

**Housing Authority
of the City of Milwaukee**

HOPE VI Evaluation of Scattered Sites I

Final Report

February 9, 2010



Acknowledgements

This report was prepared by

Planning Council for Health and Human Services, Inc.

1243 North 10th Street, Suite 200

Milwaukee, Wisconsin 53205

With much appreciated assistance from
the Housing Authority of the City of Milwaukee

Administrative and Program staff

Table of Contents

Executive Summary	1
Overview.....	1
Summary of Findings – Community and Support Services.....	3
Effects of Community and Support Services.....	3
Effects of Case Management on Program Participation.....	4
Scattered Sites I Educational Initiative	4
Summary of Findings – Neighborhood Revitalization	5
Property Valuations	5
Changes in the Midtown Neighborhood Area	6
Evaluation Design Framework	8
Background of HOPE VI Projects	8
Project Goals and Objectives	9
Methodologies for the Final Evaluation Report.....	10
Assessment of Project Management.....	11
Study Methods for this Section.....	11
Occupancy – Tenant Selection.....	11
Development/Rehabilitation of Units	13
Change in the Midtown Neighborhood.....	14
Scattered Sites I Educational Initiative.....	15
Goals and Objectives Related to the Educational Component	15
The HACM Education Initiative Service Delivery Approach.....	15
Methodology.....	16
Establishing Baseline Groups	17
Data Adequacy and Attrition of the Sample	19
Following the Groups	19
Summary of Observations from the Educational Assessments	19
Documenting Reading Levels.....	20
Documenting Math Levels.....	21
Evaluation of the Results	22
Arranging Tutoring Services to Meet Students’ Identified Educational Needs	23
Changes in Math and Reading Levels	23
Changes in Reading Levels.....	24
Changes in Math Levels.....	26
Providing Intervention Services to Meet Students’ Identified Educational Needs.....	28
Arranging Academic Enrichment Services to Meet Students’ Identified Educational Needs.....	29

HACM College Bound Initiatives	30
UWM Summer Pre-College Program.....	30
Student Recognition Program and the HACM Scholarship Program.....	30
Adults Attending College	31
Focus on School Readiness.....	31
Assessment of Self-Sufficiency Efforts	32
The HACM Case Management Approach.....	32
The Effects of HACM Case Management on Program Participation.....	33
Defining a Study Population.....	33
Referrals for Services.....	34
Financial Education Strategy	37
Homeownership Initiatives	37
Estimates of HOPE VI Employment and Earnings Gains.....	41
Overview and Context	41
Issues Related to Selecting Participants for this Study.....	42
The Choice of Study Comparison Groups	42
Characteristics of the Scattered Sites I Residents Sample	43
Table 5-1 Observations	44
The Impact of Scattered Sites I.....	46
Methodology for the Planning Council Research.....	46
Home Assessment and Sales Data	48
Context and Findings for the Scattered Sites I Study	49
References.....	51

Table of Illustrations

Chart ES-1 Change in Household Source of Income at Scattered Sites	3
Chart ES-2 Change in Wages for Residents of Scattered Sites I.....	4
Exhibit ES-1 Demographic Profile of Children Assessed	5
Chart ES-3 Assessed Value of Single-Family and Duplex Homes Scattered Sites I Neighborhoods versus City-wide.....	6
Table 2-1 Baseline Characteristics of Scattered Sites I Residents, 2004.....	11
Table 2-2 Follow-up Characteristics of Scattered Sites I Residents, 2009.....	12
Map 2-1 Midtown Neighborhood	13
Table 2-3 Housing that Was Developed by Unit Size and Type	13
Figure 3-1 Data Availability about Original School-Age Youth Group.....	18
Exhibit 3-1 Reading Levels of Scattered Site Students	21
Exhibit 3-2 Math Levels of Scattered Site Students	22
Chart 3-1 Change in Math and Reading Levels among Scattered Site Students	24
Chart 3-2 Change in Reading Levels from Baseline to Time One Period.....	25
Chart 3-3 Change in Reading Levels for Students in Tutoring Programs	26
Chart 3-4 Change in Math Levels from Baseline to Time One Period.....	27
Chart 3-5 Change in Math Levels for Students in Tutoring Programs	28
Flowchart 3-1 Outcomes Related to Direct Service Interventions by the Education Specialist...	29
Table 4-1 All Referrals for Training by Type (duplicate count)	34
Table 4-2 Status of Referrals for Services by Type.....	35
Table 4-3 Status of Referrals for Services by Type and Place of Residence.....	36
Diagram 4-1 HACM Homeownership Initiative – Functional Parts	38
Diagram 4.1 HACM Homeownership Initiative – Documenting Results	39
Exhibit 4-1 Demographic and Economic Characteristics of Residents Referred to Homeownership Counseling.....	40
Table 5-1 (Excerpt): Employment and Earnings Levels of Scattered Sites I Affiliated Residents	44
Table 5-1 Employment and Earnings Levels of Scattered Sites I Affiliated Residents	45
Exhibit 6-1 Regression Model	48
Table 6-1 Residential Units in Scattered Sites I Neighborhoods.....	49
Chart 6-1 Assessed Value of Single-Family and Duplex Homes, Scattered Sites I Neighborhoods versus City-wide.....	50

Executive Summary

Overview

During June 2004 the Housing Authority of the City of Milwaukee (HACM), was awarded \$19.5 million in HOPE VI funds. The HOPE VI Revitalization grant was used to replace aging public housing with new housing for 121 families. The Housing Authority also received grants totaling \$42,000 that were used to demolish aged public housing at several Scattered Sites. Scattered Sites I is the Housing Authority's fifth HOPE VI project. The city has received \$131 million from the HUD program since 1993, remaking the Hillside Terrace, Parklawn, Lapham Park, and Highland Park public housing developments. In those projects, the Milwaukee Housing Authority demolished more than 700 units, revitalized more than 700 others, and built about 450 new units.

In Milwaukee, the Revitalization grant for Scattered Sites I called for the replacement of 81 older public housing units with 32 public housing units. It also called for the development of 4 affordable homeownership units and 24 market-rate homeownership units. The off-site component, on land donated by the City, consists of 41 public housing units, 4 rental units and 5 homeownership units. The plan incorporates traditional architectural and landscape features with an interconnected network of streets and defensible space. The revitalized development provides housing and programs that foster self-sufficiency among residents. A Neighborhood Network Center was established at the Cherry Court development located in the neighborhood.

The former Scattered Sites I development consisted mostly of side-by-side duplex units and four-family buildings clustered in groups throughout the neighborhood that formed mini-blocks of disinvestment. These units were located on 38 distinct parcels and have been demolished. The 77 formerly existing townhome and row-house units were replaced by homes located in the geographic area between State Street on the south, 12th Street on the east, Hadley Street on the north and 27th Street on the west. This area, referred to as the Midtown neighborhood, has been divided up into buildable house lots where there are no more than two rental replacement units per city face block.

A total of 77 homes have been built as replacement rental housing. Twenty-four tax-credit units have been built using Low Income Housing Tax Credits (LIHTC). Four units are for sale through HACM's 5(h) program. HACM played the lead role in redeveloping Scattered Sites I, as it has with its four other successful Hope VI sites. HACM has a strong development record of accomplishment, significant staff capacity, and the financial strength required to carry out a project like Scattered Sites I.

HACM supplements its in-house team with outside legal expertise and property management. The Housing Authority contracted with Friends of Housing Corporation to manage the units. The physical improvements to Scattered Sites I have been supplemented by a comprehensive Community and Supportive Services Program (CSS). This program is designed to provide a continuum of services that will help:

1. elevate families out of poverty,
2. provide able-bodied adults with the resources to obtain and sustain employment, and
3. break the cycle of intergenerational poverty by ensuring school-age children are in school, each day, ready to learn.

The Community and Supportive Services Plan reflects the needs, hopes, and dreams of the Scattered Sites I residents. HACM is committed to collaborating with residents to help them achieve their goals, including home ownership, financial security and a future for their children that is filled with opportunity and hope. HACM accomplished these ambitious goals by assembling a team of highly competent partner agencies with vast experience in delivering high-quality supportive services to low-income families and individuals.

HACM's partner agencies and their roles:

- SET Ministry, a faith-based organization that provides case management services to residents and persons with disabilities,
- The Milwaukee Community Service Corps, an Urban Corps Expansion Site with HUD Step-Up designation that works with young adults ages 18 to 24,
- The Wisconsin Women's Business Initiative Corporation (WWBIC) and the University of Wisconsin Extension in Milwaukee County that refer residents into the Make Your Money Talk and Milwaukee Saves programs, and
- The Planning Council for Health and Human Services, Inc., that assesses the impact of HOPE VI activities.

About \$14 million in total was leveraged by partner agencies and organizations. Some of the main contributions included:

- \$8 million contributed by Maximus, the TANF agency for the Scattered Sites I area that was used for training and employment support, child care and transportation assistance
- \$1.1 million contributed by Milwaukee Public Schools through Community Learning Centers that provide after school programming and tutoring.

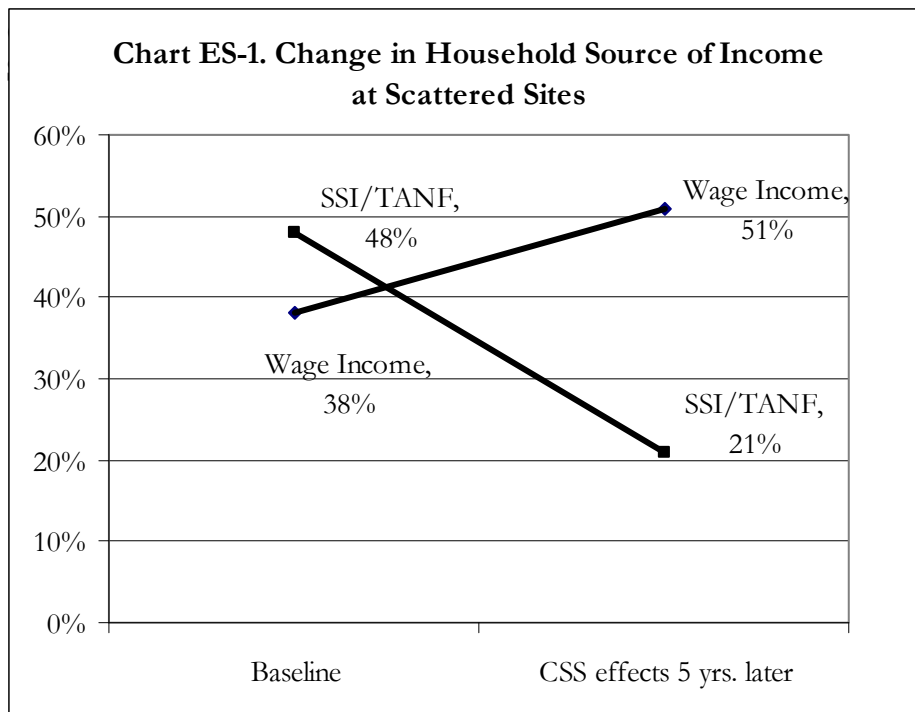
Summary of Findings – Community and Support Services

This final summary report concentrates on the activities and outcomes attributable to the CSS service delivery system for Scattered Sites I families. Key findings for the project management and community and support services areas – in particular, those that effect employment and earnings areas – are summarized below.

Effects of Community and Support Services

Chart ES-1 displays the percentage of household self-sufficiency related income for the 5-year period from 2004 through 2009. Further details about resident characteristics are included in Section 2 and Section 5 of this document.

- 38 percent of all Scattered Sites I households had some wage-related income during the previous 12-month period.
- 48 percent of households were at least partially dependent on income supports during this same timeframe. Income support programs are transfer payments made to persons that are financially needy. These include the Supplemental Security Income (SSI) and Temporary Aid to Needy Families (TANF) programs.

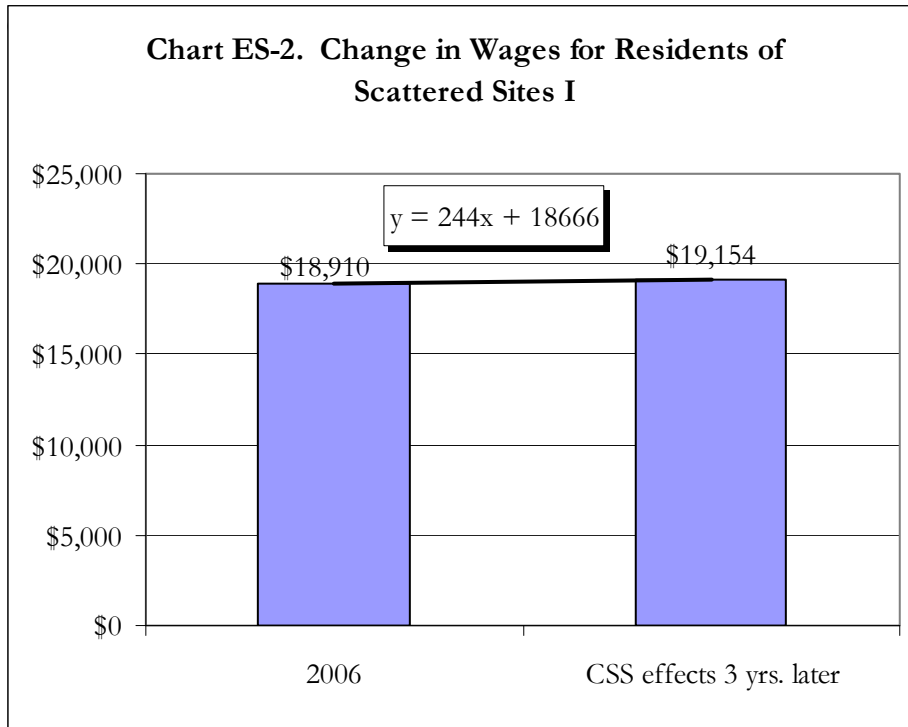


The chart depicts evidence of an upward trend in wage-related income during the period from 2004 to 2009. The chart also depicts a downward trend in income support reliance during the 2006-09. By 2009:

- More (51%, n=37) households had some wage-related income,
- Fewer (21%, n=15) households remained at least partially dependent on income supports.

Chart ES-2 displays the average change in wage earnings for residents of the Scattered Sites I development during 2006 compared with 3 years later at the follow-up period of 2009. The chart

shows that during 2006 the average wage was \$18,910. The average wage earnings increased by \$244 to \$19,154 in 2009, a modest gain of 1.3%. The overall Scattered Sites I sample (N=125) depicted in this chart consisted of resident heads-of-households and family members who were affiliated with Scattered Sites I during 2006. Further details about changes in resident wages are included in Section 5 of this document.



Effects of Case Management on Program Participation

HACM case management staff conduct needs assessments and coordinate referrals for services to a wide array of providers. Documentation of referrals made and tracking of program participation is managed by HACM’s Tracking-At-A-Glance (TAG) information system. The primary referral categories are for youth services, counseling programs, employment services, and resident assistance programs. TAG data shows that 871 referrals were made to these programs/services through June 2009. HACM case managers have done a commendable job of linking residents to these services as almost 60 percent of these referrals (516 of 871) resulted in program enrollments. Referral and enrollments are not consistent across all program categories. As examples, youth services and resident assistance programs had much higher rates of linking residents to services than did financial education and homeownership counseling programs. Further details about resident participation levels and case management outcomes are included in Section 4 of this document.

Scattered Sites I Educational Initiative

HACM’s Education Specialist has engaged with Scattered Sites I parents and their children to conduct an educational assessment to identify and link youth to educational programs that meet their needs, and to intervene where there are serious problems that may prevent youth from

attending or succeeding in school. These assessments point out that many Scattered Sites I students face difficult barriers when it comes to succeeding in school.

Exhibit ES-1 is a summary demographic and educational profile of the children for whom assessments were completed at the baseline (established any time between 2005 and 2007) and again at the first or second follow-up (established any time between 2008 and 2009). Noteworthy changes between these periods are discussed in the exhibit. Further details about resident participation levels and educational outcomes are included in Section 3 of this document.

