

HOUSING AUTHORITY OF THE CITY OF
MILWAUKEE

HOPE VI Evaluation of the Parklawn Family
Development

Final Summary Report

June 10, 2002

Overview

In 1992, the Congress established the Urban Revitalization Demonstration Program (URD), commonly referred to as HOPE VI, to revitalize severely distressed urban public housing. The program provides grants to transform obsolete public housing sites into attractive, economically viable communities and to improve the lives of residents through community and support service programs. In 1998, the Housing Authority of the City of Milwaukee (HACM) was awarded a HOPE VI Revitalization grant for \$34,230,500 that is being used to revitalize the Parklawn public housing development.

Of the original 518 units at Parklawn, 138 units have been demolished and are being replaced with 40 single-family homeownership units. Half of these 40 homes will be constructed on-site, and half will be acquired and rehabilitated off-site. The remaining 380 public housing units have been revitalized. Following is a picture of the front entrance way to units at Parklawn prior to the revitalization.

Parklawn Prior to Revitalization



When Parklawn was built in 1936, the infrastructure of the development was all underground. This created on-going maintenance problems in large part because Parklawn is located on a flood plain. A substantial feature of the revitalization plan was to upgrade the utilities system to provide each unit with individual meters and thereby reduce the operating and maintenance costs. As the following picture of Parklawn today shows, the revitalization plan also included adding porches on the front entrance way to each unit. The Parklawn revitalization plan reconnects the development to the surrounding neighborhood and provides open access and defensible space.

Parklawn Today



A key feature of the Parklawn HOPE VI revitalization effort is to provide housing and programs that will foster self-sufficiency among residents with a range of incomes. The development is taking place in partnership with the Parklawn Resident Council and a variety of self-sufficiency providers. The Housing Authority plays the lead role in implementing Parklawn's revitalization. HACM has also established a private property management agent, Friends of Housing, for ongoing site management at Parklawn and enforcement of strict lease agreements.

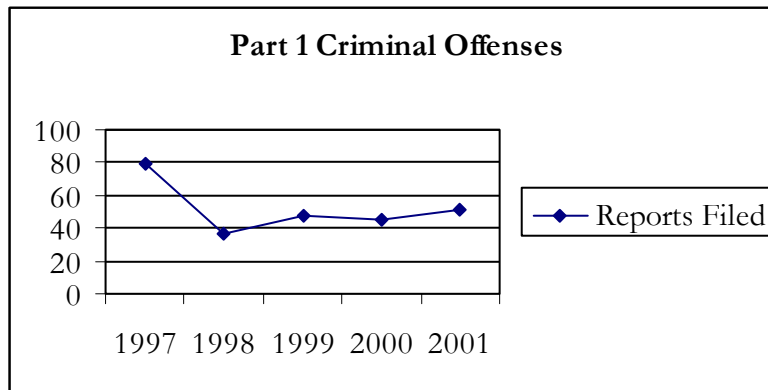
Summary of the Third Year of HOPE VI

The Planning Council 2001 Parklawn evaluation assesses the degree to which a comprehensive revitalization of Parklawn is a result of HUD's investment in site, buildings, and people.

The overall evaluation design focuses on changes from the baseline conditions that occurred over the years of HOPE VI implementation from May 1998 through calendar year 2001. Some of the highlights at Parklawn in the project management, community and support services, and employment and earnings areas are summarized on the following pages.

Project Management

Crime information is a commonly used indicator to gauge the effectiveness of security-related management policies that are being put into place at Parklawn. The following exhibit shows that during the five-year period from 1997 to 2001 there was a reduction in crime at Parklawn. During 1997 (in the year prior to Parklawn receiving HOPE VI funding), there were 79 reports filed for Part 1 crimes. Part 1 crimes include: murder and negligent manslaughter, sexual assault, robbery, aggravated assault, burglary, theft, auto theft and arson. By the year 2001 (the third full year of HOPE VI implementation at Parklawn), there were 51 reported Part 1 crimes. Please notice from the exhibit below that the number of Part 1 crime reports has been relatively consistent during the 3 full years (1999-2001) of HOPE VI implementation.



Another important project crime reduction goal can be measured by changes in drug-related activity at Parklawn over time. The goal is to improve public safety within Parklawn as evidenced by a 15 percent reduction in drug arrests.

- During 1999, 8 persons were arrested at Parklawn for drug-related felonies. No one was arrested at Parklawn for drug-related misdemeanors during 1999.
- During 2000, **no** persons were arrested at Parklawn for either drug-related felonies or misdemeanors.
- By comparison, during 2001, one person was arrested at Parklawn for a drug-related felony. No one was arrested at Parklawn for drug-related misdemeanors during 2001.

HACM has established strict HOPE VI-related lease agreements with Parklawn residents. Since enactment of these lease requirements, 73 former Parklawn residents have been evicted for failing to adhere to their lease agreements.

Central City Cyberschool

The Central City Cyberschool is a joint venture between the Housing Authority City of Milwaukee, former staff from Marquette University and parents in and around the Parklawn Housing Project.

