

# **HOPE VI and Neighborhood Revitalization**

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## **Final Report**

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## INTRODUCTION

The Chicago Housing Authority (CHA) received a HOPE VI grant of \$35 million in 2000 from the U.S. Department of Housing and Urban Development (HUD) to redevelop the Ida B. Wells, Wells Extension, Madden Park Homes, and Clarence Darrow Homes public housing developments.<sup>1</sup> The Madden and Wells site, which covers 94 acres of land, originally offered over 3,200 public housing units. According to the master plan for redevelopment, the newly built and renamed Oakwood Shores will offer 3,000 housing units, 1,000 of which are proposed to be public housing units. The remainder of units will be a mix of market rate and affordable rentals, as well as some number of units for sale within each income tier of housing. The footprint for the redeveloped site includes approximately 20 adjoining acres of blighted and vacant property. At the time of Urban Institute's site visit in August 2005, the Madden and Wells redevelopment was in the sixth year of a ten-year plan.

The CHA has received six HOPE VI revitalization grants to date—the most received by any one city.<sup>2</sup> Unlike many of the housing authorities that have received one or even a few grants, CHA does not approach the redevelopment of a particular public housing site as an isolated project; rather, it takes advantage of the HOPE VI program to support a broader effort to transform the majority of the city's public housing developments. This larger Plan for Transformation was initiated in 1999. The development of mixed-income housing through HOPE VI also supports the city's related but distinct efforts to revitalize long-disinvested neighborhoods. As one example, not far from the Madden and Wells site, one can already see banners and other streetscape changes associated with the effort to mark an area as *the* destination for jazz and blues in the city. The redevelopment of the Madden and Wells developments is occurring within these broader efforts of public housing and neighborhood transformation.

### Purpose and Methodology

The Chicago Process Study was initiated in 2001 to document and assess the early implementation of the HOPE VI redevelopment at Madden and Wells and the changes occurring in the surrounding neighborhoods. Through the study we have provided feedback to CHA on

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<sup>1</sup> Following the practice of the previous Chicago Process Study report, we refer to the Wells/Madden/Darrow HOPE VI site as Madden and Wells. The Darrow Homes development was demolished by the time the HOPE VI application was submitted to U.S. HUD.

<sup>2</sup> CHA has received demolition and revitalization grants for the Cabrini Homes Extension (1994), Henry Horner Homes (1996), ABLA (1996, 1998), Robert Taylor Homes (1996, 2001), Madden and Wells (2000), and Rockwell Gardens (2001). CHA also has received one planning grant for ABLA, Horner, and Rockwell Gardens (1995) ([www.housingresearch.org](http://www.housingresearch.org) accessed 11/4/05).



HOPE VI-related activities with the idea that findings might inform later stages of redevelopment as well as other public housing redevelopment efforts.

The Process Study is a component of the Urban Institute's HOPE VI Panel Study, which studies the impact of redevelopment on original residents at five developments across the U.S., one of which is Madden and Wells. The MacArthur Foundation has provided support for the overall study as well as for this Chicago-focused study. Both the Panel Study and the Process Study concluded their final planned round of data collection in 2005.

The fourth and final round of interviews and focus groups built upon previous fieldwork for the Chicago Process Study. As stated in a previous report, the study is intended to explore the status and processes associated with the transformation of the Madden and Wells public housing developments by focusing on the physical redevelopment, resident relocation, and service provision components of the transformation. It is not meant to serve as a formal evaluation of the transformation. Questions guiding this round of the study include:

- What is the status of site development and relocation at the HOPE VI site?
- What are the challenges at this mid-point of implementation?
- How is the service delivery structure working for residents?
- How does HOPE VI relate to redevelopment in the surrounding neighborhood?
- What are the community perspectives on the HOPE VI-related changes at this point in the process?

The research methods for this study were:

**Stakeholder Interviews.** Urban Institute staff interviewed key stakeholders involved in the physical development, resident relocation, and service delivery aspects of the Madden and Wells / Oakwood Shores transformation. Through these interviews, we gained updated information on the status of the respective processes and discussed any recent changes to plans as well as current challenges to implementation. We identified respondents from among those interviewed during previous site visits. See Appendix A for a list of interview respondents; interview guides are located in Appendix B.

**Stakeholder Focus Groups.** Urban Institute contracted with the Survey Research Laboratory (SRL) of the University of Illinois at Chicago to organize three focus group discussions with neighborhood stakeholders: neighborhood leaders, Madden and Wells public housing residents, and non-public housing community residents. Urban Institute staff moderated each of the groups. See Appendix C for focus group guides. For an explanation of the participant screening and selection process, see Appendix D.



## Study Summary

This report reflects the status of transformation-related activities for Madden and Wells as of October 2005. Key findings include:

- ✓ By the end of the year 2005, rental units in Phases 1A and B were expected to be ready for occupancy. Construction on the first phase of for-sale units was to have begun in the fall of 2005.

There is a need for long-term planning to secure the funding necessary to complete the redevelopment of Madden and Wells, now projected for 2015. The majority of the public housing units are not projected to be built until the last three years of site redevelopment.

- ✓ The changes taking place in Bronzeville are extensive, involving not only housing, but schools, neighborhood service organizations, and local businesses. Redevelopment of Madden and Wells is a distinct effort that fits well with the broader changes occurring in the area.

Entities involved with the redevelopment of Madden and Wells/Oakwood Shores need to acknowledge the sense of marginalization among public housing residents and lower-income residents in the broader community.

- ✓ Original-resident households considering a second move might be eligible for an enhanced mobility program through CHAC that came out of the Wallace Settlement.

None of the households that have moved into Oakwood Shores have faced eviction.

It is unclear when all resident relocation from Madden and Wells will be completed; the date has been extended beyond the previous projected completion date of the end of 2006.

Leasing units in Oakwood Shores to public housing residents has been challenging because: 1) fewer prospective tenants live on-site, making it difficult to reach them; 2) TCB receives too few names at a time for each available unit; and, 3) the CHA's work requirement has been too high a hurdle for many prospective tenants.

- ✓ CHA has used data on residents and services to identify areas of need.

There is a need for greater coordination of all services provided to former and current residents of Madden and Wells/Oakwood Shores as well as for an assessment of the effectiveness of the services residents use. Groups involved with service delivery need to engage in longer-term planning in order to address ongoing needs of residents once the initial time commitments are met and funds are spent.





## **Structure of Report**

This report provides updates on a range of stakeholder perspectives at a mid point of the redevelopment of the Madden and Wells / Oakwood Shores HOPE VI site. The report is organized into four sections: Site Development, Neighborhood Change, Resident Relocation, and Supportive Services.



## SITE DEVELOPMENT

### Overview

When we conducted our site visit in late October 2005, 162 new housing units were built and occupied in Oakwood Shores. A density study was underway to determine what would be possible to build on the land that remained, and the level of resources that would be necessary to complete the project. There were insufficient funds to complete the transformation plan for the site as initially conceived. The managing member of the development team estimated that it could be 2015 before all phases of the Madden and Wells redevelopment were complete, even though 2009 was projected to be the end of the site's transformation plan.

### Location

The Madden and Wells (Oakwood Shores) development is located in the near south side of Chicago. Following upon the previous Process Study report, we use the name Bronzeville to identify the area.<sup>3</sup> Neighborhood boundaries as established in previous phases of the process study are 26<sup>th</sup> Street to the north and 47<sup>th</sup> Street to the south, Lake Michigan to the east and Interstate 90/94 to the west. Map 1 shows Bronzeville's location within the city.

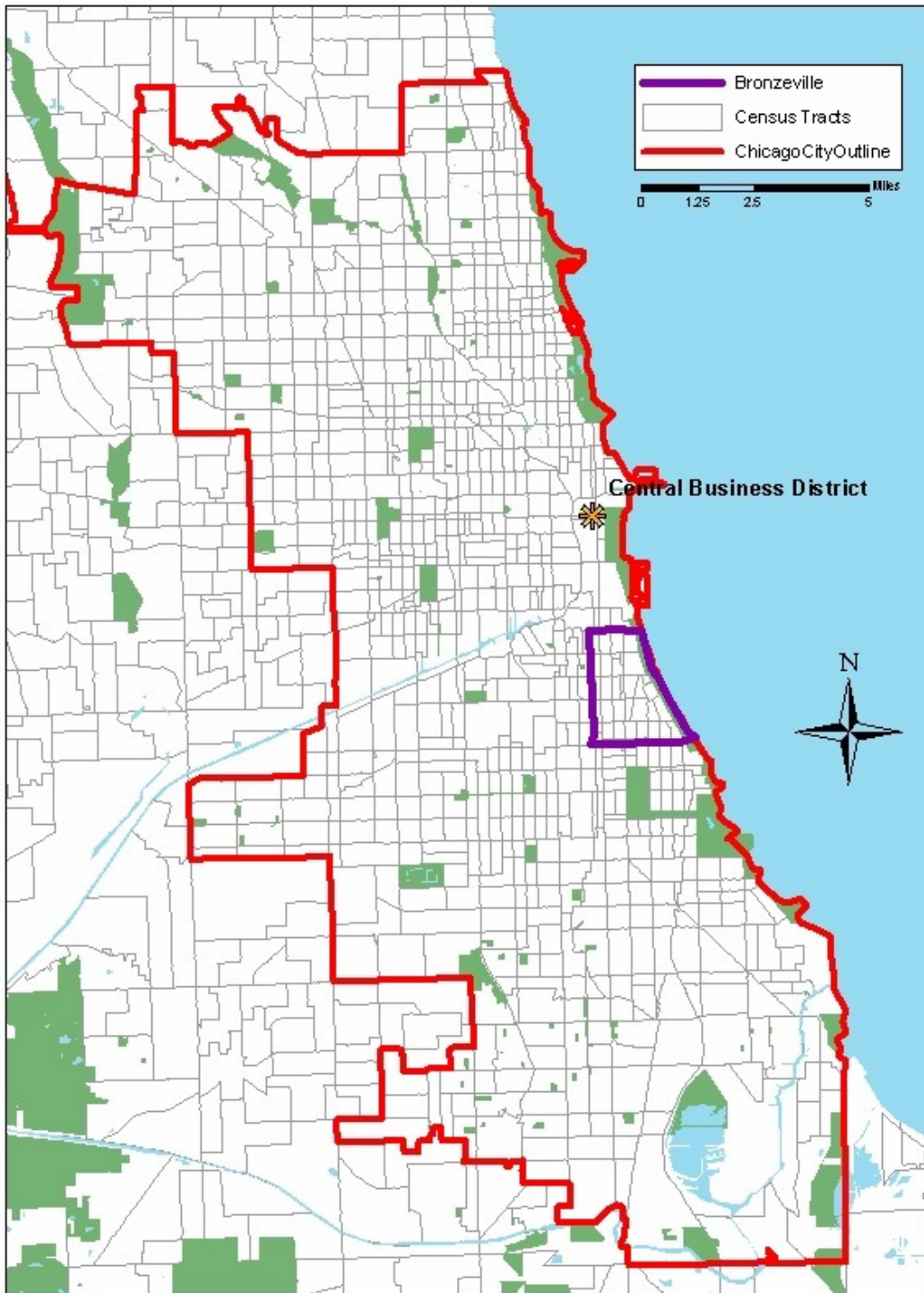
The boundaries of the Madden and Wells site are 37<sup>th</sup> Street to the north and Pershing Road to the south, Langley to the east and Cottage Grove to the west. Map 2 provides a detail of the Bronzeville area with an outline of the Madden and Wells footprint.

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<sup>3</sup> The surrounding area is comprised of several neighborhoods in actuality—Oakland, Grand Boulevard, Douglas, and Kenwood.