Exhibit ES-1 Demographic Profile of Children Assessed

Demographic Profile of Children Assessed

- 48% are female, 52% are male.
- 10% are 0 to 4 years old; 89% of these children ages 0 to 4 are in a preschool program.
- 54% are between the ages of 5 and 12 years old; 36% are teenagers.
- 5% are children with a disability which qualifies them for SSI.

Educational Services Profile

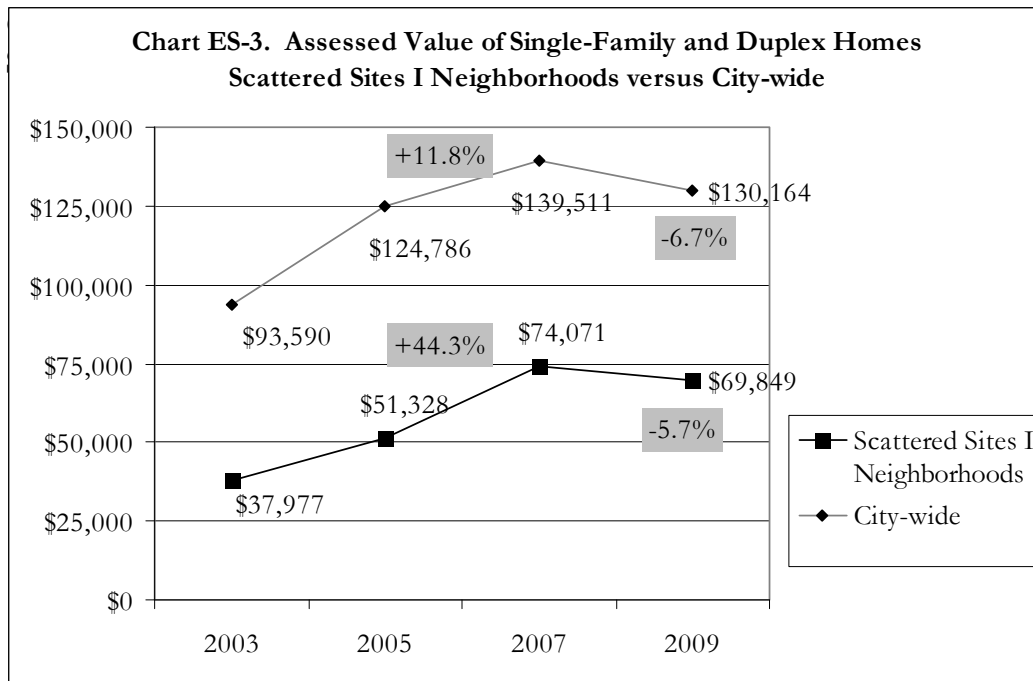
- 6 students were enrolled in a tutoring program at the time of their initial assessment; 23 students were enrolled in a tutoring program one year later.
- 95% of students (61 of 64) who worked closely with the Educational Specialist during the past couple of years to mitigate problems or more fully participate in educational opportunities remained enrolled in school and advanced one grade level.
- 41% of students improved their grade point average from the initial assessment to a period roughly one year later.
- 75% are reading at or above their grade levels, up slightly by 3% from the baseline period.
- 78% are at or above their grade levels in math, up by 11% from the baseline period.

Summary of Findings – Neighborhood Revitalization

This final summary report describes the ways in which, and to what extent the HOPE VI initiative has been an active partner in the revitalization efforts of Scattered Sites I neighborhoods. The Planning Council examined the assessed value and the sale prices of single-family and 2-family homes in the six primary neighborhood areas where the properties associated with the Scattered Sites I HOPE VI redevelopment are located.

Property Valuations

Chart ES-3 shows that these replacement units have generally had a positive effect on property valuations. Further details about property valuations are included in Section 6 of this document.



- During the two-year pre- and early implementation HOPE VI period from 2003 to 2005, property values of single-family and duplex homes in these neighborhoods increased by about 35%, which is comparable to the 33% increase in city-wide valuations.
- There was a noteworthy 44% increase in assessed values during the 2 year Scattered Sites I HOPE VI implementation period from 2005 to 2007. By comparison, there was about a 12% increase in assessed values for city-wide properties during this same time period.
- Property values flattened out in 2007 and by 2009 there was a 6% decrease in Scattered Sites I neighborhoods versus a slightly higher 7% decrease city-wide.
- Overall, there was a 36% increase in property valuations in Scattered Sites I neighborhoods during the 5-year HOPE VI implementation period from 2005 to 2009. By comparison, there was only about a 4% increase in assessed values for city-wide properties during this same time period.

Changes in the Midtown Neighborhood Area

The 92 Scattered Sites that HACM targeted in its Scattered Sites I Hope VI revitalization are located in an area of the city of Milwaukee known as Midtown. Midtown is an inner-city neighborhood of about 1 square mile with a population of just under 10,000. Forty-five percent of Midtown residents live below the poverty level. Following is a summary of observations about the revitalization's impact on Midtown and its residents. Further details about changes in the Midtown neighborhood, including a map of the area, are in Section 2 of this document.

- HACM has largely achieved its goal of promoting income diversity in the Midtown area by attracting residents with incomes comparatively higher than existing residents to the HOPE VI project's tax credit and market-rate units.
- Scattered Sites I residents in Midtown have increased their self-sufficiency levels.

Residents have benefitted from their participation in a wide variety of services through Community and Support Services (CSS), including childcare; transportation; continuing education and GED courses; job skill training; and employment preparation, placement, and retention programs.

- The HACM scattered-site housing strategies have increased the supply of quality affordable housing as part of their HOPE VI revitalization process.
- Serious crime in the Midtown area has been fairly consistent during the period from 2005 through 2008, with a slight drop in 2009, but remains much higher than city-wide levels. Residents of new Scattered Sites I units have expressed mixed feelings about the safety in their neighborhood.

Evaluation Design Framework

Background of HOPE VI Projects

The U.S. Department of Housing and Urban Development (HUD) has set the following evaluation priorities for the HOPE VI projects:

1. The impact of HOPE VI effort on the lives of the residents;
2. The nature and extent of economic development generated in the community;
3. The effect of the revitalization effort on the surrounding community, including spillover revitalization activities, property values, etc., and
4. HACM's success at integrating the physical and CSS aspects of its strategy.

Historically, the Planning Council has concentrated on measuring the impact of HACM's HOPE VI programs and activities on the lives of the residents in prior evaluations of the Hillside Terrace (1998-1999), Parklawn (1999-2001), Townhomes at Carver Park (2000-2003) and Highland Park (2003-2006) projects. The Planning Council has also measured the effect of the revitalization effort on the surrounding community, including spillover revitalization activities and changes in property values in its Townhomes at Carver Park (2003) and Highland Park (2007) evaluations. In addition, these evaluations have measured program performance and outcomes that were attributable to HOPE VI-related services such as improvements for residents in their access to and utilization of services.

Highlights of what has been learned from these evaluations:

- In the area of project management, findings include dramatic increases in the desirability of living in these developments after the HOPE VI revitalization, a reduction in crime resulting from Public Safety interventions and improvements in the physical environment, and increases in rent contributions as residents enter the labor force and increase their earnings.
- In the area of community and support services, findings include improved access to and utilization of needed services, e.g., counseling and case management, and improvements in employment and earnings levels attributable to HACM's program initiatives.
- In the area of neighborhood revitalization, findings include increased property values in the immediate areas surrounding Scattered Sites I that are affiliated with HOPE VI.

The evaluation design for Scattered Sites I builds on and enhances the methodological approaches used in prior HOPE VI evaluations. A key component of the Housing Authority of the City of Milwaukee's plan is the expansion of community and support services, designed primarily to help residents become economically self-sufficient. The challenge to program evaluators is to develop information to better understand the effects of the HOPE VI program, and be able to report on how such effects are achieved. Items that are appropriate for tracking the success of the HOPE VI program include the performance indicators for capital improvements and the process and outcome-based measures for community and support services.

Project Goals and Objectives

The overall goal of HOPE VI Community and Support Services is to improve resident self-sufficiency levels. The intent of the HOPE VI program is to offer services to all original residents, as well as to new residents who move into Scattered Sites I throughout the grant period. The following self-sufficiency-related goals and objectives have been established for the Scattered Sites I HOPE VI development. These goals and objectives have been endorsed by the development's resident leadership.

- 85 percent of Scattered Sites I households will have incomes that elevate them above poverty levels.
- All households with low or moderate income wage earners will be connected to work support benefits, Food Stamps, EITC, Medicaid, and child tax credits as a means of fostering long-term self-reliance among working families.
- HACM will adopt policies that make poverty reduction a priority in all of its management and program initiatives.
- All Scattered Sites I households will receive case management services.
- All families interested in family formation activities will have access to services.
- All adults who receive SSI (including the AODA disabled) will be referred to the State Department of Vocational Rehabilitation for voluntary, customized, consumer-driven, intensive employment assistance.
- All Scattered Sites I families will develop employment goals for each adult, non-disabled household member.
- Every household member will craft a ladder of opportunity leading to long-term, self-sufficiency.
- All non-disabled adults will be employed or in school on a full time basis.
- All HACM partners will provide services that support and enhance the HACM policy of Workforce Development based on the premise that everyone is employable.
- 75 percent of Scattered Sites I households will demonstrate financial literacy, as evidenced by using transaction accounts, establishing IDA accounts, and using only traditional financial services for their financial needs.
- All Scattered Sites I families will develop education goals for each school age youth.
- Five adults will receive HACM scholarships to support their post-secondary education.
- No school-age child will be habitually truant, as defined by the Milwaukee Public Schools.
- All Scattered Sites I household members will have access to powerful knowledge handling technologies through Community Learning Centers, Neighborhood Network Center, and the Central City Cyberschool.
- Scattered Sites I youth will participate in the public, choice, charter, or private school that best meets their educational needs

Methodologies for the Final Evaluation Report

This evaluation strives to assess the community and social support programs, and in particular to provide a detailed study of employment and earnings outcomes—analyses that most directly will reflect changes in socioeconomic conditions at Scattered Sites I. The Planning Council relied on three methods to collect data for this study. The first was from HACM program administrative records. The second was evaluative research for the neighborhood revitalization study conducted by the Planning Council. The third approach relied on collaborating agencies for data such as employment earnings.

Details on the type of information used in this study include:

- HACM administrative records provided public safety information, participation levels and outcomes from case management and resident employment activities, and individual and household economic information.
- The Planning Council conducted a longitudinal analysis of housing valuations in Scattered Sites I neighborhood using the master property files available from the City Assessor’s Office.
- Integration of secondary data from non-HACM sources including detailed employment and wage-related information made available through the HUD Enterprise Verification System.

A cooperative administrative arrangement was developed between HACM and the Planning Council to create a longitudinal data set of HOPE VI program-related elements. The data used for this final report covers the period from 2004 (prior to Scattered Sites I HOPE VI) and through 2009.

The data used in this report were assembled through the following process:

- HACM staff extracted data for different groupings of residents based on the calendar year in which a person was a Scattered Sites I resident.
- Data elements used by the Planning Council included a mix of resident background characteristics (age, family size, ethnicity, gender) and HOPE VI program-related items such as dates of admittance, unit type and address, program participation levels, income sources and levels.
- The above files are assembled from annual and monthly administrative data. The data files were linked together for this study using keys such as CSS numbers and/or other unique identifiers, to assemble a three-year longitudinal program-related data set.
- The longitudinal data set includes residents who were “original” residents at the time of the HOPE VI grant award, as well as “new” residents who moved into Scattered Sites I. Residents who moved out of Scattered Sites I during the HOPE VI period are also included in the longitudinal data set where possible.

Additional and more specific details on the various methods used to collect, assemble, and analyze the longitudinal data set are described in Sections Two through Six of this document.

Assessment of Project Management

Study Methods for this Section

The main evaluation questions relate directly to the HOPE VI goals. The primary purpose for this final report is to determine the degree to which Scattered Sites I housing units have become more desirable. The Planning Council determined the effectiveness of HOPE VI project management using an indicators approach. These indicators assess the management strategies that HACM put in place that relate to occupancy, crime and security, and homeownership matters associated with Scattered Sites I. Some of the primary indicators are:

Occupancy: The main indicator for this category is changes in tenant characteristics over time.

Development/Rehabilitation of Units: Indicators used are total number of newly built units and rehabilitated units.

Change in the Midtown Neighborhood: Strategies used that address the Midtown neighborhood's changing demographic profile, housing market conditions, and quality-of-life.

Occupancy – Tenant Selection

The key question addressed in the evaluation is the effect of Scattered Sites I tenant selection policies on the resident population over time.

As a starting point in answering this question, Table 2-1 summarizes the sources of household income and other relevant characteristics of persons residing at the Scattered Sites I development during the baseline period of 2004.

Table 2-1 Baseline Characteristics of Scattered Sites I Residents, 2004

	Number	Percent		Number	Percent
Household Type			Income Levels (Family)		
Family	67	92.0	Avg. Wage Income	\$17,992	
Elderly/disabled	6	8.0	Household Income Sources		
All Types	73		TANF	8	10.5
Age			SSI	27	36.9
0-5	53	20	Wage	22	30.1
6-18	125	46	SS	6	8.2
19-64	88	33	Other	10	13.7
65 and older	5	2	Average Household Size		
	271		Number of Members	3.7	

The table shows that there were 73 households residing in HOPE VI-related units in Scattered Sites I at the baseline period. Of these, 67 were classified as family households and another 6 that were classified as elderly households. The Planning Council used data extracted from the HUD Multi-Tenant Characteristic System (MTCS) and HACM administrative records to develop this table.

Table 2-1 also shows that at the baseline period:

- Two-thirds (66%) of the residents were 18 years of age or younger.
- The average household size was 3.7 persons.
- About 47% of all household heads were at least partially dependent on some type of income support program (the sum of TANF and SSI in the table).

This study concentrates on the percent of households that are reliant on income support programs versus those with wage-related income. Table 2-2 depicts the socioeconomic profiles of residents in year 2009. Any changes are measured from the “base” year of 2004.

Table 2-2 summarizes the household income and other relevant characteristics of persons residing in Scattered Sites I units at any time during 2009. The Planning Council used data extracted from the HUD Enterprise Income Verification System (EIV) and HACM administrative records in this evaluation to draw comparisons over time, and along similar dimensions, between the original HOPE VI households and new HOPE VI households.

Table 2-2 Follow-up Characteristics of Scattered Sites I Residents, 2009

	Number	Percent		Number	Percent
Households			Income Levels (Family)		
Family	57	83.0	Avg. Income	\$20,497	
Disabled or Elderly	<u>12</u>	17.0			
All Types	69		Income Sources		
Age			TANF/SSI	20	29.0
0-5	18	8.1	SS/Pension	15	21.7
6-18	114	51.6	Wage	39	56.5
19-64	81	36.7			
65 and older	<u>8</u>	3.7	Average Household Size		
	221		Number of Members	3.2	

Comparisons drawn between the 2004 baseline and the 2009 follow-up period show:

- Due to the relocations and the natural maturation of original residents who re-occupied the Scattered Sites I development during the 2004-09 time periods, the number of working-age adults decreased from 88 to 81 persons.
- The number of young children 0-5 years old decreased from 53 to 18 during this same time period.
- The percentage of all household heads that were at least partially dependent on some type of income support program decreased from 47% in 2004 to 29% during 2009.
- The percentage of all household heads that had at least some wages from income increased from 30% in 2004 to 56% during 2009.
- The average family size decreased from 3.7 persons in 2004 to 3.2 persons in 2009.

Development/Rehabilitation of Units

The former Scattered Sites I development consisted of mostly side-by-side duplex units and four family buildings clustered in groups throughout the neighborhood that formed mini-blocks of disinvestment. The map shows the primary area of development that encompasses the Midtown neighborhood. These units were located on 38 distinct parcels and have been demolished. The 77 formerly existing townhomes and row-house units were replaced by 95 single-family homes located in the geographic area between State Street on the south, 12th Street on the east, Hadley Street on the north and 27th Street on the west. The land has been divided up into buildable house lots where there are no more than two rental replacement units per city face block.

