housing Authority Birmingham District, Housing Code Enforcement
Target Areas	Northside Park (former Carraway Hospital Campus), Renovated Housing Authority Birmingham District Properties, Parks and Community Centers (such as One Pratt Park)
Resources Needed	Use the neighborhood typologies of this plan to identify transitional neighborhoods and potential opportunities for short and long-term programmatic interventions
Timeframe	1-5 years

II.   **Assess the feasibility of the Rental Rehabilitation Pilot and Historic Homeowner Rehabilitation Pilot Programs by engaging a new or existing committee to review programs and provide recommendations.**

The Department of Community Development has been developing plans for a Rental Rehabilitation Pilot and a Historic Homeowner Rehabilitation Pilot, this strategy provides a clear next step in that process as the Department develops its plan and phases moving forward.

Funding Sources	Community Development Block Grant, HOME

Partners	Subrecipient Organizations, Local Developers, Local Lenders, Department of Innovation and Economic Opportunity, Neighborhood Leaders
Resources Needed	Time from department staff to identify the next steps of this strategy and to develop a work plan with partners
Timeframe	1-3 years

3. Develop Innovative Vacant Land Management in Transitional Neighborhoods

I. **Establish green infrastructure pilot programs such as urban forests, rain gardens, and low maintenance landscapes in flood-prone areas.**

After clearing the necessary titles and securing the parcels identified by the Stormwater Management Division, the Lank Bank Authority will partner with neighborhood organizations to pilot projects on vacant land, including the installation of rain gardens, low maintenance landscapes, an urban forest, and similar strategies.

Funding Sources	Community Development Block Grant, Community Development Block Grant – Disaster Recovery, FEMA, EPA Urban Waters Small Grants
Partners	Birmingham Land Bank Authority, City of Birmingham Stormwater Management Division, Jefferson County Emergency Management Agency, Freshwater Land Trust, Village Creek Human, and Environmental Justice Society
Resources Needed	Land Bank Properties, Improvements to the Red Rock Trail System, Red Rock Ridge and Valley Trail System, and FEMA Flood Buyout Properties
Timeframe	5-10 years

II. **Explore Clean and Green program that engages community groups to maintain vacant lots and build community capacity.**

The creation of a program that partners with community groups to temporarily maintain vacant lots will allow for greater collaboration with community groups and help to stabilize vacant areas as longer-term plans are developed and set in motion to assist neighborhoods.

Funding Sources	General fund, Neighborhood Association funds, Land Bank Authority budget
Partners	Land Bank Properties and Abandoned Tax Delinquent properties
Resources Needed	Land Bank Properties
Timeframe	1-3 years
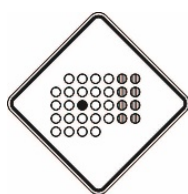
DIVERSIFY THE CITY'S HOUSING STOCK

A diverse housing stock has the potential to provide existing residents with high quality and equitable housing and attract new residents.

1. **Incentivize "Missing Middle" Housing (for example housing typologies between single-family dwellings and large multi-unit complexes)**

I. **Address potential barriers to development, including single-use zoning standards that may limit the construction of multi-family housing, parking requirements, or a multi-layered regulatory process.**

A thorough understanding of zoning barriers will allow the City and Department of Community Development the opportunity to create a new policy or zoning changes to remedy the impact such barriers may have on the diversification of the housing stock across neighborhoods. The addition of housing types between single-family and multi-unit complexes will add density and provide a wider variety of options for new and existing residents.

Funding Sources	General funds
Partners	Planning, Engineering & Permits, Housing Developers, City and Neighborhood leaders
Resources Needed	Time from staff and partners to identify opportunities to zoning barriers and potential changes
Timeframe	3-5 years

Figure 32: "Missing Middle" Concept

Current Housing Stock

"Missing Middle" Concept
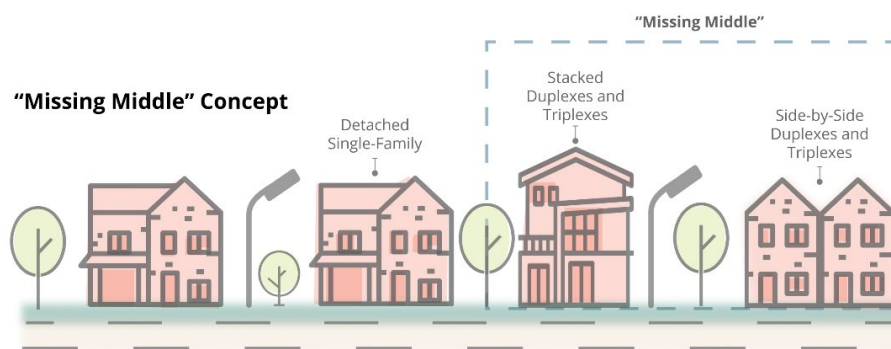
II. **Expand the use of character-based code beyond existing overlay districts to decrease barriers to the development of in mid-sized housing, including duplexes, triplexes, fourplexes, and townhouses.**

The potential use of a form-based code would provide the City with greater flexibility and the ability to react to market and community needs quicker.

Funding Sources	General funds
Partners	Planning, Engineering & Permits
Resources Needed	Time from staff to work with Planning, Engineering & Permits to explore the feasibility and implementation of a character-based code strategy
Timeframe	3-5 years

III. **Streamline the ability to build accessory dwelling units in residential zoning districts.**

By encouraging a streamlined approach to the approval of accessory dwelling units through an updated step-by-step permitting process will reduce red-tape and incentivize the option for homeowners and developers.

Funding Sources	General funds

Partners	Planning, Engineering & Permits
Resources Needed	Time from staff and partners to review and adjust process
Timeframe	3-5 years

IV. **Provide incentives, such as vacant land or development subsidies to increase the construction and renovation of small to mid-sized multi-family units for rental and homeownership.**

By leveraging existing assets to incentivize mid-sized multi-family units, the City will promote a different form of density that meets the affordability needs of new residents, financial objectives of developers, and the community character of neighborhoods.

Funding Sources	Community Development Block Grant, HOME
Partners	Birmingham Land Bank Authority
Resources Needed	Lank Bank Property, Development Subsidies
Timeframe	3-5 years

2. Leverage Catalytic Projects for New Affordable Housing Production

I. **Support infill development near major investments and transformative projects, such as improvements to the Red Rock Trail System and Bus Rapid Transit Line in transitional neighborhoods.**

Catalytic projects provide the necessary financial interest and infrastructure development momentum to support infill housing. Identifying such opportunities in the near and long-term will enable the City and Department of Community Development to leverage existing and new funding sources to incentivize affordable housing production in those areas.

Funding Sources	Community Development Block Grant, HOME, Low Income Housing Tax Credits, Historic Tax Credits (Federal and State), CRA funds
Partners	Birmingham Jefferson County Transit Authority, Birmingham Land Bank Authority, Housing Authority Birmingham District, Anchor Institutions, Banking and Financial Institutions
Focus Areas	Employment and Retail Centers, Anchor Institutions, Transit Corridors, Parks and Trail Systems
Timeframe	3-5 years

3. Invest in First-Time Homebuyer Assistance Projects

I.   **Re-establish Homebuyer Assistance Program**

The program faded away a few years ago due to limited funding and the dwindling number of participating partners. Re-establishing the program with new partners will allow the Department to provide needed help to homebuyers in the transitioning and growing neighborhoods.

Funding Sources	Community Development Block Grant, HOME, CRA funds, Philanthropic Foundations
Partners	New Subrecipient Organizations, Local Developers
Resources Needed	Time from staff to re-establish the program
Timeframe	1-3 years

II.   **Support financial literacy and savings accounts**

Expanding on the success of the Financial Stability Program provided by the United Way of Central Alabama, the Department of Community Development will continue to leverage its funding to support programs that support financial literacy and the creation of savings accounts for the purpose of homeownership.

Funding Sources	Community Development Block Grant, HOME, CRA funds, Philanthropic Foundations
Partners	Subrecipient Organizations, Local Developers, Local Financial Institutions
Resources Needed	Time from staff and partners to identify ways to support financial literacy programs
Timeframe	1-3 years

4. **Increase Strategic Partnerships (for example, Community Housing Development Organizations (CHDO)s, private and non-profit developers, and philanthropic entities to support Low Income Housing Tax Credit (LIHTC) and similar mixed-income projects)**

I.   **Work with organizations interested in becoming CHDOs to become certified and provide technical assistance to interested organizations.**

Increasing the number of CHDOs would enable the City and Department of Community Development greater capacity to carry out and support its goals and programs.

