



Illinois Facilities Fund

Steppping Out

Stepping Out

A report by the
Illinois Facilities Fund

Funded by the
John D. and Catherine T.
MacArthur Foundation

February 2006

This publication is dedicated
to the memory of Charles H. Shaw
whose vision and commitment
will always inspire us.

Acknowledgements

Funding for this report was provided by the John D. and Catherine T. MacArthur Foundation.

The Illinois Facilities Fund thanks the following organizations and individuals for their assistance with this project:

All the tenants and staff at the New Holly Neighborhood Campus in Seattle, in particular Joy Bryngelson, the Community Builder, Seattle Housing Authority, for introducing the IFF staff to the New Holly partners and for sharing the New Holly story.

All the tenants and staff at the Town Hall Education Arts and Recreation Campus in Washington D.C. and in particular, Thomas “Skip” McMahon, executive director, Building Bridges Across the River, Inc., for giving the IFF staff total access to the facility, hosting the IFF, and introducing the IFF to its partners.

Carol R. Naughton, executive director, East Lake Community Foundation, Inc., for hosting the IFF staff at the East Lake Golf Club in Atlanta and for introducing the IFF to the partners at the Villages of East Lake.

Thanks to Kristin Dean and Charles Shaw at the Homan Square Community Center for their willingness to share the story of Homan Square.

Stepping Out was written by Kirby Burkholder, Gabriella DiFilippo, John Kuhnen, Liz Reyes, and Trinita Logue.

Research for *Stepping Out* was led by Susan Cahn and Elizabeth Kneebone, and was supported by Stephanie Hughes and Darian Dorsey.

Field Research was conducted by Kirby Burkholder, Elizabeth Kneebone, and Liz Reyes.

Design: Sam Silvio, Silvio Design, Inc.

About the IFF

Founded in 1990, the private, nonprofit Illinois Facilities Fund offers a range of financial and real estate resources to nonprofits serving low-income and special-needs communities throughout Illinois. Services offered include below-market lending, facilities planning, real estate development and research.

To date, the IFF has made more than 420 loans to over 260 Illinois nonprofits and completed over 145 nonprofit real estate consulting and development projects.

Table of Contents

4	Overview
12	National Models
28	Keys to Success
67	Recommendations
72	Demographics
84	List of Sources
86	Interviews Conducted
88	Appendix

Overview

The transformation of public housing is one of the largest urban planning and new housing initiatives ever undertaken in this country. This government-funded initiative has stimulated tremendous innovation and creativity in the design of new communities. Significant federal investment has generated substantial interest in this opportunity to revitalize large areas of cities whose families, residents, and economic potential have been isolated for almost 50 years.

The CHA Plan for Transformation is a significant milestone in the history of public housing in Chicago. Its implementation presents an extraordinary opportunity for the development of new communities and for achieving a 21st Century vision of community support facilities that mirror the self-sustaining economic models for the housing itself.

The CHA Plan for Transformation resulted from a review by the National Commission on Severely Distressed Public Housing, established by Congress in 1989. Public housing policy changes reflect both the national movement

to end dependence on government welfare and the physical deterioration of many developments, caused largely by neglect.

Congress charged the commission with identifying severely distressed public housing developments, assessing strategies to improve conditions at these developments, and preparing a national action plan for dealing with the problems of deterioration and neglect (Popkin et al. 2004).

CHA's Plan for Transformation, approved by the US Department of Housing and Urban Development (HUD) in February 2002, was developed with input from the CHA's Central Advisory Council, a body of elected resident leaders and representatives from the City of Chicago.

CHA's family developments were a primary target for change. Redevelopment efforts are not just affecting housing. These vast complexes of high-rise buildings encompass or border dozens of schools, human service agencies, businesses and retail operations, churches, parks, libraries, and police and fire stations.

To implement the CHA's Plan for Transformation, private developers were selected to take full responsibility for planning, financing, building, and managing new communities. These new communities include a mix of housing types resulting in a mix of incomes of the residents. Developers also had to meet goals for matching the number of units of public housing with the number of leaseholders occupying units at the start of redevelopment. In total, approximately 25,000 units of housing¹ will be built or rehabilitated by the end of 2009. Generally, the new communities will consist of one-third public housing for very low-income households, one-third affordable housing and one-third market rate housing.

HOPE VI, a HUD program, is the primary financing tool for the CHA Plan for Transformation and public housing redevelopment throughout the country. Since 1992, HUD has awarded 446 HOPE VI grants in 166 cities. The billions in federal funds allocated for HOPE VI has leveraged billions more in other public, private, and philanthropic investments throughout the country (Popkin et al. 2004).

In December 2003 the John D. and Catherine T. MacArthur Foundation made a grant to the Illinois Facilities Fund (IFF) to assess the need for community facilities in nine CHA Plan for Transformation sites.²

The IFF met with the developers and community stakeholders to discuss the original plans for community facilities included in the Community Social Service plans, which, in many cases, were elevated as priorities along with job training, health care, and child care. The IFF also conducted a needs assessment to determine whether these plans were supported by current data. The assessment estimated demand for and documented the supply of traditional support services, ranging from early childhood education to adult and senior programs. The demand estimates were based on both the current and projected demographics of each site. The IFF also documented and mapped community support assets in and around each of the nine sites to provide a complete picture of existing programs and facilities.

¹ These 25,000 units represent the number of leaseholders that were living in CHA units at the time the plan was put in place.

² The nine sites included in the original assessment were: 1) Roosevelt Square (formerly ABLA Homes); 2) The Near North Communities which include North Town Village, Renaissance North, Mohawk North, Old Town Square, the Domain Lofts Development, Orchard Park, River Village, and North Town Park

(formerly Cabrini Green Homes); 3) Westhaven Village and Westhaven Park (formerly Henry Horner Homes); 4) Lakefront Communities (formerly Lake Park Crescent) and Jazz on the Boulevard; 5) West End (formerly Rockwell Gardens); 6) Park Boulevard (formerly Stateway Gardens); 7) Legends South (formerly Robert Taylor Homes); 8) Oakwood Shores (formerly Madden-Wells-Darrow Homes); and 9) Hilliard Center (formerly Hilliard Homes).

The IFF designed a scoring system that assigned weights to the following categories of information in order to prioritize community facility needs:

- An analysis of each site's existing community services and a measurement of the unmet demand for these services
- The availability of land
- The availability of financial resources
- The support of the private developer
- Support from community stakeholders

Using these categories and other factors more specific to individual communities, the IFF concluded that there is a need for new community facilities. Based on the assessment data and subsequent conversations with selected stakeholders, two areas emerged that warranted additional analysis: the Mid-South and the West Side. These two areas encompass eight of the original nine developments studied: Roosevelt Square, Westhaven Village, Westhaven Park, and West End on the West Side and Hilliard Center, Lakefront Communities, Jazz on the Boulevard, Park Boulevard, Oakwood Shores, and Legends South in the Mid-South.

Stepping Out, the second phase of the IFF's work on this project, is a planning tool combined with recommendations for developing community facilities in the Mid-South and on the West Side. As a planning tool, it provides stakeholders, practitioners, and planners with a framework for facility planning and development. The recommendations are based on the Keys to Success, a set of factors needed for successful community facilities development. The keys are based on data, lessons learned from the four national models described in this report, and the IFF's experience.

After the initial analysis, the MacArthur Foundation and the IFF agreed that learning from other cities would benefit Chicago. The IFF identified national models that would provide insight into planning community facilities in the Mid-South and on the West Side.

The IFF used a case study approach to compare and contrast similar characteristics across cases through interviews and qualitative and quantitative data. This approach is supported by literature recommending case studies as an effective tool for studying planning and community development (Yin 2003).

The objective of the case studies was to answer the question: what characteristics make a multi-tenant community facility a national model, and what can be learned from these models to inform the plans for community facilities in the CHA's Plan for Transformation?

In order to identify sites for the case studies, the IFF conducted a literature review using both print and internet sources. This review helped shape the tools used to conduct each case study.³ The IFF reviewed community facilities that had been identified by HUD, the Brookings Institution, the National Affordable Housing Management Association, and the Urban Land Institute as examples of best practices. The IFF also sought sites that mirror the demographic characteristics of the Plan for Transformation sites within Chicago's Mid-South and West Side regions.

As Lawrence Vale points out, however, "any comparative study of public housing development projects is constrained by the fact that every development differs from every other in multiple ways" (Vale 1996). To account for this, the IFF developed a qualitative interview tool and a quantitative survey to collect information in a consistent manner to help identify lessons learned and best practices.

Using information gathered during the literature review as well as demographic data taken from the 2000 U.S. Census, the IFF identified 13 potential communities.⁴ After further analysis of the local demographics, services offered at each facility, the ability to gather data, and the age of the facility, the IFF focused on four community facilities that met the established case study criteria.

³ There is a considerable body of research dedicated to the concept and evaluation of mixed-income communities across the country. Although the IFF used this research to better understand the issues, *Stepping Out* does not address the sociology of mixed-income communities or measurements of success in the integration of new and existing residents across a range of incomes. Such an assessment is beyond the scope of this report and outside of the expertise of the IFF. The purpose of *Stepping Out* is to elevate issues and elements of successful planning, development, and management of the support services and amenities on which any community relies.

⁴ Murphy Park, St. Louis; New Holly, Seattle; Villages of East Lake, Atlanta; Tent City, Boston; Harbor Point, Boston; Jackson Square, Boston; Pueblo del Sol, Los Angeles; Hillside Family Resource Center, Milwaukee; 1955 First Avenue, New York City; Avalon Chrystie Place, New York City; Lincoln Court, Cincinnati; Laurel Homes, Cincinnati; THEARC, Washington D.C.

To be selected for consideration as a case study, each community facility had to meet at least three of the following five criteria:

- A multi-tenant facility or campus with a broad range of ongoing and regularly scheduled programs
- Have few barriers to use, serving more than one population
- Cited in the literature as successful model of multi-tenant, mixed-income community facilities
- Operating for an extended period of time, providing a historical perspective and a set of characteristics for ongoing success
- Located within a community that closely resembles the Mid-South or West Side regions in Chicago, based on demographic traits such as income and race/ethnicity

The IFF collected data from local housing authorities, city governments, developers, service providers, and development site residents, as well as the 2000 U.S. Census. The primary data were collected through field visits, interviews, telephone calls, and email correspondence. Photographs of each model facility were taken during field visits and, where possible, building plans were obtained in order to highlight successful design aspects and technical components of each community facility. A pilot study was conducted of the New Holly site in Seattle to refine the qualitative interview tool and quantitative survey.

In addition to the New Holly Neighborhood Campus, IFF staff visited community facilities in Atlanta, Washington D.C., and Chicago between May and September 2005. Interviews were held with stakeholders involved in the planning, development, management, governance, and day-to-day use of facilities. Each of the four facilities was designed to support and respond to low- and mixed-income communities. The development of three of the four projects studied resulted in the creation of nonprofit corporations to own and operate the facilities. In the case of Seattle, the Seattle Housing Authority was the developer and owns a portion of the multi-tenant campus.

Two of the projects visited were part of the transformation of public housing.

In Seattle, IFF staff focused its research on the New Holly Neighborhood Campus within the New Holly redevelopment led by an innovative and independent housing authority.

In Atlanta, IFF staff focused on the community facilities located at the Villages of East Lake and the innovative partnership between the East Lake Golf Club and the East Lake Community Foundation. A private corporate leader, involved in the community for over 20 years, was the driving force behind this redevelopment of one of the most troubled public housing developments in the southeastern United States.

Two of the projects were a result of community revitalization projects serving low- and mixed-income communities.

In Washington D.C., IFF staff focused on the Town Hall Education Arts and Recreation Campus and the role of Building Bridges Across the River, Inc., a nonprofit created by the William C. Smith Company. Chris Smith became involved after his company began assembling a portfolio of affordable housing developments in the Anacostia neighborhood.

In Chicago, IFF staff interviewed representatives from the Homan Square Community Center Foundation, the nonprofit organization involved in the development and management of the Homan Square Community Center. Developer Charlie Shaw spearheaded the redevelopment of the former Sears corporate campus, and he, with the assistance of his staff and many partners, led the redevelopment of the community.

These cases provide information on successful community facilities in environments similar to the mixed-income communities in Chicago for which facilities are under consideration, particularly the Mid-South and West Side areas.

New Holly—Seattle

Name of Facility	New Holly Neighborhood Campus
Address	7054 32nd Avenue S.W. Seattle, Washington 98118
Developer	Seattle Housing Authority
Date Completed	1999
Financing Partners	State of Washington City of Seattle Fannie Mae Local banks
Total Size	47,000 square feet
Total Development Costs	\$5.8 million (estimate)
Tenants	Atlantic Street Center ECOM Offices Emerald City Child Care Neighborhood House Seattle Housing Authority Seattle Public Library South Seattle Community College The Children’s Museum



The Holly Park housing development was built in 1941 under the Lanham Act as part of a Department of Defense effort to house workers in Seattle's defense industry. It was managed by the Seattle Housing Authority (SHA), which received ownership of Holly Park from the federal government in 1955. The 102-acre site contained 893 units in one- and two-story wood frame townhomes. Twenty-two of the units were, at one time or another, dedicated to social service providers. By 1995, Holly Park was considered by many to be SHA's most severely distressed public housing community.

The redevelopment of Holly Park into the renamed New Holly was one of the first projects of its kind in the United States. The primary goals of SHA's HOPE VI application for Holly Park were to provide affordable housing options for families, to create a stable and thriving mixed-income neighborhood in southeast Seattle, to improve supportive services for families, and to reinforce Seattle's growth and sprawl management strategies through the creation of urban villages. New Holly was designed to blend into surrounding neighborhoods to reduce or eliminate public housing boundaries. The SHA is the developer and owner of New Holly.

To redevelop Holly Park, the SHA applied for and received HOPE VI funds totaling \$48 million. Another \$225 million was raised from public and private sources, including the State of Washington, the City of Seattle, Fannie Mae, and local banks. The new development reserves 40 percent, or 580 units, for very-low income tenants; 20 percent, or 288 units, for

residents whose incomes are moderate but still below Seattle's median; and 40 percent, or 582 units, for owners or tenants able to pay market rates. In addition, approximately 100 of the for-sale homes were made available to first-time and low-income buyers.

In addition to single family homes, duplexes, townhouses, and apartments in New Holly, there is a 47,000-square-foot New Holly Neighborhood Campus—three buildings which together house a public library, community college classrooms, a youth program, two child care programs and a management office. Parks and gardens complete the campus. These services are targeted to serve a diverse community that includes many immigrants and refugees. In fact, residents and neighbors speak a total of 17 languages and dialects. The programs support economic self-sufficiency and community building.

The New Holly Neighborhood Campus is an integral part of this now thriving community. The campus is an active place, the parking lot is always full and people can be seen coming and going at all times of the day and into the evening. The New Holly Neighborhood Campus provides a place for residents to take a class, attend a program, gain access to services, connect to the internet, and check out a library book. It is an anchor in the community and provides a place for residents to meet and become involved in their community. Community building activities hosted at the New Holly Campus have included cultural celebrations geared toward increasing resident interaction and committee meetings focused on neighborhood beautification and traffic safety.

The description of the New Holly Neighborhood Campus is adapted from the following sources: 1) ULI—the Urban Land Institute. *ULI Land Use Policy Forum Report: The Role of Community Facilities*. Washington, D.C.: ULI—the Urban Land Institute, 2001; and 2) *Holly Park and Roxbury HOPE VI Redevelopment Evaluation Reports*, Rachel Garschick Kleit, Daniel Carlson, Tam Kutzmark December 2003, Daniel J. Evans School of Public Affairs

New Holly Demographics

Total Population 38,689

Race and Ethnicity Percent

Black/African American	25.1
White	18.0
Asian	44.7
Two or More Races	6.2
Other	7.1
Latino	6.1

Age Breakdown (years) Population Percent

Under 5	2,450	6.3
5 to 9	2,694	7.0
10 to 14	2,874	7.4
15 to 19	2,898	7.5
20 to 64	23,092	59.7
65 and Over	4,681	12.0

Population Characteristics

Percent of Individuals in Poverty 14.3

Educational Attainment Number Percent

Less than 9th	3,996	15.9
9th to 12th; No Diploma	3,296	13.0
High School Graduate or Higher	17,844	71.0

Employment Status Number Percent

Employed	19,064	63.4
Unemployed	11,014	45.6

Language Number Percent

Speak Language Other than English at Home	33,621	92.8
Persons That Speak Language Other than English and Speak English Less than "Very Well"	11,369	29.4

Disability

Age Group Number Percent

5 to 20 Years	858	9.5
21 to 64 Years	6,186	27.7
65 and Over	2,033	43.1

Household Characteristics

Percent of Households in Poverty 13.2

Average Household Size

Household Type	Average
Owner-Occupied	2.89-3.05
Renter-Occupied	2.54-3.86

Total Number of Households 12,482

Female-Headed Households

(Children under 18; No Husband Present) Number	Percent
1,219	9.8

Median Household Income \$36,754-\$48,697
(for census tracts in the New Holly catchment area)

Tenure (Occupied Units)

Household Type	Number	Percent
Owner-Occupied	7,533	60.3
Renter-Occupied	4,963	39.7

Year Householder Moved into Unit Number Percent

1999 to March 2000	2,327	18.6
1995 to 1998	3,435	27.5
1990 to 1994	2,095	16.8
1980 to 1989	1,932	15.5
1970 to 1979	1,283	10.3
1969 or earlier	1,424	11.4

Household Value

Median Contract Rent	\$383-\$603
Median Gross Rent	\$602-\$831
Median Home Value	\$158,100-\$181,400

Source: 2000 U.S. Census

A colorful child-like drawing of a landscape. At the top, a mountain is painted with various colors like purple, pink, and orange. The sky is dark blue with several white-outlined clouds. Below the mountain is a light blue sky area containing a quote. The middle ground features several green trees of different shapes and sizes, and a purple house with a red roof and yellow windows. A black fence runs across the middle. In the foreground, there are three stylized human figures: a woman with blonde hair on the left, a man in a purple shirt in the center, and a woman with dark skin on the right. The bottom of the drawing shows a green field.

The ache for home
lives in all of us,
the Safe Place,
where we can go as
we are and not be
questioned

-Maya Angelou

Villages of East Lake—Atlanta

Name of Facility	Villages of East Lake
Address	460 East Lake Boulevard Atlanta, Georgia 30317
Developer	East Lake Community Foundation and Atlanta Housing Authority
Date Completed	2001
Financing Partners	Foundations, Corporations and Individuals State of Georgia
Total Size	185 acres, including 60-acre East Lake Meadows public housing site
Total Development Costs of Educational Village	\$31.5 million
Tenants (Various Facilities)	Drew Charter School (100,000 sq. ft.) East Lake Family YMCA (50,000 sq. ft.) Sheltering Arms Early Education and Family Center Mercy Housing/Management Office



To citizens of Atlanta, the former East Lake Meadows was a public housing development known for its violence and poverty. Before the Villages of East Lake, there had been no building permits issued in the immediate area for 25 years.

The Villages of East Lake is a \$100-million project that replaced one of the most distressed public housing developments in Atlanta with more than 500 new, mixed-income rental townhouses and garden apartments. In addition to new residences, the Villages of East Lake offers new community facilities, including a charter elementary school, a child care center, a YMCA, and a public golf course.