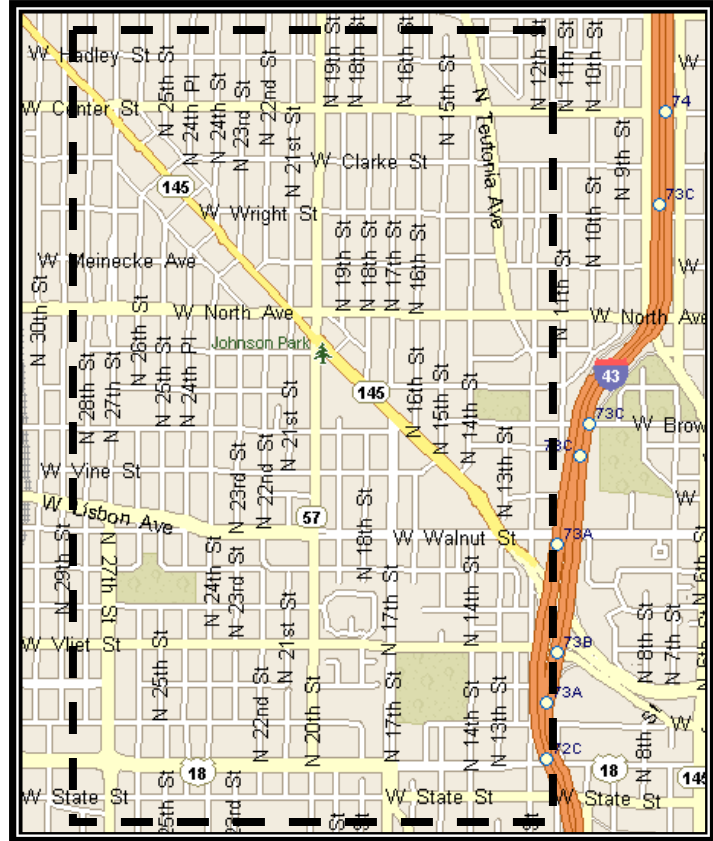


Table 2-3 shows that a total of 77 homes have been built as replacement rental housing. Twenty-eight tax-credit units have been built: 24 market rate units that are for sale using LIHTC tax credits and four as public housing units. Four units are for sale through HACM's 5(h) program.

Table 2-3 Housing that Was Developed by Unit Size and Type

	New Rental (on-site)	Tax Credit Rental (on-site)	New Rental (off-site)	Home-ownership (off-site)	Total
Unit Mix					
1-bedroom			2		2
3-bedroom	30	18	30		78
4-bedroom	6	5	6	4	21
5-bedroom		1	3		4
Total	36	24	41	4	105
Unit Type					
Public Housing	36		41		77
Units for Sale				4	4
Tax Credit Units		24			24
Total	36	24	41	4	105

Change in the Midtown Neighborhood

HACM's Scattered Sites I HOPE VI plans clearly articulate the goals and strategies for transforming the Midtown neighborhood into a healthier place for families to live and work. Below is a discussion of how each of these strategies is linked to economic, social, and physical outcomes. The following strategies and observations address the Midtown neighborhood's changing demographic profile, housing market conditions, and quality-of-life issues.

- HACM has largely achieved its goal of promoting income diversity in the Midtown area by attracting residents with incomes comparatively higher than existing residents to the HOPE VI project's tax credit and market-rate units.
- HACM Scattered Sites I residents have actively participated in a wide variety of Community and Support Services (CSS) including childcare; transportation; substance abuse programs; continuing education and GED courses; job skill training; and employment preparation, placement, and retention programs. HACM has increased the self-sufficiency of existing residents through job training and skills development which led to higher employment rates and earning levels among residents.
- The HACM scattered-site housing strategies have increased the supply of quality affordable housing as part of their HOPE VI revitalization process. Their strategy replaced existing substandard structures with new, high-quality housing. The new construction of housing, in turn, has helped to retain original Scattered Sites I residents and has attracted new residents to the Midtown neighborhood.
- Scattered Sites I HOPE VI revitalization plans include the new construction of single-family homes and the implementation of homeownership programs. While the Scattered Sites I program will result in a modest number of four new homeowners, some additional residents may derive benefit from financial education and homeownership counseling programs.
- The rate of serious crime in the Midtown area has been fairly consistent during the period from 2005 through 2009, but remains much higher than city-wide levels. Midtown had 121 Part A Offenses per 1,000 residents reported during 2009. By comparison, the City of Milwaukee had fewer (87) Part A Offenses per 1,000 residents reported during 2009. A recent Planning Council survey of residents showed that some residents of new Scattered Sites I units have expressed mixed feelings about the safety of their neighborhood.

Scattered Sites I Educational Initiative

At the time of the HOPE VI grant award, there were 116 school-age children living in Scattered Sites I. HACM research in support of their HOPE VI grant application found that 95 percent of students living in Scattered Sites I were at risk of dropping out of school, based on at least one of the primary factors identified by the U. S. Department of Education.¹ Moreover, 87 percent of these students were at risk, based on two or more of these factors.

Because of the importance of education, the Housing Authority initially hired an Education Specialist to work with school-age children of Highland Park and their families. Since the onset of the Scattered Sites I HOPE VI grant, the Education Specialist has also been working with children and their families residing in Scattered Sites I. The Education Specialist has been working with parents and children at the grassroots level to increase school attendance and develop strategies with parents and children to ensure that every school age child is in school, on time, every day. A targeted group is children attending public schools who consistently have failing scores. The goal is to ensure these students receive the free tutoring guaranteed to them under the No Child Left Behind Initiative.

Goals and Objectives Related to the Educational Component

The specific objectives of the CSS Plan related to the Educational Component are:

- All Scattered Sites I households will receive case management services with educational and employment outcomes for each household member.
- All Scattered Sites I families will develop employment goals for each adult non-disabled household member.
- All Scattered Sites I families will develop education goals for each school-age youth.
- Five adults will receive HACM scholarships to support their post-secondary education.
- No school-age child will be habitually truant, as defined by the Milwaukee Public Schools.
- All Scattered Sites I household members will have access to powerful knowledge-handling technologies through Community Learning Centers, Neighborhood Network Center, and the Central City Cyberschool.
- Scattered Sites I youth will participate in the public, choice, charter, or private school that best meets their educational needs

The HACM Education Initiative Service Delivery Approach

The HACM educational initiative provides an array of services including educational needs assessments, coordinating functions (such as referral and linking to specific programs and activities), and direct service intervention by the education specialist that are integral to HACM's

¹ The risk factors for dropping out of school include coming from a single-parent household; having a low family income of \$15,000 per year or less; low parent educational levels; being alone for more than 3 hours per day; and having a sibling who dropped out of school.

overall service delivery philosophies. The evaluation will describe and assess the effectiveness of the overall service delivery approach used by HACM. This description was developed from evaluation questions that the Planning Council used to probe the main educational services currently provide by HACM.

Following are the set of the service areas and related evaluation questions.

- Educational Assessments:
 - How did HACM engage with families?
 - How many assessments have been completed by HACM staff?
- Case Record:
 - What information needs were identified by parents and students about educational programs and opportunities such as tutoring and scholarships?
 - What are the strengths/assets of these students?
- Educational Plan:
 - To what degree did these Scattered Sites I students enroll in and complete educational programs?
 - What types of educational services were utilized?

Methodology

The Planning Council analysis is based on a type of longitudinal study in which groups of school age Scattered Sites I youth are followed over time to determine how many reach a certain educational outcome of interest (improved academic performance, graduation from high school, or a change in attitudes towards education or school-related behavior). Ideally, longitudinal studies compare a program participant group of individuals to a non-participant group of individuals to determine if the outcome of interest is associated with program participation.

While ideal, it is not always possible or practical to assemble a valid comparison group. The Planning Council alternative uses a program participant group of individuals and compares them at Time₁ and Time₂ to determine if the outcome of interest is associated with program participation.

The Planning Council approach uses a “combined” group made up of longer-term (“original”) school-age youth and newer arrivals to Scattered Sites I. In order to achieve a sufficient sample size of at least 50 youth, it was necessary to add youth who were not part of the original resident grouping but become eligible for the Educational Initiative after their families moved into Scattered Sites I. The baselines were established when the initial assessments were conducted and follow-up occurs at regular intervals. At the present time, there is sufficient data for the four primary education indicators (advancement in grade levels, reading levels, math levels, and grade point averages) at baseline and again at the first follow-up period for the combined original and newly arrived group of school-aged youth who are affiliated with the Scattered Sites I HOPE VI grant.

The advantage to this type of “rolling” longitudinal study is that it builds additional cases over time and treats these cases in the same way because the quarterly data collection intervals remain the same, even though the baseline assessments and first and second follow-up are conducted at

different times. Another advantage is that it does not alter or make additional demands on current practice.

The models described below strive to provide basic measures of the efficacy of HACM program-coordinating functions through obtaining answers to two questions.

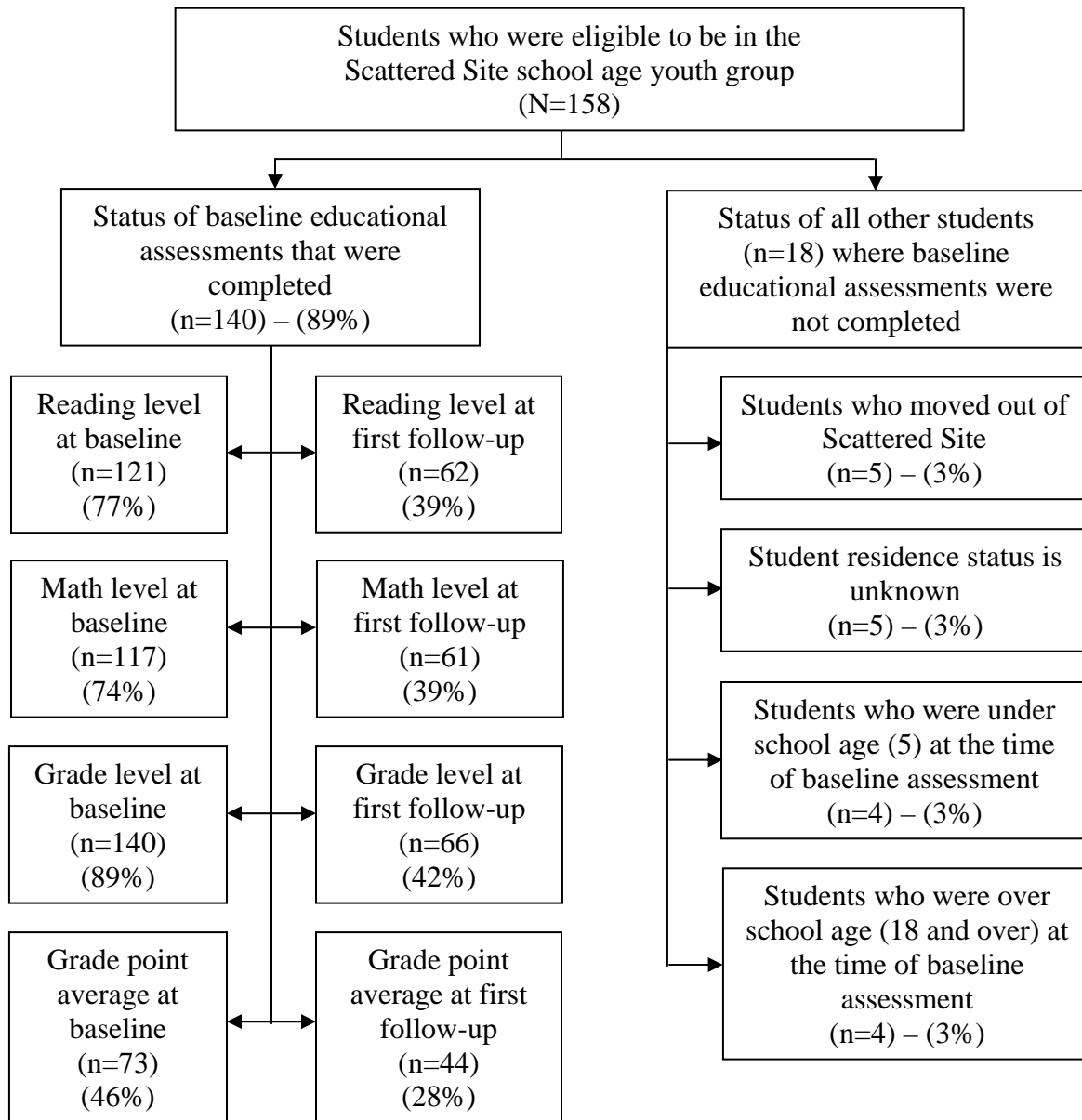
- Has the HACM Educational Initiative had any effect on levels of educational program participation?
- Has participation in the HACM Educational Initiative improved the educational achievement of school-aged youth?

Establishing Baseline Groups

The Planning Council, in consultation with HACM administrative staff, selected the study group. The primary group used in this study is defined as youth, (N=158) who were school age (6-18 years old) residents of Scattered Sites I at any time during the HOPE VI grant award.

Figure 3-1 depicts the data availability for the school-age youth group from baseline and follow-up assessments conducted by the Educational Specialist.

Figure 3-1 Data Availability about Original School-Age Youth Group



Data Adequacy and Attrition of the Sample

Figure 3-1 shows that 140 or about 89% of the school age youth were assessed at the baseline period (established at a point in time² during the 2005-08 school years).

There were only 18 youth, or about 11% for which baseline assessments were not completed. The percentage calculations reported in Figure 3.1 and summarized below are for the eligible group (N=158) in order to report data adequacy and sample attrition for the school age subset. Summary observations on this participant subset include:

- At baseline, grade level data were available for 140 (89%) of all eligible youth. At first follow-up, grade level data were available for 66 (42%) of eligible youth. Note that there is some natural sample attrition as students mature out of school through graduation.
- At baseline, grade point averages were reported for 73 (46%) of youth. At first follow-up, grade point averages were reported for 44 youth (28%).
- At baseline, reading levels data were reported for 121 (77%) of youth. At first follow-up, reading levels data were reported for 62 or almost 39% of eligible youth.
- At baseline, math levels data were reported for 117 (74%) of youth. At first follow-up, math levels data were reported for 61 or 39% of eligible youth.

Summary observations on the non-assessed subset (n=18):

- 5 eligible youths moved away from the former Scattered Sites I development prior to their baseline assessment.
- 5 youth lived in families whose current residence is unknown.
- Among the 18 youth that were not assessed, 4 were under the age of 5 and 4 were 18 years of age or older.

Following the Groups

The Planning Council conducted a longitudinal study wherein baseline education information was assessed at the beginning of the study and the student group was followed over time for new occurrences of the outcome of interest, educational achievement. Achievement is determined through interviews conducted by the Education Specialist with school age youth and/or family members, and/or by assembling school records (report cards) to help the Planning Council evaluators draw study conclusions. The results are reported below.

Summary of Observations from the Educational Assessments

The Housing Authority's initial educational strategy has been for the Education Specialist to engage with Scattered Sites I parents and their children in order to conduct an educational assessment. The importance of this assessment is reflected in the Lease Addendum³ for Continued Occupancy in the Scattered Sites I Development. It is worth noting that neither the Education Specialist nor the Scattered Sites I Case Manager has any leverage if a family moves

² The Education Specialist initiated a quarterly meeting schedule for collecting educational performance data during the 2005-08 periods which is used throughout this report for the original as well as newly arrived resident groups.

³ As a condition of initial and/or continued occupancy in the Scattered Site program, residents agree that they "will cooperate with the Housing Authority in their efforts to assess and address the educational achievement and needs of their children under the age of 18."

out, because the lease conditions only apply if a resident lives at Scattered Sites I. The family may refuse services if they relocate to a different HACM property or to a private residence.