Funding Sources	HOME

Partners	Interested organizations, existing CHDOs
Resources Needed	Time from staff and partners to identify organizations and provide technical assistance
Timeframe	1-3 years

II. **Expand access to operating and capacity-building funds for CHDOs**

Up to 5 percent of the City's fiscal year HOME allocation may be used for the operating expenses of community housing development organizations (CHDOs). These funds may not be used to pay operating expenses incurred by a CHDO acting as a subrecipient or contractor under the HOME Program. By expanding access to such funding, the City can support the capacity building efforts of existing CHDOs and continue to diversify its housing stock options.

Funding Sources	HOME
Partners	Community housing development organizations
Resources Needed	Time from staff and partners to identify opportunities
Timeframe	1-3 years

III. **Continue to pursue LIHTC projects with qualified developers.**

With limited LITHC opportunities, the City should continue to build relationships with qualified developers to plan and propose projects as funding opportunities become available.

Funding Sources	Low Income Housing Tax Credits, HOME
Partners	Affordable Housing Developers, Housing Authority Birmingham District, Alabama Housing Finance Authority
Resources Needed	Developer Proposals
Timeframe	1-3 years

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USE EXISTING RESOURCES EFFECTIVELY AND EFFICIENTLY

Opportunities exist to improve program delivery and improve program outcomes.

1. **Incentivize Intragovernmental Collaboration for Comprehensive Housing Solutions**

I. **Create a Community Development Committee to coordinate goals and identify strategies to leverage resources amongst City Departments.**

Members of the committee will include key agencies and departments within the City with the stated goal of breaking down silos, coordinating planning and implementation efforts, and leveraging existing city resources to support comprehensive housing solutions.

Funding Sources	General funds
Partners	Mayor's Office, Birmingham Land Bank Authority, Department of Innovation and Economic Opportunity, Birmingham Jefferson County Transit Authority, Housing Authority Birmingham District, Planning, Engineering & Permits
Resources Needed	Identify members of the committee and staff time and partners needed to kick-off and schedule future meetings
Timeframe	1-3 years

2. **BUILD INTERNAL STAFFING CAPACITY FOR THE DEPARTMENT OF COMMUNITY DEVELOPMENT**

I. **Fill VACANCIES AND EXPAND OPPORTUNITIES FOR TRAINING**

Building internal capacity by filling existing vacancies will give the Department of Community Development greater resources to carry out its mission and work.

Funding Sources	General funds, CDBG, HOME
Partners	Technical Assistance Providers
Resources Needed	Time from Department of Community Development staff to conduct the hiring and onboarding process
Timeframe	1-3 years

3. Streamline Project Delivery and Program Funding

I. **Consider shifting funding for services to fewer subrecipient projects to maximize effectiveness, efficiency, and to streamline administrative oversight by Community Development Department staff.**

The current number of subrecipient projects has the potential of diluting the short and long-term impact available funding may have, while at the same time creating a myriad of administrative and oversight challenges that increase the cost to the Department of Community Development to monitor and evaluate the effectiveness of the projects.

Funding Sources	Community Development Block Grant, HOME, HOPWA, ESG
Partners	Technical Assistance Providers
Resources Needed	Department of Community Development staff time to review existing subrecipient projects and identify opportunities to streamline administrative requirements
Timeframe	1-3 years

II. **Increase Technical Assistance to Subrecipients**

The technical knowledge and capabilities of subrecipients vary, by increasing technical offerings, the City and Department of Community Development will ensure that projects have a greater impact in the communities served.

Funding Sources	Community Development Block Grant, HOME, HOPWA, ESG
Partners	Technical Assistance Providers
Resources Needed	Time from staff to develop a TA plan for subrecipients and identify Department of Community Development staff resources to provide technical assistance
Timeframe	1-3 years

III. **Formalize Monitoring and Compliance Protocols**

Though existing protocols are present, such protocols require updating or formal adoption by the Department in order to be uniformly applied across projects.

Funding Sources	Community Development Block Grant, HOME, HOPWA, ESG
Partners	Technical Assistance Providers
Resources Needed	Department of Community Development staff time to develop Monitoring and Compliance protocols
Timeframe	1-3 years

SECURE ADDITIONAL SOURCES OF FUNDING FOR HOUSING AND COMMUNITY DEVELOPMENT

Federal resources provide significant investment in local communities; however, the evolving need continues to be complex and greater than existing resources.

1. Identify Opportunities to Leverage Local Non-Traditional Funding

I. **Cultivate Strategic Partnerships with Anchor Institutions to Expand Workforce Housing Pilot Projects**

Potential discussions with anchor institutions, such as UAB and the Community Foundation of Greater Birmingham, should actively include the work of the Department of Community Development and the potential to expand workforce housing in the area. By regularly convening anchor institutions, the City can assess potential interest in incentivizing housing for workers in the area and to pilot funding programs to support such efforts.

Funding Sources	Community Development Block Grant, HOME, HOPWA, ESG
Partners	Public Health Organizations, Universities, Foundations, and Neighborhood Organizations
Resources Needed	Department of Community Development staff lead to identified partnership opportunities with City and external stakeholders. Staff time to provide logistical support for regular meetings.
Timeframe	1-5 years

II. **Support CRA Investments for Community Development**

By working with local lending institutions and Community Develop Financial Institutions, such as NRS Community Development Federal Credit Union, the City and Department of

Community Development can identify and support community investments using funds already earmarked for local community investment through the federal Community Development Act.

Funding Sources	Community Reinvestment Act (CRA)
Partners	National banks and federal savings associations
Resources Needed	Department of Community Development staff time to identify potential CRA partners within the City and time for outreach to CRA partners.
Timeframe	1-5 years

2. Explore and Create New Funding Sources

I. **Study the fiscal possibilities to create a local housing trust, municipal housing bond, or other city-based funding mechanisms that will allow the City to expand its scope of work and programming to finance the production of affordable housing in the area.**

Current funding for housing programs relies predominantly on federal funding, which often comes with limited scopes or other limitations. By design, these potential local funding sources will not be limited by federal guidelines, thus allowing the City greater flexibility to target places, populations, or projects that may have an impact on specific types of families and residents of the area.

Funding Sources	General funds, Neighborhood Revitalization funds, Housing Bond funds
Partners	Mayor's Office, City Council, and Stakeholders
Resources Needed	Department of Community Development staff time to coordinate with City stakeholders on a preferred approach for seeking additional local funding sources. Resources to conduct a study on potential funding sources.
Timeframe	1-5 years

II. **Create an inter-departmental committee to explore inclusionary housing incentives, such as density bonuses, Community Development Agreements, zoning, or parking waivers.**

Most housing solutions require comprehensive and innovative approaches to incentivize progress and change. The creation of this committee will allow the City to assess its current

City of Birmingham

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and potential arsenal of incentives to create more inclusionary housing practices in the area.

Funding Sources	General funds
Partners	Mayor's Office, City Council, Planning Department and Stakeholders
Resources Needed	Time for Department of Community Development staff to participate in or lead the inter-departmental committee. Additional time required to implement inter-departmental recommendations.
Timeframe	1-5 years

PROMOTE INCLUSIVE AND EQUITABLE COMMUNITY PARTICIPATION

Inclusive and equitable community input is critical in meeting the housing needs of residents.

1. Create a housing steering committee to advise the City

I. **Coordinate the creation of a housing steering committee comprised of public entities, private stakeholders, neighborhood organizations, and community members to meet and discuss housing policies and priorities on a monthly basis.**

Current engagement efforts are often led by neighborhood organizations, the creation of a new steering committee will serve as a conduit between neighborhood organizations and the City to provide meaningful input into Citywide housing policies and priorities.

Funding Sources	General funds
Partners	City staff, Office of Equity and Social Justice, and neighborhood organizations
Resources Needed	Department of Community Development staff time to create and participate in committee
Timeframe	1-3 years

2. Encourage Comprehensive Legislative Participation and Action

I. **Work with Birmingham and Jefferson County Delegation and stakeholders to enact legislation that is pro-neighborhood revitalization.**

Comprehensive advocacy efforts include:

- **Expedited Foreclosure Process** for condemned, abandoned, and substandard structures to enable early intervention for distressed properties.
- **Establish Rental Property Registry** and annual inspections of rental housing units to ensure the quality, safety, livability, and affordability of the City's rental housing stock.
- **Establish Vacant Property Registry** to allow City to work with property owners to help mitigate blight and blighting influences and make informed decisions about market conditions and investment opportunities in the neighborhoods.
- **Revise Property Eligibility** for Land Bank Authority to reduce title clearing hurdles from 6 years to 3 years.

Funding Sources	General funds
Partners	Mayor's Office, City Council, and Stakeholders
Resources Needed	Develop a comprehensive policy proposal to streamline revitalization efforts. Staff time from Department of Community Development and other key City departments to develop proposals and time to work with Jefferson County to formalize recommendations.
Timeframe	1-3 years

STAFFING SCENARIOS

The following staffing scenarios were developed to provide the Department of Community Development with recommendations to streamline department operations and enhance outcomes. Staffing Scenario One is based on the current resources of the Department and provides recommendations to re-organize departmental structure in the short-term, while maintaining the current staffing levels and improving service to the community. Staffing Scenario Two looks to the future of the Department, reflecting a greater emphasis on strategies to increase funding, collaborate with the community and across other City departments. The second staffing scenario builds off the first, adding another layer of capacity to further the work of the Department and implement key programs and recommendations included in this plan.