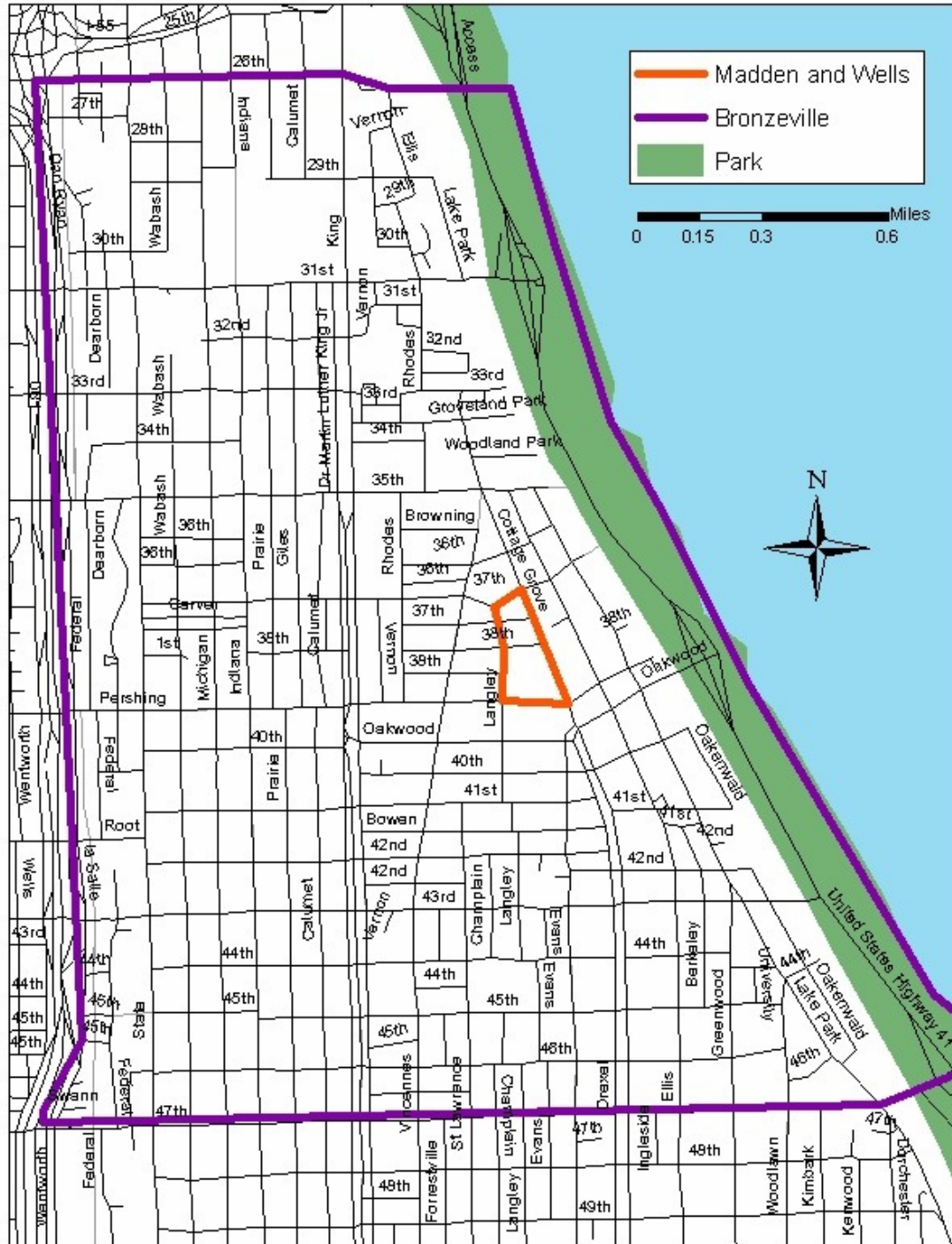


# Map 1





### Map 2





## Development Team

As stated in the 2003 Process Study report, Oakwood Boulevard Associates was selected as the master planner for the Madden and Wells project after McCormack Baron and the CHA failed to reach agreement on a contract. The change was announced in January 2002. Oakwood Boulevard Associates consists of The Community Builders, The Thrush Companies, and Granite Development Corporation. As of the fall of 2005, the development partners for Oakwood Shores were The Community Builders, Inc. (TCB), Granite Development Corporation, and Ujima, Inc. TCB is the managing member of the development team as well as the lead developer for rental units. Granite leads on the development of for-sale units. Ujima focuses on social services—resident outreach and workforce development. The partners have established greater definition of their respective roles in the last year, especially with regard to Ujima.<sup>4</sup>

Across our interviews, respondents spoke highly of TCB, crediting the organization with being experienced due to previous work on HOPE VI projects, mission-driven in their work, and more community minded than developers at some of the other HOPE VI sites in the city. At least one respondent identified TCB as a particular advantage for the Madden and Wells redevelopment.

## Construction & Occupancy

As described by TCB staff and presented in documents, planning and construction activities of concern at this stage of Oakwood Shores development are divided into two phases.

**Phase 1** of the construction will result in 453 housing units<sup>5</sup>—324 rental units and 129 units for sale. The phase is divided into two sub-phases, 1A and 1B.

Phase 1A Rental Units. Construction is complete for 163 units. By the end of October 2005, all 162 rental units were to be occupied, with the remaining unit used as the management office. Among the rental units, 63 are public housing, 52 are affordable, LIHTC units, and the remaining 47 market-rate rentals. The units are not distinguishable by income level.

Phase 1B Rental Units. Units in this phase were 25 percent built. This phase will have 162 rental units as well, with the same breakdown by income level as 1A. The developer expected the completed units to be ready for occupancy in December 2005.<sup>6</sup>

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<sup>4</sup> Ujima's role is discussed in the section on relocation and supportive services.

<sup>5</sup> A previous Chicago Process Study report stated that 496 units would be constructed during Phase 1.

<sup>6</sup> CHA staff indicated that the Phase 1B units would be ready for occupancy in early Spring 2006.



Phase 1 For-sale Units. Construction on the for-sale portion of Phase 1 was to begin the end of October 2005 once developers closed on the financing. There will be 129 for-sale units constructed during this phase of the project. According to CHA staff, the work is proceeding on schedule.

Site planning for **Phase 2** was slated to begin once the closing occurred for the Phase 1 for-sale units at the end of October. The second phase of construction is to include 373 rental units. Of these units, 147 are to be public housing units, 120 are to be affordable tax-credit units, and 106 will be market-rate units.

Chart 1 summarizes the construction and occupancy status for Phases 1 and 2 of Oakwood Shores as of the end of October 2005 according to TCB data.

**Chart 1: Construction and Occupancy Status**

	Rental Units			For-Sale Units		
	< 50% AMI	< 60% AMI	> 60% AMI	< 50% AMI	< 60% AMI	> 60% AMI
<b>Phase 1A</b>	<b>63</b>	<b>52</b>	<b>47</b>	--	--	--
<b>1B</b>	63	52	47	--	--	--
<b>Phase 1 For-Sale</b>	--	--	--	12	15	102
<b>Phase 2</b>	147	120	106	--	--	--

Units for HH with incomes <50% Area Median Income (AMI) are public housing units; <60% are affordable, tax-credit units; >60% are market-rate units.

**Bold** font indicates units built and occupied; *italic* font indicates units under construction, plain font indicates units to be built for which planning is underway.

CHA's projected date of completion for construction of all 900 planned public housing units is 2015. According to CHA's FY2007 Moving to Work Annual Plan, 74 of the 147 units slated for phase 2 construction will be completed in 2008 and the remaining 73 units in 2010. Over half of the 900 public housing units, 497, are not anticipated to be built until the last three years of the overall effort—2013 through 2015.<sup>7</sup>

In focus groups with community residents and leaders, participants generally had positive things to say about the new housing, commenting on the quality of the structures and the improvements to areas immediately surrounding them. Specific comments focused on approval of the replacement of high-rises with low- to mid-rise buildings, exterior lighting, and,

<sup>7</sup> As of the fall of 2006, CHA projected the following completion schedule for the new public housing units: 0 units in 2007; 74 in 2008; 0 in 2009; 73 in 2010; 90 in 2011; 40 in 2012; 185 in 2013; 126 in 2014; and 107 in 2015 (FY2007 Moving to Work Annual Plan).



perhaps especially, the landscaping—positive comments were made more than once about the healthy grass and new trees. One community resident summed up the change by saying, “it’s refreshing.”

### **Site Plans**

As of October 2005, the physical development plans for the site had not changed—the developer still anticipated that a total of 3,000 housing units would be built overall, 1,000 of which would be public housing.<sup>8</sup> However, a density, or “massing” study was underway to examine the implications of different density patterns for the entire development site. Habitat, the court-appointed receiver for CHA, hired the firm of Johnson and Lee to conduct the study.<sup>9</sup> The relatively low density of the housing built during the first phase of construction does not suggest an overall total of 1,000 public housing units on the site unless density is increased in other areas. The study is intended to determine where it makes most sense to place high rises on the site, and how dense the various sections should be. It also will raise the issue of trade-offs between density level and number of public housing units. Ultimately, once the study is completed and trade-offs considered, it is possible that the developers could argue for lowering the total number of public housing units or increasing the density of such units on certain parcels of the site.

### **Financing**

Most of the funding for Phase 1A construction has been spent. For Phase 1B, the developer is drawing down equity funds first, then Federal Home Loan Bank, followed by HOPE VI funds. TCB said it anticipated spending all of its HOPE VI monies by April 2006. Closing on the financing for the construction of Phase 1 for-sale units was scheduled for the end of October 2005. None of the funds for Phase 2 had yet been drawn down. The developer was unsure how much HOPE VI funding would be available for the second phase of construction.

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<sup>8</sup> At the time of the wave 3 interim recon interview in November 2004, conducted as part of the HOPE VI Panel Study, 900 of the 1,000 units of public housing were planned as rentals and 100 were planned as for-sale units.

<sup>9</sup> U.S District Court Judge Marvin Aspen appointed Habitat as the receiver for CHA in 1987 due to delays in the development of scattered-site public housing required under the 1981 Gautreaux consent decree. Habitat was vested with authority over all new construction of family public housing. (<http://chicagoreporter.com/1999/11-99/1199habitat.htm> accessed 9/14/05)



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### ***Financing Issue***

TCB confirmed that there is a funding deficit for the overall Madden and Wells transformation plan. At present, no HOPE VI funding has been secured for the third through fifth phases of redevelopment. Further, they do not have funding for infrastructure work or long-term social service programming, or for a planned charter high school to be developed in collaboration with the University of Chicago.

TCB intends to ask the CHA's permission to conduct a financial modeling study for the entire transformation project. The modeling would allow the team to determine what can be accomplished with the secured funding, and how much funding will be needed to complete the entire project. Up to this point, the developer said that planning has occurred on a phase-by-phase basis.





## NEIGHBORHOOD CHANGE

### Overview

The HOPE VI redevelopment of the Madden and Wells public housing site into a mixed-income community is one part of broader efforts to remake the mid-south area of Chicago. Through a number of public and private initiatives involving housing, schools, infrastructure, and business development, changes are occurring that affect every aspect of the community.

We convey in this chapter the perspectives of community residents and leaders on the changes taking place, not the types or levels of impact on residents from HOPE VI or other efforts. The primary theme emerging from the focus group discussions was that many of the changes are positive, and stand to improve their lives, but the improvements are meant to benefit most the new residents and those parties that will profit from them. Many participants feel they are being pushed out of the area that has been their community to make way for the improvements and for higher income households. Participants, by and large, hope to stay in the neighborhood and take advantage of the better housing, parks, and, eventually, jobs, but believe they might not be able to do so.

Changes occurring in the Bronzeville area are widespread, affecting everything from who lives in the neighborhood to the availability of services to stipulations on the use of space. As would be expected, the changes are experienced differently by different stakeholders. This chapter focuses on five topics: context, people, public space, schools, and services and businesses, drawing upon interviews and focus-group discussions.<sup>10</sup>

### Context

The transformation of the Madden and Wells public housing developments into Oakwood Shores is one part of broader efforts taking place as the result of both public and private initiatives. Key efforts include the development plan for the mid-south area, the transformation of other public and subsidized housing developments, economic development activities, and a citywide plan to address low-performing or overcrowded schools. These other efforts are important to note because the process of change at Madden and Wells is experienced by many of the people directly affected as part of larger efforts to transform an entire area and the households living therein.

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<sup>10</sup> Because of the significant changes occurring in the neighborhood since the 2000 Census, it is not possible to provide accurate Census data on neighborhood demographics.



Mid-South Strategic Development Plan. The Mid-South Strategic Development Plan (the Plan), developed in the early 1990s, provides a vision to guide the redevelopment of an approximately 3.5 square mile area described as, “one of the most historically important areas of the city of Chicago” (MSSDP 1999). The Plan divides the target area into 11 quadrants; the Madden and Wells site is located in the 7<sup>th</sup> quadrant. The Plan addresses housing, economic, commercial and retail development, educational facilities, parks and recreation, and transportation. Though the city of Chicago never officially adopted the Plan, which was developed by the Mid-South Planning Group, many of its elements have been carried out.

Nearby public and subsidized housing developments. The Plan dovetails with the CHA’s Plan for Transformation--the CHA website indicates five development sites near Madden and Wells that are undergoing or will undergo significant change. Changes occurring at these other housing developments are funded with public and private monies, including HOPE VI funds in some cases.