The initial round of educational assessment conducted as part of the early implementation phase (roughly through May 2006) of the HACM Educational Initiative was primarily focused on the student's current educational performance. To the degree possible, the Educational Specialist documented a student's reading level, their grade point average (GPA), whether or not they were enrolled in a tutoring program, and any problems with attendance or behaviors at school. The assessment was conducted using the concept of a focus child in that each assessment related directly to the individual student.

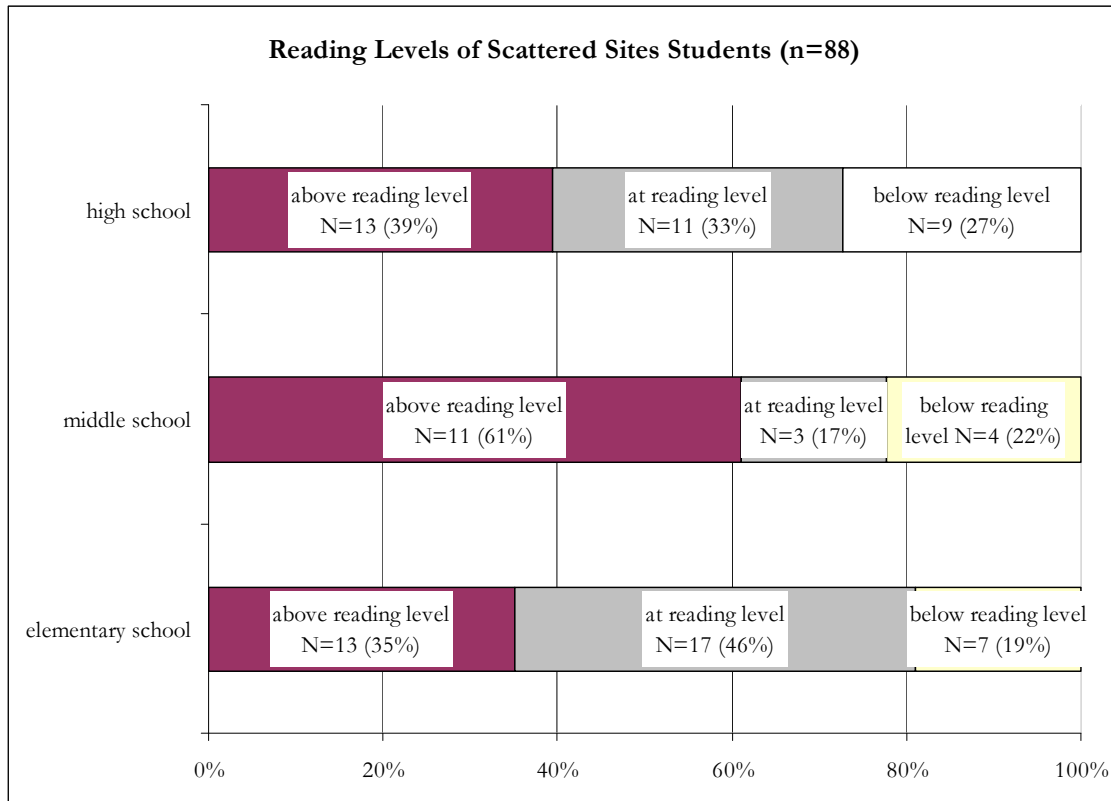
By June 2009, the Education Specialist had interviewed 65 Scattered Sites I families and had obtained initial educational assessment information for 140 out of 158 school-age youth.

Documenting Reading Levels

The Education Specialist obtained information from report cards for 121 students about the students' current reading levels. Three grade-level categories were assembled from the report cards that help to answer the question, "Is this student reading at, below, or above their grade level?"

Exhibit 3-1 depicts the reading levels among students affiliated with the Scattered Sites I HOPE VI development. These data represent the most current information assembled by the Education Specialist and should not be interpreted as baseline or as Time₁ information on each student but rather as point in time data relating to the 2007-08 or 2008-09 school years. The main purpose of this information is to provide a summary profile of reading levels among all students.

Exhibit 3-1 Reading Levels of Scattered Site Students



The Planning Council developed a summary profile of student reading levels (n=88) at the time of their point-in-time assessment:

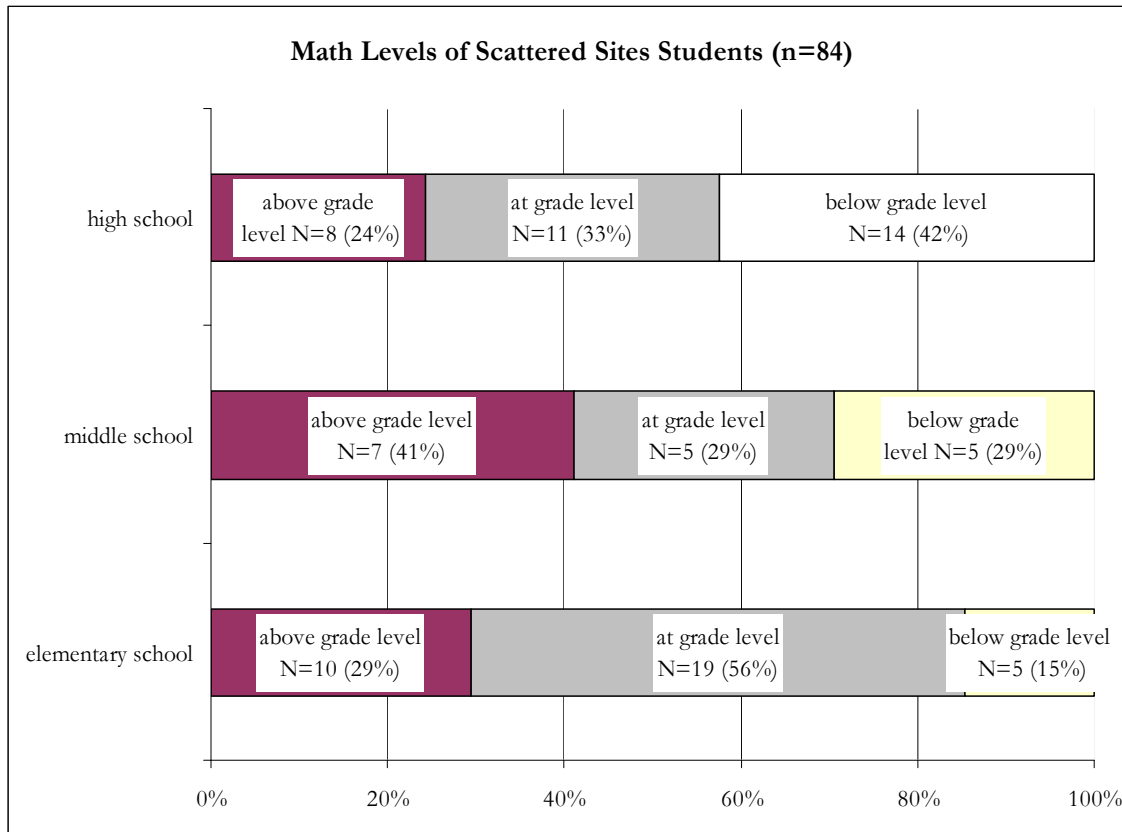
- 39% of high school, 61% of middle school, and 35% of elementary school students are reading above their grade level.
- 33% of high school, 17% of middle school, and 46% of elementary school students are reading at their grade level.
- 27% of high school, 22% of middle school, and 19% of elementary school students are reading below their grade level.
- 42% of all students are reading above their grade level, 35% of all students are reading at grade level, and 23% of all students are reading below grade level.

Documenting Math Levels

The Education Specialist obtained information from report cards for 84 students about their current math levels. Three grade-level categories were assembled from the report cards that help to answer the question, “Is this student’s math ability at, below, or above their grade level?”

Exhibit 3-2 depicts the math levels among students affiliated with the Scattered Sites I HOPE VI development. The primary purpose of this information is to provide a summary profile of math levels among all students.

Exhibit 3-2 Math Levels of Scattered Site Students



The Planning Council developed a summary profile of student math levels at the time of their point-in-time assessment:

- 24% of high school, 41% of middle school and 29% of elementary school students' math ability is above their grade level.
- 33% of high school, 29% of middle school and 56% of elementary school students' math ability is at their grade level.
- 42% of high school, 29% of middle school and 15% of elementary school students' math ability is below their grade level.
- 30% of all students' math ability is above their grade level, 42% of all students' math ability is at their grade level, and 29% of all students' math ability is below grade level.

Evaluation of the Results

The Planning Council investigator reviewed the records of youth who were assessed in order to develop educational service need profiles. Based on this review, youth identified in this study were further divided into the following two program participation categories:

- (1) academically challenged youth, or
- (2) youth who could benefit from academic enrichment programs.

Category One – Academically Challenged Youth (N=62)

The Education Specialist concluded from his initial assessments that a strategy should focus on ensuring that each youth who was academically challenged become enrolled in tutoring

programs to enhance their academic performance. The Education Specialist also realized early on in his interactions with parents, students, and teachers that he could help students remain in school, or help to get students who were expelled, or have stopped attending, return to school by providing direct intervention services. The educational evaluation team wants to study whether direct interventions by the Educational Specialist can mitigate a risk factor for dropping out of school (behaviors on the part of youth, attitudes on the part of parents and/or school administrators, teachers leading to school suspension, or expulsion).

Category Two – Youth who could benefit from Academic Enrichment Programs (N=92)

Many students were doing well in school. Nonetheless, these students could still derive significant benefit from information the Educational Specialist provided to them about academic enrichment opportunities.

Arranging Tutoring Services to Meet Students' Identified Educational Needs

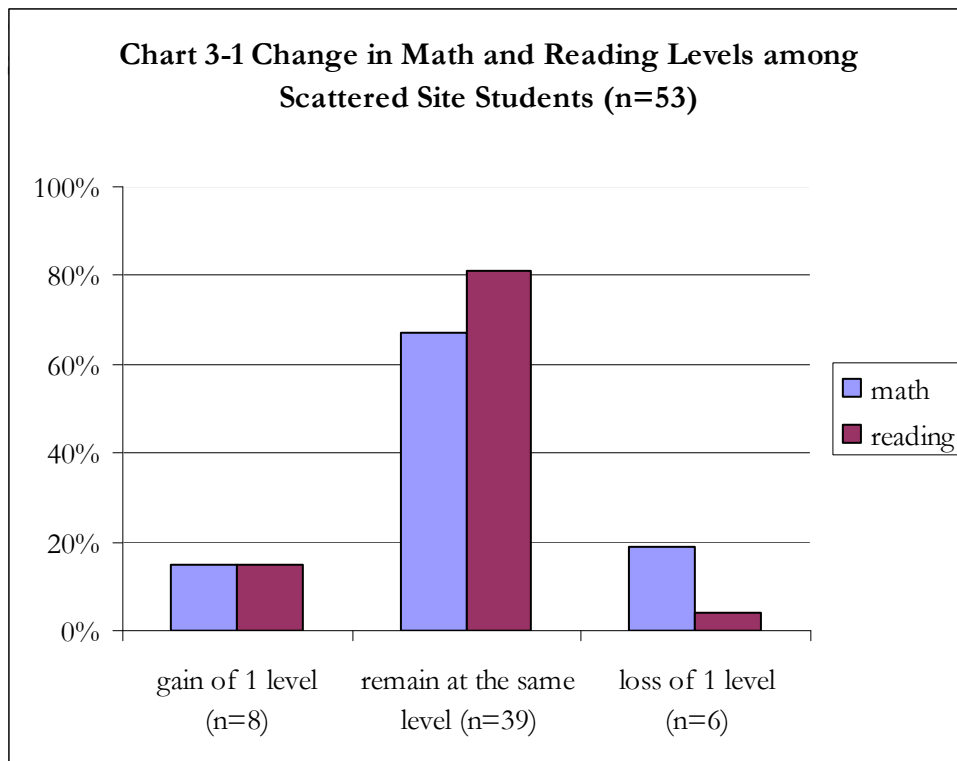
The Education Specialist concluded from his initial assessments that a strategy should focus on ensuring that each youth who is academically challenged become enrolled in tutoring programs to enhance their academic performance. The HACM Education Specialist has made significant progress in identifying the specific academic needs of students and helping them to enroll in appropriate programs.

At the time of their initial educational assessment 46 students (38% of those assessed) were identified as needing help with reading and/or math. Through June 2009, 19 enrolled and have participated in a tutoring program. The Education Specialist worked closely with parents and individual students with an academic need to encourage them to enroll in tutoring and academic support programs.

Changes in Math and Reading Levels

The Planning Council reported changes in math and reading levels in the following manner; a sample was drawn, comprised of all students, some of whom had participated in a tutoring program during the 2005-2009 period as well as students in general who were not having trouble with their academics. During 2008-09, the Planning Council worked with HACM to assemble additional baseline and Time₁ and Time₂ follow-up math and reading score data to supplement that documented on the initial 2005-07 educational data base.

Chart 3-1 depicts the change in math and reading grade levels among a sample of students (n=53) for which there was baseline and Time₁ information. In general, the students' math and reading levels (adjusted for grade level changes) remained about the same during the baseline (2005-06) to Time₁ (2007-09) period.



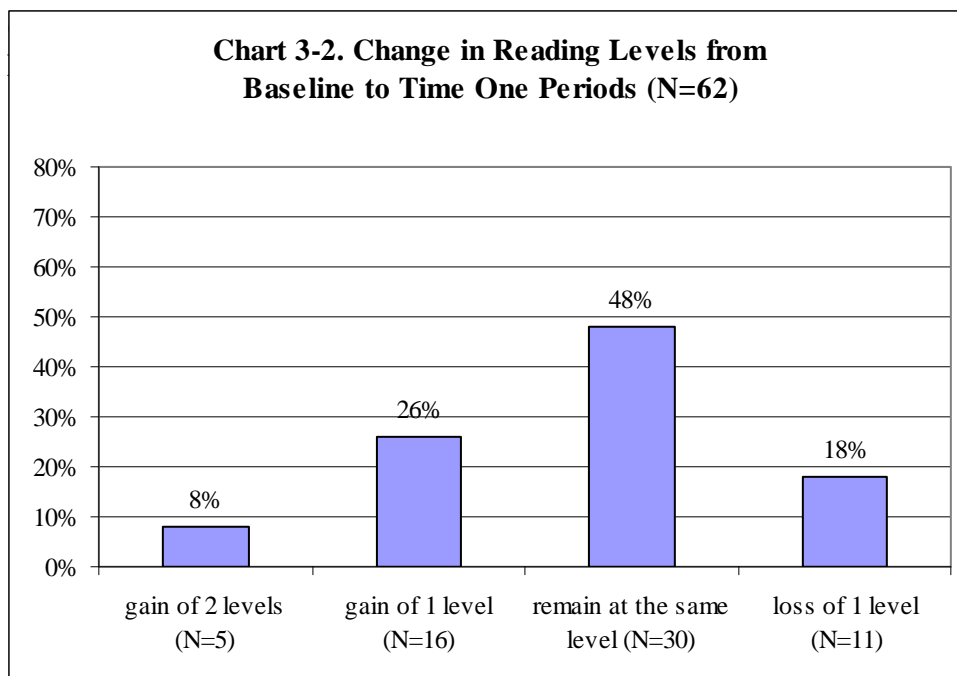
Summary observations from the chart include:

- 8 students (15% for both math and reading) gained one grade level during these time periods.
- 39 students (67% for math) and (81% for reading) remained at the same grade level in both periods.
- 6 students (19% for math) and (4% for reading) lost one grade level during these time periods.

Changes in Reading Levels

Chart 3-2 depicts the change in reading levels among a sample of students (N=62) for which there was baseline and Time₁ reading levels information. Almost one-half of the students' reading levels (adjusted for grade level changes) remained the same during the baseline (2006-07) to Time₁ (2008-09) period. Summary observations from the chart include:

- 21 students (34%) gained one or more reading level during these time periods
- 30 students (48%) remained at the same reading level in both periods
- 11 students (18%) lost one reading level during these time periods.