STAFFING SCENARIO ONE: CURRENT ACTIVITIES

The following staffing scenario is based on current 2020 allocations for the Department for the CDBG, ESG, HOME, and HOPWA programs, the current number of subrecipient projects, interviews with key staff, results of program evaluation, and an analysis of the City's housing market and a review of its community development activities. This scenario uses the

Department's 2020 structure, staffing levels, staffing roles, performance, and overall organization as the foundation for recommendations including enhanced technical assistance and staffing.

SUBRECIPIENT PROJECT OVERSIGHT

The Department currently operates five divisions: Community Resource Services, Public Services, Accounting Administration, Land Bank, and Housing. Under the current staffing structure of the Department, the Public Services Division has nine full-time staff positions and a Deputy Director of Programs, while the Housing Division has thirteen staff positions and a Deputy Director of Housing. These divisions oversee subrecipient projects funded by the CDBG, HOME, ESG and HOPWA programs. Under the current structure, each Department staff person responsible for overseeing these projects manages an average of ten subrecipient projects and an average of $1,060,210 in project funding annually.

Figure 33: Current Responsibilities Per Staff Member

10

Average Projects Per Staff Member

$1,060,210

Average Annual Project Funding Per Staff Member

Based on subrecipient performance as reflected by the PY 2018 CAPER, the results of subrecipient monitoring reports, and key stakeholder interviews, Department staffing for the CDBG, ESG, HOME, and HOPWA programs is generally adequate to support the Department's current activities and level of project performance. However, based on feedback from key stakeholders and subrecipient performance, support needs remain for additional staffing capacity to provide expanded technical assistance, greater internal and external capacity-building, and more hands-on monitoring of new and existing subrecipient projects to improve performance results, including increasing the number of units created and assisted, the number of households and persons assisted, and the overall benefit to low- and moderate-income persons throughout the City of Birmingham.

HOUSING DIVISION

The Housing Division of the Department has twelve full-time staff positions and a Deputy Director of Housing. The Housing Division manages CDBG rehabilitation projects and the HOME Program. The division also collaborates with the Land Bank Division to orchestrate affordable and market-rate infill housing development.

Based on past performance, as reflected by the PY 2018 CAPER and the results of subrecipient monitoring reports, there are indications, as described in the Program Evaluation, that additional support for oversight of CDBG rehabilitation projects and HOME Program activities may be key to advancing the Department's housing and community development goals and priorities.

CDBG-funded rehabilitation projects are currently a central component of meeting the City's housing-related needs; monitoring of subrecipients indicates that some projects may benefit from additional technical assistance and capacity-building efforts to improve program outcomes related to rehabilitation project completion timelines and the number of households served. Stakeholder interviews and program outcomes similarly indicate that smaller development projects and CHDO activities funded by the City's HOME program face particular challenges related to funding, developer capacity, and overall project impact.

LAND BANK DIVISION

The Land Bank Division works with the Birmingham Land Bank Authority, which is overseen and governed by a seven-member Board of Directors who are chosen by City Council and the Mayor's Office. The Land Bank Authority provides opportunities for housing rehabilitation and removal of dilapidated housing, purchasing of vacant lots by neighboring homeowners. The aim of such activities is to improve property values, while reducing blight, encouraging community pride, and expanding responsible property ownership.

The Department's Land Bank Division currently employs six full-time staff positions, with one of those positions presently vacant. To build additional capacity and access additional resources that may be available independently to the Land Bank Authority, formally removing the Land Bank Division from the Department's umbrella to be administered externally by an Executive Director and Deputy Director may represent an opportunity to more effectively expand the Land Bank Authority's activities and leverage assets to advance the City's efforts to diversify its housing stock, leverage catalytic projects for new affordable housing production, and support infill development near major investments and transformative projects.

CARES ACT

The City has been allocated a total of $9,644,503 in CARES Act funding for its CDBG, ESG, and HOPWA Programs as of June 9, 2020. CARES Act funding is intended for grants to prevent, prepare for, and respond to coronavirus. If the City opts to expand existing projects to administer this funding, the eight Department staff currently assigned to oversee subrecipient projects will each oversee an average of $1,205,562 in additional program funding. As this funding includes requirements that are unique to CARES Act allocations, the need for additional staff and subrecipient training, as well as increased technical assistance and monitoring of subrecipient projects, is advisable in order to maintain compliance and ensure adequate project performance. The staffing scenario assumes that CARES Act funding is likely to be directed towards expanding existing subrecipient projects, rather than creating new projects or creating projects that will be run in-house by the Department. Increased staff capacity within the Department, however, may be required in order to ensure effective administration and subrecipient oversight of $9,644,503 in CDBG, ESG, and HOPWA CARES Act funding. This may be accomplished through the addition of a Senior Grants Management Coordinator position to the Housing Division, as well as through realignment of the Public Service Division's Training Coordinator position to formally serve the needs of both the Housing and Public Services Divisions.

ADMINISTRATION AND ACCOUNTING

In order to create synergy across each of the divisions and to streamline operations, the staffing scenario recommends consolidating and coordinating administrative and accounting staff into one team that serves all of the divisions. Under the current organization of the Department, there are select administrative and accounting staff roles that have duties across the Department's divisions and some roles that are specifically assigned to a particular division. Consolidating and coordinating these roles into a central Administration and Accounting Division has the potential to allow more flexibility across divisions while improving department-wide coordination between divisions while still maintaining a level of specialization across team members.

SUMMARY OF RECOMMENDATIONS

In order to achieve the above objectives, advance the City's overall housing and community development goals and priorities, and support activities identified in the Housing Plan, the Department may wish to consider the following organizational recommendations:

A. **Land Bank Division Realignment**: Consider formal realignment of the Land Bank Division to an independent entity outside the umbrella of the Department to be administered by an Executive Director and Deputy Director to best leverage the assets of each entity, enhance coordination, and advance the City's efforts to diversify its housing stock, leverage catalytic projects for new affordable housing, and support infill development near major investments and transformative projects.

B. **Staffing Realignment and Enhancement:** Consider supplementing existing staff roles with realigned and additional staffing to maximize program and project performance and to provide additional capacity to meet the City's strategic goals and objectives. The organizational chart included in Figure 35 below takes the Department's current general structure into consideration, while identifying ways to enhance the structure, support the Housing Plan recommendations contained herein, and it outlines potential areas for staffing enhancement as described below. The recommended staffing changes outlined below are ranked in order of relative priority based upon the Department's current activities, the immediate opportunity to reclassify or realign presently vacant staff positions, as well as the Department's near-term staffing and program demands which indicate the need for increased senior-level staffing across divisions.

1. **Grants Administrator:** To enhance the activities of the Housing Division, consider realigning the currently vacant Grants Administrator role to directly serve the Housing Division and serve under the Deputy Director of Housing.

2. **Senior Administrative Analyst:** Consider reclassifying the vacant Administrative Analyst position to a Senior Administrative Analyst within the Housing Division to support division leadership in implementing, coordinating, and overseeing housing programs and projects, with an emphasis on the HOME Program.

3. **Training Coordinator:** Consider realigning the current Training Coordinator position to focus on supporting both the Public Services and Housing Divisions in order to provide assistance across all entitlement programs, including expanded training, technical assistance, and capacity-building for CDBG and HOME funded activities and projects. This may also free up existing staff capacity to advance formal monitoring protocols for the subrecipient projects they oversee and employ a more intensive focus on performance improvement.

4. **Senior Planner:** Based on key stakeholder feedback, consider the addition of a Senior Planner within the Housing Division to support division leadership in advancing the City's efforts to diversify its housing stock, leverage catalytic projects for new affordable housing production, and support infill development near major investments and transformative projects.

5. **Senior Grants Management Coordinator:** Consider the addition of a Senior Grants Management Coordinator within the Housing Division to oversee CDBG and HOME activities, support increased technical assistance to subrecipient projects, and advance formal subrecipient monitoring protocols. The realigned Training Coordinator role and the new Senior Grants Management Coordinator role may also be leveraged to deliver enhanced training for staff and subrecipients on CARES Act funding requirements to help ensure compliance and adequate project performance for projects specifically funded through new CARES Act allocations.

6. **Housing Rehabilitation Specialists:** Consider reclassifying one Housing Rehabilitation Specialist (HRS) position within the Housing Division to a Senior Housing Rehabilitation Specialist role and reclassifying the current Community Resource Representative position to an HRS position based on current actual duties, responsibilities, and division needs.