*Lakefront Properties* – The 16.5-acre Lakefront site is located to the southeast of Madden and Wells. When built the properties consisted of four high-rise buildings, two of which were demolished in 1999. The remaining buildings were rehabilitated and, through the Mixed Income New Communities initiative, became Lake Parc Place. *Lake Parc Place* will undergo another round of rehabilitation as part of the CHA’s Plan for Transformation. New construction is underway on the remaining property of the Lakefront Homes site. *Lake Park Crescent* will offer mixed-income rental and for-sale housing units. Some portion of the Crescent’s public housing units will be provided through the rehabilitation of scattered-site units. *Jazz on the Boulevard*, another new mixed-income development, is located near the original Lakefront site.

*Washington Park Homes*—Located southwest of Madden and Wells, this development will undergo rehabilitation and redevelopment to become mixed-income housing.

*Kenwood Oakland*—Kenwood Oakland has been scattered-site housing located south of Madden and Wells. Per the CHA plan, the housing will be redeveloped as new mixed-income housing.

*The Langston and The Quincy*—These two mixed-income housing developments were financed in part by Empowerment Zone grants and HOPE VI funds. Located north of the Washington Park Homes, The Langston and The Quincy were developed by the Hearts United Partnership, made up of the Hearts United CDC and Bonheur Development Corporation. The two developments, part of the off-site replacement of Robert Taylor units, were not built as public housing though they include units for low-income households and former public housing residents.

LISC-funded initiative. Another key effort in the broader area is the LISC-funded New Communities program. LISC selected the North Kenwood-Oakland-Douglas Boulevard area as



one of 16 Chicago neighborhoods to receive a grant intended to spark community revitalization. The New Communities initiative is discussed in more detail below.

Renaissance 2010. Renaissance 2010 encourages the development of new public schools to replace low-performing or overcrowded schools, or to increase the number of schools in underserved areas.<sup>11</sup> The plan calls for the creation of 100 schools by 2010, most of which will be located in existing buildings and serve fewer than 600 students each. The schools can be started by any group, ranging from parents to universities to businesses, that submits a winning proposal to the Chicago Public School system in response to an RFP. Schools can be organized as CPS-run, charter, or contract schools.

## People

During focus groups with community and public housing residents and community leaders, participants spoke of the demographic changes taking place in Bronzeville, as well as the causes they see that lead to the changes. Across the groups, the perception of who was moving in and who was moving out was consistent. Much of the talk about new residents centered around class-related characteristics—wealthy people able to afford high rents or home prices, “productive,” professional people with degrees who work downtown and had been living in the suburbs, people who jog and who take their dogs for a walk. The area was seen as becoming more diverse racially and ethnically with increasing numbers of whites, Latinos and Asians moving in. Across the groups people also talked about the “pushing out” of long-time, African American residents who were poor. Some people cited an increase in homelessness as the number of housing units for poor households decreased and people had few options for finding new housing, especially housing not too far from transportation hubs, grocery stores and services. The displacement of elderly poor stood out to some participants as being particularly unfair, while some of the strongest statements about changes in neighborhood residents were made relative to schools. In general, though people talked about things changing for the better in certain regards, longer-term residents expressed a sense of insecurity and fear about where they might end up as a result of all the changes.

## Public Space

The site plan for the Oakwood Shores Development indicates the creation of new streets to reinstate a grid pattern in the area, the presence of two existing parks to the north and south of the development site, and the creation of a boulevard that will provide additional open space. During the focus groups, participants commented positively on the improvements to public spaces as well as to the exterior areas of the new housing. As mentioned in the chapter on site

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<sup>11</sup> <http://www.ren2010.cps.k12.il.us/index.shtml>



development, people appreciate the neighborhood beautification efforts, especially the presence of grass. Also commented upon were the improved condition of streets, now with fewer potholes, better lighting around the new housing, the general cleanliness, and the quiet.

Some of the improvements were limited or included a negative aspect, however. People said that while there was good lighting near the new housing, areas of the remaining Madden and Wells development were dark because burned out streetlamps had not been replaced. Even the quiet had a flip side—in part due to a reduction in gang activity, the quietness also has come about because people stay inside out of fear of police harassment. According to some focus group residents, there is an increased police presence, and police view long-term residents suspiciously. Also improvements to nearby park space, including a new playground, were welcome, though new rules struck people as restrictive. People contrasted the past, when the park was perceived as truly public space, to the present, when youth cannot use the basketball court at night and people need a permit to hold a picnic.

## **Schools**

The level of change affecting area schools appears to rival that of housing, and is perceived to be part of the same effort to redevelop the southside of Chicago. Two plans affect the public schools in Bronzeville and the surrounding areas—Mid-South Education Plan (MSEP) and Renaissance 2010. MSEP called for the closing of 20 public schools in the mid-south area, to be reorganized and reopened as charter, contract or traditional public schools. The community protested the MSEP's lack of transparency regarding the school-closing policy, so the plan was revised. The degree of connection is unclear between the MSEP and the Renaissance 2010 initiative, which calls for closing under-enrolled and poor performing schools across the city and replacing them with 100 new schools by the year 2010. However, the goals of the two plans are in alignment.

Within Bronzeville, at least one new school has opened, the Donahue Charter School, which is run by the University of Chicago. The school offers full-day pre-kindergarten through third grade, and will add one class level a year up to the eighth grade. Donahue was noted as offering a college preparatory program, and as being the first charter school in the state operating with a neighborhood attendance boundary (Pratter and Preckwinkle interviews). A new charter high school, to be built in collaboration with the University of Chicago, has been part of the redevelopment plan related to Madden and Wells. However, according to the developer, there are no HOPE VI funds for the school at present.

Participants across the focus groups talked about school closures in the neighborhood and the number of school moves students have had to make. Some people pointed out the impact of numerous school moves on children—increasing the risk of academic setbacks as students make multiple transitions. As one participant from the community leaders group stated:



[F]or example, you had Coleman School closed, and the students who were left at Coleman shifted to Beethoven, which is about a block away, but now there's talk of closing Beethoven, and so now these students who just moved a block, now where are they going to go?....[I]nstability is more than just housing. Instability in the educational system, so on and so forth, because now it's almost like playing checkers with the students and the schools.

Other participants talked about the benefits that their children might realize from the promised educational improvements. There was hope that as higher income and/or white families moved to the area, the schools would have to improve to attract and keep new students. As children from these new households received more attention and access to greater resources, so would poor students who have been living in the neighborhood all along. When asked if the improvements have been made yet, the response was that they will be made after a sufficient number of white children move to the neighborhood, which has not yet happened.

This thought, that the improvements will come only with white, or higher income, students, was talked about by a number of people during the focus group discussions. There was frustration that the improvements appear to be at hand only because white and/or higher income residents are moving to the area, or to entice such households. And there was concern that the improvements might not benefit all of the students who have been attending the neighborhood schools once the new schools open with fewer slots. The investments in schools, positive in and of themselves, are understood by some people as part and parcel of changes to the housing developments--one more way in which poor black families are being pushed out of the neighborhood. This discussion from the community leader group reflects these concerns:

P1: My point in all this is, it's being changed, but for who? We lived and worked and sweat and died in these communities and so, you know, first you don't have to close a school to transform it. That's the first thing.

P2: Thank you.

P1: Why is it now so important and so wonderful and so urgent that you clean, the impression is that you got to clean it out as if it were dirty.

P2: Like we were dirt.

P1: Clean it out and then we're going to make it better.

The changes occurring with schools was a topic that emerged from the focus groups, and one that many participants are concerned about greatly. While changes with schools may very well benefit the children who have grown up in Bronzeville, the multiple closings could hurt them in the interim. The perception of school changes as primarily for the benefit of new



residents further increases the sense among at least some current residents that they are yet again being viewed, and treated, as second-class citizens.

### **Services and Businesses**

Changes to the housing stock and, therefore, to neighborhood demographics, are rippling through both service-based organizations and local businesses. The changes are perceived by community residents, leaders, and other stakeholders with whom we spoke as positive in some regards, while disruptive for certain entities and lower-income residents.

Among service-based organizations, the shifts in demographics have led to a diminution in their traditional client base as people move from the area. Change in the area's residency base also have started to spark change to the types of services offered, and the ways in which they are offered and used. The Program Director of a local service program summed it up when she said that the face of services in the community will change as the community changes.

The Program Director for a neighborhood-based service program said that there were fewer children to work with due to the relocation of many families through HOPE VI. Though some people have tried to come back to the neighborhood for the services, the cost of transportation has made it difficult (Wheeler interview; community leaders focus group).

Staff from a couple of organizations commented on the presence of more middle-income children participating in their programs. This change in client base has raised a number of issues. One person commented that his program is used as a babysitting service by the newer clients, wanting and expecting nothing more than a safe place for their children to spend time until the parents arrive home from work. This purpose contrasts with the intended purpose of the program, which is to provide support and a positive environment to help children stay out of trouble and realize their potential (community leaders focus group). While changes in participants might potentially undermine the purpose and activities of one organization, a staff member of an educational service program said that the increased presence of middle-income children was positive so far. Even though there were as yet not many new families, parents who placed their children in the program were coming in with questions about the curriculum and when meetings with staff would occur. Parental expectations for the program and the tone of their involvement were changing. The children themselves came in with stronger academic preparation. According to staff of a couple of organizations, the increased diversity among program participants challenged them to find ways to meet the needs of all program participants.

Even though there are increasing numbers of middle-income families moving to the area, the need for a range of supportive services is still great, though less visible. As one focus group participant stated, some people have the illusion that service needs have diminished as a result of the revitalization activities. As the number of poor people who use the available



services decreases due to relocation, some organizations are concerned about their ability to continue to meet the needs of people who remain—fewer people are served but their needs are still considerable—will the organizations be able to continue?<sup>12</sup> There also is an expectation that certain types of nonprofit organizations will see a decrease in clients as private organizations realize in increase—as more higher-income families move to the neighborhood, families with greater means will be able to pay for services such as childcare and counseling (Wheeler).

The business community is experiencing similar changes as some businesses lose their client base and new, “higher end” businesses move into the area. Focus group participants mentioned that a local laundromat, a coop, and small mom-and-pop stores have closed. So far a Quiznos sandwich shop, banks, and a Jewel grocery store have opened, and a new shopping strip houses a health food store, beauty shop, and space for a restaurant. People are hoping that the new businesses will bring job opportunities, though there was a sense among some focus group participants that more stores and jobs will arrive only “after we’re gone.”

LISC’s New Communities program, which selected the North Kenwood-Oakland-Douglas-Grand Boulevard area as one of 16 Chicago neighborhoods to receive support, is helping to promote development. The comprehensive initiative, shaped through a community planning process, initially focused on education. The second phase, which began in January 2006, will focus on employment and financial literacy among residents. Following the establishment of the Center for Working Families, which will address these resident needs, the initiative will turn to commercial development. The CDC spearheading New Communities in the area has been contacting developers to focus on a ten-block stretch of Cottage Avenue, from 39<sup>th</sup> to 49<sup>th</sup> Streets. The CDC is using another grant to support existing businesses and to beautify the area (Johnson-Gabriel, Preckwinkle).

## Challenges

The impact of redevelopment activities associated with Madden and Wells has combined with that of other changes occurring in the mid-south area. These changes are experienced by at least some long-time residents and leaders as marginalizing lower-income African Americans and pushing them from the area. In working with different configurations of the public housing community, it might serve the housing authority, developers and service providers well to keep in mind this broader context of change and community members’ perceptions of them.

Another reason for attention to the broader context of area change is that several changes taking place at the same time can be problematic for households that might not weather change well. In addition to the housing related changes, those affecting schools, local

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<sup>12</sup> Though participants talked about the reduction in the number of people served by organizations, they also reported that demand at the local soup kitchen has increased.



businesses and service providers might increase the need for support among troubled households.





## RELOCATION

### Overview

There were approximately 400 households yet to relocate from Madden and Wells as of June 2006.<sup>13</sup> At the time of our site visit during the fall of 2005, all relocation from the development was expected to be completed by the end of 2006. That date has since been revised. CHA anticipates that relocation of the remaining households in Madden Park and Wells Extension will be completed in 2007 and the remaining units demolished. It is unclear when relocation of the remaining Wells Homes residents will be completed, though CHA plans indicate there will be almost 200 households residing in those units beyond 2007.

There have been a couple of changes with different aspects of relocation since the previous Process Report. In response to the Wallace settlement, the Enhanced Housing Opportunity Program started in 2005. One component of the program offers mobility counseling to households that previously relocated from the Madden and Wells development. A second change involved CHA screening criteria for moving into a public housing unit. The employment requirement increased from 20 to 30 hours per week for each adult in a household. Meeting employment criteria has proven to be the toughest obstacle for many households, according to TCB staff. In addition to this challenge, finding tenants for Oakwood Shore's public housing units has been complicated by the presence of fewer households remaining in the original units, and the slow rate at which TCB receives names from CHA's HOP list.