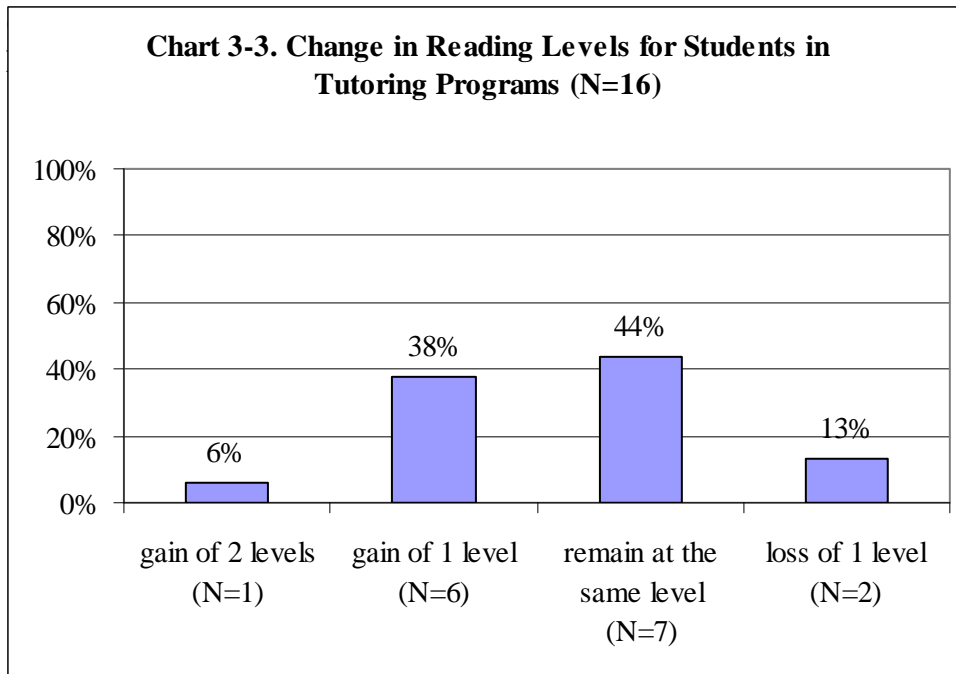
Cross tabulations of this sample indicate:

- All 5 of the youth who gained two reading levels were below grade level at baseline.
- Among the sub-sample of youth (N=16) who gained one reading level, 5 were below grade, and 11 were at grade level at baseline.
- Among the sub-sample of youth (N=30) who remained the same, 8 were below grade, 8 were at grade, and 14 were above grade level at baseline.
- Among the sub-sample of youth (N=11) who lost one reading grade level, 7 were at grade level and 4 were above grade level at baseline.

The change in reading level was also assessed by drawing a sub-sample comprised only of students who had participated in a tutoring program during the 2007-2009 period. Chart 3-3 depicts the change in reading levels among a sample of students (N=16) for which there was minimally baseline and Time₁ reading levels information.

Some summary observations from the chart:

- 7 students (44%) remained at the same reading level in both periods.
- 6 students (38%) gained one reading level.
- One student (6%) gained two reading levels.
- 2 students (13%) lost one reading level during these time periods.

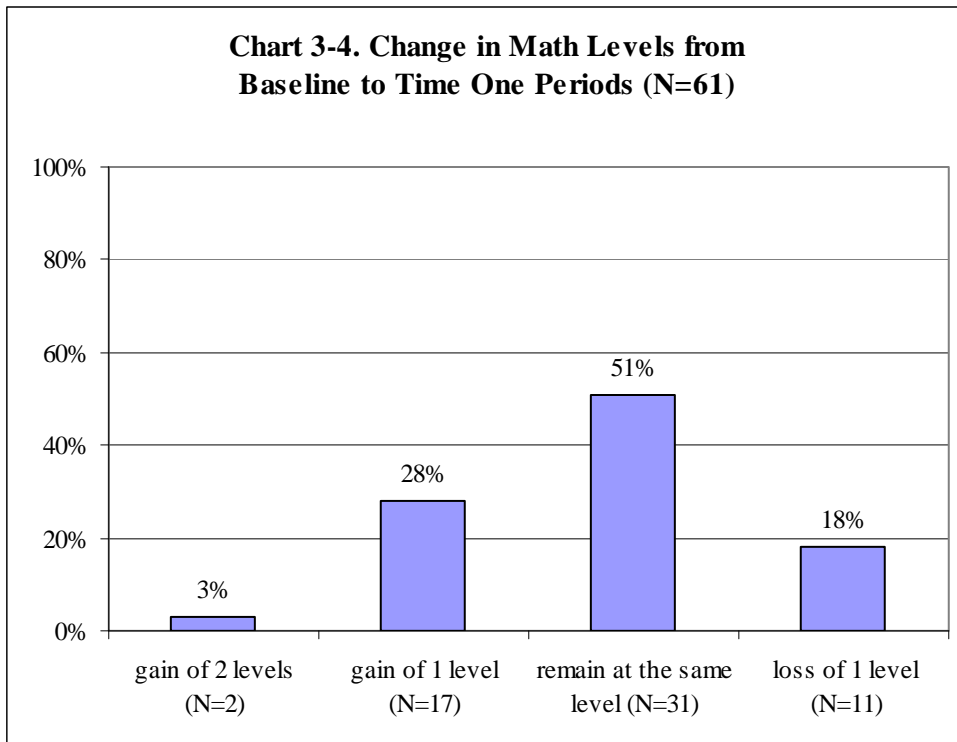


Cross tabulations of this sample indicate:

- Among the sub-sample of youth (N=7) who remained the same, 2 were below grade, and 5 were above grade level at baseline.
- Among the sub-sample of youth (N=6) who gained 1 reading level, 3 were below grade, and 3 were at grade level at baseline.
- Among the subsample of youth (N=2) who lost 1 reading level, both were above reading grade level at baseline.
- The one youth who gained 2 reading grade levels was below grade level at baseline.

Changes in Math Levels

Chart 3-4 depicts the change in math levels among a sample of students (N=61) for whom there was baseline and Time₁ math levels information. In general, the students' math levels (adjusted for grade-level changes) improved somewhat during the baseline (2006-07) to Time₁ (2008-09) period.



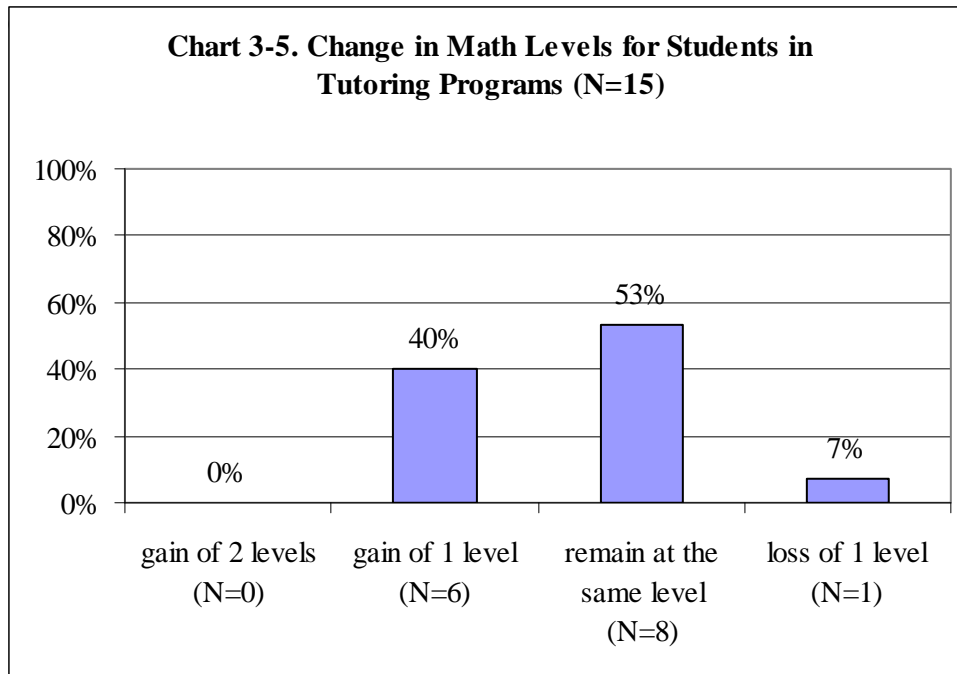
Summary observations from the chart include:

- 19 students (31%) gained 1 or more math levels during these time periods.
- 31 students (51%) remained at the same math level in both periods.
- 11 students (18%) lost 1 math level during these time periods.

Cross tabulations of this sample indicate:

- Among the sub-sample of youth (N=2) who gained 2 math levels, one was below and one was at grade level at baseline.
- Among the sub-sample of youth (N=17) who gained 1 math level, 10 were below, and 7 were at grade levels at baseline.
- Among the sub-sample of youth (N=31) who remained the same, 11 were below grade, 11 were at grade, and 9 were above grade level at baseline.
- Among the sub-sample of youth (N=11) who lost 1 math grade level, 6 were at grade, and 6 were above grade level at baseline.

The change in math level was also assessed by drawing a sub-sample comprised only of students who had participated in a tutoring program during the 2007-2009 period. Chart 3-5 depicts the change in math levels among a sample of students (N=15) for which there was baseline and Time₁ math levels information.



Summary observations from the chart include:

- 8 students (53%) remained at the same math level in both periods.
- 6 students (40%) gained 1 math level.
- 1 student (7%) lost 1 level during these time periods.

Cross tabulations of this sample indicate:

- Among the sub-sample of youth (N=8) who remained the same, 4 were below grade, 1 was at grade, and 3 were above grade level at baseline.
- Among the subsample of youth (N=6) who gained 1 math grade level, 5 were below grade, and 1 was at grade level at baseline.
- The one youth who lost 1 math grade level was at grade level at baseline.

Providing Intervention Services to Meet Students' Identified Educational Needs

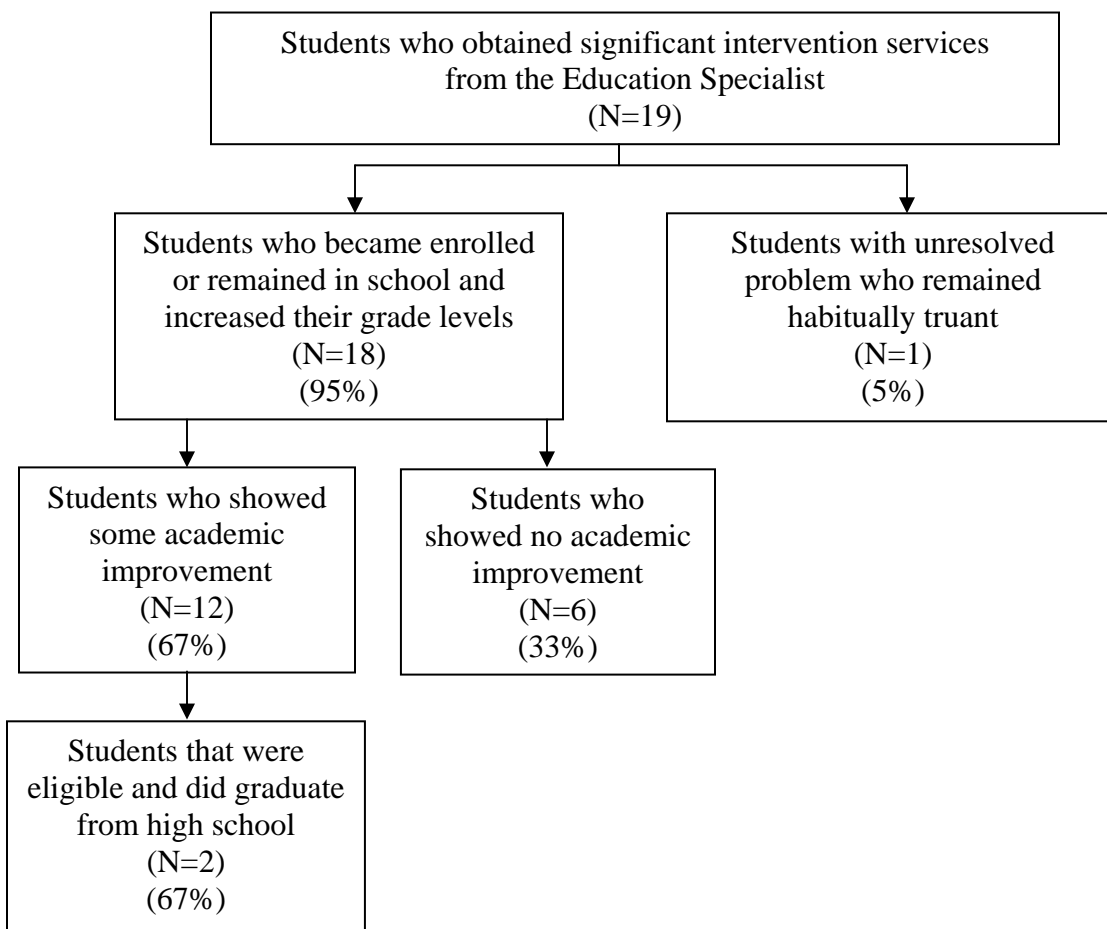
The HACM Education Specialist has made significant progress in identifying the unique needs of students who have behavioral and other serious impediments to attending school, and helping them to stay in school. The nature of the Education Specialist interventions varied based on individual circumstances but included meeting with all parties to resolve school suspensions problems, identify alternative school programming when a student was expelled and providing help to get that student back to school, and mitigating barriers to enable students to graduate.

At the time of their initial educational assessment, 19 students were identified as needing additional help with keeping them in school or enabling them to meet their full academic potential. A pertinent evaluation question is: "How effective was this direct service intervention strategy"?

Flowchart 3-1 depicts the outcomes from these service interventions. Highlights from Flowchart 3.1 include:

- 95% of students who were served either stayed in school or became enrolled and also showed a grade level gain from the baseline period (start of the intervention) to the follow-up period (at least one-year from the baseline).
- Among the 18 students with a positive “stay in school” service outcome, 12 (66%) also showed an academic gain (either reading level, or GPA improvement).
- 2 out of 3 eligible students (67%) are known to have graduated from high school during the 2005-06 and 2006-07 school years.
- Only one student served continued to have unresolved problems.

Flowchart 3-1 Outcomes Related to Direct Service Interventions by the Education Specialist



Arranging Academic Enrichment Services to Meet Students’ Identified Educational Needs

Examples of these program services include, but are not limited to the HACM College Bound Initiatives, Summer Students Success Program, the Student Recognition Program, and the HACM Scholarship Program. A snapshot of the programs and basic participation levels are included below as examples of how students who are doing well in school can also derive benefit from the HACM Educational Initiative.

HACM College Bound Initiatives

The goal of the College Bound Initiative is to provide all high school students with the support, resources, and assistance needed to procure a post-secondary education. The Initiative provides first-hand assistance with enrollment, financial aid, college tours, and education scholarships at local, state, out-of-state colleges, universities, vocational schools, technical schools, and junior colleges. Nine students have participated in this initiative through June 2009.

UWM Summer Pre-College Program

The University of Wisconsin-Milwaukee's Summer Pre-College Programs provide quality academic support services to pre-college and postsecondary students. The collaboration and cooperation among the staff ensures that students participate in intervention activities that will lead to an increase in the number of low-income and first-generation college graduates. Six students participated in this program offered through the University of Wisconsin-Milwaukee during 2006 through 2009. The experience of one of these students is stated in her own words.

I am an African American young lady striving for excellence. I attended Milwaukee College Preparatory School for eight years and I have graduated with honors with a 3.5 GPA. As a student, I have had many opportunities to achieve more in life. Attending UWM Pre-College Program "Student Success Program (SSP)" this summer has been one of my many experiences. Joining the SSP Program was a new beginning for me. I strived for the best in all of my classes such as Spanish 1, Pre-Algebra, Biology, and English 9. I was taught by high school teachers who were cool and fancy, which I enjoyed.