In 1993, Tom Cousins, CEO of Cousins Properties, an Atlanta-based real estate development firm, purchased the East Lake Golf Club, located across the street from the current site of the Villages of East Lake. Cousins purchased the East Lake Golf Club on two conditions: 1) that it be restored to its original condition and 2) that all proceeds be reinvested in the community. The East Lake Golf Club catalyzed the revitalization of the surrounding neighborhood. Cousins contacted Renee Glover, the executive director of the Atlanta Housing Authority (AHA), to discuss the idea, and the plan for what would become the Villages of East Lake took shape. In 1995, Cousins launched the East Lake Community Foundation (ELCF) to develop the project. The ELCF then created an innovative mechanism for funding the amenities and services to complement the housing development.

ELCF entered into a partnership with the AHA to create the mixed-income Villages of East Lake. The East Lake project site is approximately 185 acres, with the ownership divided between the AHA and the ELCF and its affiliates. The AHA leases 69 acres to the ELCF for The Villages, which consists of 542 townhouses, duplexes, and garden apartments of which 50 percent

are public housing and 50 percent are market-rate. Phase I of The Villages was completed in 1998 and the units have been fully leased since its completion. Phase II was completed in February 2001.

The ELCF developed the remainder of the site into the Charlie Yates Public Golf Course and The Educational Village campus, which contains the Drew Charter School, the first charter school in Atlanta; Sheltering Arms Child Development Center, and an 8,000-member YMCA. A ball field, tennis courts, and swimming pool complete the amenities.

At the East Lake Golf Club corporate memberships help fund the ELCF. The East Lake Golf Club invites national corporations to purchase memberships in order to spread the word about the East Lake Golf Club's mission and encourage partnerships between community development organizations and private corporations. The club's annual excess cash flow is donated to the Foundation and \$200,000 of each \$275,000 membership is used to support the community services. The Golf Club hires neighborhood youth to work in its caddie program, providing more than 200 well-paid, part-time summer jobs. Since August 1998 student caddies have been eligible for college scholarships.

The Villages of East Lake is a beautiful development anchored by several important community facilities that offer quality child care, primary education, and fitness and recreational opportunities. The AHA and the ELCF had a goal of developing high-quality, amenity-rich housing that mirrored market-rate housing developments including security gates, tennis courts, pool, and lavish landscaping comparable to the neighboring PGA golf course. The close proximity of a high-quality grocery store combined with these services means East Lake tenants have access to services that would be found in any desirable community.

The description of the Villages of East Lake project is adapted from the following sources: 1) ULI—the Urban Land Institute. *ULI Land Use Policy Forum Report: The Role of Community Facilities*. Washington, D.C.: ULI—the Urban Land Institute, 2001; and 2) The East Lake Community Foundation's printed materials on the Villages of East Lake.

Villages of East Lake Demographics

Total Population 24,813

Race and Ethnicity Percent

Black/African American	86.4
White	11.2
Asian	0.3
Two or More Races	1.1
Other	0.9
Latino	2.6

Age Breakdown (years) Population Percent

Under 5	1,637	6.6
5 to 9	1,919	7.7
10 to 14	1,907	7.7
15 to 19	1,748	7.0
20 to 64	14,930	60.0
65 and Over	2,672	10.8

Population Characteristics

Percent of Individuals in Poverty 23.5

Educational Attainment Number Percent

Less than 9th	1,936	12.2
9th to 12th; No Diploma	3,823	24.1
High School Graduate or Higher	10,128	63.8

Employment Status Number Percent

Employed	11,284	59.4
Unemployed	7,712	40.6

Language Number Percent

Speak Language Other than English at Home	2,624	11.3
Persons That Speak Language Other than English and Speak English Less than "Very Well"	720	2.9

Disability

Age Group Number Percent

5 to 20 Years	552	9.5
21 to 64 Years	4,356	29.8
65 and Over	1,489	55.1

Household Characteristics

Percent of Households in Poverty 22.5

Average Household Size

Household Type	Average
Owner-Occupied	2.38–2.85
Renter-Occupied	2.53–3.59

Total Number of Households 8,933

Female-Headed Households

(Children under 18; No Husband Present) Number	Percent
1,335	15.0

Median Household Income \$30,183-\$36,887
(for census tracts in the Village of East Lake catchment area)

Tenure (Occupied Units)

Household Type	Number	Percent
Owner-Occupied	223	16.0
Renter-Occupied	1,164	84.0

Year Householder Moved into Unit Number Percent

1999 to March 2000	1,815	20.4
1995 to 1998	2,301	25.9
1990 to 1994	916	10.3
1980 to 1989	1,001	11.3
1970 to 1979	1,511	17.0
1969 or earlier	1,345	15.1

Household Value

Median Contract Rent	\$411–\$526
Median Gross Rent	\$478–\$641
Median Home Value	\$75,400–\$114,700

Source: 2000 U.S. Census



THEARC—Washington, D.C.

Name of Facility	Town Hall Education Arts and Recreation Campus
Address	1901 Mississippi Avenue S.E. Washington, D.C. 20020
Date Completed	2005
Developer	Building Bridges Across the River, Inc., a nonprofit created by the William C. Smith Company
Financing Partners	BBAR, Fannie Mae, NationsBank/Bank of America, City of Washington D.C., Covenant House, Boys and Girls Club of Greater Washington, U.S. Government, Foundations and Corporations
Total Size	115,000 square feet
Total Development Costs	\$26 million
Tenants	Boys and Girls Club of Greater Washington Building Bridges Across the River, Inc. Children’s Health Project of D.C. Covenant House Corcoran Gallery of Art Levine School of Music Parklands Community Center Trinity University Washington Ballet Washington Middle School for Girls



To most residents of Washington D.C., Southeast Washington is known for its poverty and isolation, particularly the neighborhood of Anacostia. However, the neighborhood has always had a middle- and upper-class African American population and a number of community assets. In the late 1940s and early 1950s a development company constructed 2,000 units of housing. It remained a well-regarded and attractive development until the mid 1980s when housing conditions and values declined. The William C. Smith Company invested in the community and purchased the development in 1991. At the time of the acquisition, the William C. Smith Company had a portfolio of 10,000 units, 3,000 of which were already in Anacostia.

From the time of its earliest investment in the community, the William C. Smith Company had been providing office and program space for community organizations including the Parklands Community Center. The company has consistently demonstrated its commitment to the community as seen through the construction of a \$1 million water park for area residents at the company's expense. Today the William C. Smith Company is developing 77 for-sale single-family homes in addition to the 70 town homes that were already developed to diversify housing types and provide home ownership opportunities.

Chris Smith of the William C. Smith Company knew that Southeast Washington D.C. needed additional amenities for its residents, and he was willing to listen to ideas from community members. As a result, the company established Building Bridges Across the River, Inc. (BBAR), a nonprofit whose sole purpose was the development of a facility to house the many nonprofits that serve the community. BBAR received two \$350,000 restricted funding commitments from Bank of America and the Fannie Mae Foundation to initiate the planning and development process. The funds could not be used until other funding commitments were in place. In the interim, the William C. Smith Company funded pre-development activities with \$300,000 of its own funds. Once early commitments from government and other foundations were secured, new commitments followed and the team was able to raise the \$26 million necessary to construct a 115,000-square-foot community center named Town Hall Education Arts and Recreation Campus or THEARC.

The goal behind the development of THEARC was to develop an attractive, rent-free facility for a wide range of nonprofits. Chris Smith and Skip McMahon, executive director of BBAR, spent time in the community on evenings and weekends getting to know residents and understanding community needs. Smith and McMahon took personal responsibility for identifying potential nonprofit tenants for the facility. Two major tenants stepped forward early in the process, Covenant House of Washington and the Boys and Girls Club of Greater Washington. Covenant House of Washington, a social service agency serving homeless and other at-risk youth, raised \$5 million for the 27,000-square-foot stand-alone Nancy Dickerson Whitehead building that sparked the remainder of the development. The building is linked with THEARC through an outdoor walkway. The Boys and Girls Club of Greater Washington invested \$3 million to become an anchor tenant in THEARC.

In addition to raising the capital funds, Smith and McMahon secured leases from some of the most established and high-profile organizations in Washington D.C. including the Washington Ballet, Parklands Community Center, the Children's Health Project of D.C., Trinity University, Washington Middle School for Girls, the Corcoran Art Gallery, and the Levine School of Music. As information about the project spread through the nonprofit community, Smith and McMahon were approached by other interested nonprofit tenants and securing space at THEARC became highly competitive. The completed facility includes a 378-seat theater, music and dance rehearsal and performance space, a large screen for motion pictures, a gymnasium, and numerous classrooms and offices.

THEARC is truly an extraordinary building and has become a focal point of community activity in Anacostia and across metropolitan Washington D.C. This facility offers a wide variety of programs and services, and many options for both youth and adults. Most important, Chris Smith and his company remain committed and involved in the community.

THEARC Demographics

Total Population 3,444

Race and Ethnicity Percent

Black/African American	98.4
White	0.3
Asian	0.0
Two or More Races	0.8
Other	0.5
Latino	<0.1

Age Breakdown (years) Population Percent

Under 5	417	12.1
5 to 9	476	13.8
10 to 14	283	8.2
15 to 19	251	7.3
20 to 64	1,772	51.5
65 and Over	245	7.1

Population Characteristics

Percent of Individuals in Poverty 41.4

Educational Attainment Number Percent

Less than 9th	167	9.9
9th to 12th; No Diploma	449	26.5
High School Graduate or Higher	1,079	63.7

Employment Status Number Percent

Employed	1,143	51.9
Unemployed	1,059	48.1

Language Number Percent

Speak Language Other than English at Home	94	3.1
Persons That Speak Language Other than English and Speak English Less than "Very Well"	25	0.7

Disability

Age Group Number Percent

5 to 20 Years	184	17.1
21 to 64 Years	614	35.7
65 and Over	144	62.1

Household Characteristics

Percent of Households in Poverty 39.1

Average Household Size

Household Type	Average
Owner-Occupied	2.59
Renter-Occupied	2.46

Total Number of Households 1,354

Female-Headed Households

(Children under 18; No Husband Present) Number	Percent
500	36.9

Median Household Income \$16,849

Tenure (Occupied Units)

Household Type	Number	Percent
Owner-Occupied	577	16.8
Renter-Occupied	2,859	83.2

Year Householder Moved into Unit Number Percent

1999 to March 2000	298	21.5
1995 to 1998	493	35.5
1990 to 1994	291	21.0
1980 to 1989	180	13.0
1970 to 1979	48	3.5
1969 or earlier	77	5.5

Household Value

Median Contract Rent	\$452
Median Gross Rent	\$469
Median Home Value	\$91,300

Source: 2000 U.S. Census



Homan Square—Chicago

Name of Facility	Homan Square Community Center Campus
Address	3517 West Arthington Street Chicago, Illinois 60624
Date Completed	2001
Developer	Homan Square Community Center Foundation
Financing Partners	Ameritech Allstate Chicago Park District City of Chicago Empowerment Zone Illinois First Various Foundations
Total Size	67,000 square feet
Total Development Costs	\$28 million
Tenants	Chicago Park District Family Focus Homan Square Community Center Foundation Lawndale Christian Health Center Neighborhood Technology Resource Center Robert Crown Center for Health Education North Lawndale YMCA



Homan Square consists of 308 rental and owner-occupied units that house a mixed-income population on the site of the original Sears corporate headquarters in Chicago's North Lawndale community. Homan Square is part of a plan by the Shaw Company, the City of Chicago, and other partners to provide housing, economic development, and a community center to transform the North Lawndale community, formerly plagued by extreme disinvestment and high crime rates. Through the 1960s and 1970s, North Lawndale had experienced a steady decline in population exacerbated by the departure of large manufacturing employers and business closings.

In the late 1980s, Ed Brennan, then chairman of Sears Roebuck and Company, contacted Charlie Shaw, Chairman of the Shaw Company, to strategize and discuss a plan for the 55-acre former Sears campus, after Sears relocated to the Sears Tower in 1974. Brennan and Shaw developed a vision for the neighborhood which included housing, education, and community services. To that end, Sears formed the Homan Arthington Foundation, and Shaw took the lead in moving the development process forward. The mission of the Foundation was to redevelop the site and buildings, and to provide housing, education, and community services.

Together with Kristin Dean, president of the Homan Square Community Center Foundation, Shaw went far beyond the role of developer through tireless advocacy on behalf of Homan Square, adjacent properties, and the larger North Lawndale community. The Homan Arthington Foundation created the Homan Square Community Center Foundation to fund and develop

the Homan Square Community Center, a campus that would offer comprehensive health and family services to North Lawndale and West Side residents. Shaw and Dean, under the auspices of the Homan Square Community Center Foundation, raised more than \$28 million to pay for the Center's construction.

The 28,000-square-foot Health and Family Pavilion owned by the Foundation houses the Lawndale Christian Health Center, Family Focus, the Robert Crown Center for Health Education, and the Neighborhood Technology Resource Center.

Public lobby space is available for community events, banquets, and activities with civic interest.

A 39,000-square-foot recreation wing owned and operated by the Chicago Park District has an indoor swimming pool, a gymnasium, and ten multipurpose recreational and meeting rooms, plus two acres of playing fields.

The 22,000-square-foot, \$4.5 million Child and Family Center, built and operated by the YMCA of Metropolitan Chicago on the eastern edge of the campus, provides early childhood education and care to more than 300 children.

Homan Square has become a national model for public/private collaboration to create a mixed-income neighborhood where there once had been blight. The Homan Square Community Center is a beacon in the community. Until his death in January 2006 Charlie Shaw was involved on a daily basis in the Homan Square community.

The description of the Homan Square Community Center project is adapted from the following source: ULI—the Urban Land Institute. *ULI Land Use Policy Forum Report: The Role of Community Facilities*. Washington, D.C.: ULI—the Urban Land Institute, 2001

Homan Square Demographics

Total Population 41,768

Race and Ethnicity Percent

Black/African American	94.2
White	2.5
Asian	0.2
Two or More Races	0.7
Other	2.4
Latino	4.5

Age Breakdown (years) Population Percent

Under 5	1,381	3.3
5 to 9	4,846	11.6
10 to 14	4,682	11.2
15 to 19	3,774	9.0
20 to 64	20,559	49.2
65 and Over	3,887	9.3

Population Characteristics

Percent of Individuals in Poverty 44.3

Educational Attainment Number Percent

Less than 9th	2,361	11.0
9th to 12th; No Diploma	6,122	28.5
High School Graduate or Higher	12,978	60.5

Employment Status Number Percent

Employed	12,835	46.9
Unemployed	14,543	53.1

Language Number Percent

Speak Language Other than English at Home	4,872	12.9
Persons That Speak Language Other than English and Speak English Less than "Very Well"	1,196	2.9

Disability

Age Group Number Percent

5 to 20 Years	1,511	10.7
21 to 64 Years	5,859	30.0
65 and Over	2,167	57.3

Household Characteristics

Percent of Households in Poverty 42.1

Average Household Size

Household Type	Average
Owner-Occupied	2.38-5.83
Renter-Occupied	1.91-3.83

Total Number of Households 12,391

Female-Headed Households

(Children under 18; No Husband Present) Number	Percent
3,477	28.1

Median Household Income \$6,875-\$36,513
(for census tracts in the Homan Square catchment area)

Tenure (Occupied Units)

Household Type	Number	Percent
Owner-Occupied	3,226	26.0
Renter-Occupied	9,176	74.0

Year Householder Moved into Unit Number Percent

1999 to March 2000	1,905	15.4
1995 to 1998	3,053	24.6
1990 to 1994	2,045	16.5
1980 to 1989	1,979	16.0
1970 to 1979	1,103	8.9
1969 or earlier	2,317	18.7

Household Value

Median Contract Rent	\$208-\$631
Median Gross Rent	\$215-\$693
Median Home Value	\$78,100-\$525,000

Source: 2000 U.S. Census



Keys to Success

The Keys to Success are drawn from community development literature and research, time spent with Chicago stakeholders, site visits, and interviews in Seattle, Atlanta, Chicago, and Washington D.C. and are reinforced by the IFF's 16 years of experience in real estate development and management for nonprofit corporations in disinvested communities. The Keys are not an exhaustive list of all factors that should be considered or will play a role in successful facility development and management. They are, however, the most important factors. Whether expressed to highlight an accomplishment, an issue, a barrier, or a solution, the Keys were heard consistently and repeatedly in all four of the locations visited by the IFF.

The Keys are:

Real Data, Real Needs

**Community Facility as Important as Housing
Project Champion**

Open and Managed Participation

Partnerships

The Role of Government

A Funding and Financing Structure that Supports the Goals

Location, Location, Location

The Successful Tenant is the Right Tenant

The Anchor Tenant

Planning and Design in Context

Good Leases and Good Governance

Hands-on Management

Learn by Doing

Collaboration is the Future

Define Success

Real Data, Real Needs

Many public housing residents have experienced dramatic change in their lives in recent years. Neighborhoods are being redesigned and community institutions have lost their long time locations. Residents have left behind familiar social networks, amenities, the transportation they use, and the streetscape they know. In many cases, residents have resisted participating in any process imposed by public officials because the relocation came before concrete plans were in place for a future in the same or a different neighborhood. Fear and suspicion about the goals of developers and housing authorities add to the tension and stress.

The developers are often working under the constraints of limited land, time, and financial resources; public housing officials are trying to stretch limited dollars and meet the goals of the HOPE VI program; municipal officials and elected leaders are answering to a broad constituency and are making tough decisions about how to allocate scarce financial resources.

It is within this context of competing interests, uncertainty, and change that stakeholders meet to discuss a vision of the future and plan for community facilities. It is important for these community leaders to be prepared to separate perception and reality. Developers and planners are successful when they strike a balance between understanding the community as it is and planning for the community as it will be. Success involves engaging the current residents in ongoing communication. As Ms. Eva Davis, former East Lake Meadows resident leader and current member of the AHA Board of Commissioners states, “In planning things for residents, residents want to be able to tell what we want for our community-not be told about what we want. It is about being listened to and participating. The failure is not listening to residents.”

Success, however, also involves a quantitative analysis of community assets and community need against which to measure resident input and public perception.

Demographic data drive the demand for services and programs. Supply data, however, must be measured in a variety of ways. Determining the number of slots available for each program is one way, but the quality of existing facilities must be assessed too. Another way to measure demand is to look at how an improved facility can enhance program delivery and how operating efficiency may strengthen the financial position of the nonprofit organizations operating in the facility. Furthermore, a nonprofit ownership position increases the net assets of the organization. These are just a few examples of how the need for a community facility might be measured for a specific community.

An analysis of need, however, can take many forms. The Washington Ballet, a tenant at THEARC in Washington D.C. did an informal needs assessment by going out and meeting people. “We wanted to go out and get to know the community and reach out across boundaries. We have had a presence in this community since 1994. We hired a consultant to understand the population’s perception of the Washington Ballet and to identify and cultivate key leaders. Part of our strategic plan was to identify ten people within the community who could provide a wealth of information about the community,” said Director of Education and Outreach Katrina Toews. The Ballet’s programs have and will continue to be shaped by this information.

The William C. Smith Company and BBAR, the project’s nonprofit development partner, understood other aspects of need that go beyond program supply and demand. Through direct experience, Chris Smith and Skip McMahon, BBAR’s executive director, understood that the quality of space and tenure are important issues for community organizations and the clients they serve. Many organizations offering programs in Anacostia were faced with severe space constraints and had the need for long-term real estate solutions.

“We wanted to go out and get to know the community and reach out across boundaries.”

In Homan Square, the Homan Square Community Center Foundation convened focus groups and brainstorming sessions as early as 1995 to discuss the concept of a community center and the desired tenants and amenities. Residents, service providers and community leaders came together to plan a center. The information was summarized and then fed back to the community through a survey tool that collapsed services into groups and asked respondents to find themes and set priorities. This original survey process laid the groundwork for the community center strategic plan and, ultimately, the facility itself.