### Paths & Players

Resident relocation is a complex process, or set of processes, with a number of possible pathways. At this stage in the overall redevelopment process of the Madden and Wells site, there are at least six relocation paths. Current or former residents can move from an:

original public housing unit	→	different unit on the site;
original PH development	→	other PH development;
original or other PH development	→	private rental unit with a voucher;
original or other PH development, or rental unit with voucher	→	new HOPE VI unit; or
original or other PH development, or rental unit with voucher	→	unsubsidized unit.

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<sup>13</sup> According to CHA's draft FY 2007 Moving to Work Annual Plan, there were 28 occupied units in Madden Park, 172 occupied units in the Wells Extension, and 194 occupied units in Wells Homes as of June 30, 2006.



There are multiple agencies and organizations involved with the relocation process. Key parties involved with relocation and their relocation-related roles<sup>14</sup> as of Autumn of 2005 are presented in the following chart:

Key Party	Relocation Role
Chicago Housing Authority (CHA)	Manages relocation process, organizes other entities involved with relocation
Chicago Housing Choice Voucher Program (CHAC)	Administers the Housing Choice Voucher program (regular and enhanced vouchers)
E.F. Geoghan (EFG)	Provided direct housing relocation services to residents who moved with a voucher, works as subcontractor to NEIU; EFG referred to as the move-out agency
Northeastern Illinois University (NEIU)'s CHA Family Achievement Center	Administered the relocation contract as subcontractor to CHA, serves residents who relocate with a voucher
The Community Builders (TCB)	Provides move-in counseling for Oakwood Shores
Ujima	Serves as a conduit between residents and the CHA, CHAC, and other parties

It is telling that not all of the involved parties were clear on who filled the various roles. For example, a few stakeholders were unsure or incorrect about which organization or organizations most recently provided move-out services to residents of Madden and Wells. Organizations mentioned as the move-out service provider included Changing Patterns, Inner City Strategies, and E.F. Geoghan.<sup>15</sup> The confusion could be related to the yearly contracting process. NEIU, which most recently held the primary contract with CHA for move-out relocation services, was under contract from July 2004 through August 2005. At the time we interviewed NEIU's contract administrator, CHA had not yet contracted with an organization for the next round of resident relocation. NEIU hoped to win the contract again once it is put out for bids.

A simplified depiction of the key players related to the relocation pathways outlined above is as follows:

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<sup>14</sup> Some of the key parties to relocation also serve in other roles, such as providing a range of relocation and supportive services. We discuss their involvement in service provision in the section on resident services.

<sup>15</sup> It is our understanding that NEIU, with EFG as the direct provider, was the only relocation service provider recently under contract from CHA to work with residents from the Madden and Wells site who moved with a voucher.



original PH unit	CHA	different unit on the site;
original PH development	CHA	other PH development;
original or other PH development	CHAC/EFG	private rental unit w/ voucher;
original or other PH development, or rental unit with voucher	TCB <sup>16</sup>	Oakwood Shores; or
original or other PH development, or rental unit with voucher	-- <sup>17</sup>	unsubsidized unit.

## Relocation Processes

### Move Out

According to CHA staff, Ujima, and CHA's FY2007 Moving to Work Annual Plan, there were approximately 400 families yet to relocate as of early 2006.<sup>18</sup> CHA staff said there had been no move-outs during the previous year, though NEIU said that they relocated 103 households between August 2004 and March 2005, all but five of which moved with a voucher. CHA expected that 90 of the currently occupied units would be closed during 2006, with the households likely relocating on-site. As of Autumn 2005 there was not yet a schedule for the closing and demolition of the remaining buildings, though a couple of people interviewed said that all move-out relocations were forecasted to be completed by the end of 2006 (Martin, CHAC). However, the FY2007 plan indicates move-out relocation will extend into 2007 for households in two of the component developments—Madden Park and Wells Extension, that Wells Homes might have residents beyond 2007 (though relocation information is unclear), and that units will remain standing in the Wells Homes portion of the development site beyond 2008.<sup>19</sup>

There had not been any change to the move-out process in the twelve months preceding our site visit according to CHA staff. Residents yet to relocate are included in CHA's move-out caseload. They receive two notifications that address any lease-compliance problems. Households have 180 days to "cure" any such issues once the relocation clock starts, before relocating either to another CHA development or to a unit in Oakwood Shores. All residents

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<sup>16</sup> According to the court-appointed plaintiff attorney in the Wallace suit, NEIU and Heartland also are contracted to provide relocation-related services to people interesting in moving to the newly developed housing. It is unclear whether these organizations serve the same households served by TCB or if they work with a different list of households.

<sup>17</sup> Residents who move to an unsubsidized unit could have moved on their own, been evicted and moved on their own, or received some information from CHA on housing opportunities before moving to an unsubsidized unit.

<sup>18</sup> NEIU estimated 500 households remained in Madden and Wells.

<sup>19</sup> According to the FY2007 Moving to Work Annual Plan, there were 1,486 extant units in Wells Homes, 194 of which were occupied as of June 30, 2006. Eighty-five of the units were demolished in 2006, 641 were pending demolition, 390 are scheduled to be demolished in 2008, leaving 370 units.



relocating to another CHA unit or units in any of the new mixed-income developments must be lease compliant.<sup>20</sup>

CHA relocation staff manage all aspects of resident relocation for those households moving to another public housing unit or development. For households relocating with a voucher, CHA provides their information to the relocation counseling organization, which has been NEIU. Once connected with NEIU, residents attend an orientation meeting, followed by individual meetings with staff to develop the service plan for each household member. Subsequent monthly meetings serve to monitor residents' progress with carrying out their individualized service plan. NEIU efforts should help smooth the way for households to receive a voucher, assisting them in gathering documents they need to do so. Once the household reaches CHAC, they should be lease compliant and ready to move. NEIU also helps people find housing once they have the voucher in hand. The program is required to show up to five units to each household, and is encouraged, though not required, to help people make "mobility" moves, i.e., to move to housing in areas less than 30 percent African American and 24 percent poor. During the life of the contract between CHA and NEIU, staff of the two organizations meet every two months for an in-person evaluation of NEIU services.

Households relocating directly from Madden and Wells to Oakwood Shores are placed on another caseload, referred to as the HOP list. This list is discussed below in the section on move in.

### ***Second Moves***

There are a couple of issues that affect people who make a subsequent relocation move. One has to do with the time allowed for curing any lease compliance problems. Households that made a temporary relocation move to a private-market rental unit with a Housing Choice Voucher received an initial 180-day period to address any compliance issues. When a household is ready to make their next relocation move, they receive 30 days to cure, rather than a second 180-day period.

Another factor for second moves, and a change since the previous process report, is the initiation of the Enhanced Housing Opportunity Program (EHOP). EHOP, begun in June 2005 in response to the settlement of the Wallace litigation, is administered by CHAC and intended to

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<sup>20</sup> Per CHA, households that were not lease compliant in 1999, when the Resident Relocation Contract went into effect, would have been relocated to another public housing development. Consequently, some public housing developments, at least in the recent past, did accept residents who were not lease compliant.



serve households that relocated from a HOPE VI development during a specific period of time.<sup>21</sup> The program offers increased outreach to the households and mobility counseling that considers both the poverty concentration and racial composition of neighborhoods.<sup>22</sup> Participants, who receive an enhanced voucher, are encouraged to move to areas less than 24 percent poor and less than 30 percent African-American. CHAC Transfer Briefings, orientation sessions for tenants receiving vouchers, have changed to include a mobility focus.

Though EHOP is intended to serve families that have relocated from HOPE VI sites in particular, in practice it is being offered to any public housing relocatee, according to CHAC. CHAC has found that although people express interest in the program, it has been difficult to get them to take the van tours to EHOP-identified areas, much less to move to such areas. Households do show interest in moving to areas with lower rates of poverty, however. Staff think that people are drawn to the program for its housing search assistance and security deposit assistance, but are less interested in the race mobility component.

### ***Move In***

The process for people to move into Oakwood Shores begins with the HOP list (Housing Opportunities Process). HOP is an automated, citywide wait list maintained by CHA. At the time of our site visit, the list included approximately 25,000 households. The list assigns every household involved with CHA-related relocation a number and includes information on each household's housing preferences. CHA provides TCB with names and contact information of households on the HOP list that indicate interest in moving to Oakwood Shores.

According to TCB, their leasing practices differ from most other sites in that they do not lease to people who are "curing," but only to those who meet the screening criteria outright. Once a family cures, TCB will take them. Between the time the first units in Oakwood Shores opened in December of 2004 and August 2005, there had been no evictions.

When TCB received the first group of names from the HOP list in 2004, they started outreach to the 315 households. According to TCB staff, 100 households met the screening requirements, another 100 were working to meet the requirements, and 115 were not engaged in the process. Of the latter group, approximately 30 opted for a voucher or were interested in a different mixed-income development, while the majority were not reachable because of incorrect or out-of-service phone numbers or outdated addresses. Even though the HOP list is updated on a weekly basis, over one third of the initial group of names provided to TCB was not usable.

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<sup>21</sup> The class identified in the Wallace Settlement includes households that relocated from a HOPE VI development between 1995 and October 1999 and who made a subsequent move, and households who moved between October 1999 and the end of December 2003.

<sup>22</sup> CHAC's regular mobility counseling is income-based rather than income- and race-based.



In addition to the challenge of working with households whose contact information can become outdated quickly, TCB staff said that they have not received a large block of names of potential renters at a time. Instead they have received roughly four names for every five units. With fewer names per unit to work with, staff have spent more time than required attempting to contact people. TCB is required to make three outreach attempts to a household, but have made up to ten attempts in some cases because they have not had a sufficient number of other households to contact.

The HOP-related challenges to move-in relocation were of growing significance for TCB in part due to contextual changes that occurred between the time that staff were leasing units in phase 1A of Oakwood Shores and trying to lease units in phase 1B. According to TCB staff, leasing units in the first phase was easier for three reasons: residents of Madden and Wells were still living on site and easier to reach; residents had a sense of loyalty to the community that helped increase their interest in staying; and the LAC made sure residents received information and encouraged them to stay engaged with the Service Connector system. As TCB started outreach for 1B leasing, they found that more residents had moved off-site, making it more difficult to connect with them, and the residents had less contact with LAC. Also, staff think that residents who took a temporary housing voucher might not want to move back to the development.

The outreach and leasing process for public housing units in Oakwood Shores was described by one TCB staff member as “painful.” Even though all but one such unit in phase 1A were leased by August of 2005, outreach for phase 1B at that time was “horribly behind.” Part of the difficulty was the lack of funding to cover costs for Ujima outreach staff. TCB was hopeful that the Chase Foundation would provide money to cover outreach costs. TCB viewed Ujima involvement as crucial for helping bring former residents back to the new development.

TCB has not had difficulties leasing the tax-credit and market rate units. And staff indicated that most of the public housing residents living in Oakwood Shores were former Madden and Wells tenants. There also were at least a couple former Madden and Wells residents who were moving forward with plans to buy a homeownership unit in the new development.

To rent a unit at Oakwood Shores, all households, regardless of housing assistance status, must meet the screening criteria, which include a drug test, criminal background test, credit check, home inspection, and proof of employment. According to TCB and Service Connector staff, the biggest hurdle is the employment requirement. At the time TCB was leasing units in phase 1A, adults in a household had to work 20 hours a week. While TCB still requires 20 hours of work per week, CHA established a more stringent requirement of 30 hours per week. It is the CHA requirement that must be met for households moving into phase 1B units at Oakwood Shores.



The change in employment level is due to CHA's Economic Independency Requirement (EIR), a policy that went into effect on the first of November, 2005. EIR stipulates 30 hours a week of employment or related activities.<sup>23</sup> The employment requirement affects all household members 18 years of age and older.<sup>24</sup> The household head must, in addition, show proof of employment of at least two years. TCB staff said that for many people, the employment criteria is more difficult to meet than the drug tests. It is easier for some people to complete rehab than to get a job. Consequently, there is a high percentage of senior adults (11 percent) living in the phase 1A units; many of these households include grandchildren.

### Challenges

There are benefits to yearly, rather than multi-year, contracts for relocation services; an annual contracting schedule allows the housing authority to let a contract as phasing of relocation requires, and the authority can change contractors if services are deemed under par. However, those involved in the relocation process need to know which organization is under contract for move-out services so that each particular organization can provide correct information to residents about the overall process.

The rate at which TCB receives names from HOP list affects their ability to lease units to former residents in a timely manner. Leasing the units as quickly as possible is in everyone's interest—the housing authority, TCB, and, of course, residents. TCB and CHA should work together to increase the pace at which TCB receives prospective residents' information.