Learning new things has never been hard for me. I know I have something to accomplish and by attending Messmer High School this fall, the things that the SSP Program has taught me such as "how to be a lady" with respect and to strive for excellence will carry over into my high school years. This summer, I worked with HACM's Summer Youth Employment Program and was assigned to Convent Hill. I worked with staff who taught me office skills and the importance of coming to work on time. I am encouraged by so many people such as my mother, my family, friends and Mr. Darrell Finch who has been like a father to me. And I give thanks to them all. These experiences are only the beginning of what I shall accomplish to become a successful Yale graduate.

Student Recognition Program and the HACM Scholarship Program

The Student Recognition Program was first initiated in June 2004 for the Highland Park Educational Initiative and, through the 2009 school year, 28 Scattered Sites I-affiliated students have been recognized for their achievement in one of the following categories: excellent attendance, improved effort, great elementary school student, G.P.A of 2.5-2.9, G.P.A. of 3.0-3.5, G.P.A. of 3.6-4.0, and outstanding improvement. The HACM Scholarship Program is designed for students who are at least a junior in High School and who volunteer a minimum number of hours per month in a Community Service Component. Some of the qualifying activities/programs include tutorial aid, recreation aide, day care aide, and elderly companion aide.

In addition, the program requires that the scholarship applicant write an essay on why they deserve the HACM scholarship. The amount of the scholarship is dependent on the number of

volunteer hours logged per year. To date, three Scattered Sites I residents have obtained a HACM scholarship.

Adults Attending College

Fourteen Scattered Sites I residents, who have been out of high school for 3 or more years, have gone back to school to obtain a college degree. Eight of 11 (72%) are currently enrolled in an Associates degree program, in diverse areas such as Early Childhood Education and Surgical Technology. Two of 3 (67%) are currently enrolled and pursuing a Bachelor's degree with majors in Education and Social Work.

Focus on School Readiness

How are the young children (birth to age 4) of Scattered Sites I residents progressing toward success in school? It is a pivotal question because of the strong association between school readiness success and lifetime achievement. Early learning and development set the stage for academic performance and help predict whether children will drop out of high school, be dependent on public assistance, or commit crimes versus becoming healthier, more productive members of society.

HUD is emphasizing the importance of enrolling low-income children in comprehensive, high-quality, results-orientated early childhood education. The Planning Council worked with HACM to enhance its participant tracking database in order to collect information on preschool programs that young children attend. The current data indicates that 89% of Scattered Sites I children ages 0-4 are in preschool or daycare programs. While enrollments are high, it is difficult to determine the "quality" of day care provided because there is no standard certification procedures used across all providers.

To enhance the skill of parents who care for their young children at home, HACM also collaborates with an innovative home-based school-readiness program for parents with children ages 3, 4, and 5 years old. The Home Instruction for Parents of Preschool Youngsters (HIPPY) program supports parents through easy-to-use activity packets, 30 weeks of home visits, and monthly Family Gathering Nights. Two parents have participated in this innovative program through June 2009.

Assessment of Self-Sufficiency Efforts

The HACM recognizes that to achieve self-sufficiency, families require coordinated and concentrated service delivery that reflects the many obstacles to economic independence. Their HOPE VI plans call for an integrated system that addresses education, skills deficits, limited work experience, child care needs, and problems with physical as well as mental health. The HACM brought in an array of on- and off-site coordinated social support services to current residents of Scattered Sites I and former residents of Scattered Sites I at the time of the HOPE VI grant award.

This section reports on efforts to measure the degree to which this overall approach, as well as the specific programs themselves, helps contribute to the HOPE VI participants' ability to become aware of and engaged in programs/activities that remove barriers to employment and foster economic self-sufficiency. It is important to note that residents have a variety of needs and HACM provides access to support services programs that may or may not be directly related to an individual's participation in any given employment training program.

The programs are reviewed in the following manner. First, a summary description of the program is provided. Next, the programs are evaluated along three similar dimensions: program coverage, program participation, and program outcomes.

The HACM Case Management Approach

The HACM case management approach at Scattered Sites I provides coordinating functions (such as referral and linking to specific programs) that are integral to HACM's overall service delivery philosophy. The evaluation will describe the overall service delivery approach used by HACM. This description was developed from evaluation questions that the Planning Council used to probe the two main case management-related services currently provided by HACM.

- **Initial Assessment:** How did HACM establish contact with families? How many assessments have been completed by HACM staff?
- **Case Record:** What needs were identified by Scattered Sites I public housing residents in such areas as health, community, and personal safety? What are the strengths/assets of these residents?
- **Self-Sufficiency Plan:** To what degree did these Scattered Sites I residents enroll in and complete employment and job skills training, and/or educational programs? What child care was provided? What type of transportation assistance was provided? What types of counseling services were utilized?

To address these questions, the Planning Council has adapted a model that was initially developed for evaluating integrated social service programs for public housing residents (Shlay and Holupka 1992). The model enables statements to be made about the magnitude of changes that have occurred at the individual and household levels. This model was first used by the

Planning Council in their year 2000 evaluation of the Parklawn HOPE VI family development. The model strives to provide basic measures of the efficacy of HACM program coordinating functions by addressing two questions:

- Did the HACM program have any effect on levels of program participation?
- Did participation in the HACM program alter the economic situation of families?

The Effects of HACM Case Management on Program Participation

HACM case management services are designed to enhance the accessibility of programs for original Scattered Sites I residents as well as to those new to the Scattered Sites I.

Programmatically, HACM staff help to coordinate the delivery of needed services to ensure that a wide array of needs facing families are met. For the purposes of this research, participation in the HACM case management program is one important first step that residents need to take to achieve economic independence.

The HACM assessment tool captures information in the following areas:

Personal data – items such as name, address, family income, educational background, and employment status;

Living environment – items such as length of time at current address, their satisfaction with their current residence;

Health issues – items such as current health care status and chronic physical/mental conditions; and

Community safety issues – items such as household/personal safety.

- Was HACM successful in recruiting people to join and participate in its programs? Did the HACM case management program meet its goal of providing comprehensive service to those eligible for HOPE VI related services?

Defining a Study Population

There are varying degrees of HOPE VI participation due to the movement of people out of Scattered Sites I and into some other housing arrangement since the onset of the program. There have been 127 primary leaseholders associated with the HOPE VI grant from the onset of the program through June 2009. These include “original” residents that at one time have lived in Scattered Sites I units as well as original and “new” residents that have moved into the Scattered Sites I Hope VI units.

The intent of the HOPE VI program is to offer services to all original residents of Scattered Sites I as well as public housing residents new to Scattered Sites I during the grant period. This type of residence information forms the basis for tracking access to and usage of HOPE-VI-related services. This listing is used by HACM to track the number of assessments done and the number of self-sufficiency plans developed. Engaging residents in assessment activities is a challenging task, particularly because many original residents moved out of their home while it was being rehabilitated, or moved into an entirely different residence. Yet, as the numeric tabulations summarized on the following pages show, HACM has done a credible job in establishing contact with residents, winning their confidence, and engaging them in assessment and self-sufficiency plan-related activities.

Referrals for Services

Table 4-1 shows that HACM case managers make a wide range of referrals for training to HACM programming as well as to community-based organizations. HACM in-house programs include the Resident Opportunities and Self-Sufficiency Programs (ROSS), Homeownership Programs, and the Neighborhood Networks. Through June 2009, 292 residents affiliated with the Scattered Sites I HOPE VI project have been referred for services offered through these and other organizations.

Table 4-1 All Referrals for Training by Type (duplicate count)

Name of Training Site	Number Referred	Percent
Youth Services	196	23%
Counseling Programs	147	17%
Resident Assistance Programs	145	17%
Employment Related Services	143	16%
Neighborhood Network	60	7%
Homeownership Counseling	42	5%
Child Care Programs	41	5%
High School or Equivalent Education	32	4%
Job Skill Training Programs	29	3%
Transportation Assistance	25	3%
Elderly and Disabled Services	6	1%
Entrepreneurship Training	3	0%
Substance Abuse	1	0%
English as a Second Language	1	0%
All Referrals	871	100%

Summary observations from Table 4-1:

- 27% of referrals have been made for Youth Services. These services include child care for 0-4 year olds, and tutoring, academic enrichment, and scholarship programs for school-aged youth.
- 22% have been referrals to Counseling Programs. These services include homeownership counseling, credit counseling, family counseling, financial literacy, and parenting skills.
- 20% of referrals have been made for Employment Services. These services include job search training, soft skills training, résumé and job application preparation, job referral, job skills training, and entrepreneurial training.
- 17% have been referrals to Resident Assistance Programs. These services and programs include General Assistance Medical Program (GAMP), HACM Scholarship, utility assistance, food pantry, and dental services.
- 11% have been referrals to Education Programs. These programs include adult basic education, general equivalency diploma (GED), and basic computer skills training through the Neighborhood Network.
- 3% have been referrals for Transportation Assistance. These services include car repair assistance, driver's license preparation and recovery, and bus tickets.

- About 1% or less of total referrals has been for substance abuse, elderly and disabled services, and ESL services respectively.

In the coordinated services delivery model, the Resident Employment Coordinator (REC) and Education Specialist work closely with the HACM case manager in developing a self-sufficiency plan for each Scattered Sites I HOPE VI participant. This team approach is designed to improve assessments and ensure the development of realistic and achievable employment and educational goals for each family member.

Table 4-2 displays the detailed status of referrals by service or program type.

Table 4-2 Status of Referrals for Services by Type

Type of Services	Completed	Enrolled	Graduated	Not Interested	No Show	Referred	Withdrawal	Totals
Youth Services	8	177	5	2	1	1	2	196
Counseling Programs	92	5	0	2	41	5	2	147
Resident Assistance Programs	82	4	1	2	27	28	1	145
Employment Related Services	41	15	1	16	38	9	13	143
Neighborhood Network	2	6	0	0	35	14	3	60
Homeownership Counseling	3	4	1	3	22	9	0	42
Child Care Programs	0	40	0	0	0	1	0	41
High School or Equivalent Education	1	7	0	4	8	10	2	32
Job Skill Training Programs	1	13	0	9	4	0	2	29
Transportation Assistance	3	0	0	6	15	1	0	25
Elderly and Disabled Services	1	2	0	0	2	1	0	6
Entrepreneurship Training	1	0	0	0	20	0	0	3
Substance Abuse	0	0	0	1	0	0	0	1
English as a Second Language	0	0	0	0	1	0	0	1
Totals	235	273	8	45	196	89	25	871
Percent of Total	27	31	1	5	23	10	3	100

Summary observations from Table 4-2:

- 31% are currently enrolled.
- 28% of residents have completed or graduated from the service or program to which they were referred.
- 23% of referrals did not show up at the program or service provider.
- 10% of referrals are pending.
- 8% were not interested or withdrew their application.

Table 4-3 displays the detailed status of referrals by service or program type and place of residence. Under the HOPE VI Revitalization grant, housing authorities are required to provide

eligible residents with relocation benefits and community and supportive services. In addition to these efforts, HOPE VI grantees are also required to track residents throughout the life of the grant and to provide them with information on re-occupancy of the HOPE VI site and services that are available to them.

Table 4-3 Status of Referrals for Services by Type and Place of Residence

Type of Services	Current Scattered Sites I Residents			Former Scattered Sites I Residents		
	Number Referred	Completed /Enrolled	% Completed /Enrolled	Number Referred	Completed /Enrolled	% Completed /Enrolled
Employment Related Services	107	52	49%	36	11	31%
Counseling Programs	103	63	61%	44	34	77%
Resident Assistance Programs	87	46	53%	55	39	71%
Neighborhood Network	36	7	19%	24	1	4%
Homeownership Counseling	24	4	17%	18	4	22%
High School or Equivalent Education	19	5	26%	13	3	23%
Job Skill Training Programs	25	12	48%	4	2	50%
Transportation Assistance	17	2	12%	8	1	13%
Youth Services	183	179	98%	13	11	85%
Substance Abuse Programs	0	0	0%	1	0	0%
Elderly and Disabled Services	0	0	0%	6	3	50%
Child Care	40	39	98%	1	1	100%
Entrepreneurship Training	3	1	33%	0	0	0%
Totals	644	410	64%	223	110	49%

Summary highlights from Table 4-3:

- 64% of current, compared to a lower 49% of former, Scattered Sites I residents are enrolled or have completed the service or program to which they were referred. It makes sense that a higher number of services was provided to current residents because of the relocation of former residents to other than HACM-affiliated housing.
- Youth Services referrals result in the highest enrollment and completion rate: 98% for current and 85% for former Scattered Sites I residents. The operational definition of completion for youth services includes a student’s continued enrollment in school as an appropriate “good” outcome, which explains why the percentages are highest for youth versus other service categories.
- Former Scattered Sites I residents rely on counseling and resident assistance programs more than current residents, based on their higher enrollment and completion rates.

- Overall, less than 1 in 5 individuals (15%) referred enrolls in and completes the Neighborhood Network, transportation assistance, and homeownership programs.
- Overall, about 1 in 4 individuals referred for high school or equivalent education enrolls in or completes the program.
- About 16% of all referrals are for employment-related services. Enrollment and completion rates are higher (49%) for current residents than for former residents (31%).

It is impractical to provide programmatic descriptions and participation rates for all of the self-sufficiency services and programs that HACM provides and or delivers in partnership with other service agencies. Nonetheless, a couple of key strategies and programs are described below that depict the diverse programs offered that contribute to resident efforts to become more economically self-sufficient.

Financial Education Strategy

HACM has partnered with the Wisconsin Women’s Business Initiative Corporation (WWBIC) and the University of Wisconsin Extension in Milwaukee County to refer residents into the Make Your Money Talk and Milwaukee Saves programs. The Make Your Money Talk program offered by WWBIC is a personal money management education program that helps participants save money. The program shows participants how to create a personal budget, develop a savings plan, and use the specially matched IDA for eligible investments.

Through June 2009, 54 referrals have been made into these programs, enabling residents to open and maintain a transaction account. Through information, advice, and encouragement, residents are also encouraged to pay down debt, build an emergency fund, and save for a home, an education, or for retirement. The degree to which residents are participating in these programs was assessed by tabulating their referral status. The data through June 2009 indicates that only ten people (or less than 20% of those referred) are enrolled or have completed financial education programming.

Homeownership Initiatives

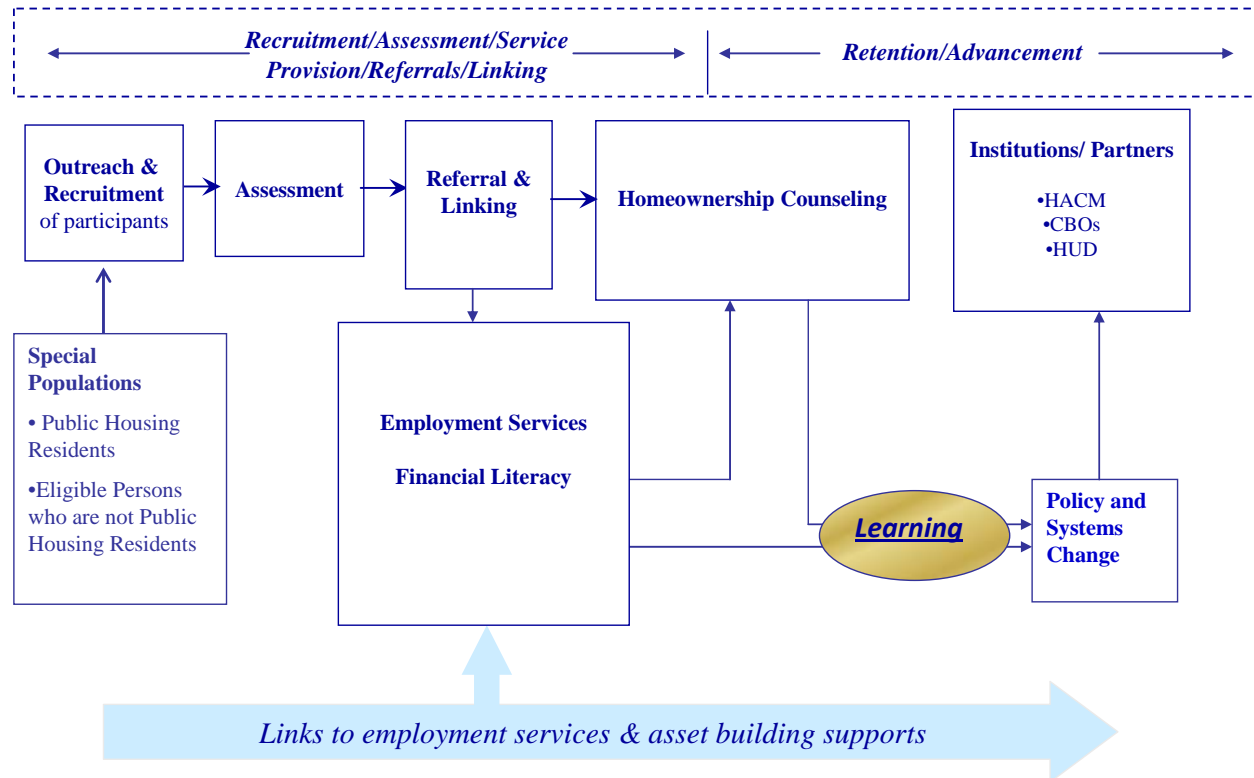
HACM operates a HUD-approved Section 5(h) homeownership program. Homeownership counseling and asset-building activities are readily available to residents interested in homeownership. The Section 5(h) homeownership program offers housing authorities a flexible way to sell public housing units. The 5(h) program helps low-income families purchase homes as part of a self-sufficiency strategy, providing a way for them to build wealth.