Addressing competing priorities in changing communities can be very complex. Particularly in HOPE VI redevelopments, developers spend a significant amount of time analyzing demographic and market data during the development of the overall housing plan. It is imperative that they demonstrate the market to support the proposed housing mix.

Stakeholders and program providers alike also benefit from a thorough and regular review of data, including demographic information, as they plan for program consideration, expansion, or change. Real data must inform decision-making.

Stakeholders throughout the country employed a variety of ways to assess need. Some structured working groups with community stakeholders to identify priority areas, others became involved in community activities and built relationships to witness first-hand key issues that can't be gleaned from surveys, and others chose to conduct both formal and informal needs assessments to quantify need. Any or all of these approaches can be successful. It is important to employ them in the early planning stages of the project and, because all communities are dynamic, continue to employ them over time to identify and address ongoing need.



Lecture at the Robert Crown Center for Health Education
Photo courtesy of the Homan Square Community Center Foundation

Community Facility as Important as Housing

Community facilities are as important to the health of a community as housing. If community facilities are not equally important to the developers of the new communities as housing, such facilities may never be built because they can too easily lose priority status. There is often broad conceptual support for the development of a community facility as part of larger redevelopment efforts. However, competing development interests, the pressure to maximize limited land, and financial constraints consistently prevent community facility plans from becoming reality. From the start, the vision of these national models was that community facilities were as important as housing. Site planning included dedicated land for the facility and development funds were raised or earmarked from project inception. In every case, regardless of the challenges, the belief was practically applied and facilities were developed in conjunction with housing units or as an added amenity to meet the needs of the existing community.

Housing and community facilities play important and integrated roles in the vibrancy and health of the community. “Housing located in healthy communities can reduce the effects of concentrations of poverty, offer a safer living environment, offer proximity to transportation and employment opportunities, link households with social services, offer access to better schools, and connect families to a broader range of institutions. Therefore, housing developers and policymakers need to consider factors beyond a single development in addressing housing and poverty problems in this country. While mixed-income housing is one key strategy in linking households to these needed elements, it is only one factor among

many needed to address the complex problem of poverty” (Smith 2002). One such factor is the creation of a well-functioning and well-managed community facility or campus.

In Chicago, Ed Brennan, and Charlie Shaw laid out the early vision for Homan Square, which included housing, education, and community services. Even the earliest site plans set aside land for housing, recreational space, and a community facility. In fact, the Homan Square Community Center Foundation was formed exclusively to develop a community facility on a parallel track with the housing. Stakeholders understood the importance of a quality community facility and allocated land and resources from project inception to ensure it would become a reality.

The Seattle Housing Authority (SHA) plays a unique role nationally as a HOPE VI developer. The SHA, through years of experience, understood the role that community facilities play within communities and have earmarked the land and resources necessary to make them a part of each new redevelopment. It has been a learning process. Tina Narr, formerly of the SHA, said at the ULI/Charlie H. Shaw Annual Forum on Urban Issues in October 2001: “Among the lessons learned at New Holly is that the property manager must be committed to community building and acknowledge that community facilities are not simply commercial space. Rather, the community services they offer promote self-sufficiency, provide learning opportunities for children, and play a part in the mission of serving the neighborhood” (ULI 2001). Armed with this knowledge, the SHA will continue to prioritize community facility development.

The importance of community facilities is not always readily apparent. In Atlanta, Tom Cousins's appreciation of the impact of community facilities and programs came out of a personal experience in philanthropy. Cousins understood real estate investing and development. He also understood, based on personal philanthropic experience, that real estate alone would not solve deep-seeded community issues. Inspired by an op-ed piece in the *New York Times* on incarceration rates, Cousins went far beyond both business and traditional philanthropy and made a personal sustained commitment of energy, time and ideas. The original vision had not been to redevelop the entire community but, through direct and sustained involvement, it became clear that community facilities are as important as housing.

“As developer, in Atlanta, the East Lake Community Foundation was particularly committed to the importance of community services for the success of the project. When public sector and nonprofit partners were not forthcoming to provide those services, the developer found itself in the position of creating the services” (ULI 2002). As a result, the East Lake Community Foundation identified priority projects that became part of the master plan including, a YMCA, a charter school, a child care center, a golf course, and first class recreational amenities.

As a larger housing developer and manager, Chris Smith of the William C. Smith Company understood the importance of community facilities and recreational amenities to the value of the real estate portfolio and the health of the community. Soon after the William C. Smith Company's

acquisition of more than 2,000 housing units in the early 1990s, the Company was renovating interiors and exteriors, installing landscaping, building recreational amenities, and identifying low- or no-cost space for community organizations. This commitment to both housing and community facilities led the company to create Building Bridges Across the River, Inc. and develop one of the most extraordinary community facilities in the county, THEARC.

Not all developers start with this principle in mind. Many of the National Affordable Housing Management Association (NAHMA)'s National Communities of Quality⁵ awardees realized, post-development, that community facilities are key in developing a sense of community among residents and provide for resident interaction. A successful community requires successful amenities. It is a distinguishing factor. In each national model, the project leader, or champion, had a vision for a community facility and elevated the creation of community facilities to the level of housing. Without this prioritization, community facilities become an afterthought and opportunities for community enhancement and better economic integration are lost.

⁵ The National Affordable Housing Management Association presents annual National Communities of Quality awards for exemplary multifamily housing management. NAHMA reviewed strategies implemented by

awardees and documented seven best practices in the report entitled: *Best Practices Case Review: Affordable Multi-Family Housing Management Case Studies*.

Project Champion

“Creation of a successful community center in a mixed-income neighborhood demands the leadership of a remarkable person who has the breadth of vision and focus to drive the project.”

Elinor Bacon (ULI 2001)

As important as it is to gather the data to support the need and unify goals, as important as it is to establish that community facilities are as important as housing, the project cannot move forward without the right leadership. Without exception, in every development the IFF visited or studied, there is a project champion who is interested in maintaining real estate value and who understands the importance of community facilities to the vibrancy and success of the community. These leaders also understand fundraising, the role community facilities play in increasing the value and success of the housing venture, and the need to dedicate the time and resources required.

Project champions become community development advocates beyond the boundaries of their specific development and are committed to sustained involvement long after their project is completed.

In Seattle, the project champion is the Seattle Housing Authority. The SHA has a long history of being well-run, with excellent board members and strong resident representatives. The SHA values community facilities and ensures that they are not only a part of the early project concept but that they are developed for long-term sustainability.

The SHA takes a leadership role at the State and local levels and, in addition to its management role, maintains long-term involvement in community building activities.

In Atlanta, the project champion is the East Lake Community Foundation, the brainchild of Tom Cousins. “You don’t change a community by building nice houses,” Cousins said during an interview with *Business to Business Magazine*, “you have to provide people with a new way of life.” Having founded Cousins Properties in 1958, Cousins had already contributed significantly to the growth Atlanta experienced during the 1960s and 1970s. Cousins Properties eventually became one of the most successful equity real estate investment trusts in the nation. Wanting to give back to the community that fostered his success, in 1987 he established the Cousins Foundation (Campionette 2003).

After Cousins realized the potential of using the redevelopment of the East Lake Golf Club to catalyze other community development, Cousins began discussions with Renee Glover of the AHA. Cousins and Glover considered how East Lake Meadows could be redeveloped, which ultimately led to the plan for the Villages of East Lake. Cousins formed the ELCF as the development entity with the purpose of undertaking the revitalization of the East Lake Meadows community, focusing on both the needs of the community’s families and children and on the real estate development. Cousins, a mission-driven developer with significant private sector expertise, ensured this project’s success (ULI 2002).



East Lake Golf Club, Atlanta

In Washington D.C., the project champion is Chris Smith of the William C. Smith Company, which has exhibited an extraordinary level of commitment to the project and the community since it began assembling real estate in Anacostia in 1991. This commitment has included making space available at low or no-cost to local organizations and developing recreational facilities for community use at its own expense. In addition, the William C. Smith Company funded predevelopment activities associated with building THEARC and managed the fundraising, planning, and development processes. Sister Mary Bourdon from the Washington Middle School for Girls says, “I can’t say enough about Chris Smith and Skip McMahon and their commitment to the neighborhood and the development. Our missions were the same and we were the receivers.”

In Chicago, Charlie Shaw, at the request Ed Brennan of Sears, entered into an agreement to redevelop the 55-acre former Sears corporate headquarters. Brennan knew the project needed an established, successful developer with the commitment and experience necessary to ensure success. Shaw, President of the Shaw Company, had the right combination of expertise, networks, and drive required to bring the project vision to

life. In order to facilitate the redevelopment, Sears formed the Homan Arthington Foundation, through which it invested over \$50 million in redevelopment funds. Shaw has also invested a tremendous amount of time, staff, and other resources including the formation of the Homan Square Community Center Foundation.

Shaw’s commitment and involvement in the Homan Arthington Foundation and the Homan Square Community Center Foundation did not diminish over the years. Several of the large commercial buildings not slated for demolition were sold to national and international real estate developers and interests. In 2004 when the new owners were unable to redevelop the buildings, the Foundation invested significant time and resources to reassemble the buildings, repackage them, and solicit a new investor who is now planning more than 1,200 new units of housing. Shaw knew that retail was an important part of a vibrant community and attracted commercial interests to develop and occupy a shopping plaza south of the site. These are just two examples of the sustained commitment of Shaw, his staff, and both the Homan Arthington Foundation and Homan Square Community Center Foundation to the redevelopment of the community and continued success of the community facility.

“You don’t change a community by building nice houses.”

Photos courtesy of the Homan Square Community Center Foundation



Homan Square 1980



Homan Square 2002

Open and Managed Participation

“Public housing redevelopment efforts today are necessarily partnerships among a variety of professionals and nonprofessional who often have different agendas and priorities.”

Lawrence Vale

Any community process must be open yet structured. The goals of the proposed community facility must be achievable, transparent, and shared by all participants. Without open and managed participation it is easy for the community facility component to get sidetracked by different agendas and priorities.

In order for a community facility to be successful, it is important to get broad buy-in from stakeholders during the planning process. At the same time the process must be carefully managed to keep it moving forward. The diverse stakeholders in any community have both individual and shared perspectives and goals. Resident leaders often have strong opinions about the services and other amenities that should be offered based on years of local knowledge as well as expectations raised early in the planning process. Developers bring their vision and land-use plan to the table; nonprofit organizations see opportunities to relocate or expand programs. Elected officials often view certain agencies as vital to their communities. Finally, the process may be faced with a capital investment or infrastructure plan that is outdated or being implemented in isolation.

Nationwide, redevelopment efforts have been stalled because of disagreement among stakeholders over how to move forward. In Atlanta, negotiations with East Lake Meadows residents significantly affected the design and the pace of the housing redevelopment. After what they viewed as years of neglect, they did not trust the housing authority or the developer. After eight months of negotiations, the residents voted to proceed with the first phase of the project. Residents succeeded in achieving a 50/50 public and market-rate housing mix. This decision was based not on an analysis of the market or of the project's economics, but rather public perception and political pressure. Negotiations between the public housing residents and developers for the project's second phase, which began in May 1997, were even more contentious. After more than a year of negotiations, the residents sued the AHA over interpretation of the relocation agreement. The suit was dismissed in December 1998 and Phase II was completed in February 2001 (ULI 2002). These issues had to be resolved before the community could be developed.

Eva Davis, a life-long political activist, is known as the leading voice of the East Lake Meadows community. Davis was skeptical and occasionally combative throughout the development process. Davis's trust had to be earned. Still, developer Tom Cousins credits her for making the Villages of East Lake a better community (M. Davis 2004).

“Public housing redevelopment efforts today are necessarily partnerships among a variety of professionals and nonprofessional who often have different agendas and priorities.”

“The hardest thing to earn was my trust. I’ve seen a lot of people—preachers and all—come and make promises, only to leave.”
Eva Davis (M. Davis 2004).

The William C. Smith Company had a track record in Anacostia, so stakeholder participation was not as contentious as in Atlanta. “The biggest plus for us [BBAR] is that the William C. Smith Company had invested heavily in the community and had proven themselves. This was a group of very interested people with a solid track record that carried a lot of momentum,” said Skip McMahon, BBAR executive director. “THEARC faced skepticism from neighbors who have heard too many promises over too many years. Almost any new building in Ward 8 sparks suspicion that rich white people intend to claim the area from its longstanding black population” (Fisher 2005). However, McMahon built real relationships with community residents, earned the trust of community organizations, and the skepticism was overcome.

The Homan Square Community Center Foundation was interested in active and committed participation from stakeholders but concerned about planning in a way that didn’t threaten people. To that end, a Community Center Advisory Council was formed to assume a partnership role in planning the Homan Square Community Center.

A nominating committee developed an application process for membership on the Council, which asked nominees to make a case for their involvement in the process. An interview and selection process was established to select Community Center Advisory Council members. The planning process successfully engaged stakeholders and identified multiple tenants that met a variety of community needs.

In each of these case studies, stakeholder participation was necessary for the successful implementation of each project. Each process was managed carefully for maximum input and to keep the project moving forward. Striking the right balance between the two is critical for success and recognizing the important role of each stakeholder, defining roles, and making compromises are all crucial.

“Do not be distracted by those who oppose change. There will always be naysayers who are skeptical about the planning effort and may try to derail it. Some people simply fear change, but it may be possible to assuage their fears by identifying emerging leaders and enlisting them in the effort. In the end however the collaborative planning process should focus on those who will help move the project forward” (ULI 2005).



Ms. Eva Davis, Resident Leader in front of her house at the Villages of East Lake



THEARC, Corcoran ArtReach Summer Camp, 2005
Photo courtesy of Corcoran Gallery of Art

Partnerships

With the project champion in place and a community process underway, it is critical to engage the partners and secure their commitment to the project. Partners include government agencies and public housing authorities, developers, nonprofits, and other interested parties. The roles of government and nonprofits are discussed in the following Keys—this Key highlights some of the partnerships seen in the national models that made for a more powerful effort to develop community facilities.

In Chicago, Charlie Shaw and Kristin Dean, through the Homan Arthington Foundation and Homan Square Community Center Foundation, worked directly with strong regional organizations, local stakeholders, and several city agencies, including the Chicago Park District, to identify the best tenants for the facility. In addition, the team worked closely with Mayor Richard M. Daley and city staff on infrastructure improvements, the creation of a Tax Increment Financing district, and ongoing zoning and development issues. The city was an important partner in the project.

In Washington D.C., Chris Smith and Skip McMahon relied on strong partnerships with local and national foundations and government agencies. Two established regional organizations, Covenant House and the Boys and Girls Club of Greater Washington D.C., became partners early on in the project through significant financial investment in THEARC. These early partnerships laid the groundwork for a community facility built and reliant on active collaboration, cooperation, and partnership.

In Atlanta, Atlanta Housing Authority Senior Vice President Althea Broughton stated, “Our leader sets a tremendous pace and vision for the organization. It [their success] is due largely in part to her leadership. We have stakeholders and partners that believe in us, including the federal and local government.”

Carol Naughton, executive director of the East Lake Community Foundation reiterated similar concepts in an interview. “The revitalization of the East Lake Community is a story of partnership, vision, and faith,” she said. And according to Renee Glover, “There was a real alignment of vision and interest for me and Tom Cousins. We believed we could bring people together and create affordable housing in a fabulous community, and leave behind the last vestiges of hopelessness represented by East Lake Meadows” (Grillo 2005).

In Seattle, the Seattle Housing Authority’s partners include city agencies, local program providers, and the State of Washington to ensure success at New Holly. The SHA has also developed a creative partnership with developers of the for-sale housing component in the third and final phase of New Holly.

The SHA and the AHA are both excellent examples of public housing agencies that understood the importance of partnerships with developers, regional organizations, and community stakeholders in the creation of community campuses and facilities that meet the needs of the community and add vitality. Neither community could have been a success without these levels of partnerships.

“Our leader sets a tremendous pace and vision for the organization. It [their success] is due largely in part to her leadership. We have stakeholders and partners that believe in us, including the federal and local government.”



Rendering of the Drew Charter Schools, Villages of East Lake, Atlanta
Courtesy of the East Lake Community Foundation



New Holly Homes, Seattle

The Role of Government

Little happens in any urban redevelopment—public or private—without local and regional government’s involvement. Government’s role falls into three broad categories: leadership, cooperation among governmental agencies, and municipal capital projects. Typically, government plays a direct leadership role in public redevelopment projects. Indirectly, government can always play a leadership role in coordinating cooperation among governmental agencies and in directing the integration of municipal capital projects into larger public or private projects. In the development of community facilities, everyone is better served when governmental agencies are engaged, coordinated, and integrated.

One of the best examples of government leadership can be found in Seattle. The Seattle Housing Authority determined that it had the capacity to act as developer for HOPE VI projects throughout the city. While the model of housing authority acting as sole developer is rare, the SHA has been extraordinarily successful in providing the leadership necessary to complete large and complex wholesale community redevelopment, and has earned national acclaim for its leadership role. Locally, the SHA has fostered strong partnerships with the Seattle Office of Housing, Seattle Parks and Recreation, and numerous other agencies. The SHA has also forged strong partnerships with the State of Washington to allocate state resources.

Cooperation is critical as redevelopment boundaries often cross community area, ward, census tract, municipal, and even county lines. Government agencies need to be aligned in support of community facility projects to address the challenges associated with multi-tenant facility development, including building and zoning codes, legislative processes, public financing programs, and regulations.

In Atlanta, the redevelopment strategy depended on negotiating a land swap consolidating the AHA’s ownership of the portions of the site to be developed into housing by ELCF. That in turn gave the ELCF ownership of the portions of the site to be developed for the public golf course and other community amenities. Currently, ownership of the 185-acre Villages of East Lake Project site is divided between

the AHA and the ELCF and its affiliates. The property also includes five acres purchased from the Atlanta Board of Education on which the ELCF developed the charter school and the YMCA. ELCF and the AHA were faced with additional challenges in that the Villages of East Lake site straddles two counties. The ELCF and the AHA required the full cooperation of all levels of government to ensure the project’s success.

THEARC in Washington D.C. was developed on land owned by the federal government. BBAR, THEARC’S developer, worked with federal officials on the terms of the long-term ground lease. BBAR also worked with municipal officials on contingency plans in the unlikely event the building would fail and negotiated an agreement that the Washington D.C. Department of Parks and Recreation would assume ownership. Given the dozen tenants in THEARC, the building and zoning classification process could have been extraordinarily challenging. However, the strong government support and profile of the project ensured that city agencies worked together to find solutions.

Homan Square required extraordinary cooperation from municipal agencies. The redevelopment of the 55-acre campus included the creation of or coordination with infrastructure improvements, environmental remediation, Empowerment Zone, Tax Increment Financing districts, zoning guidelines, and historic preservation. The success of the project was dependent on Charlie Shaw’s availability to work directly with city leadership to ensure that the project continued to move forward and that there was full cooperation from city agencies. The Chicago Park District owns a portion of the facility, stepping in to provide much needed recreational programs in what has become a prototype facility.

In addition to leadership and cooperation, government plays a role in infrastructure. Municipalities continually make investments in public services such as park district facilities, transit stations, fire houses, police departments, and schools and libraries. These important anchors are either used by all residents in any given neighborhood or at the very least represent stability and security. They are well constructed, appeal to a broad cross-section of residents, and create a

“The ELCF and the AHA required the full cooperation of all levels of government to ensure the project’s success.”

focal point for community gatherings. Incorporating these stand-alone facilities in a neighborhood campus can have a dramatic impact. However, capitalizing on these developments requires integrated capital planning across departments and often years of advance planning with federal and local government. There is a movement across the country to increase the flexibility of these municipal community anchors. Many school districts, for example, are expanding building hours to accommodate community programs for children and adults.