The Central City Cyberschool is located within and designed to serve residents of the Parklawn housing development. HACM built the Cyberschool and included \$3 million dollars from the U.S. Department of Housing and Urban Development for its construction in the HOPE VI budget.

This elementary school serves grades K-8th grade and has an enrollment of 331 students. The Cyberschool is part of the Anytime Anywhere Learning network of schools facilitated by Microsoft. For students in AAL schools, learning is not limited by hours of the school day, walls of the classroom or resources of the community. Learning instead is the result of ongoing, dynamic interaction among network members with students, parents and teachers collaborating to construct lessons.

The Cyberschool has a unique curriculum featuring wireless data network system where students can operate laptop computers and access the Internet from anywhere within the building. Creativity, teamwork and goal-setting with a problem-solving, real-world, interdisciplinary curriculum are the hallmarks of this school.

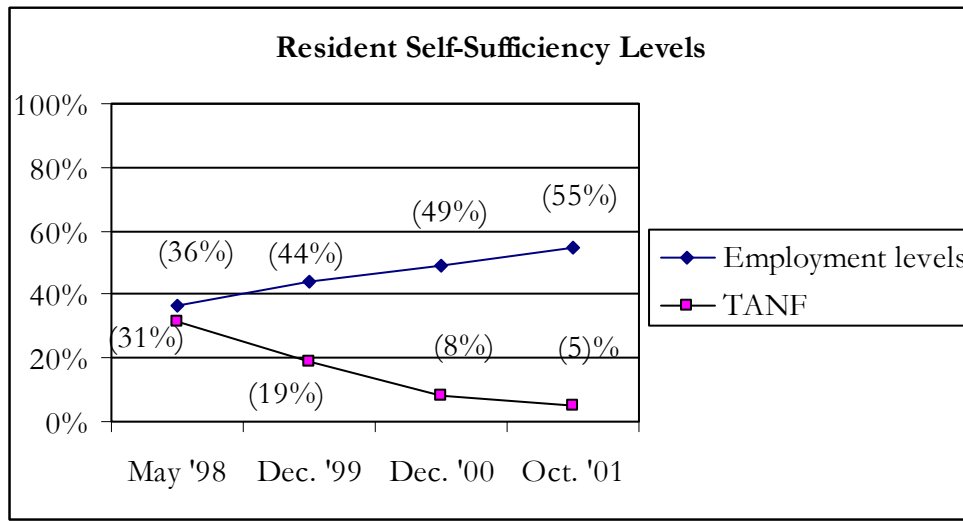
The original Cyberschool enrollment goal was that over 50% of its students would be from Parklawn. Currently, approximately 80% of the 331 children enrolled come from Public Housing, with 50% of these children living in Parklawn.

Community and Support Services

The overall goal of Parklawn's Community and Support Services Plan is to improve resident self-sufficiency levels. The service delivery approach is to develop and implement self-sufficiency plans based on thorough individualized assessments of resident assets and needs. HACM has partnered with SET Ministry to provide case management services and HACM's Resident Employment Program conducts the vocational assessments.

Taken together, these assessments result in a self-sufficiency plan. Indicators used to gauge self-sufficiency levels are income from wages versus income support programs. Income support programs are transfer payments made to persons that are financially needy. Two main income support programs are the Temporary Aid to Needy Families (TANF) and the former General Assistance (GA) programs.

As the exhibit (on the following page) shows, at the May 1998 date of the HOPE VI funding award, about 36 percent of all working age head of households reported some wage-related income during the previous 12-month period. Almost 31 percent of residents were at least partially dependent on TANF/GA during this same timeframe.



The following observations were based on all residents at Parklawn at these specific times. Observations of changes on these self-sufficiency indicators since the on-set of the HOPE VI program include:

- At the December 1999 follow-up, almost 44 percent of working age household heads reported some wage-related income and about 19 percent were at least partially dependent on TANF/GA supports.
- By December 2000, almost half (49%) of household heads had wages, while about 8 percent were reliant on TANF/GA.
- By October 2001, about 55 percent of household heads had wages, while only about 5 percent were reliant on TANF.

Progress made on two specific project goals can also be measured by any changes in Parklawn household employment levels and reliance on TANF over time. The specific employment goal is to have 300 Parklawn households with wages as their primary source of income. In May 1998, at the time of the HOPE VI award, about 32 percent of households (or 131) had wages as their primary income source.

- By comparison during 1999, 45 percent of households (or 160) had wages as their primary source of income. This percentage grew during 2000 to 48 percent of households (or 166) with wages as their primary source of income.
- By October 2001, 49.7 percent of households (or 173) had wages as their primary income source.

The specific TANF-related goal is to have **no** Parklawn households with TANF as their primary source of income. In May 1998, about 28 percent of households (or 116) had TANF as their primary income source.