7. **Public Services Division Staffing:** Consider realigning two current Senior Community Resource Representative (CRR) roles in the Public Services Division to a Senior Grants Management Coordinator position and a junior Grants Management Coordinator position to enhance subrecipient management and monitoring and to maximize project performance. This realignment will more accurately reflect the roles and duties of the current positions and addresses needs identified across divisions indicating the demand for increased senior-level staffing.

8. **Community Resources Division Staffing:** Consider realigning one CRR role to a Senior CRR role in the Community Resources Division to increase capacity and leadership in the Department of Community Development. This realignment addresses needs identified across divisions indicating the demand for increased senior-level staffing.

C. **Administration and Accounting Reorganization:** Consider functional reorganization of administration and accounting roles to a central Administration and Accounting

Division as reflected in the staffing scenario organizational chart to streamline operations. This reflects the realignment of four administrative and accounting roles that are currently assigned to specific divisions outside of the existing Accounting Division. The proposed restructure would realign a total of twelve administrative and accounting staff roles, as well as the Training Coordinator position, into a consolidated Administration and Accounting Division of thirteen staff.

D. **Subrecipient Project Monitoring:** Consider redistributing staff responsibility for subrecipient project oversight to separate day-to-day oversight and technical assistance responsibilities from annual project monitoring activities. Cross-project monitoring more fully leverages the expertise of all department staff across projects, improves monitoring protocols, and may maximize project performance and outcomes. This approach to project monitoring offers the department the opportunity to provide projects with more thorough monitoring, informing the assessment and provision of technical assistance to its subrecipient projects.

E. **CARES Act:** Leverage the realigned Training Coordinator role and the new Senior Grants Management Coordinator role within the Housing Division to deliver enhanced training for staff and subrecipients on CARES Act funding requirements to ensure compliance and adequate project performance. The Training Coordinator, working in conjunction with Public Services Division staff and the new Senior Grants Management Coordinator, may assist staff overseeing subrecipient projects in delivering increased technical assistance and monitoring of projects that take account of the unique requirements, flexibilities, and eligible activities under the CARES Act.

Figure 34: Department of Community Development Organizational Chart Staffing Scenario One

Summary:

Staffing Scenario One uses the department's 2020 structure, staffing levels, roles, and overall organization as the foundation for recommendations aimed at creating synergy, streamlining operations, enhancing technical assistance, and improving program performance.

Director

Deputy Director Community Resource

Deputy Director Programs

Deputy Director Housing

Administration and Accounting Division

- (1) Admin Supervisor
- (2) Admin Clerk
- (1) Admin Assistant
- (1) Admin Assistant II

- (1) Training & Org. Dev. Coordinator

- (2) Principal Accountant
- (1) Principal Auditor
- (3) Accountant
- (1) Admin Analyst

Community Resource Services Division

Public Services Division

Housing Division

Grants Administrator

- (2) Senior CRR
- (5) CRR

- (2) Senior GMC
- (4) GMC
- (1) Senior Admin Analyst

- (1) Senior GMC
- (1) GMC
- (3) Senior HRS
- (3) HRS
- (1) Senior Planner
- (1) Senior Admin Analyst
- (1) Admin Analyst

Figure 36: Land Bank Authority Organizational Chart
Staffing Scenario One
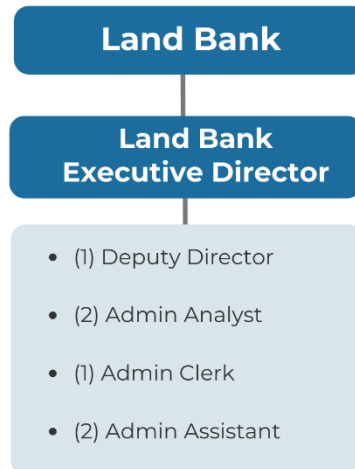
STAFFING SCENARIO TWO: STRATEGIC PLANNING

Staffing Scenario One focuses on advancing the City's housing and community development goals and priorities through the realignment of existing divisions and positions of the Department of Community Development at the current staffing and federal funding levels. Meanwhile, Staffing Scenario Two builds upon those staffing recommendations, while also establishing long-term department capacity to support the Department in its pursuit of key housing development activities, as well as recommendations included in the Housing Plan.

From an organizational perspective, this scenario incorporates the realignment of the Department's staffing and divisions described in Scenario One and identifies additional changes to the department's structure, staffing levels, and staffing roles through the creation of a Housing Innovation Team to address the City's long-term housing and community development needs. The Department has identified the following city-wide Housing Plan recommendations as key to advancing the City's overall housing and community development goals and priorities:

STRATEGIC NEIGHBORHOOD-SCALE INTERVENTIONS

Birmingham's neighborhoods experience challenges and opportunities at different scales.

DIVERSIFY THE CITY'S HOUSING STOCK

A diverse housing stock has the potential to provide existing residents with high quality and equitable housing and attract new residents.

USE EXISTING RESOURCES EFFECTIVELY AND EFFICIENTLY

Opportunities to improve program delivery and improve program outcomes.

SECURE ADDITIONAL SOURCES OF FUNDING FOR HOUSING AND COMMUNITY DEVELOPMENT

Federal resources provide significant investment in local communities, however, the evolving need continues to be complex and greater than existing resources.

PROMOTE INCLUSIVE AND EQUITABLE COMMUNITY PARTICIPATION

Inclusive and equitable community input is critical in meeting the housing needs of residents.

The staffing and Housing Innovation Team recommendations included here, while focused on these five objectives, address overall departmental capacity and impact a variety of the City's housing and community development needs.

HOUSING INNOVATION TEAM

The creation of a Housing Innovation Team within the Housing Division will support the Department in successfully pursuing the objectives outlined above, as well as advancing the City's housing and community development priorities. Responsible for crafting and advancing city-wide initiatives, the Housing Innovation Team would occupy a strategic planning role within the City. The Housing Innovation Team would be tasked with the responsibility of pursuing alternative sources of funding, including a housing trust fund, to expand the City's housing development activities, coordinate vacant land management activities with the Land Bank Authority, and providing high-quality technical assistance to housing developers and the public. The Housing Innovation Team would lead the development and coordination of a Community Development Committee to coordinate goals and identify strategies within the City and also a Housing Steering Committee to provide meaningful input into housing policy and strategy.

1. **Expansion of Funding**

The Housing Innovation Team will occupy a central citywide role in pursuing expanded funding for housing development, including a housing trust fund. Housing trust funds are a tool used by state and local governments to allocate dedicated funds to the development of affordable housing and community development efforts to meet the needs of the City's residents. The team will be tasked with coordinating efforts across City departments and the community as a whole to gain support and resources for key funding and policy initiatives to support community development efforts, including affordable housing development.

2. **Strategic Coordination of Vacant Land Management**
The Housing Innovation Team would take the lead on strategic coordination of vacant land management, including through close collaboration with the City's Land Bank Authority. Through this collaboration, the team would focus on innovative land management practices

to establish green infrastructure pilot programs and explore a Clean and Green program that engages community groups to maintain vacant lots and build community capacity. The team would also be responsible for advancing activities to incentivize infill development in growing and transitional neighborhoods, including:

- Identification of vacant or underutilized parcels in areas of growth and investment in affordable housing units in high-demand areas.
- Working with Birmingham City Schools to identify and redevelop vacant school sites that are suitable for infill development, including mixed-use developments, multi-family, and single-family housing units.
- Closely coordinating with the Land Bank Authority to strategically invest in vacant land by identifying opportunities for infill development and lot stabilization

3. **High-Quality Technical Assistance**

   To help increase and support the efficacy of strategic partnerships, the Housing Innovation Team will coordinate and provide high-quality technical assistance for non-profit organizations and housing developers to support the development of Low Income Housing Tax Credit (LIHTC) and similar mixed-income projects. The team will work with organizations interested in becoming CHDOs to become certified and provide technical assistance to interested organizations. Staff on the Housing Innovation Team will also coordinate training and technical assistance across the Department's divisions and subrecipient projects.

4. **Strategic Policy Advocacy**

   The Housing Innovation Team would be tasked with developing and leading efforts around strategic policy advocacy, efforts to diversify funding sources for affordable housing, and advancing legislation that is pro-neighborhood revitalization, including:

- An expedited foreclosure process for condemned, abandoned, and substandard structures to enable early intervention for distressed properties.
- Establishment of a Rental Property Registry and annual inspections of rental housing units to ensure the quality, safety, livability, and affordability of the City's rental housing stock.
- Establishment of a Vacant Property Registry will allow City to work with property owners to help mitigate blight and blighting influences and make informed decisions about market conditions and investment opportunities in the neighborhoods.
- Reducing Property Eligibility for Land Bank participation to help reduce the title process from 6 years to 3 years.

HOUSING INNOVATION TEAM STAFFING

The Housing Innovation Team would add three full-time, senior staff positions to the Department's Housing Division, including a Senior Community Development Strategist, a Senior Strategy and Policy Analyst, and a Training and Organizational Development Coordinator.