New Holly provides an excellent example of the successful incorporation of such assets. New Holly is adjacent to a planned light rail transit station for which the third phase of the development, Othello Station, is named. Seattle public libraries can be found in multiple developments either as stand-alone facilities or within a larger multi-tenant building.

At New Holly, the Seattle Public Library acquired a portion of one building in the New Holly Neighborhood Campus as a commercial condominium.

There are also Seattle Park District parks and recreational facilities and public elementary schools adjacent to or part of various developments. This integrated approach to planning allowed the Seattle Housing Authority to leverage funds and land, provide a strong anchor, and increase the overall likelihood of success.

In Chicago, the Homan Square Community Center Foundation worked closely with the Chicago Park District to structure a deal that allowed for the inclusion of a full-scale Chicago Park District facility within the Homan Square Community Center. The recreational facility draws residents from throughout the neighboring areas while also anchoring the Homan Square Community. The facility, complete with indoor pool, gymnasium, fitness center, and recreation and meeting rooms, has become a prototype for other Park District developments within Chicago. The Chicago Park District would have built a facility in the community eventually, but the opportunity for a connection to the Homan Square Community Center created momentum.



Homan Square Community Center
Photo courtesy Homan Square Community Center Foundation

A Funding and Financing Structure that Supports the Goals

Government's involvement in the development of community facilities is important, but even more critical is a funding and financing structure that positions the community facility and its tenants for long-term success.

In each of the national models visited by the IFF, the financial planning started with the recognition that raising equity was important and, in some cases, an ongoing financing mechanism to support community facility operations would be necessary. Developers were able to identify funding sources for the development of housing, including tax credits and HOPE VI, but funds for community facilities were much more difficult to identify and secure. Project champions, in every case, had to create innovative financing structures. The leaders of successful models addressed three financial aspects of community facility development: up-front capital funds—how to raise these funds and the extent to which the tenant mix can support debt; ongoing operating models that combine desired services and realistic operating costs for potential tenants; and the structure and funding of community-building activities associated with the multi-tenant service facility. Each of these pieces is essential.

The identification of low- or no-cost capital was important to every project champion. For three of the four national models, through significant fundraising, a funding mechanism was created that passes only the cost of operations on to tenants.

This was possible because the funds for the development of the community facility and community building activities were either included in the overall financing package for the housing project or were funded through a capital campaign. The financing package either included designated capital funding that did not need to be repaid or the project champion spun off a separate 501(c)(3) to develop, raise funds, and manage the community facility. The fourth model, the Homan Square Community Center Foundation included some debt. Although the Homan Square Community Center Foundation worked hard to raise equity to develop the facility, when it became apparent that the project would need to carry some debt, Homan Square Community Center Foundation identified below-market financing as part of the financial plan. The debt service is included in the lease paid by each of the building tenants with the exception of Homan Square YMCA, which has a long-term ground lease for its stand-alone structure, and the Chicago Park District, which owns its portion of the building.

In each case, project champions understood the importance of creating a sustainable model and developed some creative approaches to increase the likelihood of financial success and positive community impact. In Atlanta, the East Lake Golf Club and the East Lake Community Foundation play important roles in funding ongoing operations and activities. For example, the East Lake Golf Club now hosts a PGA Tour Championship and the proceeds from this event directly benefit the ELCF and First Tee, a golf program for local, disadvantaged youth.

“The financing structure goes beyond the building itself to ensure the facility and the community are connected.”

Furthermore, corporate members, including Home Depot, American Express, Coca-Cola Company, and other Fortune 100 companies, have contributed more than \$17 million toward the revitalization of the neighborhood as \$200,000 of each \$275,000 corporate membership fee is contributed to the ELCF. The relationship between the renovation of the East Lake Golf Club and the redevelopment of East Lake Meadows evolved over time and Tom Cousins and the ELCF were able to create an innovative financial mechanism to provide ongoing support (Campionette 2003). To date, Club operations have provided \$1.5 million to support the neighborhood redevelopment effort and PGA Tour tournaments have raised another \$1.4 million.

In Washington D.C., the William C. Smith Company created the nonprofit, Building Bridges Across the River, Inc., to develop and manage THEARC. In an effort to increase the likelihood of tenant success while allowing tenants access to a state-of-the-art facility, BBAR took a creative approach to tenant improvements. BBAR provided each client with a base build-out within its space and then worked with the client to customize tenant improvements. In most cases, BBAR financed the improvements through short-term financing. Certain tenants used capital campaign proceeds to fund the tenant improvements. For the majority of tenants, the only capital contribution to the project came in the form of paying for the tenant improvements necessary to make the space suitable for their program.

Covenant House and The Boys and Girls Club of Greater Washington D.C. each contributed several million dollars raised through capital campaigns. The operating model assigns the cost of operating the facility to each tenant based on the percentage of space they occupy. In all cases, tenants have a vested interest in the facility and were able to tailor their space to fit the needs of their program and budget. Tenants took the process seriously.

For some tenants, moving to THEARC meant rethinking business models. For example, the Levine School of Music recognized the implications of tenancy at THEARC. The program has allocated ten percent of THEARC's building expenses and, in Anacostia, is going from no annual fixed costs for the program to approximately \$300,000. The school is exploring a number of one-time and ongoing capital sources. According to Peter Jablow of the Levine School of Music, "There are charter schools in the area that required music programs which will allow us to bring children here to our facility. We are raising a significant amount of money within this building. We are selling the small naming opportunities within our space which provides us an operating bridge." The school identified funding challenges associated with ramp-up or transitional operating costs required for the first 12 to 18 months of operations.



"First Tee" golf program participants
Photo courtesy of the East Lake Community Foundation



Covenant House, THEARC, Washington D.C.

In Seattle, soon after the completion of the New Holly Neighborhood Campus, the SHA realized the buildings were circulation-heavy and the costs of operations were much more than originally expected. The agency made the decision to provide tenants with an opportunity to purchase their space as a commercial condominium. In an effort to ensure that long-term operating costs are manageable, the SHA has since been more strategic about facility design to maximize usable space and minimize ongoing operating expenses.

While tenant selection, building design and a financing and operating structure go hand in hand, the need for an overarching vision of a financing structure that supports the tenants and builds community is an important part of each of the national models. In every case, the financing structure goes beyond the building itself to ensure the facility and the community are connected. Each national model took a creative approach to funding community building activities that increase the visibility and use of programs within the facility or campus. For example, the SHA created the position of Community Builder. At New Holly, the Community Builder's job is to develop and mobilize local assets for collective action to create and maintain stronger communities,

promote HOPE VI community-building principles, and develop and coordinate relationships between community members, neighborhood stakeholders, and the SHA.

In addition to the Community Builder, the SHA has employed a variety of other mechanisms to increase the likelihood of success. At the SHA's High Point development, for example, a neighborhood association is funded by a small monthly assessment on each residence. In addition, there is an excise tax per home which helps fund various community initiatives.

The SHA's Al Levine discussed several other innovative ideas that can be used to fund development activities and community building. The SHA acts as the lead developer in HOPE VI redevelopments in Seattle and recognizes the importance of community facilities as part of large-scale redevelopment. HOPE VI redevelopments, as with any phased redevelopment, create land value over time through the wholesale improvement and investment in a community. As lead developer, in control of the land, the SHA can capture and reinvest an increment of the increased land value over time through strategic phasing and land disposition over the life of the project.



New Holly Neighborhood

The ability to carry the real estate through phases and the nature of the SHA as a public body with no profit motivation ensures that funds can be directed to community improvement and community building activities.

In Atlanta, the East Lake Community Foundation sponsors the Community Chaplain and Strategic Neighbors programs. A full-time resident community chaplain, employed to encourage healthy interaction among mixed-income groups, supervises numerous resident-initiated programs and organizes daily community activities.

In Washington D.C., BBAR funds the Director of Community Programs, a position charged with the task of connecting the community to the programs at THEARC. This is another example of how the William C. Smith Company continues to demonstrate a commitment to the health of the community and, in turn, to the health of its real estate portfolio.

Location, Location, Location

This success-defining litany certainly applies to community facilities. The location of the community facility within the development, the development within the community, and the community within the city, all present either opportunities or challenges.

Within each development, the siting of the community facility is an important consideration. In Seattle, the SHA's goal is for the community facility or campus to become the center of the community, a true geographic focal point for community gatherings. In this way it can break down real and perceived geographic barriers. It is important to site community facilities strategically and allow for increased pedestrian and vehicular traffic, providing higher visibility of the community facility, and opening it to more users.

The location of the development within the community is also an important factor. One of the goals of many HOPE VI projects is to integrate the former public housing development into the community by reconnecting to the street grid and reducing density. Many housing authorities, like the SHA, have acquired parcels adjacent to the development in an effort to control or spark additional development. This has allowed developers to disperse housing beyond the original boundaries, lowering densities and freeing up land for the development of community facilities and park space. In Atlanta, the ELCF worked with an existing neighbor, Goodwill, and a new neighbor, Publix, to expand community services and blur the old boundaries of East Lake Meadows.

"We struggled with how much to put on site and how much to get people off of their block. The challenge is that people tend to want to bring everything into the community. It was a big deal to get people to walk across the street to Goodwill. Crossing the street was a great barrier in people's minds." Carol Naughton, Executive Director of the East Lake Community Foundation

Paying attention to location and the issues of the development within the community can have a dramatic impact. The Villages of East Lake received the National Communities of Quality Award from the National Affordable Housing Management Association for "removing economic and perceptual barriers" through the development of East Lake Meadows. There is no longer a division between the 'project' residents and the neighboring community. Moreover, there is significant evidence that the entire community of East Lake has been revitalized. The crime rate in the area has dropped more than 90 percent and real estate values have increased more than 100 percent. Residential and commercial development is booming in the area, and services and amenities that have not been available for many years are now being offered, including an 18-hole golf course and a new Publix grocery store (NAHMA 2004).

The abundance of vacant land surrounding East Lake Meadows was a critical factor in redevelopment of the site. ELCF and its affiliates were able to assemble approximately 115 acres around the 60 acres of public housing land.



Publix SuperMarket, adjacent to the Villages of East Lake



Coca-Cola headquarters overlooking housing authority redevelopment site, Atlanta

“HOPE VI redevelopment plans that extend beyond housing construction to address broader physical revitalization and community service needs have the greatest chance of leveraging outside funds.”

(Brophy and Smith in Popkin et al. 2001)

Another important factor related to the location of the development within the community is proximity to large institutions or other amenities with a vested interest in the community. The Villages of East Lake in Atlanta is an excellent example of how interest in a regional golf course spilled over into the redevelopment of Atlanta’s most distressed public housing development. There are other examples from Atlanta. Coca-Cola and Georgia Tech, both immediately adjacent to Centennial Place, the first public housing redevelopment in Atlanta, continue to invest time and resources in the community. Georgia Tech offers access to scholarships for sports camps and volunteers for the schools. Coca-Cola employees have a tremendous amount of participation and involvement at the primary school.

Finally, the location of the community within the city guides the approach to development. The Villages of East Lake is in a leafy, residential area of the city with rolling hills and tidy single family homes, far from the density associated with most large scale urban public housing developments. Seattle’s developments are near stable, developed neighborhoods with desirable views and in close proximity to attractively landscaped areas and vibrant retail and transit corridors. Al Levine, SHA deputy executive director, acknowledges that public housing developments in Seattle are “well located, well built, and broadly dispersed.”

THEARC is located in close proximity to Washington D.C.’s Metro line on the edge of a large residential neighborhood. The situation in Anacostia is improving with real estate values rapidly escalating but, in many cases, there is still a stigma attached to the community. BBAR benefited from available land and good timing. THEARC’s development coincided with the fact that Southeast Washington D.C. became a priority for municipal officials after years of neglect.

In addition to municipal officials, Washington D.C. foundations had a renewed interest in assisting organizations in meeting the needs of community residents. BBAR and program providers benefited from this and were able to marshal resources to ensure success.

At first glance, Chicago’s public housing developments have no physical advantage compared to Seattle and Atlanta. They are in close proximity to each other and, especially on the West Side, near industrial and major transportation corridors. The proximity to each other, however, can be positive as the momentum around each large scale community redevelopment will feed the others. In addition, the communities in the Mid-South are near Lake Michigan and, both the Mid-South and West Side communities are within minutes of downtown.

The Successful Tenant is the Right Tenant

In every national model, tenant selection focused on community needs and the long-term success and stability of the facility. Project champions consistently worked with providers that had a long-term presence in the community, years of operating experience, experience as a tenant and/or building owner, and a proven track record of service and the capacity to raise or borrow funds. Project champions must protect the investment they worked so hard to develop and they rely on the strength of established partners to increase the likelihood of success.

The right tenant is a tenant that is established. Tim Sheahan, executive director of The Boys and Girls Club of Greater Washington states, “It is important to have organizations that are visible, recognizable, and established to have some continuity. One of our board members heard about what was happening in Southeast and decided that the location made sense for the organization. When we decided to go after THEARC we were already engaged in a \$3 million capital campaign for a new facility. We applied the \$3 million to THEARC. THEARC is becoming our flagship—we own 14 of our 35 facilities. We have a high national profile and will use this as a place to host the press conferences for the National Boys and Girls Club.”

BBAR executive director Skip McMahon worked hard to address the desire for start-ups and organizations with a limited operating history to occupy the space. “When community residents say that they want to do the development we have to say that this isn’t about you or me, it is about the children and only these organizations can get funding.

Either it happens with them or it doesn’t happen so let’s make it happen.” Even the smallest tenant at THEARC is established. Parklands Community Center started in 1980 as a positive alternative for children and youth in response to a sharp increase in the number of guns within the community.

The organization grew from a recreational program to include substance abuse counseling, employment training, computer training, and job placement. Parklands Community Center shifted its focus in the mid 1990s to provide parenting workshops and parent services.

“We have been in the community for 25 years. It was just natural that when THEARC was being built we were asked to be a part of it.”
Brenda H. Jones, Executive Director, Parklands Community Center

Despite its operating history, Parklands Community Center is facing some challenges. Jones described Parklands’ space progression: “For 15 years, we were in a facility with no windows and bad ventilation. We did not pay expenses of any kind in our current space. Now that we are part of THEARC, we have to plan for these new expenditures in our solicitation and program development. In our capacity-building grants, we now include this as a line item.”

The Homan Square Community Center Foundation also targeted established organizations that had a long-standing community presence or, as in the case of the Robert Crown Center for Health Education and the Neighborhood Technology Resource Center,

“We have been in the community for 25 years. It was just natural that when THEARC was being built we were asked to be a part of it.”

replicated an existing, successful model from another community. With the exception of a small retail tenant in the micro-business enterprise space, all tenants have been operating successfully since the facility's opening on December 15, 2001.

The right tenants take the right approach to meeting community needs. The Washington Ballet worked hard to understand the community and then tailored programs to meet those needs. According to Katrina Toews of the Washington Ballet, "Part of our strategic plan was to identify ten people within the community who could provide a wealth of information about the community. We selected three partners, two church leaders, three education outreach coordinators, one person who ran for city council. We were trying to figure out their perceptions of the ballet, meet the artistic director, understand their hopes, fears, conflicts, and ask if they had heard about our Education Outreach program. We learned there were strong levels of both interest and skepticism in boys' involvement [in dance programs] in the school, that we shouldn't compete with after school activities, the importance of making it a sustained program, that staff and participants should reflect the community, that collaboration with other partners is critical, that safety to and from the building is important, and that a sliding fee scale would be required."

The right tenants have the capacity to adapt quickly to organizational change. The D.C. Children's Health Project underwent a leadership change at the same time the organization was preparing to move into

THEARC. The space is larger than needed for the first few years so the organization is thinking creatively about how to maximize impact and use of its space. "One of the ideas is to convert an exam room into a dental operating facility. We are going to give an office to legal aid within the clinic so residents identify the legal basis for health issues. We are also considering the possibility for a psychiatrist to provide ongoing services," said Chrissy Cianflo and Rhonique Shields-Harris of the Children's Health Project, D.C. All of these ideas came post-occupancy in response to vacant space and an analysis of need. The organization is capable of making program adjustments to respond to both need and opportunity.

The Washington D.C. Children's Health Project is not alone in its ability to take a proactive approach to a new environment and remain flexible. Sister Mary Bourdon of the Washington Middle School for Girls said, "THEARC has an atmosphere that inspires excellence and continual improvement. The Washington Middle School for Girls has been in operation since 1997. When we knew we were coming here our focus became sharper. We are moving to a more institutional model but still maintaining our identity."

The same principles hold true in Seattle. The South Seattle Community College which owns its portion of the campus, had the financial capacity to shift from renter to owner when the opportunity arose and has a reputation and audience that contribute to the visibility of the New Holly Neighborhood Campus. In addition, South Seattle Community College is constantly evaluating program offerings in light of neighborhood demand.



New Holly Neighborhood Campus

Neighborhood House, in Seattle, is another excellent example of a strong tenant partner. Its strategic plan reflects many of the ideals necessary for successful tenancy in a rapidly changing mixed-income community and in a multi-tenant facility. Outcomes include partnerships with other agencies, annual community needs assessment reports and area demographic data reports, the integration of current and new programs and services to enhance service to participants, long-range facilities development plans, annual budgets with prudent reserves, and quality standards and measures.

The right tenants are identified through careful tenant selection. In discussing the approach to tenant selection, BBAR's McMahon stated, "We would like to give tenants input in the facility and we would work together on the selection of new tenants, if that becomes necessary. We work based on their reputation, ability to fund, etc. We have the groups we have because they have wonderful reputations in Washington D.C." THEARC management selected mature tenants. The Levine School of Music is 28 years old, starting off in a church basement in Georgetown.

Its budget has grown from \$100,000 to more than \$7 million and also includes campuses in Maryland and Virginia. The Levine School of Music had a nomadic existence in Anacostia for ten years before THEARC was built.

The Washington School of Ballet was founded in 1944 and the Washington Ballet was founded in 1971. The Washington School of Ballet has had a presence in Anacostia since 1994.

The ELCF took a similar approach in tenant selection. The foundation sought names of potential providers. "Everyone pointed them back to Sheltering Arms," said Paige McKay Kubik.

Since Sheltering Arms was founded in Atlanta in 1888, the agency has grown into a nationally-recognized model for quality early childhood education, and has expanded its services to 16 neighborhood centers serving 3,600 children in seven metro Atlanta counties. Each of its centers meets the accreditation standards of the National Association for the Education of Young Children and the Center of Distinction criteria for the Georgia Office of School Readiness.



Lawndale Christian Health Center, Homan Square



Sheltering Arms at the Villages of East Lake
Photo courtesy of the Atlanta Housing Authority

“We take a long-term view of our fiscal health, developing and managing budgets with operating reserves, investing wisely and increasing and diversifying our funding base. As we launch a capital campaign to build a facility at Rainier Vista—and contemplate another for a facility at High Point—our carefully constructed plans will allow us to move forward with an uninterrupted focus on our clients.”

(Neighborhood House 2003 to 2006 Strategic Plan)

The Anchor Tenant

Another model for selecting tenants is to identify an anchor tenant for a large portion of the space—an organization that has a regional presence, a strong reputation and track record, and the ability to help secure capital funding for the project. Regional organizations typically have strong funding relationships, significant experience as a building owner or tenant, marketing capacity and the ability to generate interest in the project. They also can create strong governance and administrative structures, and can add credibility to the project. It is also important to coordinate with regional organizations and understand their capital planning to ensure that competition between capital campaigns is minimized and, if possible, coordinated to support the development of a larger multi-tenant community facility.

In Washington D.C., BBAR and the William C. Smith Company understood the importance of partnerships with entities that had regional reputations. According to Skip McMahon, executive director of BBAR, “Part of the strategy was to develop an attractive, rent-free facility that could stimulate the program providers. I don’t think we could have ever accomplished that without our partners. I am happy that BBAR is not a program provider. This works well because we are not competing for funds.”