The revised employment requirement for residency is a barrier to leasing units in Oakwood Shores to current and former Madden and Wells residents. In light of findings from the Urban Institute's Panel Study, employment likely will remain a key obstacle to leasing unless family health problems are addressed; health problems are a significant impediment to finding and keeping employment.

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<sup>23</sup> Employment-related activities can include volunteer work, job searches, and time spent in Service Connector activities.

<sup>24</sup> Household members other than the head can count time in education programs toward their employment requirement.



## SUPPORTIVE SERVICES

### Overview

Based upon interviews with key stakeholders to the service provision component of the Madden and Wells HOPE VI project, a number of issues came to the fore. After a review of key players, we discuss resident and services databases, service coordination, service continuity, assessment of services, and long-term service provision. Since the previous Chicago Process Study report, we found that use of the resident tracking database to inform service delivery has improved. There are a number of challenges remaining, however, especially related to the structure of the service delivery systems, long-range planning for services, and assessing service effectiveness.

### Players

The structure for the delivery of services to current and former residents of Madden and Wells is as complicated, if not more so, than the relocation process. A number of organizations and agencies are involved with service delivery. Agency involvement with a client depends upon where a household is in the relocation process, what type of housing assistance they will receive upon relocation, which neighborhood the household lives in, and the type of service needed. There can be overlap among service providers, and there can be overlap between the relocation and supportive service delivery systems in that a number of the players are the same. Based upon interviews with key players, we understand that the following organizations were involved with service delivery to current and former Madden and Wells residents as of Autumn 2005.

*Chicago Housing Authority (CHA)*—The housing authority manages the relocation and supportive services processes, establishing contracts for service provision with other city agencies and with direct service providers. According to CHA staff, the most recent RFP for service partners emphasized employment-related services. Employment services have seen some of the greatest demand among service providers, and new employment-related screening criteria established by CHA have placed greater emphasis on increasing the employment rate among households receiving housing subsidies.

*Chicago Department of Human Services (CDHS)*—CDHS has an inter-governmental agreement with CHA to contract with organizations selected as Service Connectors. CDHS established a web-based case management system (referred to as the Sales Force system), which is used by Service Connector organizations to track clients and client referrals.

*Northeastern Illinois University (NEIU) / E.F. Geoghan (EFG)*—NEIU held the relocation counseling and supportive services contract with CHA to provide such services to residents





from Madden and Wells who relocate with a Housing Choice Voucher. NEIU subcontracts the direct provision of services to EFG. Clients either receive services directly from EFG, or are referred to other service organizations. NEIU is hopeful of winning the contract again. NEIU and EFG are not part of the Service Connector system. NEIU staff described their program as being like Service Connector but targeted to households with a housing voucher.

*Service Connectors*—CDHS has established contracts with nine agencies across the city to serve as Service Connectors. These organizations' area of service is geographic-based—residents are assigned to a Service Connector by neighborhood. Service Connector organizations have been described as focusing on issues that would prevent public housing residents from moving, and helping to smooth the way for relocation (Wilén). There are four types of services identified as priorities for the Service Connector organizations: family stability, housing choice, community integration, and increasing income.

*Heartland Human Care Services Inc. (Heartland)*—Heartland is the Service Connector organization for Madden and Wells residents.<sup>25</sup> As such, Heartland offers case management services, and contracts with specific agencies to provide direct services to public housing residents affected by HOPE VI relocation. Heartland does provide some services themselves to Service Connector clients, such as on-site GED classes, access to a housing advocate, and mental health counseling. The organization has added clinical staff to address the needs of the remaining public housing residents, who staff say present greater needs and have fewer resources. Heartland moved into new office space during the summer of 2005 from their office in the Madden and Wells development. The organization decreased its case manager to client ratio from approximately 87:1 to 55:1; there are now ten case managers on staff. Funding for the staff increase came from CHA through CDHS. Service uptake among public housing residents is voluntary. Staff reported that employment-related services are the most heavily used, followed by services related to family stability (e.g., food and substance abuse).

*Specific service providers*—There are a number of community and city based organizations to which Service Connectors refer residents for services. Key partners to whom Heartland refers clients include: Abraham Lincoln Center, LAC, Mercy Hospital, Michael Reese (geriatrics), Dawson's Skill Institute (GED), 47<sup>th</sup> Street Employment Agency, Charles Hay Center (technology, computer training), Caritas (drug rehabilitation), and Cornell Interventions (substance abuse treatment services).

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<sup>25</sup> Heartland is under contract with CHA to provide move-in services for another redeveloped site, Jazz on the Boulevard. Residents from Madden and Wells who might apply to rent at Jazz could work with Heartland in two capacities—as move-in service provider, and as Service Connector. Staff said that the organization maintains distinct staff for its relocation and supportive service offerings.



In addition to the referral organizations, there are other agencies serving people in the area that intersect with the services directly connected to efforts associated with the transformation of public housing. For example, Urban Systems of Care (USC) offers a program to children from Madden and Wells that is not tied to the HOPE VI redevelopment process.<sup>26</sup>

*The Community Builders (TCB)*—TCB provides move-in relocation and supportive services for prospective and current residents of Oakwood Shores. Services are geared toward helping prospective residents whose names are on CHA's HOP list to meet screening criteria for the new housing and to maintain lease compliance after they move in. The move-in related services are provided under a contract with CHA. According to CHA staff, CHA intended to extend the contract with TCB for an additional year.

TCB offers move-in related services for one year before and one year after the move to Oakwood Shores. Case plans are developed with residents to support efforts to increase overall stability, again, with an eye on qualifying for residency or maintaining compliance. While activities included in the case plans are voluntary, residents moving to Oakwood Shores from public housing are required to attend two 4-hour sessions that provide house readiness training. These sessions cover the material previously covered by Good Neighbor training, but include information specific to the new development. TCB offers monthly meetings open to all residents that cover a range of topics. In addition to being helpful to residents, the meetings are meant to foster interactions among them.

*Ujima*—serves as an intermediary organization by conveying to current and relocated residents from Madden and Wells any updates on relocation, service offerings and requirements, and representing resident concerns to CHA and TCB. Ujima tracks residents after relocation, regardless of their subsidy type, and provides direct services, especially related to employment. The organization receives funding for outreach and resident engagement through TCB's CSS contract.

### **Information Pathways Between Organizations & Clients**

With the many sources of supportive and relocation-related services available to current and former residents of Madden and Wells, it is important that they understand what is available from whom and how to access services of interest. Information about services is spread a

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<sup>26</sup> Urban Systems of Care (USC) is available to Madden children. DHHS initiated USC as a pilot in 1998 to address the lack of uptake of mental healthcare services among children ages 3-14 living in public housing. Each public housing development is associated with a USC. The goal is to refer and link 100 children per year to 120 programs, including an out-patient clinic at Mercy Hospital. Children with behavior problems are targeted. The USC consists of an assessment of the child with his/her parents in response to a referral from the parents themselves or the school. Each child receives a 6-month treatment plan, which may include recreational or cultural enrichment activities, school-based services, and group therapy.



number of ways. In light of the number of possible relocation paths residents can take, there is not one best way to reach all current and former residents.

Service providers with whom we spoke mentioned efforts to notify people of their services in any way possible. Information is presented at community meetings, HOP fairs, resident council meetings; posted in community newsletters and distributed through fliers; spread through word of mouth and by outreach staff of organizations; and by residents' direct contact with CHA staff and with service providers. While this dispersed format of information provision can work well for news of particular services, it is unclear how households might receive information on the full array of service options.

The people we interviewed did not raise communication with residents as a problem, and we are not suggesting that a problem exists. However, given the multiple layers of service providers and the patchwork of means used to inform people of service options, it is fair to ask whether communication among providers and between providers and clients is effective. To assess service provision and communication would require a study that focuses on service uptake from the perspective of current and former residents and a close review of an array of documents from service provider organizations, both of which are beyond the scope of this study.

## Databases

CHA, Service Connector organizations, TCB and other service providers use the CDHS web-based case management system (the Sales Force system) for a number of tracking and reporting purposes. Both the previous Chicago Process Study report and a report from the independent monitor expressed concern that the case management system did not offer the ability to track individuals. When asked about this issue, CHA staff said that the database system does allow for the tracking of individuals for the most part, in addition to providing aggregate data. Some data CHA receives is in aggregate form only, however. Certain direct service delivery partners, such as Caritas, which offers drug rehabilitation services, send CHA aggregate data only on actual service use. Receipt of this type of data started during 2004, according to CHA staff. However, specific data on individual level use of services is not collected, as discussed below.

The case management system does seem to integrate data from various service providers. From interviews with the various key service providers, the system's structure seems to work well for tracking people in the caseloads, tracking contacts with active clients, and tracking most referrals for services, whether for relocation or supportive services. The system also allows CHA to meet HUD's quarterly reporting requirement through the one system.

Still, there is no system in place for overall data collection at the individual level. According to the Service Connector, the database collects daily referral activities, but does not



document clients' actual *use* of services. Individual service plans established by agencies can collect service use information, but staff indicated that data collected through the plans are not thorough. It would be helpful to collect use data in order to evaluate whether certain types of services, or services provided by a particular organization, are more effective in helping people address their needs, as well as to understand better which households tend to participate in services.

Another concern raised in previous reports was with insufficient analysis of data to inform CHA's work. According to CHA staff, they have conducted more data analysis, especially related to education and employment needs. CHA staff have used data from the HOP database, Chicago Public Schools data, and city employment data, to help identify residents in need of employment, education, literacy, and utility assistance. Using these data, CHA has seen longer periods of employment among residents, though not necessarily increased rates of employment. Review of the data led CHA to partner with city colleges for the "Bridges to Employment" program. It also helped CHA identify the need for literacy programs.

### **Coordination of Services**

With the number of entities involved with resident relocation efforts and supportive service provision, it is not surprising that there are both overlap and gaps in service provision. Taken as a whole, they lead to considerable concerns with service coordination. There is evidence that key players have worked to address service coordination issues, but problems remain for providers.

At least three entities have addressed issues of service coordination through regular and special meetings with key players. Even these efforts, however are limited in scope. There appears to be no overall coordination of providers of various services formally associated with the HOPE VI transformation.

- According to CHA staff, a relocation team meets weekly. This group is comprised of the Local Advisory Commission (LAC), the Service Connector agency, direct relocation service providers, and the property manager. The group focuses on relocation issues rather than on all types of services offered to residents.
- CHAC has initiated Bridging the Gap meetings with community leaders, elected officials, tenants, and service providers. These meetings focus on issues related to services targeted to voucher holders; the group is not specific to Madden and Wells. CHAC staff described efforts such as Bridging the Gap as "reactive" rather than proactive. It is unclear the degree to which discussions in the meetings lead to program changes.



- TCB held two meetings with service providers during the summer of 2004 to discuss the range of services they offered and areas of service duplication. TCB initiated the meetings with the aim of improving service coordination and information by helping providers learn about other services.

These efforts aside, from the interviews it is clear that there are a number of challenges to managing service provision in such a way that overlaps and gaps in services are reduced. One challenge is getting entities to work together. According to TCB staff, there has been insufficient coordination of case management duties between them and Heartland. TCB understood that as the Service Coordinator, Heartland was to identify people who were on both TCB's HOP list and the Alliance's case management list. The two organizations were to have meetings to hand off case management for the households to TCB. TCB commented that Heartland has not worked with TCB in an integrated way and that there has been some resistance on Heartland's part to losing their caseload.

Another coordination challenge stems from aspects of service delivery structure. Because the delivery of case management and other services provided through the Service Connector system is based upon location, clients are switched to another Service Connector agency if they relocate from one service area to another. To transfer case files, the Service Connector, Heartland, must notify CDHS that a household has moved to another area and send in the household's files. CDHA then informs Heartland which organization the household will be transferred to and sends the files to the appropriate Service Connector. Heartland is allowed to follow up with the household to ensure its members do not slip through the cracks. It is unclear if and how many households do fall away from the Service Connector system because of relocation moves.

In addition to challenges at the agency level, there is the potential for clients to become confused by the multiple organizations with which they might interact; should clients receive contradictory information about relocation or service options from the multiple parties involved, or from other clients, the chance for confusion is all the greater. For example, people interested in moving into redeveloped housing can receive services from Heartland, TCB, and NEIU. After a former public housing resident moves into Oakwood Shores, he or she can receive services from TCB for one year. Heartland assumes that residents in their service area will continue to receive services over time. Therefore, former Madden and Wells residents who move into Oakwood Shores are eligible for an array of services through TCB and the Alliance.

Not all overlap in services or agency presence is necessarily problematic. Heartland staff participates in the monthly relocation counseling meetings with residents in order to help them with any issues they might have. This overlap by the Service Connector with the early stages of the relocation process can help support the relocation effort. But the profusion of organizations



involved does raise the issue of how effective the web of service delivery organizations is from the perspective of the people having to find their way through.