The Pipeline Model and Program Participation Levels

One of the purposes of this study is to introduce new and better methods of data collection and analysis, reporting, and interpretation of findings, and to use this information in a learning environment to make programmatic adjustments and shape policy development. This study treats HACM’s homeownership initiatives in a “pipeline, or funnel” context. The thought behind the pipeline or funnel model is that, while many residents enter the initiative and its programs, some do not connect with services or activities because they are screened out, or choose not to participate. A lesser number of residents meet the screening eligibility and want to participate in program activities and services.

This graphic depicts the functional parts of HACM’s Homeownership Initiative. The major components include recruitment and assessment services, and the provision of services including referral and linking to homeownership counseling and financial education programs.

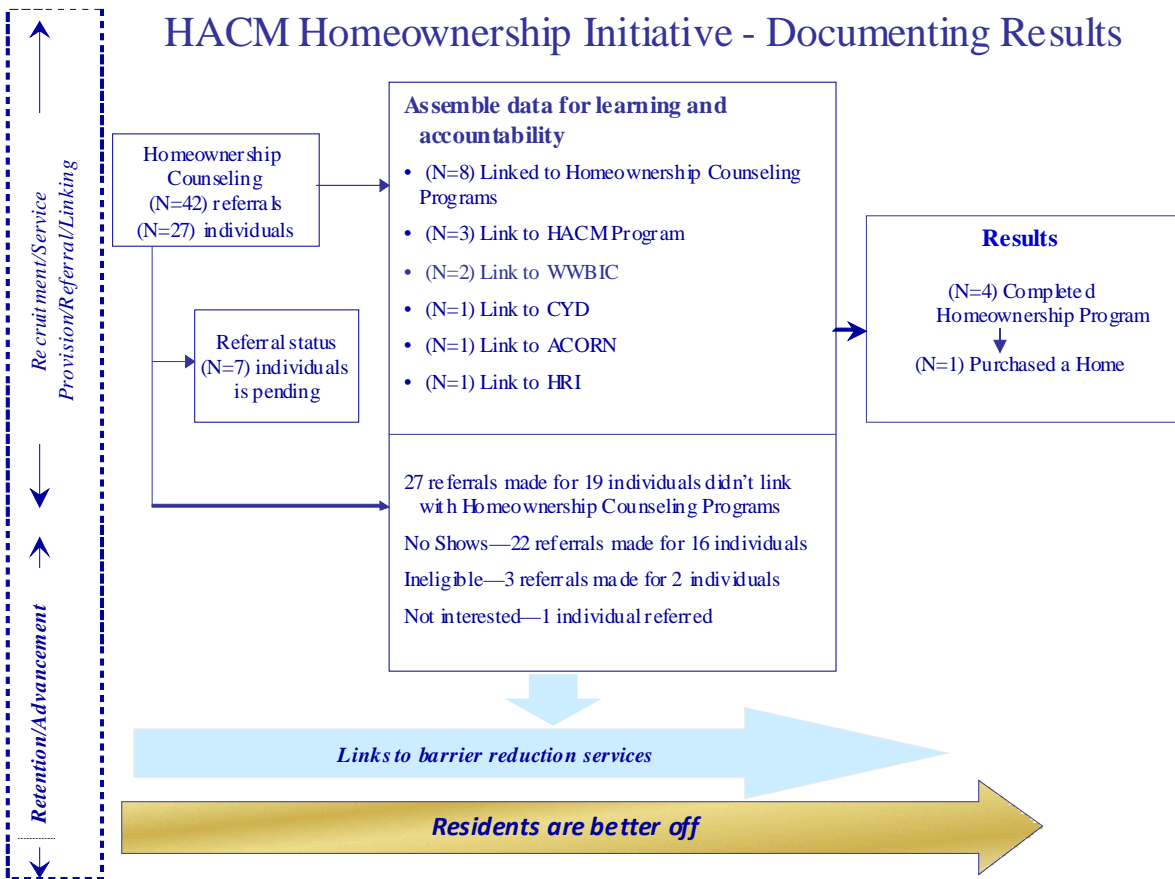
HACM Homeownership Initiative – Functional Parts



Ultimately, a limited number of residents actively participate in homeownership counseling services, one of the “core” activities, complete the program, and are certified as “homeownership ready”. These residents are prepared for homeownership and, ideally, find a unit of their choice, are successful in arranging financing, and become new homeowners through the auspices of the Section 32 program.

The next graphic documents the Homeownership Initiative’s program participation levels and the results that were achieved. The graphic shows that 27 residents affiliated with the Scattered Sites I Initiative were referred to homeownership counseling. Residents can be referred for services more than once and a total of 42 referrals were made.

Adjusting for referrals that are pending, 40% of persons successfully linked with a certified provider and are either currently enrolled in or have already completed a homeownership counseling program. Three of eight (38%) have been linked to the HACM’s program while the other participants have been linked to the providers listed below.



Almost 2 of 3 referrals (N=27, or 64%) that were made to homeownership counseling didn't result in linking with these services. The primary reason was 22 "no shows". It is worth noting, however, that several people who initially didn't show up for services were referred again and ultimately did enroll in homeownership counseling.

Exhibit 4-1 shows the demographic and socio-economic characteristics of 27 residents referred to homeownership counseling programs:

- The successful group was somewhat younger (100% were under age 50), compared to the unsuccessful group (80% were less than 50 years old). There was no substantial gender difference between the groups; almost all were female heads of household.
- There was no substantial disability-related difference between the groups; almost all were non-elderly persons without a disability. The successful group was all (100%) headed by a single female, compared to the unsuccessful group (a lesser 79% were headed by a single female) and 21% of households were married couples.
- There was no race/ethnicity difference between the groups; all referrals were African American. The unsuccessful group had higher average weekly wages (\$337) versus the successful group (\$274).

Exhibit 4-1 Demographic and Economic Characteristics of Residents Referred to Homeownership Counseling

Characteristics of Households	Successful Group (N=8)		Not Successful (as yet) Group (N=19)	
	Number	Percent	Number	Percent
Age of HH head				
18-34	5	63%	7	37%
35-49	3	38%	8	42%
50-64			3	16%
65 or older			1	5%
Gender				
Male	0	0%	1	5%
Female	8	100%	18	95%
Non-elderly, with disability	0	0%	1	5%
Household type				
Married couple	0	0%	4	21%
Single female head	8	100%	15	79%
Single male head	0	0%	0	0%
Race/ethnicity				
Black, non-Hispanic	8	100%	19	100%
Hispanic	0	0%	0	0%
White, non-Hispanic	0	0%	0	0%
Other	0	0%	0	0%
Average Weekly Wage Head of Household	\$274		\$337	

Estimates of HOPE VI Employment and Earnings Gains

Overview and Context

Historically, the HACM has developed and implemented a variety of strategies, such as the Community Building strategy, in its four HOPE VI projects to foster better coordination of housing, welfare reform, and various employment training initiatives. Since 1998, HACM has used employment and earnings outcome data that is most relevant to housing agencies in determining the effects of these efforts, particularly for calculating *changes* in individual and household incomes levels over time.

The initial analytic work for the 1998 Planning Council Hillside Terrace HOPE VI evaluation report found that assessments of employment and earnings outcomes could be enhanced by developing sufficient pre-, in-, and post-program earnings information. Since this early report, the HACM has obtained earnings records for its public housing residents from the State Division of Unemployment Insurance (UI) quarterly wage records or the HUD Enterprise Income Verification (EIV) system.

The State UI and the HUD EIV collect the employment and compensation information necessary for administration of their unemployment compensation insurance programs. These data are collected quarterly from all private employers who are members of this system. By linking these files with housing program-related information, HACM has conducted more valid assessments of the employment and compensation gains of its residents, at least in the private sector.⁴

HACM has conducted independent and concise assessments of the employment and earnings outcomes of public housing residents who participate in HACM initiatives, such as their resident self-sufficiency programs; or, data permitting, in the state-sponsored W-2 programs. The Planning Council has relied on two main techniques to fully utilize existing HACM data in its HOPE VI evaluations.

The first assembles a valid comparison group within a comparative design framework. The second develops a longitudinal data set of yearly earnings records together with key elements from the HACM program-related data sets. Further details are provided below on each of these techniques.

⁴ As only employers participating in their respective State Unemployment Insurance systems are included, Federal and State Government workers as well as private employers in small-scale agriculture and fishing industries are excluded from the analysis.

Central to applying these analytic techniques is the availability of data to measure pre-program, in-program, and post-program earnings levels. The earnings data that the Planning Council used in this study covers the time period from 2004 to 2009 and includes:

- Pre-program data (2004), available for current and former residents of Scattered Sites I.
- In-program data (2005-2009), available for “original” residents of Scattered Sites I, i.e., those who were residents at the time of the HOPE VI grant award, as well as current residents of the public housing units at Scattered Sites I.

While the available data are sufficient to run the model and provide valuable results, the primary limitation is the lack of post-program data from which to assess concise changes in employment status and earnings. This is because the Scattered Sites I HOPE VI program is just past the project mid-point and it will take several years before adequate post-program data are available. It is worth noting that the Planning Council has been able to conduct longitudinal studies of post-program employment and earnings levels in all the HOPE VI evaluations completed to date. These studies will not be available regarding Scattered Sites I residents until 2010.

Issues Related to Selecting Participants for this Study

A primary factor in the construction of valid comparison groups is to determine who among the eligible population of persons with a housing need will seek and obtain services from the HOPE VI program. To participate in a HACM housing program, an individual must successfully navigate a host of administrative factors that influence their selection, including agency outreach efforts, eligibility policies and determinations, and waiting lists. It has been HACM’s traditional policy to make services available to all eligible people who come to its doors. The program is voluntary, with typical referral pathways: (a) people who contact HACM through their own initiative, or (b) individuals who are referred to HACM by other sources including friends, family members, and housing advocates such as social workers.

HACM initiated a policy, which altered the “normal” eligibility and selection processes for the HOPE VI participants, particularly for those chosen as “new” residents of the Scattered Sites I tax credit units. For this HOPE VI project, HACM determined that priority would be given to individual household heads and families, to achieve more of a mixed-income community in the Midtown neighborhood. The impacts of this policy change are germane to this study because all current study participants will have been affected by this directive.

The Choice of Study Comparison Groups

A major consideration is the need to assemble comparison groups that minimize the selection bias⁵ that influences whether or not an individual is to participate in the program. For this study, the option chosen was to select an internal (to HACM) comparison group comprised of either

⁵ Ashenfelter (1978) and Bassi (1983) show that the lack of random assignment results in the problem of “selection bias”. There are two types of bias to be concerned about, which would enable some to become a program participant over others. One is attributable to uncontrolled factors such as a person’s motivation and life circumstance. Second, are the federal and local administrative policies and procedures related to program access?

current residents of scattered- sites, or residents of another of HACM's family developments.⁶ This operational definition of the Scattered Sites I HOPE VI study population includes:

Returning Original, and “New” Residents of Scattered Sites I:

Defined as persons who were originally residing at Scattered Sites I prior to implementation of HOPE VI and are currently living in Scattered Sites I. This grouping also includes residents that lived elsewhere, but have moved into Scattered Sites I.

Residents who moved from Scattered Sites I but are living in another HACM Development

Defined as persons who were residing at Scattered Sites I prior to implementation of HOPE VI and, while not current Scattered Sites I residents, are living at another of HACM's family developments. The Planning Council conducted various statistical analyses to test the validity of using these individuals as comparison group members. These tests examined the available pre-program earnings of various groupings of Scattered Sites I residents and non-residents to see if they were similar. The studies have shown that these groups have similar pre-program employment histories.

Characteristics of the Scattered Sites I Residents Sample

Table 5.1 shows that the *preliminary*⁷ Scattered Sites I HOPE VI study population was comprised of 125 persons who were affiliated with the Scattered Sites I HOPE VI grant. Table 5-1 displays the available 2006 through 2009 employment and earnings levels for original and newly arrived residents of the Scattered Sites I family development, and HACM public housing residents in general.

The study population is the grouping of heads of households who potentially had any quarterly wage earnings during the pre- and in-program study periods. Sixteen quarters of wage information were assembled that run from the first quarter of 2006 through the fourth quarter of 2009. As in earlier HOPE VI evaluations, the wage information used in this report came from the HUD Enterprise Income Verification (EIV) quarterly wage records.

⁶ This option allows for the use of a comparison group of HACM residents, who may have been offered, but chose not to participate in the array of Scattered Site HOPE VI program-related services. It is worth noting that, in general, residents can participate in HACM-wide initiatives, such as the Resident Opportunities and Self-Sufficiency Program (ROSS), without participating in HOPE VI case management.

⁷ This study population will increase, as “new” residents move into Scattered Site throughout the 2008 HOPE VI grant period.

Table 5-1 (Excerpt): Employment and Earnings Levels of Scattered Sites I Affiliated Residents

	2006 (annual data)	2007 (annual data)	2008 (annual data)	2009 (six-month data, annualized statistically)
Potential # Cases	125	125	125	125
# with Wages	50	46	57	41
% with Wages	40.0	36.8	45.6	32.8
Average Wages	\$18,910	\$17,713	\$17,087	\$19,154

Table 5-1 Observations

The complete Table 5-1 shows there was some reduction in the number of individuals who comprised the employment and earning levels sample. For example, 30.2 percent, or 16 of the 53 individuals who comprised the “moved from Scattered Sites I” sample, had wage earnings during the year 2008. By comparison, during 2006, 34 percent, or 18 individuals, had some wage earnings. The tabulated earnings data incorporates natural movement of the study population into and out of the labor market. However, the data also points out there is some attrition in the sample due to death, evictions, and movement out of public housing. This could lead to underestimation of employment levels rather than for earnings levels and generally relates only to a current year’s data before the known attrition is factored into the sample.

Although there were some data limitations, the longitudinal earnings data available provides a reasonable venue for putting an internal comparison group to the test in the context of the HOPE VI program. Table 5-1 compares the available pre- and in- program earnings for the current Scattered Sites I residents, and those now living in another HACM family development, to determine if there were differences between these groups⁸. Summary observations about the tabulated data include:

- The range of annual earnings for all Scattered Sites I cohorts went from \$18,910 during 2006 (roughly the mid-program period) to \$19,154 during 2009. By comparison, “all” HACM residents earned an average of \$15,082 during 2006 and \$15,889 during 2009. This suggests some earnings gains, particularly during 2006, 2007, and 2009, among Scattered Sites I residents as compared to the all-HACM resident group.
- During 2006 and 2007, current Scattered Sites I residents had employment rates that were lower than the “all HACM” residents group. During 2008 and 2009, the current Scattered Sites I group showed higher employment levels than the “all HACM” group.
- Current Scattered Sites I residents had higher average annual wages during 2006 to 2009 than did the subgroup of Scattered Sites I residents who now live elsewhere including other HACM developments.
- Scattered Sites I residents showed a much higher employment rate (51%) during 2009 than did the subgroup of Scattered Sites I residents (employment rate of 8%) who now live elsewhere including other HACM developments.