BBAR was able to attract two strong anchor tenants willing to make a significant capital investment in THEARC.

According to Atlanta Housing Authority Senior Vice President Athea Broughton, the AHA considers the YMCA “a tremendous partner. The YMCA has aligned capital planning and fundraising around AHA development. Similarly, with Atlanta Public Schools there is a commitment to create an improved school model and change the direction of the school and bring in more focused attention and a commitment to a shared vision.” In addition to the YMCA, Sheltering Arms Child Care Center, founded in 1888, has become a strong program partner in more than one AHA development, including the Villages of East Lake.

In Seattle, there is a history of involving strong community organizations. The New Holly Neighborhood Campus is home to the Atlantic Street Center, the South Seattle Community College, and a Neighborhood House⁶ child care facility, three organizations with a longstanding presence in the community. Two other developments, High Point and Rainier Vista, both involve Neighborhood House, a well-established nonprofit organization with the wherewithal to raise capital and develop stand-alone facilities.



YMCA at the Villages of East Lake
Photo courtesy of the Atlanta Housing Authority

6 Neighborhood House was founded in 1906 as a settlement house by the National Council of Jewish Women, Seattle Section, to provide services to pre-World War I immigrants. Since 1956, Neighborhood House has been an independent organization providing services to the low-income and public housing communities of Seattle and King County (www.nhwa.org).

“Part of the strategy was to develop an attractive, rent-free facility that could stimulate the program providers. I don’t think we could have ever accomplished that without our partners.”

In Chicago, the Homan Square Community Center Foundation worked closely with the YMCA to understand the organization’s long-term strategic vision for the North Lawndale community. The Homan Square Community Center Foundation originally contemplated a full service YMCA as a partner. However, through a participatory planning process, the YMCA indicated its strategic preference as a child care provider. The Chicago Park District became the recreational partner

for the facility, and the YMCA built a child care center on contiguous property. The relationship and dialogue were critical factors in ensuring success.

Each of the case studies has at least one large citywide agency as an anchor tenant. Such an agency brings a variety of assets to the facility and identifying such a partner early on should be considered crucial to any successful community facility development.

Planning and Design in Context

What is the right tenant mix? What other nonprofits, retail, or government user should round out the occupancy plan? How do you ensure the successful design of the facility? The planning, the participation, the funding and the vision form the foundation for answering these questions and allow for good design to maximize resources and create efficiencies in the community facility.

There are several approaches to getting at the right mix of tenants and translating their needs into a facility that works. Building Bridges Across the River, Inc. (BBAR) and the William C. Smith Company, already armed with the knowledge of which organizations had a history of providing programs in Southeast Washington D.C., embarked on identifying the right tenants, tenant mix, and a participatory design process. The original idea for THEARC was simply to build a gym for the Parklands townhouses across the street. But as BBAR's executive director Skip McMahon sees it, "Building housing is one piece. To bring a community back, it needs all kinds of amenities. It needs restaurants, stores, health care (Fisher 2005)." When interviewed by the IFF, McMahon added "The medical piece was very important. Southeast Community Hospital and D.C. General, which is now closed, are close by and there is always a sense in the community that medical services are going to disappear. We have always had the Children's Health Project vans within the community but now children within the community have access to medical services in a fixed location." In addition to medical services, McMahon and Smith pursued some of the

strongest metropolitan organizations that were currently offering services in Southeast Washington D.C. "We thought about retail in the facility," said McMahon. "I could see it happening in the future through the provision of a store that offers THEARC products. We want to manage the theater into the future and be able to manage operations. We want to ensure the community has access so we control leasing, ticket office, etc.," McMahon added.

Getting at the right mix of services in Atlanta was complex and varied by site. The AHA prioritizes areas for redevelopment in a unique way. AHA Senior Vice President Althea Broughton stated, "The AHA is interested in creating market rate housing with a seamless integrated approach. There is a combination of the needs of the property, what makes sense for the site, and what is going on in the surrounding community. All factors are considered including, as a general rule, the recognition of obsolescence." Richard A. White of Alisias, a consultant to the AHA added, "First and foremost we have a goal of de-concentrating poverty, the second aspect is that it is a real estate deal, not a housing program. The real estate transaction's goal is to make sure that it is truly a mixed-income community. The presupposition is that one day we will not have subsidy so we have to determine how the community will be sustained." The AHA and development partners work within the context of existing assets and comparable market amenities with the goal of adding self-sustaining amenities that add to community life.

“Planners need to think about the neighborhood as it is going to be, not as it is.”

The development of a Publix grocery store was an important first step in expanding the community campus and is the first grocery store to be built in the community for 40 years. However, according to many stakeholders, additional retail is still needed. ELCF and the AHA continue to focus on service development and, with the exception of the development of the Publix grocery store, allow the market to respond with retail offerings.

In New Holly, there were also requests for additional retail offerings. Retail, when serving residents of all incomes and cultures, provides both an opportunity for interaction and economic development. In Seattle, the IFF heard requests for the inclusion of a coffee shop. New Holly is extraordinarily multicultural, with numerous recent and first-generation immigrants from many different nations. Coffee shops appeal to all cultures and are used throughout the day and evening. They are generally affordable, they provide opportunities for social interaction, and they provide jobs.

In the end, the SHA did not include a retail component in the Neighborhood Campus but the development is adjacent to a major commercial corridor. The market has been expanding retail offerings to meet the needs of area residents. However, New Holly homeowner Gary Pope indicated that he drives 15 minutes to buy higher quality groceries because the chain will not upgrade the local store. He also feels that the local stores and restaurants are

targeted to one population. When new multi-tenant retail buildings were developed nearby, he felt that no thought was given to the future mix of the neighborhood. Planners need to think “about the neighborhood as it is going to be, not as it is,” commented Pope. If retail components are integrated as part of the community facility or campus at the beginning, it is easier to ensure that they are complementary to community needs.

The SHA also did not include a school, because a quality school is located across the street. In addition, indoor recreational space was minimized as there is a Seattle Parks and Recreation facility slated for redevelopment next to the school. The uses in the Neighborhood Campus are intended to meet the needs of community residents and complement the many existing community assets.

It is important to take a sensitive approach to identifying tenants and structuring a mix that meets the community’s needs. Working with the right tenants, which are organizations that have an established presence in the community, are flexible, and well-established, and appeal to a broad range of individuals lead to success. It is important to consider the tenant mix within the context of the larger community.

Another critical element of success is the design of the facility to ensure it meets the needs of tenants and affords long-term flexibility.



Science lab at the Washington Middle School for Girls at THEARC



New Holly Library Photo courtesy of the Seattle Housing Authority

In Washington D.C., BBAR involved future tenants in the design process. The process was consistently described as participatory, leading to high levels of satisfaction among tenants. According to McMahon, “The organizations gave us an idea of their space requirements. We had a creative architect—Ayres Saint Gross. Linda Jackson, executive director of BBAR at the time, was very instrumental. The design involved a process where organizations signed off on the designs along the way.” Tenants worked with the architect to customize their space to ensure that it laid out in a way that complemented programs. Amenities are paid for by tenants, either directly or through financing from BBAR.

Tim Sheahan, executive vice president of The Boys and Girls Club of Greater Washington, described the space planning as an iterative process. “We told them our requirements and they told us what was available. Our national architect became involved in the project. There was a real back and forth. We told them our typical requirements and they worked with us.”

According to Peter Jablow of the Levine School of Music: “Skip and the [William C.] Smith Development Company were wonderful. They listened. We helped develop the plans for the theater and performance space, the sound attenuation, etc. If we did this wrong we wouldn’t attract world class faculty. It was very tough to get a permanent facility in Southeast despite the demand. The difficulty was related to the need for subsidized space and space was invariably substandard. We felt that the concept was a great idea and members of our Board talked to Chris Smith and Skip McMahon and it was a natural fit. This is important to us and is important to the community. I love the synergies we can develop in this building.”

When asked about the early stages of the community facility planning process, Kristin Dean, Executive Director of the Homan Square Community Center Foundation, stated, “We were all saying the same thing, we were just saying it differently.” The Homan Square Community Center Foundation was mindful of creating a participatory planning process that included developers and community activists, established program providers and community stakeholders. They understood that success required a planning process that included end-users and potential tenants within the context of existing community assets. The process included brainstorming and focus groups, resident surveys, and the solicitation of feedback from stakeholders regarding prioritized programs and proposed uses.

The national models provide opportunities to incorporate lessons learned. In Seattle, the planning and design process has been revised based on lessons learned at New Holly to be more participatory with future tenants actively involved in the space planning process. The SHA convenes regular planning meetings with future tenants to ensure the building is designed to meet program needs and engage future tenants in decision making related to space allocation, circulation space, and budget. Another lesson learned is to minimize circulation space. The SHA learned an expensive lesson in the development of the Neighborhood Campus—too much space was allocated for circulation and more should have gone to programs. In contrast, only 10,000 square feet of the 88,000-square-foot portion of THEARC is circulation. The percentage of circulation space in Covenant House’s 27,000-square-foot portion is even lower.

“We were all saying the same thing, we were just saying it differently.”

Kristin Dean reflected on lessons learned at the Homan Square Community Center including increasing the size of locker rooms in recreational areas to accommodate program participants and better planning for the intersection of circulation space, public areas, and program space.

It is difficult to estimate actual usage patterns ahead of time. The library at New Holly is extraordinarily popular and is a well-used amenity that could be expanded. At THEARC, the meeting room is rented all the time and the theater space, as of July 2005, was already booked through late Spring 2006. A priority list for theater use had to be created. This exemplifies the need to plan for a facility that can be adapted to accommodate program and other changes.

It is also important to plan appropriately for special considerations associated with operations. An unexpected challenge in Atlanta is landscaping as the development has acres of open space and a golf course, and the adjacent PGA golf course has landscaping standards. Even a well planned community facility may still result in gaps in services and amenities.

Over the course of conducting the interviews for the four case studies a “wish list” of services and amenities surfaced. Those heard most consistently throughout the interview process included: retail, libraries, restaurants offering ethnic foods, bookstores, fitness and recreational facilities, child care centers, music instruction, art and dance classes, cultural programs, and space for special events and community meetings. Early in the planning process, project champions developed the goal of a facility but it took some time to establish relationships with future tenants.

The land acquisition and fundraising processes take time but require a well-developed concept to carry the idea forward and generate momentum. In addition, since many of the developments are phased over multiple years, it is impossible to predict with accuracy the future needs and demographics of the community. It is also difficult to predict how long artificial geographic boundaries will remain in place in the minds of community residents. The initial research will provide a guide but, just as the community can and will change, the community facility itself must contemplate these changes and should be designed with maximum flexibility to accommodate the dynamic shifts that are inevitable in urban communities.

Good Leases and Good Governance

Tenant selection is complex and requires sensitivity to different missions and funding structures and constraints. Leases must protect the facility but respond to the realities of the tenants. The governance structure for the facility must reflect shared goals.

The two most important factors in maintaining the viability of the development and protecting the community asset are good leases or ownership agreements and an effective management and governance structure. This is particularly important in multi-tenant facilities when there is the expectation of creating a community of tenants.

In the national models, there were clear expectations from the onset regarding fiscal responsibility, building rules, and participation in governance. The process itself changes over time but tenants must enter into lease or ownership commitments understanding their responsibilities beyond their own space. In addition, project champions created an organized, dynamic, and participatory governance structure that allows for creative problem solving and tenant engagement.

At the time of this report, THEARC is ramping up operations but tenants are clear that there will be monthly meetings to discuss issues. Skip McMahon, Building Bridges Across the River, Inc. (BBAR) executive director, stated that the organization is raising an endowment. “The endowment will be split among the organizations based on the percentage of space they occupy in the facility. We are property managers so we understand the importance of ongoing management. The lease structure allows us some control of how the project will be managed. Our shortest lease term is two years and the longest term is more than 30 years.

The length of the lease does not matter that much to us because we know that we have solid partners.” Even with a belief in solid partners, leases form the foundation of the relationship.

At THEARC, every tenant has an equal vote in management decisions but building expenses are assigned to each tenant based on the percentage of square feet occupied.

Regular meetings of tenants and ongoing communication will allow organizations to understand each other’s business model and operating issues. For example, according to its executive director Peter Jablow, the Levine School of Music “wants to be omnipresent. There is something different about how the Levine School of Music does business than the other providers within THEARC. The Boys and Girls Club, for example, is a drop-in facility and the Corcoran Gallery and the Washington Ballet operate in group environments. We do some group education but the key to successful operations in music education is one-on-one training. This is a more expensive business model. We need to have a nucleus of paying students to subsidize some of the students here. We have to be broad in our recruiting to ensure that we have a broad base of incomes at THEARC.” The tenants, despite the variety of programs, will inevitably compete for general operating support. It is critical, for the long-term viability of the community center, to ensure that organizations are communicating regarding fundraising strategies to ensure that everybody wins. “Communication is the number one word over there,” added Tim Sheahan, executive vice president of the Boys and Girls Club.

“In the first few years there was a level of territorialism but now we have developed ‘The East Lake way.’ ”

Susan Badder, senior curator of education and community programs for the Corcoran Gallery of Art said, “Skip made sure that all of the tenants in this building had it in mind that we are here to serve the children and the people of Southeast Washington D.C. because we are so new we are all getting our language set. Every time someone moves into the building the dynamic changes. What is important to stress is that we envision a seamless system over time. We are not where we want to be in terms of how we operate together. We have to do the work and get the experience to make that happen. Every organization has been in the neighborhood, in one way or another, for the past 25 years. This is finally a permanent physical presence.”

In Atlanta, the East Lake Community Foundation convenes a partners meeting several times a year. At the partners meeting, all the providers from the entities in the community campus come together to discuss operations and partnership opportunities. For example, a sample topic might be youth development. The partners work together to coordinate the services of various organizations. If there is a need for a teen program, the partners discuss the role they can play. Can the YMCA provide space for a homework center for teens? Can Goodwill provide job training to the teens? This has been an effective mechanism to air issues and ensure that providers are working as efficiently as possible. According to ELCF executive director Carol Naughton, “in the first few years there was a level of territorialism but now we have developed ‘The East Lake way.’ ” Given all the partners on the campus it makes sense for the partners to think creatively and make changes to operations.

In Seattle, the library allowed open access to the Internet but teen program providers did not. Some organizations encouraged teen interaction; others saw only loitering and noise.

It is imperative that tenants work together to develop a common set of operating principles to govern collective operations within the context of their mission and the mission of the overall facility and/or campus.

In Seattle there have also been some challenges between mission and funding for clients. It would be ideal to offer mixed-income child care in the community. However, the large child care service provider selected offers Japanese immersion child care to external community residents and Neighborhood House offers Head Start and Early Head Start programs. There are funding and access restrictions associated with both programs. In addition, South Seattle Community College is working diligently to tailor programs for the broad base of interest within the community. Funding restraints limit the foreign language and cooking classes of interest to higher-income residents while ESL and GED classes are over-subscribed.

As Joy Bryngleson, the SHA Community Builder for New Holly, states, “Some agencies have funding sources that direct them towards low-income clients rather than mixed-income community members.”

At Homan Square, representatives from Family Focus Lawndale, Lawndale Christian Health Center, the Chicago Park District, Robert Crown Center for Health Education, Neighborhood Technology Resource Center, North Lawndale YMCA, and the Homan Square Community Center Foundation meet monthly to address issues related to operating and management issues. Tenant representatives attend operational meetings while executive directors conduct separate meetings to discuss larger, strategic issues. In addition, the Homan Square Community Center Foundation convenes an annual “State of the Facility” meeting to discuss issues that affect everyone involved in providing programs and/or services in the facility.

Hands-on Management

There are numerous national examples beyond Seattle, Atlanta, Chicago and Washington D.C., and outside the realm of community facilities that demonstrate the importance of quality management. Author Lawrence Vale describes the situation in Boston where “residents have accepted a sense of co-responsibility for upkeep and behavior in the development; after more than a decade of partnership between residents and management, both groups seem committed to maintaining and enforcing high standards.” Effective management is based on high standards, modeled behavior, and a true sense of ownership among tenants and participants. Effective management also requires a thoughtful process and ongoing involvement to address issues and respect the organic nature of a multi-tenant facility.

One unique aspect of the national models is that, in every case, the project champion, or spin-off organization, has a vested interest in and ongoing presence at the facility or campus. The Homan Square Community Center Foundation/Homan Arthington Foundation is owner and tenant. BBAR is owner and tenant at THEARC. The Seattle Housing Authority is owner of two of the buildings in the New Holly Neighborhood Campus and maintains a management office and the office of the Community Builder on campus. The East Lake Community Foundation (ELCF) is in close proximity to the Villages of East Lake and the management office is in the center of the community. The ELCF plays an active role coordinating partners’ meetings. These close connections influence the approach to management.

The concept of shared responsibility is established through the lease and management structure and needs to be implemented every day by all partners. Skip McMahon described his management approach as “hands-on.” “It has to be a hands-on mentality. We take real ownership. We pick up trash, we repair things immediately. Saying the right things and doing them can be huge. We just do it. Getting involved means more than nine to five in urban communities.” McMahon also mentioned that when local teens were vandalizing a newly installed playground and loitering after-hours, he knocked on the doors of homeowners

and tenants that border the playground and asked them to demonstrate ownership in the neighborhood and its amenities. There has been a positive response.

In many cases, residents understand the importance of quality management and are open to subsidizing the cost. A tour through New Holly reveals an extraordinarily cared for and landscaped development. Houses appear freshly painted and maintain a newly constructed appearance. This level of management also applies to the Neighborhood Campus which, despite the level of use, is a clean and well-maintained facility. In the December 2003 Holly Park and Roxbury HOPE VI Redevelopments Evaluation Report, residents across each housing type indicated they thought very highly of the way the development is managed and maintained. Of the management fee, “the \$23-month management fee is used for cleaning the roads and weeding in order to make the surroundings neat and tidy, which is very good” (Kleit et al. 2003).

Mercy Housing, a national nonprofit based in Denver, was selected to manage the Villages of East Lake, including the community campus in 2005. The mission of Mercy Housing is to provide service-enriched housing and the mission of the East Lake Community Foundation is to provide service-enriched mixed-income housing. Mercy Housing is training residents to get involved, pick up trash, call security—residents are noticing changes and can see the difference. The facilities are beautifully maintained and the development itself mirrors the extraordinary landscape standards of the adjacent East Lake Golf Club.



New Holly Management Office, Seattle

“It has to be a hands-on mentality. We take real ownership. We pick up trash, we repair things immediately. Saying the right things and doing them can be huge. We just do it. Getting involved means more than nine to five in urban communities.”

Management and popularity of amenities can affect use. The library at New Holly is so popular that some older residents no longer access this amenity because it has become very active but residents credit the staff with a proactive and effective approach to management. In Atlanta, the swimming pool has proven to be very popular, and management works closely with program providers and residents to ensure that rules are enforced and the asset is maintained to the highest standard. Project champions are aware of these issues because they are on-site and are engaged.

There are several other best practices in management employed by project champions, including specific programs and positions geared toward community building.

There are four components to New Holly's integrated housing and community campus management model. The Property Management Office and the Homeowners' Association have overlapping staff, and they work closely with the Campus Partners, a group of independent nonprofit service providers that have offices on site as part of the campus. Finally, the position of Community

Builder at the SHA works to bring all interests together. Renee Glover, AHA executive director said, “One of the things that really excited me about this was to do something substantially different so that families who were participating in the program could have first-class housing and opportunities to get back into the mainstream and get on with their lives. Community building is really what I think we're about, and this has everything to do with creating opportunities for the family” (Mathis 2001). The ELCF employs a full-time Community Chaplain to work with families, supervise resident-initiated programs and organize daily activities. Seminary students who moved to the Villages for the sole purpose of following a mission to make the Villages a great place to live also work on these programs.