### **Continuity of Service**

The Service Connector program has been criticized in the past for losing track of households after they move. According to Heartland, staff meet weekly with CHA staff and others involved in resident relocation to review household case files so that no one gets lost from the service delivery system.

In addition to concerns with service continuity at the Service Connector level, the location-based structure of service delivery raises a question about continuity of service with case workers and direct service providers with whom clients might have developed a relationship. Staff at Heartland indicated that they could maintain contact with clients after a move to another service area; the extent to which this occurs is unclear. Also unclear is whether clients are encouraged to shift to direct service providers that work with the Service Connector in the new neighborhood or if clients can continue working with the same providers even if the providers have no relationship with the Service Connector that takes over relocated clients' case files.

At least one organization, Ujima, provides services to original residents regardless of geographic location in the city and relocation status. Ujima staff said they have a relocation tracking sheet that is updated with information for all original residents. Of the organizations that provide resident services, Ujima appears to be the only one structured in a way that can track and provide services to residents across location, relocation status and housing type. Ujima's work has been hampered by a lack of funds, which TCB hopes will change soon.

A third issue related to continuity of services is length of contract for Service Connector organizations. Contract length has varied over time. According to Heartland staff, during 2003—2004 they were under a 15-month contract agreement. During 2005 the contract changed to a year-to-year basis. The most recent contract was structured as a three-year contract. The longer contractual period should allow participating organizations to make longer-term plans for staffing and service delivery, which should improve service continuity.

For the long term, the life of the Service Connector program is unclear. Heartland staff are not sure how long the program will be in existence. Staff intimated that there is the possibility that once the transformation plan is fully implemented, the Service Connector program could be eliminated. At this point, however, staff work under the assumption that the program will continue for all residents in the service area.



## **Service Assessment**

For households that need assistance meeting housing eligibility requirements for Oakwood Shores or other public-housing affiliated developments, the quality of services they receive can have considerable impact on their housing outcomes. According to staff at Heartland and TCB, however, there is no formal evaluation of the services residents use. If residents meet housing criteria after receiving services, the services are considered effective.

Feedback on direct service providers occurs through the CDHS database and a brief questionnaire that clients complete at Heartland. The CDHS database includes a question that asks Service Connector case managers whether they would recommend the provider. Case managers at Heartland gather information on service providers informally from clients, and through the Heartland Quality Assurance Measures—a nine-item card filled out by clients. Heartland also conducts a client survey twice a year. Staff indicated that the survey and questionnaire might detect issues about services; however, there is no formal process for assessing the providers.

## **Long-range Provision of Services**

Within the current structure of service provision, households receiving services through the Service Connector program can receive them for an indefinite period of time, and Heartland staff said that they work under the assumption that they will continue to provide services over time. There is no long-term funding in place for services, however, a point acknowledged by CHA staff. TCB has submitted proposals to CHA as well as to major foundations to cover social service costs, but as of the fall of 2005, TCB did not have long-term funding for services either.

## **Challenges**

The database system appears to be used more than in the past for identifying the challenges and successes of clients. If analysis of available data continues, findings should help service provision match client needs.

At the time of the site visit, there did not appear to be long-range planning for service provision. Heartland was unsure how long the organization would be funded to provide Service Connector support to residents and TCB did not have a long-term funding stream in place to support its residents, though staff from both organizations recognized residents' needs would be ongoing.

Staff of entities involved with service provision spoke of the need for overall coordination of service providers. There have been efforts toward that end, but they have been piecemeal. Providers have indicated that not all of the connections among them have worked smoothly.



In addition to a need for oversight and coordination of service providers, there is need for an assessment of client take-up of services and of service effectiveness. At present there is no mechanism to determine which providers offer effective services and what factors motivate residents to take up services.





## CONCLUSION

The information gathered from interviews and focus groups conducted in the fall of 2005 indicates areas of progress and of ongoing challenge since the Interim Process Study was completed. The information also suggests additional areas of enquiry.

### Status Recap and Challenges

#### *Construction*

By late fall of 2005, 163 rental units were built and occupied, including 63 public housing units and 52 affordable units. The remaining units to be built as part of Phase 1—an additional 162 rental units—were to be ready for occupancy between December 2005 and Spring of 2006. Construction on the first phase of for-sale units was to begin in late fall of 2005.

Site planning for the second phase of construction also was to begin in the late fall of 2005. Overall, the development plan still anticipates 3,000 housing units will be built, 1,000 of which will be public housing units. However, a density study underway at the time of our site visit could affect the number of public housing units.

- o Funding for full implementation of revitalization plan

Funding poses a challenge to the overall redevelopment plan for the Madden and Wells site. HOPE VI funding has been important for the first two phases of construction but there is no such funding for the remaining three phases. As of the fall of 2005, neither was there funding identified for infrastructure work, long-term social service programming, or a planned charter high school. TCB was seeking permission to carry out a financial modeling analysis to determine how far current funding would carry the project and how much funding will be required to complete it.

- o Overall site planning and analysis

According to the developer, planning has occurred on a phase-by-phase basis. Only at the time of the fieldwork was a density analysis underway and the developer was seeking permission to conduct a financial modeling study. The phase-by-phase approach to analysis and planning with regards to financing and site density has the potential to affect the final number of public housing units, which, if the number is reduced, will increase the sense of displacement felt by many current public housing residents.

- o Construction schedule of remaining public housing units

Over half of the total number of planned public housing units are not scheduled to be built until the last three years of the overall transformation plan, now extended to 2015. This



extended projected schedule likely will decrease the number of original residents who will return to the HOPE VI housing, due to a number of factors including the length of time former residents have spent settling into other areas and the likely difficulties faced by CHA and the developer to contact the households when the new units are ready for occupancy.

### ***Madden & Wells Relative to Broader Efforts***

The redevelopment of the Madden and Wells public housing site into a mixed-income community fits well with the broader changes occurring in the surrounding area. Not only are changes taking place with housing, but restructuring and development activities targeted to infrastructure, schools, and business corridors all are combining in the mid-south area of Chicago to lure additional investments that could benefit current residents as well as attract new, middle-class residents.

- o Displacement of community members

From the perspective of at least some current neighborhood residents and community leaders, however, most of the improvements will benefit new residents as well as the developers and politicians who stand to profit. Though current residents do find many of the changes to be positive, there is a strong sense that they are being pushed out of their community so that additional improvements can be made, and additional higher-income households can move in. Concern about displacement is considerable not only among current public housing residents who know they will have to relocate, but among unsubsidized neighborhood residents as well. Focus group participants spoke of an increased sense of instability among long-time residents related to housing, schools, and local businesses.

### ***Relocation***

Relocation of the approximately 400 residents remaining in Madden and Wells was expected to be complete by the end of 2006 though it has been extended beyond 2007. It is unclear when all relocation will be completed. The relocation process has not changed, either for residents moving to another public housing unit or those moving with a housing voucher. At the time of the site visit, no organization was under contract to provide relocation counseling for voucher holders, though NEIU was hopeful it would be selected again.

Former residents who want to make a second move with a voucher, and who meet the criteria for the class covered by the Wallace Settlement, are eligible for the EHOP program through CHAC. Take up has been low, it is believed, due to the requirement to use the enhanced vouchers in areas with a low percent of African Americans.



- o Leasing units in Oakwood Shores

Leasing the public housing units in Oakwood Shores has been difficult in part because of CHA's revised employment requirements. The change from 20 to 30 hours of work or other approved activities a week has proven to be a considerable barrier to people who otherwise might meet the eligibility requirements for residency. In addition, the pace at which TCB receives names of prospective tenants has slowed staff's ability to lease units.

### **Services**

There is indication of improvement with data keeping and analysis since the previous study. The interviews suggest three areas for focus at this time: coordination among service providers so that each entity knows who is involved and what services other organizations offer; assessment of services to know which organizations offer effective services to the clients, and the factors correlated with client take-up; and longer-range planning for service provision, considering both financing source and delivery structure.

### **Suggested Future Research**

Service provision with such a large number of people as affected by the redevelopment of Madden and Wells would be difficult under the best of circumstances. Given the dispersal of residents, the complexity of the relocation and service provision delivery structures, and the number of organizations involved, *difficult* does not begin to convey the challenges that both managers and providers face. To assist with efforts to ensure effective use of funds and realize best outcomes for residents, it would be useful to assess resident uptake of services and impact of services on participants.

Redevelopment of Madden and Wells and relocation of residents affects not only the footprint of the redeveloped housing and the individual households. It also affects communities to which residents move. Should the density study lead to a decision to reduce the number of deeply subsidized units in Oakwood Shores, fewer former residents will be able to return. Even if all the public housing units are built, not all former residents will live in Oakwood Shores. Though not a focus of this study, it would be useful to examine the impact of relocation on receiving neighborhoods to determine the extent to which relocated households are able to adjust and locate services to meet their needs, the level of interaction between relocated families and new neighbors, and the ability of relocatees to find decent housing.

## **Appendix A**

### **Chicago Process Study Interviewees - Summer 2005**

Julie Brown  
Staff Counsel  
Business and Professional People for the Public Interest (BPI)

Anita Green  
CHA Family Achievement Center  
Northeastern Illinois University

Mike Henderson  
Program Manager – Community Initiatives  
The Community Builders, Inc.

Mary Howard  
Senior Director, Supportive Housing, Case Management, Employment & Prevention  
Services  
Heartland Human Care Services, Inc.

Darlene Humphrey  
Manager, Service Connector Program  
Heartland Human Care Services, Inc.

Bernita Johnson-Gabriel  
New Communities Program Director  
Quad Communities Development Corporation

LaRhonda Magras  
Director, Supportive Housing, Case Management, Employment, & Prevention Services  
Heartland Human Care Services, Inc.

Rayne Martin  
Deputy Director of Resident Services  
Chicago Housing Authority

Jennifer O'Neil  
Deputy Director – Relocation  
CHAC

Alex Polikoff  
Staff Counsel  
Business and Professional People for the Public Interest (BPI)

Lee Pratter  
Project Manager – Development  
The Community Builders, Inc.

Toni Preckwinkle  
Alderman for Ward 4

Janet Smith  
Associate Professor  
College of Urban Planning and Public Affairs, UIC

Leroy Square  
UJIMA Resident Leader; Resident Commissioner to the CHA

Deonna Wheeler  
Program Director, Urban Systems of Care  
Abraham Lincoln Center

Bill Wilen  
National Center on Poverty Law

Brenda Wood  
Relocation Project Manager for Madden-Wells  
Move In Team  
Chicago Housing Authority

Sandra Young  
UJIMA Resident Leader; Resident Commissioner to the CHA

## Appendix B-1

### HOPE VI Process Study Interviews Fall 2005 *Physical Redevelopment*

1. What is the current status of development activities on the Madden/Wells site?
2. What is the current timeline for redevelopment?  
  
[demolition, construction, start of occupancy]
3. Are any new delays likely? Why? What would need to happen to avoid new delays?
4. Have the plans for physical redevelopment changed since in the past 12 months? If so, how?
  - Has the city acquired the remaining land parcels needed for development (grocery store, health center, three vacant lots)?
  - number of public housing and other units?
  - density (units per acre)?
  - type of buildings (high-rise, townhome, walk-ups, rowhouses)
  - site layout, configuration of the buildings; non-residential spaces, e.g. common areas, community and recreational facilities
    - Has the location of unit types across the development site been settled? What is the location plan?
  - surrounding neighborhood

What motivated the change/s?

5. Have any new organizations become part of the development process since The Community Builders' selection as master developer?
6. Have there been any changes in the roles and responsibilities of the various development organizations since? If so, what and why?
7. Of the funds made available to your organization for its part in the redevelopment, approximately how much has been spent? How much remains to be spent?

8. Has any new funding been made available in the last 12 months? (city or state funds; private funds; loans; LIHTC; other sources of leveraged funds)
9. Is there still a funding deficit for the full redevelopment of the Madden/Wells site?
10. What is the current thinking about the future of the Wells transformation in light of the lack of funding for the last few phases?

## Appendix B-2

### HOPE VI Process Study Interviews Fall 2005 *Relocation Process*

1. Has there been a change in which agency provides relocation counseling during the last 12 months?

Why did that change occur?

2. Have there been any changes made to the relocation process in the last 12 months based upon lessons culled from previous relocation phases?
3. Is the Relocation Rights Contract still in effect?

What about residents who come under the contract who were lease compliant as of 10/1/99, but who subsequently have become non-compliant?

What about residents not compliant on the 1999 date, but who subsequently have become compliant?

4. Was the audit of the relocation tracking system, to be conducted by an independent contractor hired by CHA, completed? If so, what were the results?
5. What have been some of the challenges to accurate resident tracking?