Creation of the team would also include reclassification of the Department's current Training and Organizational Development Coordinator to a senior role housed within the Housing Innovation Team which would oversee the newly created junior staff position and be tasked with coordinating training and technical assistance across the Department. These four full-time staff would act in a leadership capacity within the Housing Division and across the Department, working closely with the division's Deputy Director and Grants Administrator. Recommendations and additional detail regarding these proposed positions are summarized below.

SUMMARY OF RECOMMENDATIONS

In order to achieve the above objectives, advance the City's overall housing and community development goals and priorities, and support activities identified in the Housing Plan, the Department may wish to consider the following organizational recommendations:

A. **Establish a Housing Innovation Team within the Department's Housing Division:** Consider creating a Housing Innovation Team within the Housing Division which would occupy a strategic planning leadership role in the City and be tasked with responsibility for crafting and advancing citywide initiatives, housing policy, and leading collaborative efforts across the City and in the community.

B. **Staffing Enhancement:** Consider supplementing staff roles outlined in Staffing Scenario One with additional staffing to build organizational capacity to meet the City's strategic goals and objectives. The organizational chart below illustrates potential areas for staffing enhancement to create a Housing Innovation Team and increase support for the Department's activities as outlined here.

- **Senior Community Development Strategist:** The Senior Community Development Strategist would occupy a senior leadership and planning role with responsibility for crafting and advancing strategic city-wide initiatives, coordinating housing development activities, leading the Community Development Committee and the Housing Steering Committee, and facilitating high-level community relations related to housing development in the City. Recruitment for this role would focus on senior leaders with community planning and multifamily development experience. This position would coordinate closely with leaders across City departments and the Land Bank Authority to advance innovations in housing development.

- **Senior Strategy and Policy Analyst:** The Senior Strategy and Policy Analyst would occupy a senior leadership role providing policy and regulatory support to the Senior Community Development Strategist, the Department, and the Community Development and Housing Steering Committees. Recruitment for this role would focus on senior leaders with policy, regulatory, and/or compliance background focused on multifamily housing development. This position would coordinate closely with the Land Bank Authority to advance innovations in vacant land management and housing development.

- **Training and Organizational Development Coordinator:** The Training and Organizational Development Coordinator would report to and support the department's Senior Training and Organizational Development Coordinator. Together, the junior and senior coordinators would work with the housing Innovation Team to strategically plan for, coordinate, and deliver high-quality technical assistance to non-profit organizations and housing developers. Recruitment for this role would focus on those with a background in non-profit and affordable multifamily development and/or experience engaging with development in a government- or community-based perspective.

C. **Staffing Realignment:** Consider reclassifying and realigning the current Training and Organizational Development Coordinator role to a senior role housed within the Housing Innovation Team. This role would oversee the newly created junior staff position and be tasked with coordinating training and technical assistance across the department, while taking a strategic leadership role within the Housing Innovation Team.

Figure 37: Department of Community Development Organizational Chart Staffing Scenario Two

Summary:

Staffing Scenario Two builds upon the recommendations included in Scenario One, while also establishing long-term department capacity to support the current and future pursuit of key housing development activities and Housing Plan recommendations.

Director

Deputy Director Community Resource

Deputy Director Programs

Deputy Director Housing

Administration and Accounting Division

- (1) Admin Supervisor
- (2) Admin Clerk
- (1) Admin Assistant
- (1) Admin Assistant II

- (2) Principal Accountant
- (1) Principal Auditor
- (3) Accountant
- (1) Admin Analyst

Community Resource Services Division

Public Services Division

Housing Division

- (2) Senior CRR
- (5) CRR

- (2) Senior GMC
- (4) GMC
- (1) Senior Admin Analyst

Grants Administrator

Housing Innovation Team

- (1) Senior GMC
- (1) GMC
- (3) Senior HRS
- (3) HRS
- (1) Senior Planner
- (1) Senior Admin Analyst
- (1) Admin Analyst

- (1) Sr. Community Development Strategist
- (1) Sr. Strategy & Policy Analyst
- (1) Sr. Training & Organizational Development Coordinator
- (1) Training & Development Coordinator

Figure 38: Land Bank Authority Organizational Chart
Staffing Scenario Two

```
┌─────────────────────────┐
│        Land Bank        │
└─────────────────────────┘
              │
┌─────────────────────────┐
│       Land Bank         │
│   Executive Director    │
└─────────────────────────┘
              │
  • (1) Deputy Director

  • (2) Admin Analyst

  • (1) Admin Clerk

  • (2) Admin Assistant
```

SUMMARY OF RECOMMENDATIONS AND RESOURCES

The table below provides a summary of suggested changes from the Department's current organizational structure to the staffing and structure suggested in Staffing Scenario One and Staffing Scenario Two.

Summary of Change	Staffing Scenario One	Staffing Scenario Two
Staffing Impact to Executive Team	No	No
Positions Realigned or Reclassified	9	9
Positions Added	0	3
Vacant Positions Removed	2	2
Total Positions	49*	52*
Divisions Impacted	All	All**
Annual Estimate for Cost of Increased Staffing	Not Applicable	$208,665 - $323,669***
Estimated Timeline: Division Realignment Position Reclassification Addition of Positions	2021 2022 Not Applicable	2021 2022 2023

*Total includes the current staffing level of the Land Bank.

**Scenario includes additional focus on the Housing Division.

***Assumes three positions are hired at Grade 32 of the 2020 City Salary Schedule.

As represented in the table above, the creation of a Housing Innovation Team as proposed under Staffing Scenario Two will require an estimated $208,665 to $323,669 annually in additional funding resources. This estimate assumes that three senior leadership positions are hired at Grade 32 of the City of Birmingham's 2020 Salary Schedule. An assessment of local funding sources, both public and private, should be conducted to determine local funding resources available within the City to support the Housing Innovation Team.

In many cities, strategic public-private partnerships have been forged to creatively address local housing issues supported by a combination of public, private, corporate, and philanthropic funding. Cities such as Boston, MA and Mobile, AL received support through Bloomberg Philanthropies. Bloomberg's Innovation teams (i-teams) were established in cities across the globe to come up with creative solutions to big problems. In Boston, the i-team (named the Housing Innovation Lab) focused on keeping housing affordable as the population continues to grow, putting a strain on housing options in the City. Innovation teams worked closely with mayors and City departments to address pressing issues in the community. The team was tasked with finding ways to lower the cost to build, buy, and own middle-income housing in Boston. With a focus on community engagement, the i-team gathered ideas from residents, housing advocates, and policy experts and tested solutions to increase density in Boston.[32]

Meanwhile, Mobile's i-team was established to find creative solutions to address blight in Mobile, resulting in a blight inventory methodology that was then expanded and refined by the Neighborhood Development department's Code Enforcement team. The i-team continues to work on projects impacting Mobile and the Gulf Coast, including the COVID-19 response, informing executive performance analytics, providing constituency services, and identifying opportunities to make Mobile more competitive.[33] For additional information on innovation teams, Bloomberg Philanthropies has published a City Hall Innovation Team Playbook.

Longer-term local funding, such as through local bond measures, should also be explored for feasibility as a mechanism to support the City's strategic approach to meeting its housing priorities.

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[32] Bloomberg Philanthropies. 2020. Boston i-team Case Study. Available: https://www.bloomberg.org/program/government-innovation/innovation-teams/#get-involved

[33] i-team Mobile. 2020. i-team Mobile Projects. Available: https://www.iteammobile.org/projects

APPENDIX A: METHODOLOGY

The market analysis examines nine variables to further understand neighborhood-level markets and establish investment strategies for the Department of Community Development. Each variable examines a key indicator in the health of the local market. The indicators are broken down into two categories; change over time and static indicators.

Changes in population, median household income, median home value, and median gross rent all provide insights into local market demand and dynamics. Each indicator was broken down into three categories; decrease, stable, or increase based on Birmingham market dynamics. Each indicator was then assigned a value based on the type of indicator and local trends. The following provides a summary of each indicator and the corresponding trend for Birmingham.

Classification	Population Change 2010 – 2017	Median Household Income Change 2010 – 2017	Median Owner Occupied Home Value Change 2010 – 2017	Median Gross Rent Change 2010 - 2017
Decrease	Less than 0%	Less than 0%	Less than 0%	Less than 0%
Stable	0% to 2%	0% to 10%	0% to 10%	0% to 10%
Increase	Greater than 2%	Greater than 10%	Greater than 10%	Greater than10%
Birmingham Change 2010 – 2017	-1.9%	6.1%	1.3%	12.7%

The static indicators include the age of the housing stock in 2017 broken down by era, the average land value per square foot according to 2018 data from the Jefferson County Tax Assessors Office, and the number of condemned properties by neighborhood as provided by the City of Birmingham. Again, each indicator was broken down into three categories; decrease, stable, or increase and assigned a value for each category. The age of the housing stock is defined by the percentage of housing from each era in a neighborhood. Such an epochal look provides insights into the type and quality of the housing stock based on the age of the structure and design and construction features popular at the time. Average land value provides an additional layer to the market analysis, by including a market indicator that captures the value of all parcels, including vacant land. The final indicator, condemned properties, provides insight into the prevalence of blighted properties in each neighborhood.