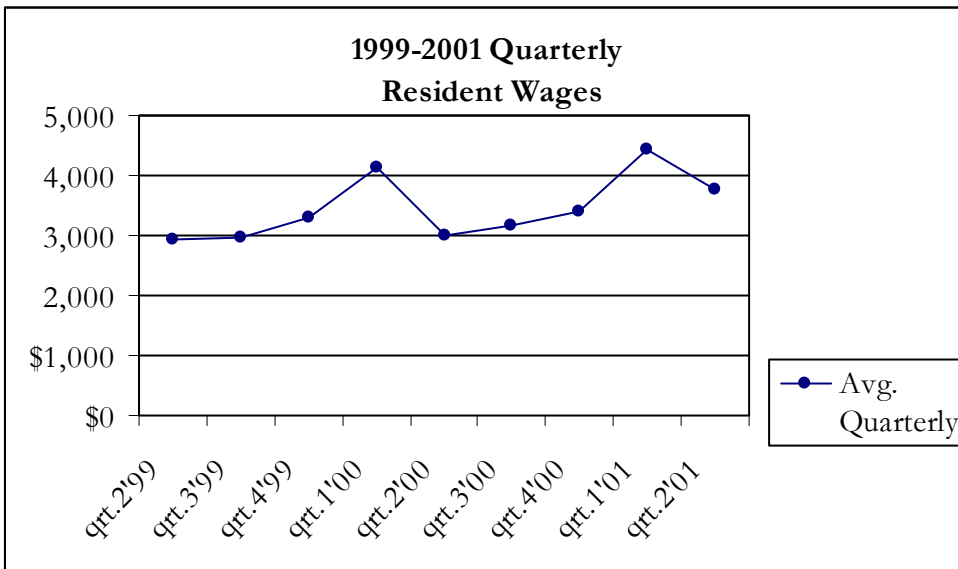
- By comparison during 1999, 11 percent of households (or 37) had TANF as their primary source of income. This percentage further decreased during 2000 to only 3 percent of households (or 10) with TANF as their primary source of income.
- By October 2001, 4.9 percent of households (or 17) had TANF as their primary income source.

Employment Earnings

Changes in annual income from wages are measured at two points in time for residents of Parklawn. In May 1998, at the time of the HOPE VI award, the average annual wage-related income was \$10,527 for those residents who had at least some wages.

- By October 2001, the average annual income from wages increased to \$13,775, an increase of \$3,248 over 1998 levels.

Details on income from wages are more precisely measured using quarterly wage records rather than annual wage records. The following exhibit shows the average quarterly wages for Parklawn residents who had income from wages during the 2-year period from the second quarter 1999 through the second quarter 2001.



The previous exhibit shows that there was an average earning gain from about \$2,934 during the second quarter of 1999 to over \$3,750 by the second quarter 2001.

- The exhibit also shows there was an earnings dip between the first quarter 2000 and the second through fourth quarters of 2000.
- The first quarter 2001 showed an impressive average gain of almost \$1,000 from the previous quarter to \$4,443.

Notice from the exhibit the earnings dip in the second quarter 2001. We are not sure if this dip is due to normal seasonal fluctuations, or if this is attributable to the increase in W2 caseloads in Wisconsin and the slowing economy having a negative impact on some of these residents. It would be worthwhile to review the earnings information again in the future.

Parklawn Resident Survey

The Housing Authority of the City of Milwaukee was interested in finding out what residents' of the Parklawn Family Housing Development thought about current conditions in their neighborhood and the programs offered by site-based agencies at their developments. To gather this information, the Planning Council has been conducting the Parklawn resident survey on a semi-annual basis over the three-year HOPE VI project period. There was 143 surveys completed by both new and longer-term Parklawn residents during the three-year period from 1999 through 2001.

Summary of items where the **greatest gain** was realized:

- During 1999-2000, about 46% of residents rated as "good", or "improving" the ability for their children to play outside. By 2001, 85% of residents rated the ability for their children to play outside as "good", or "improving".
- During 1999-2000, about 72% of residents rated as "good", or "improving" the ability to get answers to their questions. By 2001, 91% of residents rated the ability to get answers to their questions as "good", or "improving".
- During 1999-2000, about 66% of residents rated as "good", or "improving" the ability to have access to needed services. By 2001, 82% of residents rated the ability to have access to needed services as "good", or "improving".
- During 1999-2000, about 59% of residents rated their health as "good", or "improving". By 2001, 88% of residents rated their health as "good", or "improving".
- During 1999-2000, about 60% of residents rated as "good", or "improving" the ability to have services delivered to their apartment. By 2001, 76% of residents rated the ability to have services delivered to their apartment as "good", or "improving".
- During 1999-2000, about 64% of residents rated as "good", or "improving" how people in the neighborhood felt about Parklawn. By 2001, 75% of residents rated as "good", or "improving" how people in the neighborhood felt about Parklawn.

- During 1999-2000, about 77% of residents rated as "good", or "improving" how safe they felt in their apartment. By 2001, 85% of residents rated as "good", or "improving" how safe they felt in their apartment.
- During 1999-2000, about 62% of residents rated their ability to have input into the project as "good", or "improving". By 2001, 74% of residents rated their ability to have input into the project as "good", or "improving".