Do you think that residents have been accurately tracked?

#### MOVE OUT RELOCATION

6. How many households remain in Madden/Wells?

Is this on target?

Is move-out relocation ahead of or behind schedule? Why?

7. When is the next phase of move-out relocation scheduled?
8. How many households will be relocated during the next phase?
9. When do you expect all move-out relocation to be completed? Do you anticipate any potential new problems that might further delay the move outs?
10. What factors have affected the pace of move-out relocation during the last 12 months?

For factors that *delayed* relocation, could the delays have been anticipated or avoided? If so, how?



11. What problems have you encountered during the move-out process (other than those related to pacing)? What new problems do you anticipate?

12. How has information about the move-out process has been communicated to residents? Who provides that information to residents?

What have been the challenges to this communication?

Do you think most residents been well informed about their relocation options? Why or why not?

13. Since relocation began, have any residents lost their housing subsidy because of lease noncompliance?

14. How are the housing conditions for residents who have been relocated or left the development?

What problems have people encountered?

Do you know if people have had difficulties paying utility bills? Do people have access to financial assistance for utility costs through CHA or HOPE VI services?

#### MOVE IN RELOCATION

15. Please give an overview of the move-in process.

What are its components?

16. What problems have you encountered during the move-in process? Do you anticipate any (other) problems occurring at later points in the process?

17. Have screening criteria been finalized for each new development at this point? What are the criteria?

18. Have the site-specific resident screening guidelines, developed by each site's private property management, affected move-in relocation efforts in any way?

Have the guidelines made it more challenging to move residents to the redeveloped sites?

19. Do you think there is a risk that the site-specific guidelines will lead to increasing concentrations of the poorest or most troubled households in other public housing developments?

20. How has information about the move-in process been communicated to residents? Who has provided the information to them?

What have been the challenges with communication?

Do you think most residents have been well informed about their relocation options? Why or why not?

21. Of those residents who have opted for temporary relocation, do you know how many still want to return to the development?

22. What has been the most commonly cited challenge related to move-in that residents face? [credit, income, employment, family size, criminal history, other screening criteria]

What has been the most difficult challenge?

The easiest to overcome?

23. Who is running the Good Neighbor counseling at Wells?

Has this changed? Why?

**Appendix B-3**

**HOPE VI Process Study Interviews  
Fall 2005  
Social & Supportive Services**

OVERALL SERVICES

1. What types of services are offered to the original residents of Wells?  
  
(mental health, relocation / housing search, employment training, house maintenance, etc.)
2. For what length of time will each of the services be available?
3. Has the array of service offerings changed over time?  
  
What services have been added? Dropped?  
  
What lead to the changes? [increased awareness of residents' needs; changes in residents' needs]
4. Does your organization distinguish between relocation-related services and other supportive service offerings?
5. Are there different services offered based on a person's relocation status (i.e, meet screening criteria, working to meet criteria, fail criteria)?  
  
What are the differences?
6. How is the availability of services communicated to original residents?  
  
What type of effort is made to contact people no longer living in public housing?  
  
Is there any specific approach to reaching people that has been more successful than others?  
  
Does your organization make independent efforts (separate from using info provided by CHA) to maintain contact with relocated residents? To reach out to relocated residents?
7. Are residents required to utilize any particular service?

SERVICE PROVIDERS

8. Have the length of contracts for the Service Connector program been extended beyond one year?

9. Have the promised additional case management staff for the SC program been hired? What is the current staffing? Has additional funding for staff positions come through?
10. Has there been any change in the service providers during the last 12 months?

What organizations have been added? Dropped?

What is the current list of providers?

#### USE AND EVALUATION OF SERVICES

11. How is resident participation documented?
12. Which of the services are most heavily used?
13. How many original residents take advantage of the services?

Overall? By service type?

14. How are the services evaluated for effectiveness?
15. Are residents involved in service evaluation?
16. for CHA: Have you been receiving the aggregate data on service delivery from the service providers?

How has that data been used?

17. Is the resident tracking data used in any way to support the service delivery component of HOPE VI? [provide addresses to service providers; provide demographic data that might indicate possibility of need for particular services; etc.]
18. for SPs: Do you send aggregate data on service delivery to the CHA? How often?



## Appendix C

### Neighborhood Change Focus Groups Summer 2005 Focus Group Guide

#### Introduction

- Thanks for coming and agreeing to participate in this group discussion today.
- **Who are we?** I'm [name of moderator], a researcher with the Urban Institute, and I will be your moderator for the session. I work at The Urban Institute, which is a non-profit research organization located in Washington, DC. We have been asked by the MacAthur Foundation to arrange these discussions.
- **Why am I here?** You have been asked to join this group because you all live (or work or have a business) in the same neighborhood. The Urban Institute is studying changes in the quality of life in local neighborhoods. The MacAthur Foundation is interested in learning about local perspectives on the quality of life in this neighborhood. We will be holding several discussion groups like this, and the information we learn will be used to write a report on how people feel about their neighborhoods and what types of issues are important to local residents.
- **What is a focus group?** Focus Groups are a way to find out what people think through group discussion. We are interested in learning about your ideas, feelings, and opinions. There are no right or wrong answers. We want to know what you think. We are interested in all of your ideas and comments, both positive and negative. You should also feel free to disagree with each other, as we want to have as many points of view as we can.
- **How does this work?** The session today should last about two hours. At the end of this session, we will ask you to complete a short, anonymous background information form. We will also be giving you \$50 for your participation [or gift certificate] today and will ask that you sign a receipt saying you have received this payment.
- **Why do you tape the session?** We tape record the session in order to ensure accuracy in writing our report. However, your responses will not be linked with your name or address in any way. You will remain anonymous and we ask that everyone respect each other's privacy and keep what's said here today among the participants in the group.
- I may remind you occasionally to speak one at a time so that we can all hear your comments. I am your guide, but this is a group discussion and so everyone should feel free to speak up. To keep us on schedule, I may change the subject or move ahead. Please stop me if you have something to add.

Are there any questions before we begin?

Before we jump into the main discussion, please help yourselves to some

refreshments. Feel free to eat and drink while we are talking.

**Private-market Residents**  
**Public Housing Residents**  
**Community Leaders**

**1. Please tell us your first name and something about yourself, such as how long you and your family have lived [worked] in the neighborhood.**

**2. What are your thoughts on what makes a neighborhood “good”?**

- What do you think makes a neighborhood a good place to live?
- Let’s turn the discussion to this neighborhood. Is this neighborhood a good place to live? Why?
- What do you like most/least about this neighborhood?  
*[probe for public housing, crime, etc]*

**3. Who are the people who live in this neighborhood?**

- Tell me a little bit about the people who live here.  
*[probe: race and ethnicity, income, renters versus homeowners, etc.]*
- How connected to each other are residents in the neighborhood?
- How connected to the community are the people who live here?
- Do you feel connected to your neighbors? Why/not?
- Are there organizations or institutions that draw people together in this community? What are they?
- How do these organizations bring people together?

**4. How has this neighborhood changed?**

- In our earlier discussion you mentioned many features that affect the quality of life in a neighborhood. Do you think the quality of life in this neighborhood has changed much over the past couple of years? If so, in what ways?
  - Why do you think these changes have occurred?

- Have the people who live in this neighborhood changed much over the past 5 years? If so, how?
  - Why do you think these changes have occurred?
- What about connections among neighbors: has that changed?
  - Why do you think these changes have occurred?
- Do you think the neighborhood will continue to change? If so, in what ways?

*[probe for if the neighborhood will “improve” or get worse. Also, probe for how the neighborhood will change –people, public housing demolition or HOPE VI, property values, crime, etc.]*

## **SEE GROUP MODULES**

### **5. Wrap-Up**

- Does anyone have any additional thoughts or comments about any of the topics we have been discussing today?
- Are there any questions you have about this study?
- Your comments and insights have been very helpful. Thank you all so much for participating today!
- Explain and administer short (anonymous) Background Information Form.
- Hand-out stipends as participants return completed payment receipts.

#### **A. Community Leaders / Business Owners Module:**

*Add questions about their role in community change*

- *What is your role as a community leader as the neighborhood changes?*
- *Has your role as a community leader changed over the last couple of years due to the changes occurring in the neighborhood? In what ways?*



- *Do you think you have been able to influence the changes occurring in the neighborhood? Why/not? If so, what has been your influence?*
- *For business owners: How do you think neighborhood change has affected your business, if at all?*

**Public Housing Residents Module:**

- *Would you like to stay in the neighborhood? If so, why?*
- *What types of changes would you like to see in public housing over the next five years?*
- *What types of changes would you like to see in the neighborhood over the next five years?*
- *Do you think you'll benefit from those changes? If so, how? If not, why?*
- *Have there been changes in the availability of services you use in this neighborhood?*
- *[probe to see if residents feel animosity from other neighborhood residents and/or the community as a whole. How does this affect their desire to live in a "mixed-community?"]*

**Community Residents Module:**

- *Would you like to stay in the neighborhood? If so, why?*
- *What types of changes would you like to see in the neighborhood over the next five years?*
- *Do you think you'll benefit from those changes? If so, how? If not, why?*

*[probe to see if residents display animosity to other neighborhood residents (specifically public housing) and/or the community as a whole. How does this affect their desire to live in a "mixed-community?"]*



# SURVEY RESEARCH LABORATORY

A Unit of the College of Urban Planning and Public Affairs

## Appendix D

### RECRUITING FOR THE HOPE VI FOCUS GROUPS

Prepared by  
Lori Harmon

November 2005

SRL Study #994

The Survey Research Laboratory (SRL) recruited participants for three focus groups on behalf of The Urban Institute. The purpose of the groups was to learn about community leaders' and residents' perceptions of the impact of public housing demolition and revitalization in the area surrounding the Ida B. Wells public housing development. The focus groups were approved by the Institutional Review Board at the University of Illinois at Chicago on October 3, 2005, under protocol # 2005-0569.

SRL recruited 14 participants for each of the following groups: community leaders, public housing residents, and neighborhood residents. The recruiting method used for the community leaders' group differed from that of the two residents' groups. Each method is described in more detail below.

The public housing residents' group included individuals who had lived in the Ida B. Wells or Madden Park housing project for at least one year at the time of screening, and had not participated in a survey about their neighborhood in the six months prior to screening (see Appendix A for a copy of the script used to screen participants for the public housing and community residents' groups). Participants in the community leaders' and community residents' groups were recruited from within a target geography defined by 31<sup>st</sup> Street on the north, 43<sup>rd</sup> Street on the south, Indiana Avenue on the west, and Lake Michigan on the east. The community residents group included individuals who had lived in the target geography for at least one year at the time of screening, and had not participated in a survey about their neighborhood in the six months prior to screening. The community leaders group included individuals working in the public and private sectors in the target geography (see appendix B for a copy of the script used to recruit participants for the community leaders group). There was no formal screener for this group. The only requirement for eligibility was holding a leadership role in an organization located within the target geography.

This target area is composed of portions of three Chicago community areas: Douglas, Oakland and Grand Boulevard. The historic Bronzeville neighborhood is located in the Douglas community area and is at the center of the target geography.

### **Community Leaders**

SRL developed an initial list of community businesses and organizations using two methods. First, a resident of the Ida B. Wells housing project who served as a recruiting consultant for the project provided the names of businesses, schools and community organizations within the target geography. This list was supplemented by organizations listed in the 2005 Directory of Health and Human Services that were located within the target geography.

Two experienced interviewers contacted organizations on the sample list. Interviewers first attempted to make contact with a leader within the organization. Once contact was established, the interviewer attempted to recruit the leader for the focus group. Advance letters (Appendix C) were faxed to those who requested additional information about the research.

Confirmation letters (Appendix D) were mailed to participants the week before the focus group. Reminder phone calls were made one to two days before the group.

### **Public Housing Residents**

The recruiting consultant hung fliers (Appendix E) and distributed letters (Appendix F) in the Ida B. Wells and Madden Park housing projects. The flier and letter both instructed interested public housing residents to contact SRL to reserve a space in the group. Residents who responded were screened, and the first fourteen eligible residents were invited to participate. Confirmation letters (Appendix G) were mailed to participants the week before the focus group. Reminder phone calls were made one to two days before the group.

## **Community Residents**

The recruiting consultant hung fliers (Appendix H) and distributed letters (Appendix I) in the target area surrounding Ida B. Wells and Madden Park housing projects. The flier and letter both instructed interested community residents to contact SRL to reserve a space in the group. Residents who responded were screened, and the first fourteen eligible residents were invited to participate. Confirmation letters (Appendix J) were mailed to participants the week before the focus group. Reminder phone calls were made one to two days before the group.