Classification	Percent of Housing Built Before 1980	Percent of Housing Built 1980 – 1999	Percent of Housing Built 2000 and After	Average Land Value Per Square Foot	Condemned Properties
Decrease	Greater than 70%	0% to 20%	0% to 10%	$0 to $5	0 to 5
Stable	Less than 40%	20% to 30%	10% to 20%	$5 to $10	5 to 10
Increase	40% to 70%	Greater than 30%	Greater than 20%	Greater than $10	Greater than 10
Birmingham	74.6%	15.7%	9.8%	N/A	N/A

In addition to the indicators above, additional neighborhood characteristics were used to refine the analysis and establish recommendations, including major developments, local amenities such as parks, libraries, and grocery stores.

The table below provides the final data classifications for all 99 neighborhoods. The classifications show when indicators are Decreasing (D), Stable (S), or Increasing (I) based on the methodology and range established for each indicator. The table below highlights these indicators with different colors, for example with purple for Decreasing (D), blue for Stable (S), and green for Increasing (I). To arrive at a typology for each neighborhood, the overall number of Decreasing, Stable, or Increasing indicators are calculated to create a composite raw score. For example, a Stable indicator equals 1, while an Increasing indicator equals 2, and finally a Declining indicator is -1.5. Once the composite score is calculated, preliminary thresholds establish the initial typology for each neighborhood. These typologies included Growth, Transitional, and Vulnerable. Such classification balances population and economic growth with market potential while also reflecting the physical conditions of the housing stock in each neighborhood. Neighborhoods that border on two typologies are reviewed based on qualitative data to ensure they fall in the correct typology. Examples of such review included the neighborhoods of Apple Valley, Crestwood North, Crestwood South, Dolomite, East Avondale, Forest Park-South Avondale, Garden Highlands, Mason City, Sherman Heights, and West Goldwire.Other qualitative factors not included in the data categories, such as neighborhood characteristics and local amenities, were also evaluated as potential elements in the final thresholds for each classification.

The typologies are only as good as the data input into the model. Using Census data, there are margins of error in the data that may mask or not fully represent conditions within the boundary of different neighborhoods. Data alone does not tell the full history for neighborhoods, and the methodology must include qualitative analysis and input when using data-based models. Despite these caveats, the Neighborhood Typologies can serve as a snapshot of neighborhood conditions and assist the City with its decision-making to address housing and community development needs across the 99 neighborhoods.

Neighborhood	Population Change (2010 to 2017)	Income Change (2010 to 2017)	Median Home Value Change (2010 to 2017)	Median Gross Rent Change (2010 to 2017)	2017 Built Before 1980	2017 Built 1980-1999	2017 Built After 2000	2018 Average Value Per Square Foot	Number of Condemned Properties
Acipco-Finley	D	D	S	S	D	D	D	D	D
Airport Highlands	D	D	S	I	D	S	D	D	D
Apple Valley	I	D	D	D	I	S	S	S	D
Arlington - West End	D	I	I	S	D	D	D	S	S
Belview Heights	D	D	S	I	D	D	D	S	D
Bridlewood	D	D	D	I	I	S	D	S	D
Brown Springs	I	D	D	I	D	D	D	S	D
Brownsville Heights	D	D	S	I	D	D	D	D	D
Brummitt Heights	D	S	I	I	D	D	D	D	D
Bush Hills	I	S	S	S	D	D	S	S	D
Central City	D	I	I	I	I	D	I	I	D
Central Park	D	S	S	I	D	D	D	S	S
Central Pratt	D	D	S	I	D	D	D	D	D
College Hills	D	D	D	S	D	D	D	S	D
Collegeville	D	D	S	D	D	D	D	D	D
Crestline	I	D	S	I	D	D	D	I	D
Crestwood North	I	S	S	S	D	D	D	I	D
Crestwood South	I	D	S	I	D	D	D	I	D
Dolomite	S	S	S	I	I	I	S	D	D
Druid Hills	D	I	S	I	D	D	S	S	S
East Avondale	I	I	I	I	D	D	D	I	D

Neighborhood	Population Change (2010 to 2017)	Income Change (2010 to 2017)	Median Home Value Change (2010 to 2017)	Median Gross Rent Change (2010 to 2017)	2017 Built Before 1980	2017 Built 1980-1999	2017 Built After 2000	2018 Average Value Per Square Foot	Number of Condemned Properties
East Birmingham	D	I	S	D	D	D	D	D	D
East Brownville	S	S	S	D	D	D	D	D	S
East Lake	D	D	D	I	D	D	D	S	S
East Thomas	D	D	S	I	D	D	D	S	D
Eastwood	I	D	D	S	D	D	D	I	D
Echo Highlands	D	D	D	I	I	S	D	S	D
Enon Ridge	D	S	S	I	D	D	D	D	D
Ensley	D	I	S	I	D	D	D	S	I
Ensley Highlands	I	I	S	I	D	D	S	S	D
Evergreen	D	S	S	I	D	D	D	D	S
Fairmont	I	D	S	D	D	D	S	D	D
Fairview	D	D	S	S	D	D	D	S	D
Five Points South	I	S	S	I	I	D	S	I	D
Forest Park-South Avondale	I	I	I	S	D	D	D	I	D
Fountain Heights	D	S	D	I	D	D	S	I	S
Garden Highlands	I	I	D	S	I	D	I	D	D
Gate City	D	D	D	I	D	D	D	D	D
Germania Park	D	I	S	S	D	D	D	S	D
Glen Iris	I	S	S	I	I	S	S	I	D
Grasselli Heights	D	S	D	I	D	D	D	D	D
Graymont	D	D	S	S	D	D	D	S	D

Neighborhood	Population Change (2010 to 2017)	Income Change (2010 to 2017)	Median Home Value Change (2010 to 2017)	Median Gross Rent Change (2010 to 2017)	2017 Built Before 1980	2017 Built 1980-1999	2017 Built After 2000	2018 Average Value Per Square Foot	Number of Condemned Properties
Green Acres	D	S	S	I	D	D	D	S	D
Harriman Park	D	S	S	D	D	D	D	D	D
Highland Park	I	I	S	I	D	D	S	I	D
Hillman	S	S	S	D	D	D	D	S	D
Hillman Park	S	S	S	D	D	D	D	D	D
Hooper City	D	S	D	I	I	S	S	D	D
Huffman	S	D	D	S	I	S	D	S	D
Industrial Center	S	S	S	D	D	D	D	D	D
Inglenook	D	S	S	D	D	D	D	S	S
Jones Valley	D	I	S	S	D	D	D	S	S
Killough Springs	D	D	D	I	I	S	D	S	D
Kingston	D	I	S	D	D	D	D	S	S
Liberty Highlands	I	D	D	I	I	I	I	D	D
Maple Grove	D	D	D	I	D	S	D	D	D
Mason City	I	S	D	I	I	D	S	S	D
North Avondale	D	I	I	D	D	D	D	S	D
North Birmingham	D	D	D	D	D	D	D	D	S
North East Lake	D	S	D	S	D	D	D	D	I
North Pratt	D	S	D	I	D	S	D	S	D
North Titusville	D	D	I	I	D	D	D	D	D
Norwood	D	I	S	D	D	D	D	S	D
Oak Ridge	D	D	S	D	D	S	D	D	D

| Neighborhood	Population Change (2010 to 2017)	Income Change (2010 to 2017)	Median Home Value Change (2010 to 2017)	Median Gross Rent Change (2010 to 2017)	2017 Built Before 1980	2017 Built 1980-1999	2017 Built After 2000	2018 Average Value Per Square Foot	Number of Condemned Properties
Oak Ridge Park	I	D	S	S	D	D	D	S	D
Oakwood Place	D	I	I	S	D	D	D	S	I
Overton	I	D	D	I	S	I	I	I	D
Oxmoor	I	I	S	I	I	D	S	I	D
Penfield Park	D	D	S	I	D	S	D	D	D
Pine Knoll Vista	D	D	D	I	D	S	D	S	D
Powderly	I	S	S	S	I	D	S	D	S
Redmont Park	I	I	S	I	D	D	D	I	D
Riley	D	S	D	I	D	D	D	D	S
Rising - West Princeton	D	S	S	S	D	D	D	S	S
Roebuck	S	D	D	I	D	D	D	S	D
Roebuck Springs	D	D	D	S	D	D	D	S	D
Roosevelt	I	S	D	I	D	D	D	D	S
Sandusky	D	D	D	I	D	S	D	D	D
Sherman Heights	D	S	S	I	I	S	D	D	D
Smithfield	D	S	D	I	D	D	S	S	S
Smithfield Estates	D	S	D	I	D	S	D	S	D
South East Lake	D	D	D	I	D	D	D	S	S
South Pratt	D	D	S	I	D	D	D	D	D
South Titusville	D	S	I	I	D	D	D	S	D
South Woodlawn	D	D	S	I	D	D	D	D	D
Southside	I	I	S	I	I	D	S	I	D