⁸ Data assembled for the “All Cases” group represents an extrapolation from sample data that were readily available for all HACM residents during 2007.

Table 5-1 Employment and Earnings Levels of Scattered Sites I Affiliated Residents

Period of Wages	Category	Scattered Sites I Cohorts			All HACM Residents	Differences		
			Participants who still live in Scattered Sites	Participants who moved out of Scattered Sites		All Cases Scattered Sites vs HACM	Current residents of Scattered Sites vs HACM	Former residents of Scattered Sites vs HACM
2009	Potential Cases	125	72	53	5,120			
	# with Wages	41	37	4	2,168			
	% with Wages	32.8%	51.4%	7.5%	42.3%	-10%	9%	-35%
	Avg. Annual Wages	\$19,154	\$19,581	\$15,204	\$15,889	\$3,265	\$3,692	\$(685)
2008	Potential Cases	125	72	53	5,120			
	# with Wages	57	41	16	2,218			
	% with Wages	45.6%	56.9%	30.2%	48.3%	-3%	9%	-18%
	Avg. Annual Wages	\$17,087	\$17,668	\$15,596	\$16,396	\$691	\$1,272	\$(800)
2007	Potential Cases	125	72	53	5,120			
	# with Wages	46	33	13	2,636			
	% with Wages	36.8%	45.8%	24.5%	51.5%	-15%	-6%	-27%
	Avg. Annual Wages	\$17,713	\$18,738	\$15,110	\$16,075	\$1,638	\$2,663	\$(965)
2006	Potential Cases	125	72	53	5,120			
	# with Wages	50	32	18	2,430			
	% with Wages	40.0%	44.4%	34.0%	48.3%	-8%	-4%	-14%
	Avg. Annual Wages	\$18,910	\$20,780	\$15,585	\$15,082	\$3,828	\$5,698	\$503

The Impact of Scattered Sites I

The Revitalization grant for Scattered Sites I in the Midtown neighborhood called for replacing 81 older public housing units with 32 public housing units. It also developed 4 affordable homeownership units and 24 market-rate homeownership units. The off-site component, on land donated by the City, consists of 41 public housing units, 4 rental units and 5 homeownership units. The purpose of this section of the report is to describe the ways in which and to what extent the Scattered Sites I HOPE VI initiative has been an active partner in the revitalization efforts of not only the Midtown neighborhood but adjacent and surrounding neighborhoods as well.

The development and use of methodologies for assessing neighborhood impacts was one of the HOPE VI study components highlighted by HUD. This component of the Scattered Sites I HOPE VI evaluation project has proven to be a challenge to conceptualize and implement. Practically speaking, the Housing Authority needs time to acquire, build new, and/or rehabilitate existing homes. The time it takes to do this did not fit neatly into the Planning Council's five-year evaluation timeframe. This is because commonly used methods for analyzing neighborhood impacts rely on a longer post-implementation period (generally two years or more) than was available for this evaluation.

Nonetheless, using methods from a study of the effects of an earlier effort, the Highland Park HOPE VI project, offered the Planning Council an opportunity to gauge potential impacts of the Scattered Sites I. The Planning Council study examines the assessed value and the sale prices of single-family and duplex homes in the six neighborhood areas where the Scattered Sites I properties associated with the HOPE VI redevelopment are located. This study examines the impacts that this Scattered Sites I strategy in the City of Milwaukee has had on housing valuations since the Scattered Sites I revitalization.

The following question is addressed: Does this Scattered Sites I program cause a significant reduction, or an increase in the property assessment of single-family homes and duplex homes in the surrounding neighborhood?

Methodology for the Planning Council Research

The basic Planning Council model examined the price level and trends of housing prices surrounding the HOPE VI-related Scattered Sites I before and after completion. The model controls for structural, neighborhood characteristics, city variation, space, and time. To capture the economic trends of the surrounding community, a "difference in means" before and after the HOPE VI Scattered Sites I were developed was calculated.

The Planning Council model builds on the body of knowledge compiled by researchers who have statistically investigated the degree to which a variety of factors associated with a neighborhood affect the sales price of nearby single- and two-family homes. At the heart of these investigations

is a statistical model that decomposes the sales price into implicit prices. These are prices paid for the attributes of a home, such as number of rooms, type of dwelling, year of construction, as well as attributes associated with the home's surroundings. The notion is that homes with a different bundle of attributes will sell for different prices; and, that a home's sales price can be predicted if one measures the amount of each attribute and then multiplies that amount by its implicit price.

The empirical technique for decomposing home sale prices into implicit prices of attributes is multiple regression analysis. In this technique, a sample of home sales is determined and as many attributes as possible are measured for each home. Home sales price is the dependent variable in the regression model, and the attributes become the independent (explanatory) variables. The estimated coefficients can be interpreted as the implicit prices of these attributes.

Should a regression of sales prices on the properties' housing and neighborhood attributes produce a negative coefficient for the attribute "age of the home", this would mean that the market does not value older homes as much as newer ones. Similarly, if a regression were to estimate a positive coefficient for the attribute "two bathrooms," it would signify that the market valued an additional bathroom.⁹

The Planning Council performed multiple regression analyses to determine how the assessed value and/or sales prices of single-family homes and duplexes were affected by proximity to these 73 Scattered Sites I. This analysis was conducted on a sample of 4,917 semi-annual property assessments conducted by the City of Milwaukee Assessor's Office during the 2003 through 2009 periods. In our study, the time prior to 2003 is the pre-Scattered Sites I HOPE VI period. The time from 2003 through 2009 is the period of Scattered Sites I HOPE VI implementation. In future studies, the time from 2010 to 2012 will be the post-program period.

Sales prices of properties in these neighborhoods during the 2003-2009 periods were added to our model to enrich our interpretation of the econometric results of property assessments. The enhanced sets of independent variables included structural characteristics and a unique set of variables identifying sales trends and levels occurring both pre- and post-occupancy by tenants in each of the 73 Scattered Sites I.

This specification mirrors the recent body of literature on the effect of subsidized housing programs on property values (Galster, Tatian, and Smith 1999). Our econometric approach employs a pre/post design involving localized fixed effects before and after Scattered Sites I occupancy; it controls for micro-neighborhood characteristics unrelated to such occupancy. By relating these localized fixed effects to property value trends and levels in larger geographic areas, it distinguishes the self-selection of Scattered Sites I housing into weak neighborhood submarkets from the ultimate consequences on these neighborhoods. The complete specification of the Planning Council's model follows.

⁹ The multiple regression is estimating these coefficients independent of the effects of all the other attribute variables specified in the model. One can interpret these coefficients as the additional impact on price that is contributed by the given attribute, controlling for the effect of all the other attributes. Results are more accurate if one can control for as many attributes as possible in the multiple regression.

Exhibit 6-1 Regression Model

The regression model is expressed symbolically as:

$$\ln P = c + \beta [\text{Struct}] + \gamma [\text{Year}] + \delta [\text{Tract}] + e$$

Where the variable acronyms are defined as:

LnP = Natural log of the sales price

c = Constant term

[Struct] = Vector of structural characteristics of the home, including home size, age, building materials and type

[Quarter] = Vector of dummies indicating the time (year) of the sale;

[Tract] = Vector of tax assessor's office neighborhood designation dummies indicating the location of the home; fixed-effect measure

e = A random error term with the usual assumed independent, identically distributed statistical properties

Note: All lowercase letters in the equations represent coefficients to be estimated.

Home Assessment and Sales Data

The Planning Council obtained a complete set of property tax assessment records for the City of Milwaukee from the Department of City Development. These data contain all of the information available from the tax rolls on the property itself (including address, number of rooms, square footage, age, amenities, and type of construction). The tax assessment data¹⁰ used in this study were available on a semi-annual basis for the 2003 through 2009 periods. Table 6-1 shows that our sample had 4,917 housing units located in 6 residential neighborhoods.

We supplemented the tax roll data with a sales history data file, available on-line from the City of Milwaukee Assessor's Office that had a listing of the dates and amounts of every sale of the properties in the City.

¹⁰ The "assessed value" is the dollar value placed on a parcel of property by the Assessor's Office. It is computed by analyzing thousands of individual sale transactions, thousands of inspections and a thorough study of all Milwaukee neighborhoods. It is the Assessor's estimate of market value.

Table 6-1 Residential Units in Scattered Sites I Neighborhoods

Residential Neighborhood Assessor's Office/ Planning Council Code	Number of residential units in neighborhoods	Valid Percent	Number of units sold during 2003 to 2009	Valid Percent
2420—area one	680	13.8	108	12.8
3000—area two	1,355	27.6	119	14.1
3040—area three	1,236	25.1	145	17.2
6410—area four	540	11.0	100	11.9
6256—area five	653	13.3	158	18.8
6450—area six	453	9.2	212	25.2
Totals	4,917	100.0	842	100.0

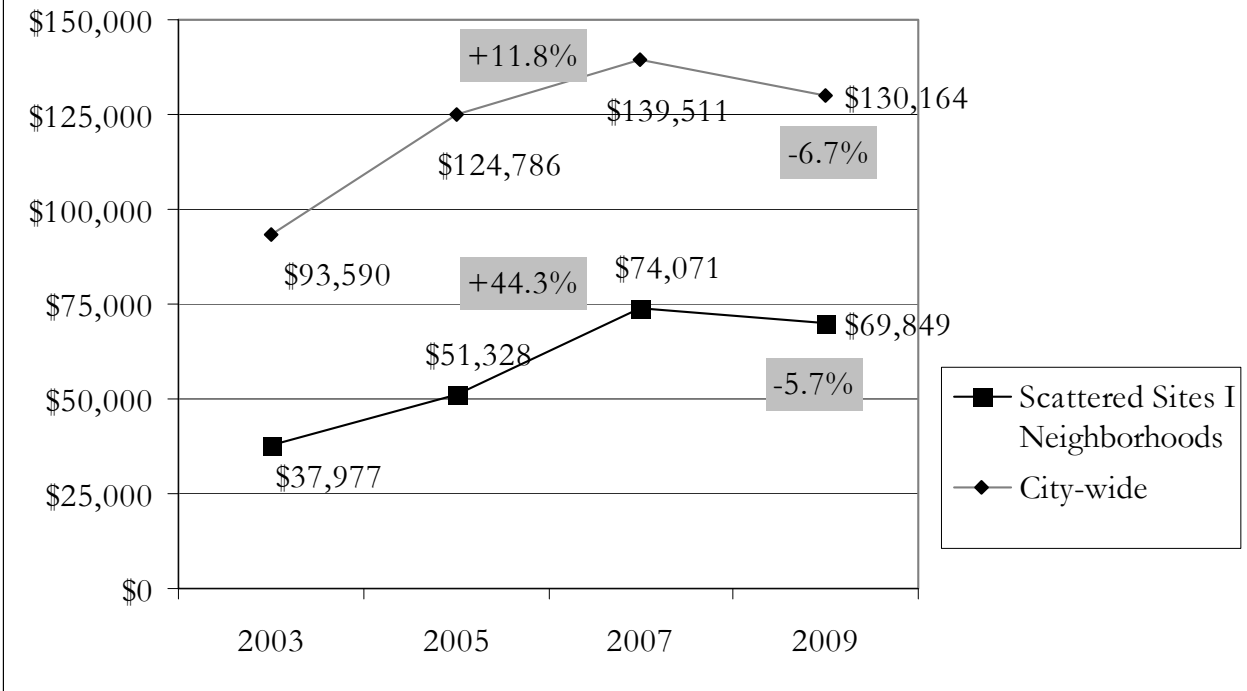
The tax roll and sales history files were merged in order to match street addresses with administrative and political geographic identifiers, e.g., aldermanic districts and residential neighborhood boundaries.¹¹ We employed a set of fixed-boundary, mutually-exclusive areas for defining one set of spatial fixed-effect variables. We used the City of Milwaukee Assessor's Office definitions of residential neighborhoods in this specification. Significantly, these fixed effects are felt to influence both the level of prices and their trends, pre- and post-occupancy. Therefore our regression adjusted estimates of property valuations as depicted in Chart 6-1 are felt to be more accurate than simply basing the valuations on tax roll data.

Context and Findings for the Scattered Sites I Study

Chart 6.1 shows that these replacement units have generally had a positive effect on property valuations. During the two-year pre- and early implementation HOPE VI period, from 2003 to 2005, property values of single-family and duplex homes in these neighborhoods increased by about 35%, which is comparable to the 33% increase in city-wide valuations. There was a noteworthy 44% increase in assessed values during the two year Scattered Sites I HOPE VI implementation period from 2005 to 2007. By comparison there was about a 12% increase in assessed values for city-wide properties during this same time period. Property values flattened out in 2007 and by 2009 there was a 6% decrease in Scattered Sites I neighborhoods versus a slightly higher 7% decrease city-wide. Overall there was a 36% increase in property valuations in Scattered Sites I neighborhoods during the 5-year HOPE VI implementation period from 2005 to 2009. By comparison there was only about a 4% increase in assessed values for city-wide properties during this same time period.

¹¹ The coding used by the City of Milwaukee Assessor's serves an administrative purpose rather than defined geographical areas such as defined neighborhood designations, or political boundaries. However, the areas used in this study are subsets of both existing neighborhood designations and aldermanic districts used by the City.

**Chart 6-1. Assessed Value of Single-Family and Duplex Homes
Scattered Sites I Neighborhoods versus City-wide**



References

Reports

Pawasarat, John and Lois M. Quinn. "Milwaukee Zip Code 53205: Neighborhood Indicators of Employment and Economic Well Being of Families, Barriers to Employment, and Untapped Opportunities." 2006. Milwaukee, WI: University of Wisconsin-Milwaukee Employment and Training Institute.

<http://www.uwm.edu/Dept/ETI/Indicators2006/53206Report.pdf>

Planning Council for Health and Human Services, Inc. "HOPE VI Evaluation of Scattered Sites I, Interim Report." 2008. Milwaukee, WI.

Popkin, Susan J., Bruce Katz, Mary K. Cunningham, Karen D. Brown, Jeremy Gustafson, and Margery A. Turner. 2004. "A Decade of HOPE VI: Research Findings and Policy Challenges." Washington, DC: The Urban Institute; The Brookings Foundation.

http://www.urban.org/UploadedPDF/411002_HOPEVI.pdf

Reno & Cavanaugh, PLLC. "Housing Authority of the City of Milwaukee: Final Closing Binder Scattered Sites." 2008. Washington, DC.

Turov, Mindy and Valerie Piper. 2005. "HOPE VI and Mixed-Finance Redevelopments: A Catalyst for Neighborhood Renewal." Washington, DC: The Brookings Institution.

http://www.brookings.edu/metro/pubs/20050913_hopevi.pdf

Zielenbach, Sean. 2002. "The Economic Impacts of HOPE VI on Neighborhoods." Washington, DC: Housing Research Foundation. <http://www.housingresearch.org>

Primary Data

City of Milwaukee. 2009. "Community Mapping and Analysis for Safety Strategies (COMPASS): (Census Tract Report Card; Neighborhood Strategic Planning Statistics; 2009 Demographic Data Report)." Milwaukee, WI: City of Milwaukee.

<http://itmdapps.ci.mil.wi.us/publicApplications/censustract/censustractfm.jsp>

City of Milwaukee Assessor's Office. 2009. "Property Sales Data (2002-2009)." Milwaukee, WI: City of Milwaukee. <http://www.ci.mil.wi.us/display/router.asp?docid=727>

Department of Housing and Urban Development. 2009. "Enterprise Income Verification System (2005-09)" U.S. Department of Housing and Urban Development, Washington, DC

Housing Authority of the City of Milwaukee. 2009. "Tracking at a Glance Data Extraction (2005-2009)." Milwaukee, WI: City of Milwaukee.