The William C. Smith Company hired a Director of Community Programs charged with connecting community residents to the programs at THEARC. The Director, Edmund Lee, said, “I have been trying to do my job by marketing to the residents and working with the providers.” The goal is to enhance the hands-on management employed by BBAR to strengthen the community connection to and ownership of THEARC.

Learn by Doing

Learning by doing means employing lessons learned from direct and indirect experience and applying Keys to Success in the planning, development, and governance processes.

Atlanta and Seattle have been extraordinarily successful by approaching the large-scale redevelopment of public housing one development at a time. This phased process allows for the implementation of lessons learned in successive projects, modifications to the roles and responsibilities of various stakeholders, the ability to capitalize on municipal developments and/or large-scale private investment, and the ability to accommodate the changing needs of the community.

The Atlanta Housing Authority and area developers, including Integral Properties L.L.C., have been able to incorporate lessons from early developments such as Centennial Place to the Villages of East Lake and other developments across metropolitan Atlanta. Centennial Place was one of the early mixed-income developments in Atlanta spurred by the 1996 Summer Olympics. “The goal,” according to Eric Pinckney of Integral Properties, “was a sustainable community and a sustainable community had to have people with disposable income and tax-paying residents. People of mixed incomes are absolutely mixing in a meaningful way. They are working together, studying together, swimming together.” Centennial Place and the lessons learned were employed in the development of the Villages of East Lake and, in turn, the lessons learned from the Villages of East Lake have and will continue to inform the 12 other public housing projects that have since been redeveloped in Atlanta.

In Seattle’s High Point Redevelopment, also a HOPE IV project, developers incorporated many of the lessons learned from the New Holly Neighborhood Campus. High Point, like New Holly, includes a health clinic, a Seattle Public Library, and a Neighborhood Center. In addition, it will also include a neighborhood retail center on a commercial corridor. The Seattle Housing Authority made a conscious decision to site the community facility on the edge of the development instead of “burying it in the middle” based on the experience at New Holly. Other lessons learned from the New Holly Neighborhood Campus include the importance of flexibility in design to accommodate varied and multiple users and the economic impact of circulation space on operating costs. The High Point Campus of Learners space program is being developed in close cooperation with the future tenants, including Neighborhood House and the SHA’s Supportive Services.

The facilities in these case studies are stronger as a result of building on experiences and not repeating past mistakes. Whenever possible, large-scale HOPE VI developments such as these should be phased over time and learning should be intentional and organized. There are several organizations including the Urban Land Institute and the National Affordable Housing Management Association that highlight best practices, encourage information sharing, and reward success. Success involves fostering an ongoing dialogue that captures the innovation, challenges, and solutions nationwide.

“People of mixed incomes are absolutely mixing in a meaningful way. They are working together, studying together, swimming together.”



Centennial Place, Atlanta



THEARC, Corcoran ArtReach Summer Camp 2005
Photo courtesy of the Corcoran Gallery of Art

Collaboration is the Future

The creation of a multi-tenant facility can be so much more than co-location. There is tremendous potential for synergy and collaboration in a multi-tenant facility. The right mix of tenants, management, and approach can create incredible success and improve the programs and services of all tenants. Collaboration builds stronger tenants and better and more comprehensive programs. If collaboration is intentional and ongoing the rewards reaped by community residents and tenants alike can be extraordinary.

The National Affordable Housing Management Association⁷ considers the integration of the “housing development with the surrounding community through partnerships with other organizations and agencies” as one of seven best practices in affordable multi-family housing management. The National Community Development Institute provides the following characteristics of effective collaboration:

- Shared mission and goals
- Clear governance process
- Supported members
- Diverse membership
- Strong relationships built on trust
- Open communication
- Broadly supported and accountable leadership
- Sufficient resources

Partnerships are exemplified in the national models. When asked why organizations moved to THEARC, Sister Mary Bourdon of the Washington Middle School for Girls responded, “Partnership opportunities. This was a population we wanted to serve and the place where we wanted to be. It was about the other partners. It is more than a dream. It is more than we could have ever imagined. It is almost like a spiritual experience. There is something about this building. When you come into this building there is a joy and a peace.” The Washington Middle Schools for Girls’ Annual Report reiterates this idea: “Through collaborative efforts with our new neighbors, Washington Middle School for Girls students will

have access to a 375-seat theater, two ballet studios, a full gymnasium, a playground, art and music studios, a family wellness clinic and other facilities. Our own section will include a library, a computer lab, and a well-equipped science lab.”

Judith Dobbins, executive director of Covenant House, stated, “What makes this great is that visionaries looked at organizations that were established and up and running. It is more than being co-located. We are actually going to integrate our services so at some point an individual could pick up a catalogue so that people could look for a target age and find services across all organizations. This is the seamless delivery we are seeking.” She added, “We are partners and supporters of and with each other. Tomorrow we are beginning to chart the course for the next ten years which will include vocational training, affordable housing, and being a model for children to get them out of the street. We want seamless integration not just co-location.”

Susan Badder of the Corcoran Gallery of Art added “The Levine School of Music and the Washington Ballet are especially important to demonstrate the synergy and the fusion between the arts. It [THEARC] was a realistic and solid place for us to be in Anacostia. This is a place where we fit and won’t be competition. We all came together before this in a common goal and common mission.” The collaborative process has already started as described by Chrissy Cianflo and Rhonique Shields-Harris of the Children’s Health Project of D.C.: “We are going to meet with partners to identify their needs and base hours around the needs of the program participants.”

The IFF witnessed partnerships in action from woodworkers at Covenant House building furniture for the child care center and art frames for the Corcoran, to the D.C. Health Project offering check-ups for participants of the Boys and Girls Club and the Washington Middle School for Girls, to productions

⁷ The National Affordable Housing Management Association (NAHMA) presents annual National Communities of Quality awards for exemplary multifamily housing management. NAHMA reviewed strategies

implemented by awardees and documented seven best practices in the report entitled: *Best Practices Case Review: Affordable Multi-Family Housing Management Case Studies*.

using musicians from the Levine School of Music and dancers from the Washington Ballet. The combinations are endless.

In Seattle, the Van Asselt Elementary School principal Dr. Hajara Rahim described the evolution of its collaboration efforts. “In the beginning, there was no connection between the school and the community. I felt like we should not be duplicating services. We started identifying providers and referring parents to them. We are also part of an agreement between the school district and the City that lets the schools stay open to the community after hours and on weekends. Now we have connections with the New Holly library, the Van Asselt Center, Atlantic Street Corporation, and Tiny Tots. We especially use the library and tutoring programs, as well as, the home-work center over at New Holly. The Van Asselt Center now uses the school while their center is under construction.” The spirit of partnership and cooperation is shared by tenants in Seattle, as well. “Among its peers, Neighborhood House is considered a leader and a friend. We’re proud of this reputation, and we plan to strengthen it even further. As we develop our long-range facilities plan, for example, we will include space and resources for smaller programs that may be displaced by HOPE VI redevelopment” (Neighborhood House Strategic Plan).

In Atlanta, the level of partnership has also been recognized. “The project also shows the power of private and public sectors working together to wipe away blight and create hope. Leaders of companies and foundations across the land should stream to East Lake for lessons they can take back to their own communities” (Dickerson 1999).

New residents at the Villages of East Lake are provided with an orientation which includes a tour of the site, lease review, distribution of the tenant handbook, and review of additional information from all campus partners, including volunteer applications, program schedules, voter registration cards, and passes to the YMCA. Sheltering Arms, the child care provider, is also committed. According to Paige McKay Kubik, “We look at our centers as community centers so we try to get the community involved in our centers as much as possible as volunteers, community advisors, etc. to get them to feel connected with the young people within the community. We make our space available for community organizations and community purposes as a resource. We have a center in the International Village which has been an anchor for community redevelopment. We have a center in a Boys and Girls Club and on school campuses.”

Program providers in Atlanta also work together on identifying operating challenges and funding opportunities and ways to work together to address broad issues. Through operating experience, First Tee directly understands the importance and impact of the Drew Charter School. For programs like First Tee, according to Sam Puryear, First Tee executive director, “The biggest operating challenge is raising money. We are trying to change lifestyles so it can be challenging to work with parents. You see things from better golfers and wonder where those behaviors came from. We are playing catch up—this area had the worst education in the world. If these kids do not receive an education we have absolutely nothing.” The collaboration model allows each tenant or program to tailor programs to address need and complement the work of partners and become better advocates for the broader community.

“We want seamless integration not just co-location.”

Define Success

There is a tremendous amount of pressure on community facilities and campuses to fulfill the economic and social integration objectives of mixed-income communities. Even if they are carefully planned, developed, and managed, they are not the only tool for community and social integration. The national models are all considered successful for a variety of reasons but the measure of success is based on the strength of partnerships and financial health, not only on the extent to which program participation reflects the demographics of the housing.

The Urban Institute and Brookings Institution's report on Hope VI cites research that "suggests that there is relatively little interaction between higher and lower-income residents of mixed-income developments and that the interactions that do occur are relatively superficial. Thus, while it is clearly feasible to create a healthy mixed-income development that will attract higher-income residents and provide a pleasant and safe community for all residents, it remains less clear what conditions are required to ensure that living in these communities will have substantial payoffs for the social and economic status of low-income families over the long-term." The community facility can have a goal of serving a broad range of community residents, "however, there is no empirical evidence that it is even possible to artificially create a community where people interact rather than a development or neighborhood where people of different incomes simply share the same physical space" (Popkin et al. 2000).

The New Holly Neighborhood Campus was evaluated in 2003. The report highlighted variations among user patterns in New Holly by housing tenure. The report states, "the library is considered the center of the

community at New Holly. Over 80 percent of telephone survey respondents used it at least occasionally, and it was the only facility on-site that all groups used fairly equally. Still, public housing residents more frequently use the services on site than do occupants of other types of housing. Public housing residents were more likely to use the community computer lab and the continuing education center. Both public housing resident and tax credit renters used the career development center more than homeowners. While public housing residents made the most use of the South Seattle Community College branch in the Neighborhood Campus, overall few respondents said they ever attended a class or event there" (Kleit et al. 2003).

Seattle Housing Authority's Community Builder Joy Bryngelson talks about residents' use of the campus facilities. She says it is "bite-sized pieces of involvement—your life is first." Community-building activities centered around the campus take this into consideration. "If things are going well, it is hard to get people together. Community comes together to solve problems and it is harder to mix when there is not an issue." Activities are typically broken down into small (based on similar interests, events, block parties, meetings), medium (based on positive issues, initiating interest, and capacity-building), and large (cultural events, community-wide events).

In Atlanta the same pattern holds true. Carol Naughton, East Lake Community Foundation's executive director, said "There is absolutely a section of the community that is not engaged at all. At different points in people's lives they are looking for different things." The same sentiment was reflected by Ms. Davis when she said, "Sweetheart, even some public housing residents don't mix. That is just life."

Recommendations for Community Facilities in Chicago

The CHA's Plan for Transformation is well underway but there are still opportunities to incorporate community facilities into the new neighborhoods that are being created.

The IFF recommends two community facilities that will serve populations beyond the boundaries of a single Transformation site. The national models research underscores that community facilities should be built to serve the widest audience possible. This approach establishes the new model for services and amenities—they are integrated to reflect the needs of a natural, mixed-income community. This new model for the settlement house of 125 years ago mirrors the vision for the housing itself. An important feature of this approach is that it limits competition for scarce resources and eliminates duplication.

A community facility on the West Side would serve the residents of Roosevelt Square, Westhaven Village, Westhaven Park, and West End and in the Mid-South, Hilliard Center, Lakefront Communities, Jazz on the Boulevard, Park Boulevard, Oakwood Shores, and Legends South. Need has been documented by the IFF's previous research and the collective work of LISC, New Communities Program lead agencies, CSS planning consultants, and developers.

Recommendations

In the first phase of its research, the IFF projected demand for community facilities based on income and population projections, and mapped assets to understand supply. Summaries of these projections and maps for the Mid-South and West Side are provided immediately following the recommendations.

Many of Chicago's public housing transformations are being phased in over time, but the initial phases of nine developments are occurring simultaneously. Project timelines, tied to project financing, have been established for the development of new and replacement housing and do not allow for much flexibility in the development process. Nonetheless a number of small community facilities projects are already underway. Lessons from this report should inform them where appropriate.

The community facilities that are part of the CHA Plan for Transformation do not all match the scale of the national models described in this report. Lessons from other cities can and should be adapted.

Following are the IFF's recommendations for facilities in Mid-South and on the West Side.

Recommendation #1

Embrace the Concept that Community Facilities are as Important as the Housing

Chicago stakeholders agree in theory that facilities are an important part of a healthy community. The Chicago Housing Authority (CHA), the developers, and the other stakeholders must take the lead in elevating community facilities to the same level of importance as the housing. Once the concept is embraced, the Keys to Success described in this report should be used as the guiding principles in the planning and development of these community facilities.

Recommendation #2

Identify Project Champions for the Mid-South and West Side

While there are many stakeholders in Chicago who support the concept of community facilities in the CHA Plan for Transformation, ideally the project champion should represent a large, private corporation, foundation or individual with significant financial resources that has embraced Recommendation #1. This leader must promote the vision, help secure resources, and play a sustained role in the day-to-day shepherding of the facility planning and development.

Recommendation #3

Build on existing Partnerships

As the Keys to Success describes, the partners must be identified, agree to the concepts, and input must be well-managed. Partners in Chicago can identify the stakeholders necessary to create a new vision for community facilities, in which everyone is invested, accountable, and committed.

The IFF recommends a stakeholder summit to establish a vision and a single set of goals.

Recommendations

Recommendation #4

Ensure Government Support

Government entities—the City of Chicago, the CHA, the Chicago Park District, Chicago Public Schools, and the Chicago Transit Authority—are all working together on the Plan for Transformation. These same entities can and should play a role in ensuring the successful planning and development of the community facilities that will support and enhance the housing redevelopments.

The development of the George M. Eisenberg Community Center in Roosevelt Square represents what can be done when municipal agencies cooperate. The 80,000-square-foot Community Center is jointly programmed by the Chicago Park District, the CHA, Board of Education, Boys and Girls Club of Chicago and University of Illinois Chicago Wellness Center. This model can and should happen again for other community facilities.

Recommendation #5

Identify Sites

Real estate speculation is occurring in the Mid-South and on the West Side. Real estate opportunities for a nonprofit facility in the Mid-South and on the West Side are constrained by the development activity. It is critical that land in central locations be secured before prices escalate even more. Following the Keys to Success, the location of the site as both part of the housing redevelopment and part of the larger community must be considered.

Boundaries of the public housing developments are rigid, but community facilities could break down those barriers. Land that is adjacent to or in close proximity to the Plan for Transformation sites should be secured. The facilities should be on major commercial corridors, at the edge of developments, with good visibility and easy access.

Recommendation #6

Identify Funds

The building types and campus concepts that are discussed in this report all require significant space and financial resources for success. The IFF recommends that land or building acquisition and construction or rehabilitation of the shell and core of a building or buildings be paid for through capital contributions or government funds. Selected tenants should be responsible for covering the cost of their own buildout, supporting the need for strong nonprofits with experience in raising or borrowing funds. Efficiencies can be gained by using the same team of planning consultants, architects, contractors, and financing entities.

Tenant leases should cover the cost of building operations and maintenance reserves, as well as the expense of tenant coordination with each other and the community. The IFF recommends that tenant leases not be driven by a developer's debt service, but rather on the maintenance of a high-quality building and property, and to cover expenses of appropriate staff to carry forward the vision of the community facility.

This financial model will differentiate these facilities from standard real estate development models. By providing appropriate subsidy to launch the projects, the result will be facilities that are financially independent into the future and can take their place in the market economy of the new communities.

Recommendations

Recommendation #7

Develop a Tenant Selection Process

As the key Successful Tenants are the Right Tenants indicates, these community facilities will not succeed without the right tenants—whether nonprofit or retail. It is imperative that the tenants have successful track records, a strong operating history, offer quality programs based on measurable standards, have the ability to tailor programs to complement other facility tenants and the changing needs of the community, and have a long-standing community presence.

In most of the national models, anchor tenants were identified early in the process. It will be important to survey regional organizations currently operating within the Mid-South and West Side regions or organizations with plans to expand to the region and identify key providers that can be partners in the development of community facilities.

This integrated approach maximizes resources and allows the development team to identify gaps and potential overlaps in services. This approach also helps funders maximize the impact of contributions and the development team maximize the ability to leverage additional funds.

Recommendation #8

Design within the Context of the Mid-South and West Side

Community facilities/campuses should be developed in light of existing community assets: both service and program providers and retail. Identifying key anchor tenants early on and involving them in the planning process will ensure the facility is designed to meet their needs and increase the sense of ownership among tenants. In addition, including retail in the facility or campus will diversify the tenant mix, increase opportunities for social interaction, diversify income streams, and provide valuable community services.

As noted in the Keys to Success, the design of the facilities can and should reflect the goals of the facilities. Community facility plans must be developed with maximum flexibility and constant communication with potential program providers. They must be developed within the context of existing community assets and include as many amenities as possible within the context of a viable operating model.

The design must fit into the master planning of the redevelopment and reflect a state-of-the-art community center. But the design must be mindful of the budget constraints of these facilities. The facilities cannot be over-designed; they must have maximum efficiency so that operating costs are kept to a minimum.

Recommendations

Recommendation #9

Develop Operating Model and Governance Plan

A strong and active management plan that engages tenants and building users alike must be developed. The approach should include an on-site management presence, regularly scheduled maintenance, funded capital replacement reserves, a consistent approach to enforcing building rules, active preventive maintenance strategies, high expectations of tenants to respect each other and the asset, and high expectations, in turn, for program participants.

Recommendation #10

Define Success and Plan to Succeed

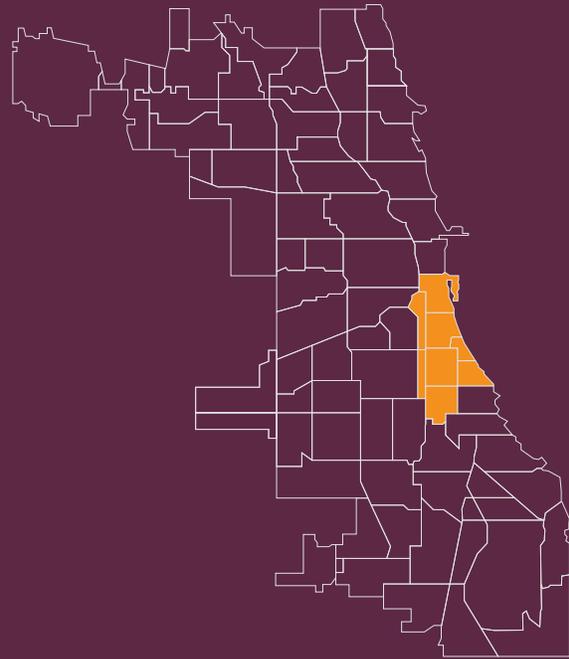
Research and experience—largely the experience of other cities—have shown that community support services such as arts, sports and recreation, and libraries, will bridge most community differences and have broad appeal. Therefore, in community facility planning meetings, these types of programs and services should lead the agenda. Space for child care, senior day care, primary health and dental care for low-income families, and workforce development can be built around the services that data and experience show will attract all residents.