City of Birmingham
Housing Plan

Neighborhood	Population Change (2010 to 2017)	Income Change (2010 to 2017)	Median Home Value Change (2010 to 2017)	Median Gross Rent Change (2010 to 2017)	2017 Built Before 1980	2017 Built 1980-1999	2017 Built After 2000	2018 Average Value Per Square Foot	Number of Condemned Properties
Spring Lake	S	D	D	S	D	S	D	S	D
Sun Valley	S	D	D	S	I	S	S	S	D
Tarpley City	I	I	D	I	I	D	I	D	D
Thomas	D	D	D	S	D	D	D	D	D
Tuxedo	I	I	S	I	D	D	S	S	I
Wahouma	D	S	D	S	D	D	D	S	S
West Brownville	I	S	D	S	D	D	D	D	D
West End Manor	D	I	I	S	D	D	D	S	D
West Goldwire	I	I	D	I	I	D	I	S	D
Woodland Park	I	D	D	I	D	S	D	S	D
Woodlawn	D	I	S	S	D	D	D	S	S
Wylam	D	S	S	D	D	D	D	D	S
Zion City	D	D	S	I	D	S	D	D	D

APPENDIX B: FLOODPLAIN MAP

Birmingham Floodplain Map – Including R/ECAPs
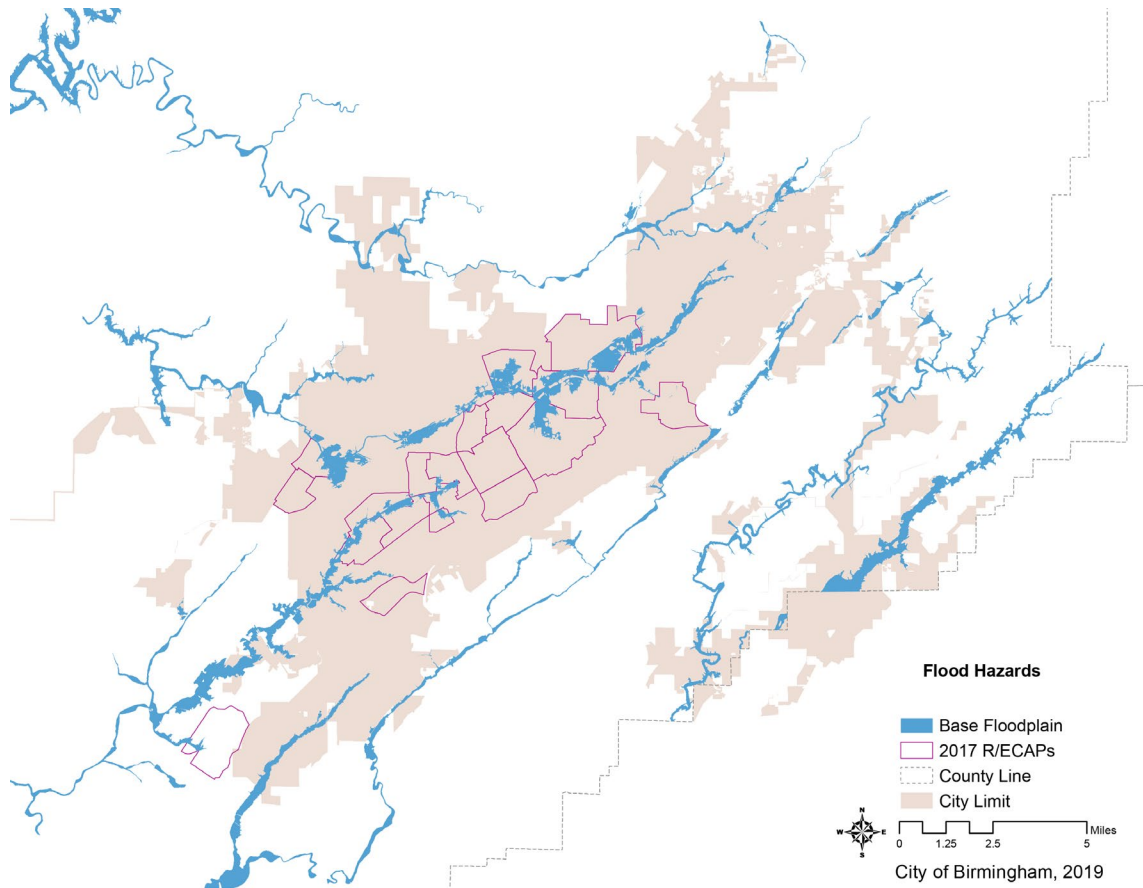
Source: HUD and City of Birmingham 2019

APPENDIX C: CASE STUDIES

Case Studies: Increasing Developer Capacity and Partnerships

Related Recommendation: Use Existing Resources Effectively and Efficiently

Many communities have identified a liaison to assist developers through the development process. A housing development liaison supports potential investors by providing assistance throughout the process from pre-development to getting the certificate of occupancy on a building. The following provides some examples of how other cities have tailored these positions to enhance the development experience.

OKLAHOMA CITY, OKLAHOMA: DEVELOPMENT CENTER LIAISON

Oklahoma City created the development center liaison position in 2018, providing residents, developers, stakeholders, and contractors with a point person to provide guidance and assistance throughout the development process. Located in the Development Services Department, the Development Center implements and maintains ordinances and policies related to land use codes and building regulations.[34] The position works on projects of varying complexity, from the installation of a fence on a residential property to the development of a hotel with a major hotel group.[35]

Though an array of factors may be at play, based on analysis conducted by the Saint Louis Federal Reserve Bank, new private 1-unit housing structures units authorized by building permits in the Oklahoma City MSA have gone up in yearly since 2018.[36] Moreover, other indicators, such as the number of submitted planning applications to the City, which include

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34 Oklahoma City's Development Center https://www.okc.gov/departments/development-services/development-center/about-us

35 Elwell, Marcus. 2019. VeloCity. Greater Oklahoma City Chamber. Available: https://www.velocityokc.com/blog/development/making-the-permitting-process-easier/

[36]Saint Louis Federal Reserve Bank, New Private Housing Units Authorized by Building Permits: 1-Unit Structures for Oklahoma City, OK (MSA) https://fred.stlouisfed.org/series/OKLA440BP1FH.

Certificates of Approval or Appropriateness, Planned Unit Developments, Special Planned Unit Developments, Rezoning, or Board of Adjustment, have also risen from 581 between January 2016 to December 2017 to over 759 from January 2018 to September 2020, thus underscoring the ongoing success of the Development Center and its staffing structure.[37]

DECATUR, ALABAMA: ECONOMIC & COMMUNITY DEVELOPMENT LIAISON

The City of Decatur's Economic & Community Development Liaison is the bridge between the City, the Decatur-Morgan County Chamber of Commerce, and organizations that seek to build the local economy and enhance the quality of life. Currently, this position is held by the Vice President of Development from the Decatur-Morgan County Chamber of Commerce, connecting knowledge and resources around regional economic development initiatives to local activities.[38]

Though an evaluation of the role of the Economic and Community Development Liaison is still ongoing, the emphasis on pairing economic and community development with clear a channel of communication and coordination with the City Council, other agencies within the City, county and state, has built a strong foundation for high-quality development opportunities in Decatur, including the 2019 announced expansion of Ascend Performance Materials in the area.[39]

LESSONS FOR BIRMINGHAM

The creation and allocation of a position specifically geared at facilitating development in Birmingham would expand the commitment to quality customer service in City Government. Given the current structure of the Department of Community Development, this role could exist under the Community Resource Services Division or within the Housing & Land Bank Division. However, this could also be an opportunity to work across departments by expanding or creating a position in the Department of Innovation and Economic Development or the Department of Planning, Engineering & Permits.

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[37] Civix's analysis of Oklahoma City's Planning Applications between January 2016 and September 2020 found on Oklahoma City's Citizen Portal https://access.okc.gov/aca/Welcome.aspx

38 City of Decatur, Alabama. 2020. Available: https://www.decaturalabamausa.com/departments/economic-community-development-director/

[39]Made in Alabama, "Ascend finalizes plans for $175 million project at Alabama plant," December, 23 2019. https://www.madeinalabama.com/2019/12/ascend-finalizes-plans-for-175-million-project-at-alabama-plant/

Case Studies:
Expanding Pool of Resources for Community Development Work

Related Recommendation: Secure Additional Sources of Funding for Housing and Community Development

The City of Birmingham's need for affordable housing exceeds the funds currently available for the preservation and construction of affordable housing. In order to maintain aging affordable housing and develop new affordable housing options, the City of Birmingham will need to identify additional resources that can be used to leverage HUD funds. Communities across the country have found success in establishing housing funds using a variety of funding mechanisms.