# APPENDIX A

## Screening Script: Public Housing and Community Residents

University of Illinois  
Survey Research Laboratory

Study # <u>9270</u>
Initials

*HOPE VI FOCUS GROUP SCRIPT: Residents*

1. Thank you for calling about the focus group. Do you currently live in the Ida B. Wells or Madden Park public housing development?

Yes ..... 1 → (SKIP TO Q.5a)  
No ..... 2

2. Do you live between 31<sup>st</sup> street to the north, 43<sup>rd</sup> street to the south, and between the lake and Indiana Street?

(IF NECESSARY): What's your address?

Yes ..... 1 → (SKIP TO Q.4)  
No ..... 2

3. (INELIGIBLE IF R IS NEITHER AN IDA WELLS / MADDEN PARK RESIDENT OR A NEIGHBORHOOD RESIDENT AS DEFINED BY THE BOUNDARIES)

I'm sorry, for the focus groups are for people who live in either the Ida B. Wells or Madden Park housing developments, or within the boundaries I mentioned. Thank you very much for your interest though! THANK AND EXIT.

4. Do you own or rent your home? (COMMUNITY RESIDENTS)

Own ..... 1  
Rent ..... 2

5a. How long have you lived in the neighborhood?

1 or more years ..... 1 → (SKIP TO Q.6)  
Less than a year ..... 2

5b. IF LESS THAN A YEAR: I'm sorry, for these groups we are only having people participate who have lived in the neighborhood for at least a year. Thank you very much for your interest though! THANK AND EXIT.

6. Have you participated in a survey about your neighborhood in the past six months?

Yes ..... 1  
No ..... 2  
Not sure ..... 8

- 7. Let me tell you a little about the research focus groups. We are conducting them on behalf of the Urban Institute in Washington, DC. If you participate, it would involve coming to a one-time session to talk to us and other residents in your area about your experiences in the neighborhood. This research is being done to understand how public housing demolition and revitalization lead to changes in your neighborhood.

Your participation in this group is voluntary – it is up to you to decide if you want to attend. Everything we discuss will be completely confidential. The discussion will be audio recorded and will last about two hours, and you will receive \$50 in appreciation for your time and to cover your transportation costs. We will be serving a light meal and refreshments. The focus group session will be held at the Survey Research Lab at 412 S. Peoria. Unfortunately, we are not able to provide childcare.

Would you be interested in attending the focus group discussion?

Yes ..... 1  
 Maybe ..... 2  
 No..... 3 --> (THANK & END)

- 8. **FOR PUBLIC HOUSING RESIDENTS:**  
 The focus group is scheduled for Wednesday, October 26<sup>th</sup> at 3 pm. Are you available at that time? \_\_\_\_\_  
 IF R CAN'T MAKE GROUP: I'm sorry but that is the only group we have scheduled. Thank you for your time. EXIT

- 9. **FOR COMMUNITY RESIDENTS:**  
 The focus group is scheduled for Tuesday, October 25<sup>th</sup> at 6 pm.  
 IF R CAN'T MAKE GROUP: I'm sorry but that is the only group we have scheduled. Thank you for your time.

- 10. We would like to mail you a confirmation letter with some directions. Can I please get your name and address?

Name \_\_\_\_\_

Address \_\_\_\_\_

Zip Code \_\_\_\_\_

- 11. Do you have a phone number so that we can call you the day before to remind you?

Yes \_\_\_\_\_  
 No ..... 2

- 12. Thank you for your call. You'll be receiving the confirmation letter shortly, and we will look forward to seeing you at the group!

- 13. RECORD GENDER:  
 MALE ..... 1  
 FEMALE ..... 2

## APPENDIX B Recruiting Script: Community Leaders

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**University of Illinois  
Survey Research Laboratory**

Study #     9270      
Initials

*HOPE VI FOCUS GROUP SCRIPT: Leaders*

1. Hello, I am calling from the University of Illinois and my name is NAME. We are conducting a focus group on behalf of the Urban Institute in Washington, DC. You were identified as a community or business leader in the neighborhood surrounding the Ida B. Wells housing development, and we are calling to invite you to participate in a focus group with other leaders in the neighborhood. This research is being done to understand how public housing demolition and revitalization have led to changes in the neighborhood. If you are able to participate, it would involve coming to a one-time group session to talk with us and other community and business leaders about your experiences in the neighborhood.

Your participation in the group is voluntary. Everything we discuss will be completely confidential. The discussion will last about two hours and will be audio recorded for later transcription. You will receive a \$50 gift certificate to a local restaurant in appreciation for your participation. During the group, we will serve you and your colleagues a light lunch and refreshments. The group will be held at the Survey Research Lab at 412 S. Peoria. Parking tokens will be available.

Would you be interested in participating in the focus group discussion?

Yes ..... 1  
Maybe ..... 2  
No..... 3 --> (THANK & END)

2. The group is scheduled for October 25<sup>th</sup> at noon. Are you available at that time?

\_\_\_\_\_

Yes: to go Q3

No: Is there someone else in your organization who is knowledgeable about changes in the neighborhood who would be able to represent your organization?

IF YES: May I have that person's name and phone number so I can contact them?

Name: \_\_\_\_\_ Phone: \_\_\_\_\_

IF NO: THANK AND EXIT.

3. We would like to mail you a confirmation letter with some directions. May I please have your name and address?

Name \_\_\_\_\_

Address \_\_\_\_\_

Zip Code \_\_\_\_\_

4. Is there a phone number where we can contact you the day before the group to remind you?

Yes \_\_\_\_\_

No .....2

Thank you for your participation! We will be serving box lunches. Would you prefer a vegetarian, roast beef, grilled chicken sandwich? We will look forward to seeing you then, and you'll be receiving the confirmation letter shortly. (If they ask about parking: directions to the parking lot will be included in the letter.)

Roast Beef

Grilled Chicken

Vegetarian

RECORD SEX:

MALE ..... 1

FEMALE .....2



**APPENDIX C**  
**Advance Letter: Community Leaders**

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**SURVEY RESEARCH LABORATORY**

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<http://www.srl.uic.edu>

October, 2005

Dear Community Leader,

We are writing to invite you to participate in a focus group discussion about public housing issues in the neighborhoods surrounding the Ida B. Wells housing project. This research is being conducted by The University of Illinois at Chicago on behalf of the Urban Institute in Washington, DC. We will be asking general questions about your experiences with changes going on in the neighborhood as a result of public housing demolition and revitalization. Your name and the name of your organization will be kept confidential and will not be linked with your comments.

The group will be held at the Survey Research Laboratory at 412 S. Peoria, 6<sup>th</sup> floor, October 25<sup>th</sup> at noon. It will last approximately two hours. In appreciation for your participation, you will receive a \$50 gift certificate to a local restaurant. Lunch will be served during the group and parking tokens will be available.

Please consider participating in this important research. You may call 1-312-413-0987 to reserve a spot in the group.

Sincerely,



Lori Harmon  
Project Coordinator  
(312)996-6475

**APPENDIX D**  
**Confirmation Letter and Directions: Community Leaders**

---

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October 18, 2005

Thank you for your interest in the focus group discussion about public housing issues and the changes in the neighborhood surrounding the Ida B. Wells development. The group will be held at the Survey Research Laboratory at 412 S. Peoria, 6<sup>th</sup> floor on Tuesday, October 25<sup>th</sup> from noon to 2 p.m. In appreciation for your participation, you will receive a \$50 gift certificate to a local restaurant. Please remember that we will be serving lunch during the group.

This research is being conducted by The University of Illinois at Chicago on behalf of the Urban Institute in Washington, DC. We will be asking questions about your experiences as a leader in the neighborhood. Your name and the name of your organization will be kept confidential and will not be linked with any of your comments.

We are looking forward to hearing your opinions and ideas. Thank you so much for your participation in this important study.

Sincerely,

Lori Harmon  
Project Coordinator  
(312)996-6475

## SURVEY RESEARCH LABORATORY

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### DIRECTIONS TO SURVEY RESEARCH LABORATORY

The Survey Research Laboratory is located on the University of Illinois at Chicago campus at 412 S. Peoria in CUPPA Hall. Peoria is two blocks west of Halsted, and our office building is on the southwest corner of Peoria and Van Buren Streets. Van Buren is just north of the Eisenhower expressway (I-290). When you enter the building, take the elevator to the 6<sup>th</sup> floor and go to reception.

#### Getting here by public transportation:

Our office is just north of the UIC/Halsted stop on the Blue Line “L”. Exit at the center of the platform and head north (away from the main campus) one half block. Our building is on the left-hand side.

To here by bus you can take the number 8 Halsted bus to Van Buren and walk 2 blocks west to Peoria. The number 126 Jackson bus also stops at Peoria and Van Buren (running west) and Jackson and Peoria (running east). The number 60 Blue Island bus or the number 7 Harrison bus stops between Halsted and Morgan; walk north along the path across the expressway. We are a half block north of the Eisenhower expressway (I-290).

#### Getting here by car:

SRL is located approximately 4 blocks from the Eisenhower expressway (I-290), eastbound Racine exit. Van Buren Street is one block north of the Racine exit, and our office, 4 blocks east. There is a UIC pay lot at Harrison and Morgan, just a block southwest of the office. Please park in this lot, and we will provide tokens. Once in the lot, walk across the expressway on the pedestrian crossing at the back (east side) of the lot. SRL is in the CUPPA building, which is the first building north of the CTA station on the west side of Peoria street.



**APPENDIX F**  
**Advance Letter: Public Housing Residents**

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**SURVEY RESEARCH LABORATORY**

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<http://www.srl.uic.edu>

October 2005

Dear Current Resident,

We are writing to invite you to participate in a research focus group discussion about your neighborhood. The group will be held at the Survey Research Laboratory at 412 S. Peoria, 6<sup>th</sup> floor, October 26<sup>th</sup> at 3 p.m. It will last approximately two hours. You will receive \$50 at the end of the group, and light refreshments will be served.

This research is being conducted by The University of Illinois at Chicago on behalf of the Urban Institute in Washington, DC. We will be asking general questions about your experiences with changes going on in your neighborhood as a result of public housing demolition and revitalization. Your name and address will be kept confidential and will not be linked with your comments.

Please call 1-312-413-0987 if you would like to participate. Call soon to reserve a spot in the focus group!

Sincerely,

Lori Harmon  
Project Coordinator  
(312)996-6475

**APPENDIX G**  
**Confirmation Letter and Directions: Public Housing Residents**

---

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October 18, 2005

Thank you for your interest in our research focus group discussion about your neighborhood. Just to confirm, the group will be held at the Survey Research Laboratory at 412 S. Peoria, 6<sup>th</sup> floor on October 26<sup>th</sup> from 3 p.m. to 5 p.m. You will receive \$50 at the end of the group, and pizza and refreshments will be served.

This research is being conducted by The University of Illinois at Chicago on behalf of the Urban Institute in Washington, DC. We will be asking general questions about your experiences as a resident in your neighborhood. Your name and address will be kept confidential and will not be linked with your comments.

We are looking forward to hearing your opinions and ideas. Thank you so much for your participation in this important study.

Sincerely,

A handwritten signature in black ink that reads "Lori Harmon".

Lori Harmon  
Project Coordinator  
(312)996-6475

# SURVEY RESEARCH LABORATORY

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### Getting here by car:

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**APPENDIX I**  
**Advance Letter: Community Residents**

---

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October 2005

Dear Current Resident,

We are writing to invite you to participate in a research focus group discussion about your neighborhood. The group will be held at the Survey Research Laboratory at 412 S. Peoria, 6<sup>th</sup> floor, October 25<sup>th</sup> at 6 p.m. It will last approximately two hours. You will receive \$50 at the end of the group, and light refreshments will be served.

This research is being conducted by The University of Illinois at Chicago on behalf of the Urban Institute in Washington, DC. We will be asking general questions about your experiences with changes going on in your neighborhood as a result of public housing demolition and revitalization. Your name and address will be kept confidential and will not be linked with your comments.

Please call 1-312-413-0987 if you would like to participate. Call soon to reserve a spot in the focus group!

Sincerely,

Lori Harmon  
Project Coordinator  
(312)996-6475

**APPENDIX J**  
**Confirmation Letter and Directions: Community Residents**

---

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October 18, 2005

Thank you for your interest in our research focus group discussion about your neighborhood. Just to confirm, the group will be held at the Survey Research Laboratory at 412 S. Peoria, 6<sup>th</sup> floor on October 25<sup>th</sup> from 6 p.m. to 8 p.m. You will receive \$50 at the end of the group, and pizza and refreshments will be served.

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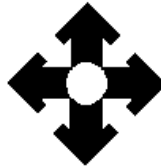
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Lori Harmon  
Project Coordinator  
(312)996-6475

## SURVEY RESEARCH LABORATORY

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