Mid-South General Demographics

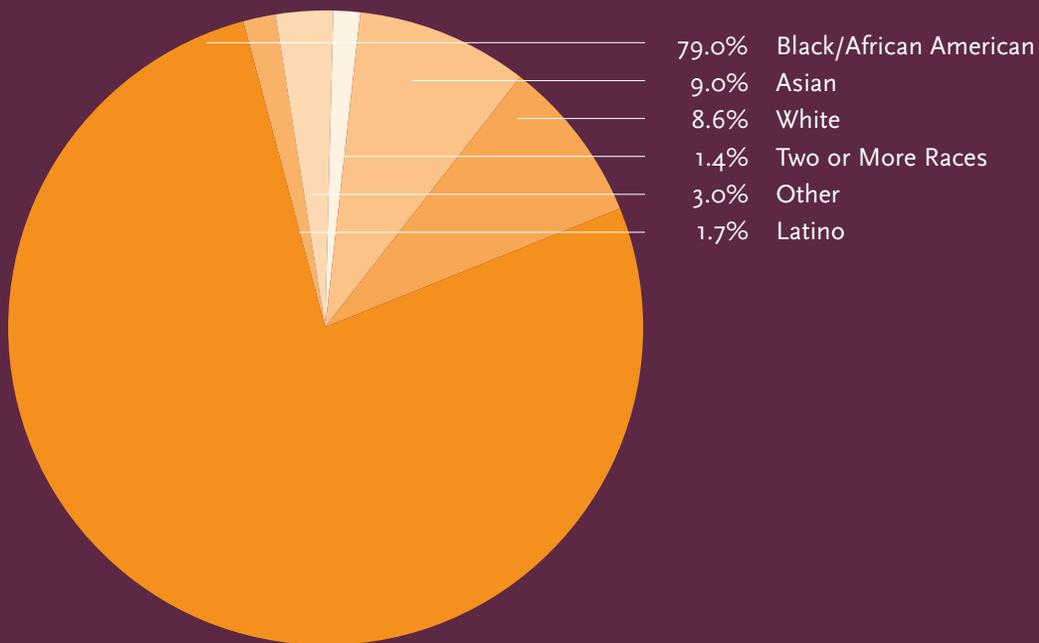
Total Population 108,549

Age Breakdown

Age Group	Population	Percent
Under 5	9,007	8.3
5 to 9	9,668	8.9
10 to 14	8,295	7.6
15 to 19	7,641	7.0
20 to 64	59,822	55.1
65 and Over	14,116	13.0



Race and Ethnicity



Mid-South General Demographics

Population Characteristics *

Percent of Individuals in Poverty **38.8**

Educational Attainment Number Percent

Less than 9th 6,232 9.5

9th to 12th; No Diploma 13,811 21.0

High School Graduate or Higher 45,693 69.5

Employment Status Number Percent

Employed 35,359 79.9

Unemployed 8,908 20.1

Language Number Percent

Speak Language Other than English at Home 14,286 14.4

Persons That Speak Language Other than English and Speak English Less Than "Very Well" 7,376 7.4

Disability

Age Group Number Percent

5 to 20 Years 3,383 3.5

21 to 64 Years 16,255 16.6

65 and Over 7,003 7.2

Household Characteristics

(for census tracts in the catchment area)

Average Household Size

Household Type Average

Owner-Occupied 1.21–7.07

Renter-Occupied 1.17–5.15

Household Value

Median Contract Rent \$99–\$953

Median Gross Rent \$99–\$1,005

Median Home Value \$9,999–\$562,500

Female-Headed Households

(Children under 18; No Husband Present) Number Percent

8,030 34.2

Tenure (Occupied Units)

Household Type Number Percent

Owner-Occupied 9,310 21.1

Renter-Occupied 34,765 78.9

Year Householder Moved into Unit Number Percent

1999 to March 2000 8,848 20.1

1995 to 1998 14,724 33.4

1990 to 1994 7,602 17.2

1980 to 1989 6,463 14.7

1970 to 1979 3,418 7.8

1969 or earlier 3,020 6.9

Percent of Households in Poverty **34.4**

Total Number of Households **44,122**

Median Household Income **\$5,500 - \$80,119**

*Detailed Census Data is located in the Appendix.

Mid-South Population Projections

Mid South Aggregate

Unit Breakdown	Total Units
CHA	2,652
Affordable Rental	1,698
Affordable Owner	678
Market Rental	1,205
Market Owner	1,613
Total Units	7,846

Population Projection*

CHA Rental	9,016
Affordable Rental	4,248
Affordable Owner	1,101
Market Rental	2,220
Market Owner	3,347
Total Population	19,932

Age Breakdown	Number	Percent
Under 5	1,977	9.9
5 to 9	1,886	9.5
10 to 14	1,466	7.4
15 to 19	1,356	6.8
20 to 64	11,977	60.1
65 and over	1,270	6.4
Total Population	19,932	100.0

Hilliard Center (Hilliard Homes)

Unit Breakdown	Total Units
CHA	305
Affordable Rental	349
Affordable Owner	0
Market Rental	0
Market Owner	0
Total Units	654

Population Projection

CHA Rental	655
Affordable Rental	692
Affordable Owner	0
Market Rental	0
Market Owner	0
Total Population	1,347

Age Breakdown	Number	Percent
Under 5	103	7.7
5 to 9	101	7.5
10 to 14	84	6.3
15 to 19	83	6.1
20 to 64	480	35.6
65 and over	496	36.8
Total Population	1,347	100.0

*Methodology for Population Projections is located in the Appendix.



Mid-South Population Projections

Lakefront Communities and Jazz on the Boulevard (Lake Park Crescent)

Unit Breakdown	Total Units
CHA	120
Affordable Rental	71
Affordable Owner	51
Market Rental	51
Market Owner	197
Total Units	490

Population Projection

CHA Rental	429
Affordable Rental	187
Affordable Owner	83
Market Rental	94
Market Owner	409
Total Population	1,202

Age Breakdown	Number	Percent
Under 5	107	8.9
5 to 9	99	8.2
10 to 14	75	6.2
15 to 19	70	5.8
20 to 64	802	66.7
65 and over	49	4.1
Total Population	1,202	100.0

Oakwood Shores (Madden Wells)

Unit Breakdown	Total Units
CHA	1,000
Affordable Rental	480
Affordable Owner	200
Market Rental	820
Market Owner	500
Total Units	3,000

Population Projection

CHA Rental	3,562
Affordable Rental	1,265
Affordable Owner	325
Market Rental	1,511
Market Owner	1,038
Total Population	7,701

Age Breakdown	Number	Percent
Under 5	785	10.2
5 to 9	749	9.7
10 to 14	575	7.5
15 to 19	523	6.8
20 to 64	4,777	62.0
65 and over	292	3.8
Total Population	7,701	100.0



Mid-South Population Projections

Legends South (Robert Taylor Homes)

Unit Breakdown	Total Units
CHA	789
Affordable Rental	579
Affordable Owner	208
Market Rental	334
Market Owner	478
Total Units	2,388

Population Projection

CHA Rental	2,810
Affordable Rental	1,526
Affordable Owner	338
Market Rental	615
Market Owner	992
Total Population	6,281

Age Breakdown	Number	Percent
Under 5	641	10.2
5 to 9	614	9.8
10 to 14	481	7.7
15 to 19	449	7.2
20 to 64	3,812	60.7
65 and over	284	4.5
Total Population	6,281	100.0

Park Boulevard (Stateway Gardens)

Unit Breakdown	Total Units
CHA	438
Affordable Rental	219
Affordable Owner	219
Market Rental	0
Market Owner	438
Total Units	1,314

Population Projection

CHA Rental	1,560
Affordable Rental	577
Affordable Owner	356
Market Rental	0
Market Owner	909
Total Population	3,402

Age Breakdown	Number	Percent
Under 5	339	10.0
5 to 9	323	9.5
10 to 14	251	7.4
15 to 19	231	6.8
20 to 64	2,109	62.0
65 and over	149	4.4
Total Population	3,402	100.0

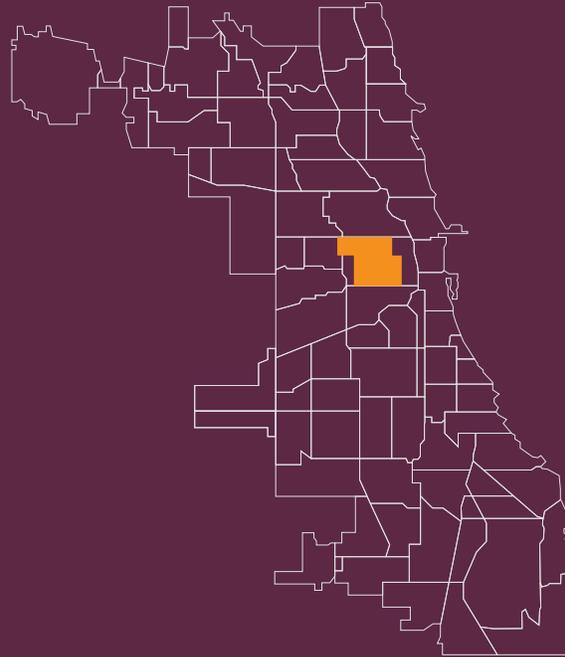


Mid-South Area Assets

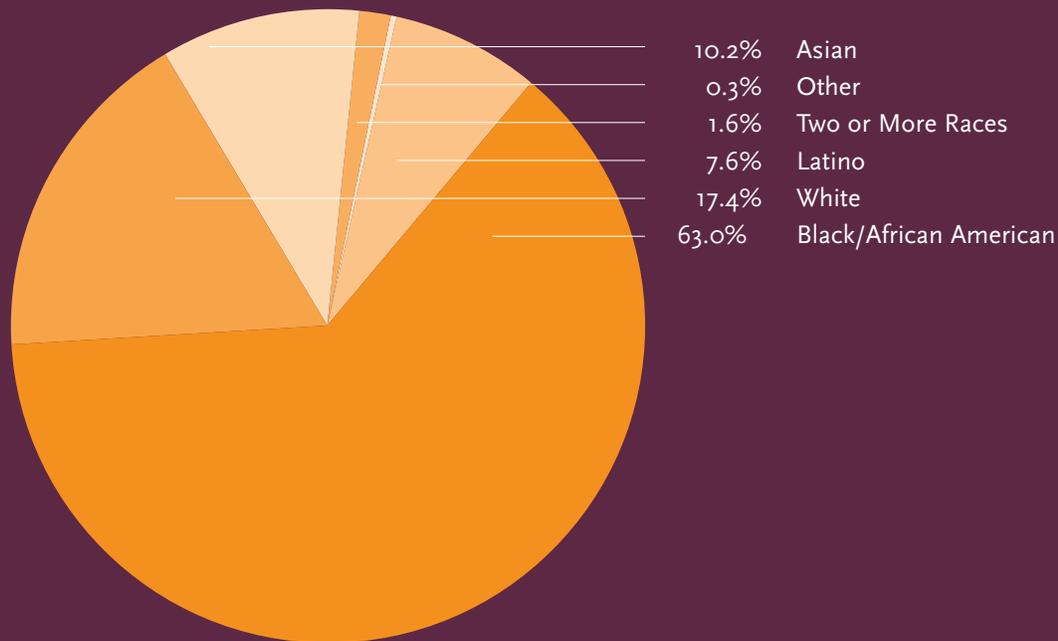


West Side General Demographics

Total Population	40,249	
Age Breakdown		
Age Group	Population	Percent
Under 5	2,976	7.4
5 to 9	3,220	8.0
10 to 14	2,879	7.2
15 to 19	4,204	10.4
20 to 64	23,222	57.7
65 and Over	3,528	8.8



Race and Ethnicity



West Side General Demographics

Population Characteristics*

Percent of Individuals in Poverty		
		42.2
Educational Attainment		
	Number	Percent
Less than 9th	2,412	11.3
9th to 12th; No Diploma	5,039	23.6
High School Graduate or Higher	13,874	65.1
Employment Status		
	Number	Percent
Employed	12,887	78.2
Unemployed	3,592	21.8
Language		
	Number	Percent
Speak Language Other than English at Home	7,387	19.9
Persons That Speak Language Other than English and Speak English Less than "Very Well"	2,575	6.9
Disability		
Age Group	Number	Percent
5 to 20 Years	1,031	2.8
21 to 64 Years	5,287	14.5
65 and Over	2,184	6.0

*Detailed Census Data is located in the Appendix.

Household Characteristics

Average Household Size		
		1.36-7.18
Household Type		
	Number	Percent
Owner-Occupied	2,933	20.6
Renter-Occupied	11,297	79.4
Household Value		
Median Contract Rent		\$99 - \$2,001
Median Gross Rent		\$146 - \$2,001
Median Home Value		\$43,500-\$347,300
Female-Headed Households		
(Children under 18; No Husband Present)	Number	Percent
	2,312	30.7
Tenure (Occupied Units)		
Household Type	Number	Percent
Owner-Occupied	2,933	20.6
Renter-Occupied	11,297	79.4
Year Householder Moved into Unit		
	Number	Percent
1999 to March 2000	3,407	23.9
1995 to 1998	4,889	34.4
1990 to 1994	2,082	14.6
1980 to 1989	1,863	13.1
1970 to 1979	803	5.6
1969 or earlier	1,186	8.3
Total Number of Households		
		14,085
Percent of Households in Poverty		
		38.5
Median Household Income		
		\$6,267-\$71,406

West Side Population Projections

West Side Aggregate

Unit Breakdown	Total Units
CHA	1,887
Affordable Rental	544
Affordable Owner	517
Market Rental	244
Market Owner	1,345
Total Units	4,537

Population Projection*

CHA Rental	5,794
Affordable Rental	2,412
Affordable Owner	668
Market Rental	450
Market Owner	2,698
Total Population	12,021

Age Breakdown	Number	Percent
Under 5	1,224	10.2
5 to 9	1,257	10.5
10 to 14	795	6.6
15 to 19	872	7.3
20 to 64	7,220	60.1
65 and over	654	5.4
Total Population	12,021	100.0

Roosevelt Square (ABLA)

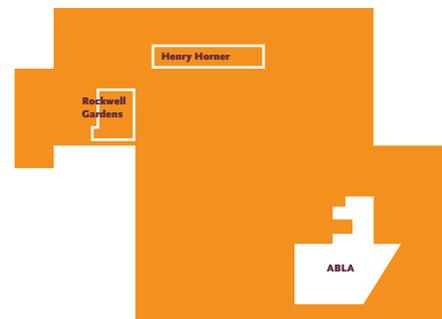
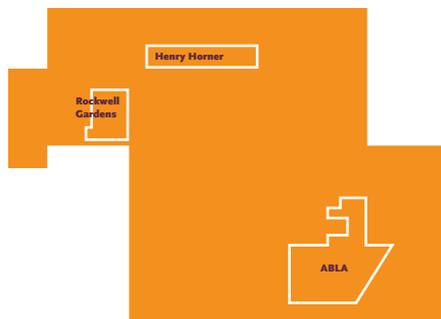
Unit Breakdown	Total Units
CHA	805
Affordable Rental	334
Affordable Owner	335
Market Rental	0
Market Owner	968
Total Units	2,442

Population Projection

CHA Rental	2,472
Affordable Rental	1,859
Affordable Owner	544
Market Rental	0
Market Owner	2,009
Total Population	6,883

Age Breakdown	Number	Percent
Under 5	619	9.0
5 to 9	617	9.0
10 to 14	407	5.9
15 to 19	457	6.6
20 to 64	4,372	63.5
65 and over	411	6.0
Total Population	6,883	100.0

*Methodology for Population Projections is located in the Appendix.



West Side Population Projections

Westhaven Village and Westhaven Park (Henry Horner)

Unit Breakdown	Total Units
CHA	822
Affordable Rental	80
Affordable Owner	52
Market Rental	114
Market Owner	247
Total Units	1,315

Population Projection

CHA Rental	2,524
Affordable Rental	211
Affordable Owner	84
Market Rental	210
Market Owner	513
Total Population	3,542

Age Breakdown	Number	Percent
Under 5	437	12.3
5 to 9	467	13.2
10 to 14	278	7.9
15 to 19	295	8.3
20 to 64	1,906	53.8
65 and over	158	4.5
Total Population	3,542	100.0

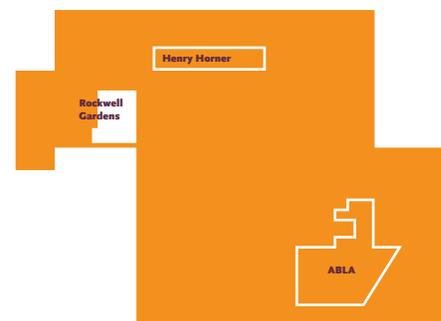
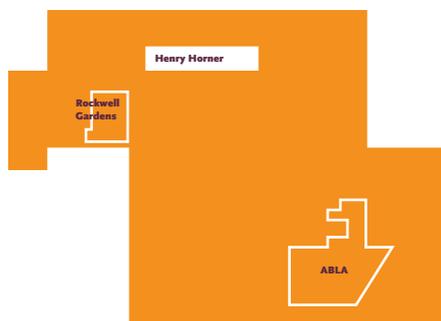
West End (Rockwell Gardens)

Unit Breakdown	Total Units
CHA	260
Affordable Rental	130
Affordable Owner	130
Market Rental	130
Market Owner	130
Total Units	780

Population Projection

CHA Rental	798
Affordable Rental	343
Affordable Owner	39
Market Rental	240
Market Owner	176
Total Population	1,596

Age Breakdown	Number	Percent
Under 5	168	10.5
5 to 9	173	10.8
10 to 14	110	6.9
15 to 19	120	7.5
20 to 64	941	59.0
65 and over	85	5.3
Total Population	1,596	100.0



West Side Area Assets



- Community Assets
- Other Community Organizations
- CHA Transformation Sites
- Parks with Community Facilities
- Landmarks

List of Sources

Brophy, Paul C., Smith, Rhonda N. "Mixed-Income Housing; Factors for Success," *Cityscape: a Journal of Policy Development and Research* 3(2) 3-31, 1997.

Chicago Housing Authority, Electronic reference, Retrieved from the World Wide Web: www.thecha.org

"A Response to 'False Hope,' The Communities Group, Electronic reference, 2002, Retrieved from the World Wide Web: www.thecommunitiesgroup.com

Companiotte, John. "East Lake: Tom Cousins Scores Better than Par for Community Redevelopment," *Business to Business Magazine*, March 2003.

Davis, Martin A. Jr. "A Civic Hole-in-One," *Philanthropy*, September/October 2004.

Dickerson, Jeff. "Plum for East Lake: Community's Rejuvenation Will Extend to Education," *Atlanta Journal-Constitution*, February 16, 1999.

East Lake Community Foundation, "The Villages of East Lake."

Fisher, Mark. "Ward 8's Arc Floats Above the Skepticism," *Washington Post*, April 26, 2005.

Garshick Kleit, Rachel, Carlson, Daniel, Kutzmark, Tam. *Holly Park and Roxbury HOPE VI Redevelopments Evaluation Report*, University of Washington, Daniel J. Evans School of Public Affairs, December 2003.

Grillo, Jerry. "Much More than Golf," *Georgia Trend*, February 2005.

Katz, Bruce. The Transformation of Chicago's Public Housing: Challenges and Opportunities. Speech read before the Chicago Futures Forum, February 26, 1999.

Kubik McKay, Paige. "Sheltering Arms Achieves Highest Honor from National Head Start Association," Press Release, June 22, 2005.

Mathis, Renita D. "From Gunfire to Golf," *Atlanta Tribune—the Magazine*, August 2001.

National Affordable Housing Management Association, "Affordable Multifamily Housing Management Case Studies 2000—2003: Best Practices Review," 2004.

National Community Development Institute, *Characteristics of Effective Collaboration*.