HOUSING TRUST FUND

Housing Trust Funds provide an ongoing source of funding to affordable housing preservation and development to state and local governments. They are established by city, county or state government to receive dedicated funding, providing flexibility to small and large communities alike. While Housing Trust Funds can receive funds from private donors, they are not considered a public/public partnership.[40]

Housing Trust Funds can be funded through several mechanisms and are most effective when there is a dedicated funding source. Examples of funding sources include: [41]

- Developer fees through inclusionary zoning and impact fees
- Property taxes
- Tax increment districts
- Hotel/motel tax and short-term rentals
- Demolition taxes
- Recordation taxes
- Real estate transfer taxes
- Land sales
- Bond revenues

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[40] Housing Trust Fund Project. 2020. Center for Community Change. Available: https://housingtrustfundproject.org/our-project/about/

[41] Housing Trust Fund Project. 2016. Opening Doors to Homes for All: The 2016 Housing Trust Fund Survey Report. Center for Community Change. Available: https://housingtrustfundproject.org/wp-content/uploads/2016/10/HTF_Survey-Report-2016-final.pdf

According to the 2016 Housing Trust Fund Survey completed by the Housing Trust Fund Project, there are more than 770 housing trust funds in the United States generating over $1 billion to support housing needs. [42] This includes statewide trust funds in 47 states, including Alabama. In 2012, the Alabama Affordable Housing Act established a statewide trust to address the housing crisis in Alabama.[43] However, funds have never been allocated to the housing trust fund. Organizations such as the Low Income Housing Coalition of Alabama (LIHCA), continue to advocate for funding through an increase of the mortgage record tax by 5 cents per $100 of indebtedness. This tax has not been changed since 1935.[44]

CITY-BASED HOUSING TRUST FUNDS

In 2016, City-based housing trust funds existed in at least 35 states, including Georgia, Louisiana, Tennessee, and Florida, and are primarily located in states that have passed enabling legislation.[45] The primary funding sources for city housing trust funds are typically developer impact fees, property tax, and general funds. In addition to affordable housing, some communities, such as those in Massachusetts, are also preserving open space and historic sites and developing recreational facilities through housing trust funds.[46]

While the fiscal landscape of local government is uncertain at the time of this report due to the economic impacts of COVID-19, the City of Birmingham has the potential to start advocating for the creation of a housing trust fund and explore the feasibility of mechanisms to provide ongoing funding for affordable housing and community development activities. The following provides some examples from the 2016 Housing Trust Fund Survey of communities that have created housing trust funds that Birmingham could look to for additional guidance.[47]

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[42] Ibid.

[43] The Low Income Housing Coalition of Alabama. Available: https://lihca.org/al-housing-trust-fund

[44] The Low Income Housing Coalition of Alabama. 2020. Advocacy Toolkit. Available: https://img1.wsimg.com/blobby/go/657ea37a-b372-4859-9c12-db354f68bb70/downloads/2020%20Advocacy%20Toolkit.pdf?ver=1596647633579

[45] Housing Trust Fund Project. 2016. Opening Doors to Homes for All: The 2016 Housing Trust Fund Survey Report. Center for Community Change. Available: https://housingtrustfundproject.org/wp-content/uploads/2016/10/HTF_Survey-Report-2016-final.pdf

[46] Ibid.

[47] Ibid.

Austin

Austin, Texas voted to add all tax revenues being generated by property previously owned by the City to the City's Affordable Housing Trust Fund. Estimates are that this will place more than $68 million into the Fund over the next decade.

Oakland

Oakland, California approved a housing impact fee levied on multifamily market-rate developments and added a portion of the transient occupancy tax on short-term rentals to increase revenues for its affordable housing trust fund.

Lousiville

Louisville, Kentucky committed $1.3 million to support an $11 million bond and just added $2.5 million in general fund revenues.

LESSONS FOR BIRMINGHAM

Most city housing trust funds are administered by a city department or agency with a staff of one to three people and an administrative budget of less than $250,000.[48] Administration costs were generally covered by the housing trust, departmental/agency budgets, or a combination of the two with a cap of 5-15%.[49]

As the City of Birmingham looks to expand resources for affordable housing preservation and development, the creation of a housing trust fund can provide a flexible dedicated funding source to meet the needs of the community and leverage ongoing federal funding for affordable housing and community development.

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[48] Ibid.

[49] Ibid.

Case Studies:
Using of Data Portals to Improve Performance and Information Sharing

Related Recommendation: Promote Inclusive and Equitable Community Participation

Data and data reporting can be powerful tools to engage the community and organizations to prioritize actions and demonstrate success over time. However, in order to be effective, data must be accurate, relevant, and easily accessible.[50] The model created by National Neighborhood Indicators Partnership (NNIP) is one example of how data can be leveraged to track indicators over time and improve program performance. NNIP works with partner organizations across the country to create and sustain data resources for communities.[51]

In general, the assembly and reporting of data help to bring information from various sources that cross sectors to create actionable and relevant indicators at a local level and to highlight and support ongoing successes. When such data is transformed into data portals or reporting tools, such as the ones developed by NNIP and others, local social and spatial conditions can be more easily measured and compared from neighborhood to neighborhood over time to reveal and assess trends in communities.

The case studies represented below provide tangible examples of how local organizations and jurisdictions have built community capacity to access and analyze data and to understand social and spatial conditions over time and in a manner that is accurate, relevant, and easily accessible. Moreover, the case studies underscore the fact that while data has the potential to bring stakeholders and communities together to highlight progress, reliable access and consistent reporting on such data has the benefit of instilling integrity and accountability to the process. Ultimately, such forms of data collection, analysis, and reporting help to promote and prioritize justice, respect for people and places, and sustainable community benefits.

CITY OF CHARLOTTE, NORTH CAROLINA: CHARLOTTE/MECKLENBURG QUALITY OF LIFE EXPLORER

The City of Charlotte is one of NNIP's network organizations and partnered with Mecklenburg County and UNC Charlotte to create the Charlotte/Mecklenburg Quality of Life Explorer.[52] The

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[50] Pettit, Kathryn L.S., Leah Hendey, Brianna Losoya, and G. Thomas Kingsley. 2014. Putting Open Data to Work for Communities. National Neighborhood Indicators Partnership. Available: https://www.urban.org/sites/default/files/publication/22666/413153-Putting-Open-Data-to-Work-for-Communities.PDF

[51] National Neighborhood Indicators Partnership. 2020. Available: https://www.neighborhoodindicators.org/about-nnip/about-network

[52] Charlotte/Mecklenburg Quality of Life Explorer, https://mcmap.org/qol/.

Explorer examines social, housing, economic, environmental, and safety conditions in Charlotte and Mecklenburg County. The data provided gives residents, businesses, service providers, government agencies, realtors, universities and other information to learn more about the county and its neighborhoods. The interactive platform contains over 80 variables and includes maps, trend information, data tables, and summary reports for 462 neighborhood profile areas. The Explorer also allows the user to explore data by custom geographies, such as the light rail corridor, school zones, business districts, and jurisdictions. This data provides users with valuable information to plan for the future, inform strategies, and develop programs and services.

WASHINGTON, DISTRICT OF COLOMBIA: DMPED ECONOMIC INTELLIGENCE DASHBOARD

In 2016, the Office of the Deputy Mayor for Planning & Economic Development (DMPED) deployed its Economic Intelligence Dashboard to provide information about affordable housing production and preservation by DMPED, the Department of Housing and Community Development, the DC Housing Authority, the DC Housing Finance Agency and DC's Inclusionary Zoning program.[53]

Since then, the Dashboard has used economic and demographic data to drive policy changes and continue to improve the housing programs of the District of Columbia. With a focus on collecting and compiling information at the city and ward level, and in particular key housing indicators and priorities, the Dashboard also paved the way for an accurate and easily accessible way for community members and partners to gauge the progress the area has made on creating jobs, quality affordable housing, and community-focused development.

LESSONS FOR BIRMINGHAM

As the Department of Community Development looks to update and potentially expand the use of the Department's data portal, looking to cities like D.C., Charlotte, and organizations such as NNIP can help refine the goals and data used in the portal. Informing residents, organizations, and developers on local conditions and investments have the potential to engage all parties to foster feedback, solutions, and development in each of Birmingham's 99 neighborhoods.

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[53]DMPED Economic Intelligence Dashboard http://open.dc.gov/economic-intelligence/