Neighborhood House, Electronic reference, Retrieved from the World Wide Web: www.nhwa.org

Neighborhood House, Strategic Plan 2003 to 2006.

Popkin, Susan J., Katz, Bruce, Cunningham, Mary K., Brown, Karen D., Gustafson, Jeremy, Turner, Margery A. *A Decade of HOPE VI: Research Findings and Policy Challenges*, Urban Institute, May 2004.

Popkin, Susan J., Buron, Larry F., Levy, Diane K., Cunningham, Mary K. "The Gautreaux Legacy: What Might Mixed-Income and Dispersal Strategies Mean for the Poorest Public Housing Tenants?" *Housing Policy Debate*, Volume 11, Issue 4, Fannie Mae Foundation 2000.

Seattle Housing Authority, HOPE VI Community Builder Job Description.

Smith, Alastair. *Mixed Income Housing Developments: Promise and Reality*, Neighborhood Reinvestment Corporation's Fellowship Program for Emerging Leaders in Community Economic Development, Joint Center for Housing Studies of Harvard University and the Neighborhood Reinvestment Corporation, October 2002.

ULI—the Urban Land Institute. *ULI Land Use Policy Forum Report: The Role of Community Facilities*. Washington, D.C.: ULI—the Urban Land Institute, 2001.

ULI—the Urban Land Institute. *ULI Community Catalyst Report Number 1: Involving the Community in Neighborhood Planning*. Washington, D.C.: ULI—the Urban Land Institute, 2005.

ULI—the Urban Land Institute. *ULI Engaging the Private Sector in HOPE VI*. Washington, D.C.: ULI—the Urban Land Institute, 2002.

Vale, Lawrence T. "Public Housing Redevelopment: Seven Kinds of Success," *Housing Policy Debate*, Volume 7, Issue 3, Fannie Mae Foundation, 1996.

Yin, Robert, *Case Study Research: Design and Methods*, 3rd Edition, Thousand Oaks, CA, Sage Publications, 2003.

Interviews Conducted

The following colleagues were interviewed by IFF staff between May and September 2005.

Atlanta

Jocelyn Cain

Development Associate
Integral Properties, LLC

Eric Pinckney

Vice President
Integral Properties, LLC

Neal W. Mitchell

Director of
Marketing and
Communications
The Integral Group LLC

Jennifer Lester

Center Director
Sheltering Arms
Early Education and
Family Centers

Paige McKay Kubik

Director of Development
and Communication
Sheltering Arms
Early Education and
Family Centers

Jo-Ann E. Barbour

Regional Director
Property Operations
Mercy Housing

Kevin F. Spillane, Jr.

Regional Director
Property Operations
Mercy Housing

Richard A. White

Consultant
ALISIAS

Carol R. Naughton

Executive Director
East Lake Community
Foundation, Inc.

Althea J. Broughton

Senior Vice President
Atlanta Housing
Authority

Sam Puryear

Executive Director
First Tee

Britney Rasmussen

Former Resident
Villages of East Lake

Eva Davis

Resident
Villages of East Lake
Member, AHA Board of
Commissioners

Seattle

Rick Hooper

Director of Policy and Program
Development
City of Seattle

Ray Li

Development Director
Neighborhood House

Sue Siegenthaler

Program Manager
Atlantic Street Center

Tom Phillips

Senior Development Manager
Seattle Housing Authority

Al Levine

Deputy Executive Director
Seattle Housing Authority

Marie Coon

New Holly Coordinator
Administrative Services
South Seattle Community College

Joy Bryngelson

The Community Builder
Seattle Housing Authority

Gary Pope

Resident
New Holly

Gail-Marie Vielle

Resident
New Holly

Jesus Lopez-Guisa

Resident
New Holly

Roberta Lopez-Guisa

Resident
New Holly

Lisa Wilson

Resident
New Holly

Irene Haines

Branch Manager
Seattle Public Library

Dr. Hajara Rahim

Principal
Van Asselt Elementary School

Washington D.C.

Peter Jablow

President and CEO
Levine School of Music

Susan Badder

Senior Curator of Education
and Community Programs
The Corcoran Museum
of Art

Laura C. Pasquini

Coordinator
Community Studios
Corcoran ArtReach
The Corcoran Museum
of Art

Judith L. Dobbins

Executive Director
Covenant House Washington

Tim Sheahan

Executive Vice President
Boys and Girls Club
of Greater Washington

Katrina Toews

Director of Education
and Outreach
The Washington Ballet

Edmund C. Fleet

Community Program Director
William C. Smith & Co.

W. Thomas "Skip" McMahon

Executive Director
Building Bridges Across
the River, Inc.

Chrissy Cianflo

Project Manager
Children's Health Project
of D.C.

Rhonique Shields-Harris, M.D.

Medical Director
Children's Health Project
of D.C.

Sister Mary Bourdon

Director
Washington Middle School
for Girls

Brenda H. Jones

Executive Director
Parklands Community
Center

Chicago

The first phase of the IFF's work, which focused on nine Plan for Transformation sites in Chicago and supports this report, was completed with the cooperation and input from many colleagues. We recognize and thank them.

Veronica Alanis

Executive Assistant
Intergovernmental Affairs
Chicago Housing Authority

Jose Anthony Alvarez

Development Manager
Office of Development
Management
Chicago Housing Authority

Deverra Beverly

LAC President
ABLA Homes

Mamie Bone

LAC President
Henry Horner Homes
Board Member
Major Adams Academy

Herman Brewer

Director
Chicago Working Group
The John D. and Catherine T.
MacArthur Foundation

Kelly Brown

Vice President
The Davis Group

Alderman Walter Burnett

Alderman 27th Ward
Board Member
Major Adams Academy

Ken Butler

Executive Director
Major Adams Academy

Jessica Caffrey

Development Manager
Office of Development
Management
Chicago Housing Authority

Ms. Crockett

LAC Member
ABLA Homes

Kristin Dean

Executive Director
Homan Square Community
Center Foundation

Ms. Gaines

LAC Member
ABLA Homes

Ernest Gates

New Community Programs
Director
Near West Side CDC
Board Member
Major Adams Academy

Andrew Geer

Executive Director
Heartland Housing

Christopher Gent

Deputy Director
Planning and Development
Chicago Park District

John Gerut

Assistant Director
Office of Development
Management
Chicago Housing Authority

William Goldsmith

Vice President and Director
Midwest Region
The Community Builders

Adam Gross

Director, Regional Affordable
Housing Initiative
Business and Professional People
for the Public Interest

Doug Guthrie

President and COO
Park Boulevard

Meghan Harte

Managing Director of Resident
Services, Executive Office
Chicago Housing Authority

Maya Hodari

Development Manager
Office of Development
Management
Chicago Housing Authority

Eden Hurd

Consultant to Eastlake
Management and Development
Corporation

James Isaacs

Senior Manager, Office of
Development Management
Chicago Housing Authority

Benjamin Kendrick

Executive Director
Marcy Newberry Association

Ahlam Khouri

Development Manager
Office of Development
Management
Chicago Housing Authority

Robert Koerner

Principal
The Davis Group

Michelle Lanaux

Project Coordinator
Affordable Housing
LR Development Company

William Little

Managing Director of
Development Management
Chicago Housing Authority

Andy Mooney

Senior Program Director
Local Initiatives Support
Corporation

Shirley Newsome

Chairman
North Kenwood Oakland
Conservation Council

Lorri Newsom

Development Manager
Office of Development
Management
Chicago Housing Authority

Don Oshita

Development Manager
Office of Development
Management
Chicago Housing Authority

Stephen Porras

Vice President
Acquisitions, Affordable Housing
LR Development Company

Lee Pratter

Project Manager
The Community Builders

Ella Renfro

Manager, Relocation and
Supportive Services
Chicago Housing Authority

Roberto Requejo

Housing Associate
Metropolitan Planning Council

Eileen Rhodes

Director of Development
Eastlake Management
and Development Corporation

Lisa Schneider

Director
MidSouth Initiative
Chicago Public Schools

Debbie Schwartz

Development Manager
Office of Development
Management
Chicago Housing Authority

Rich Sciortino

President
Brinshore Development, LLC

Brian Smith

Director of Supportive Services
Interstate Realty Corporation

Robin Snyderman

Housing Director
Metropolitan Planning Council

Jackie Taylor

Vice President
Human Capital Development
Holsten Real Estate Development
Corporation

Andrew Teitelman

Deputy Managing Director
of Resident Services
Chicago Housing Authority

Rebecca Ford Terry

Senior Vice President
Draper and Kramer

Tim Veenstra

Development Manager
Office of Development
Management
Chicago Housing Authority

Danielle Walters

32 Degrees

Francine Washington

LAC President
Stateway Gardens

Bradford White

Vice President
LR Development Company

Appendix

Background

The IFF'S original analysis of nine Chicago Hope VI transformation sites sought to establish population estimates for the redevelopments in order to analyze the service needs of the communities. As noted in the Introduction to *Stepping Out* and the Keys to Success, data must play a central role in the planning process for any community support facility. However, at the time the IFF began its initial needs assessments, there was no information on how many residents would actually be occupying the redevelopment sites upon completion. The IFF developed a method, described here, for projecting the number of future residents in these new mixed-income communities.

The estimation model the IFF developed uses information from transformation site development plans and the 2000 U.S. Census to calculate a general estimate of the total population as well as detailed information on age and income distribution. A brief description of the methodology as well as the actual population estimates for the Mid-South and West Sides are reported in this section of *Stepping Out*.

Population Estimation Methodology

To project the size and composition of the population that will reside in the completed transformation sites, the IFF combined data on the types of properties in the redevelopment with 2000 U.S. Census data as well as information on income eligibility for public and affordable housing. The IFF's method was innovative because it used census data to identify other census tracts with comparable housing to estimate the population of a redevelopment site. The method was verified by comparing the results using three additional baseline census tracts. The three comparative estimates were close to those derived from the original census tracts. Therefore, the IFF was confident that the assumptions behind the population estimates were reasonable. Population estimates were made for each of the transformation sites using the following methodology:

The IFF obtained data from each of the transformation site developers and the CHA that listed the planned housing mix for each site including the number of units planned; the breakdown of units by market rate affordable, and public housing; and within the market rate and affordable units, the number for-sale and rental.

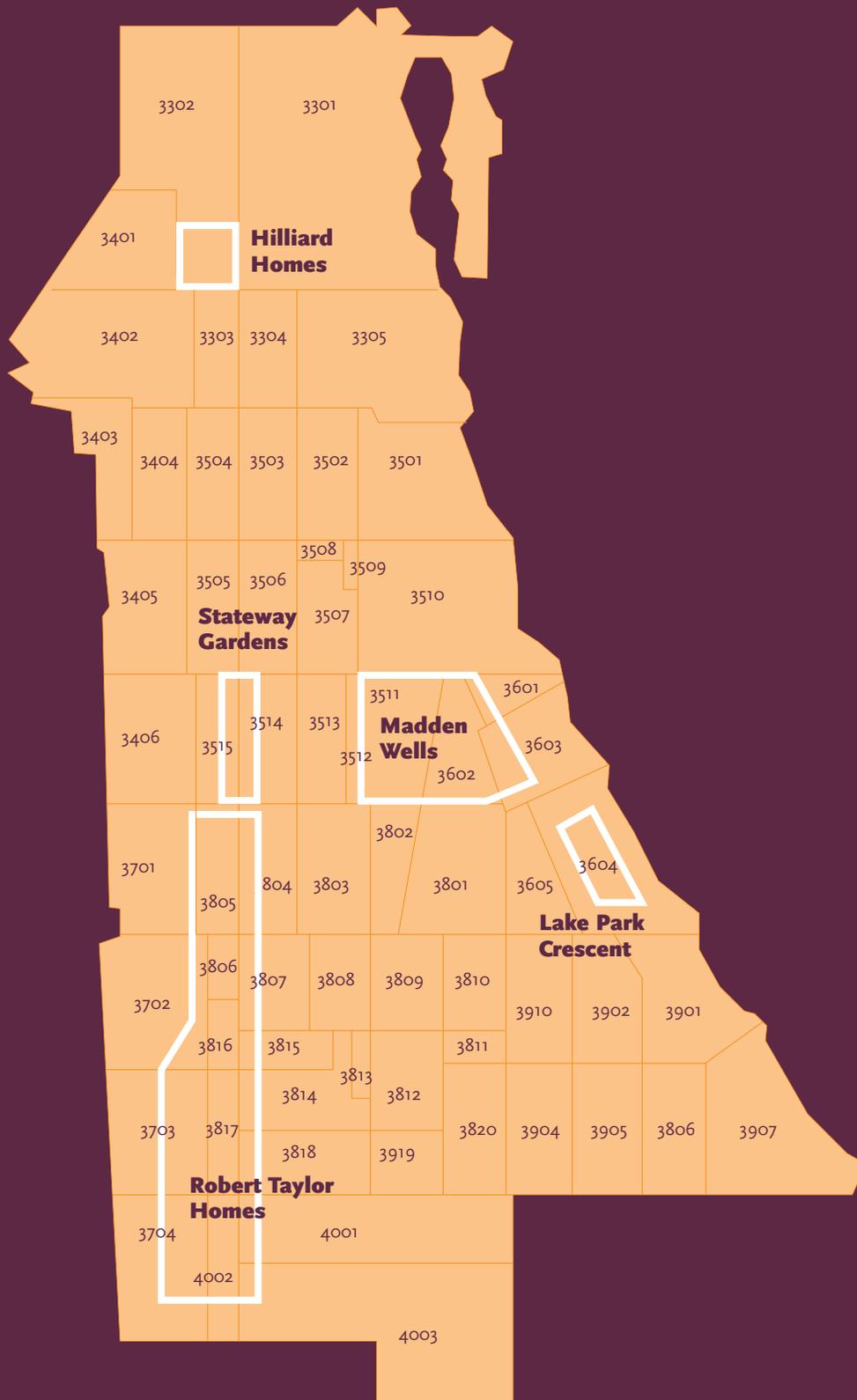
Then, for each type of housing, the IFF identified the different income guidelines and/or restrictions that would govern the sale and/or rental of the unit type.

The IFF estimated household occupancy patterns among renters and owners as well as in the different income groups using housing pattern data on census tracts in Chicago with median incomes that matched the income guidelines or restrictions for each housing type. With the census tracts chosen to represent each income level, the IFF then used additional 2000 U.S. Census data sets to identify housing patterns within each census tract. These housing pattern data sets became the basis for the final population projections.

Using the housing pattern data sets as the basis, the IFF projected the transformation site population, including total population for each housing type, total population by age group, and the age distribution across each housing type. Finally, the age groups were aggregated across categories to estimate the age distribution for the total projected transformation site population.

The population projections for eight transformation sites were grouped into the West Side and the Mid-South regions.

Mid-South



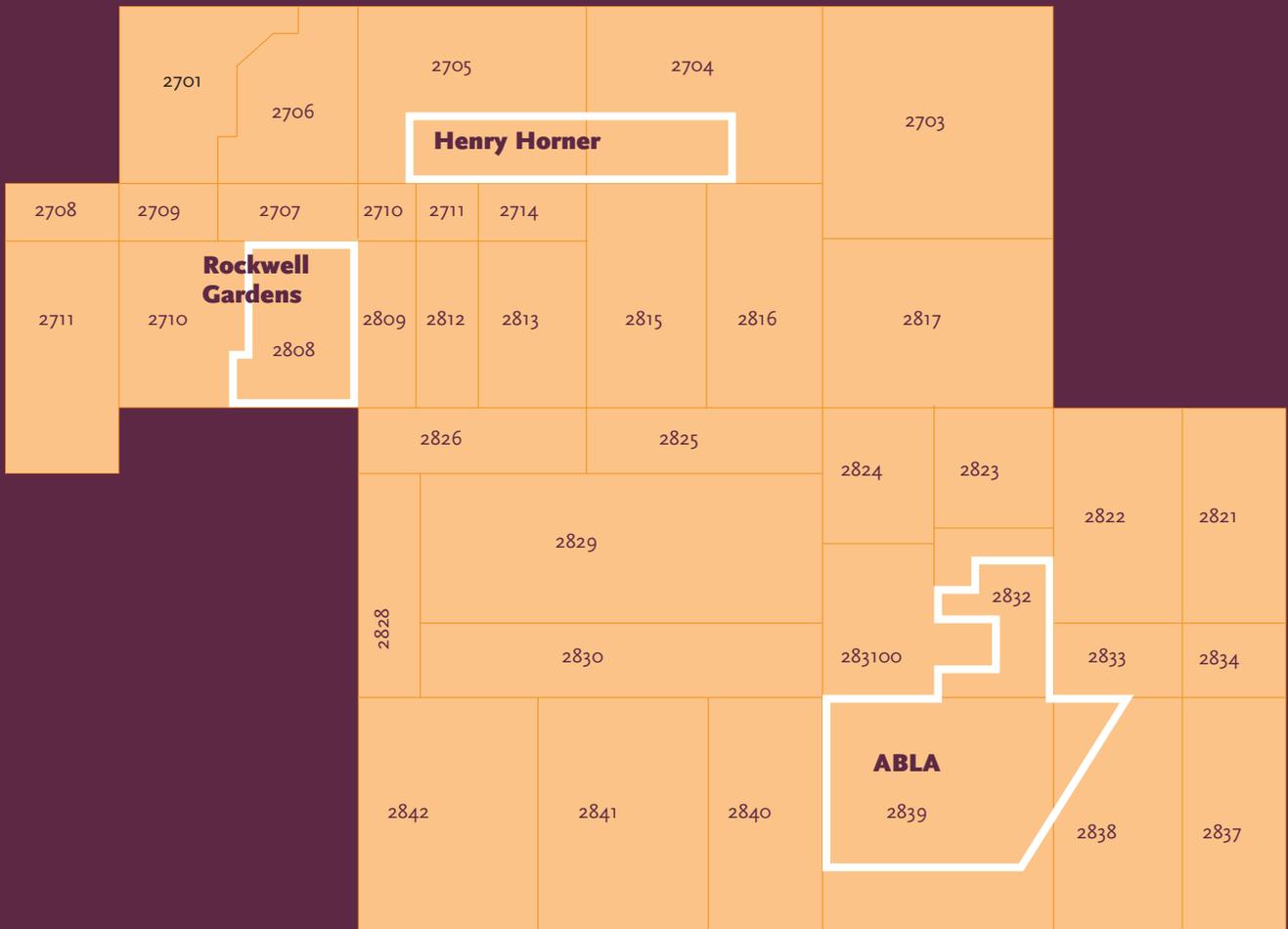
Mid-South

Census Tract	Average household size; Owner occupied	Average household size; Renter occupied	Renter-occupied housing units: Median contract rent	Renter-occupied housing units: Median gross rent	Owner-occupied housing units: Median value	Households: Median household income in 1999
3301	1.74	1.55	\$511	\$525	\$216,800	\$41,411
3302	2.28	2.41	\$138	\$162	\$335,700	\$80,119
3303	5.8	3.4	\$132	\$142	\$9,999	\$6,724
3304	2	0	\$0	\$0	\$137,500	\$31,250
3305	0	1.93	\$531	\$542	\$0	\$31,250
3401	2.05	2	\$570	\$684	\$105,600	\$31,875
3402	2.94	2.83	\$365	\$465	\$142,500	\$24,757
3403	2.74	2.31	\$373	\$440	\$156,100	\$40,240
3404	3	2.74	\$422	\$511	\$143,300	\$23,056
3405	1.9	1.84	\$284	\$332	\$222,200	\$15,028
3406	0	2.64	\$154	\$182	\$0	\$8,897
3501	1.89	1.46	\$725	\$758	\$275,000	\$38,202
3502	2.72	2.06	\$295	\$412	\$207,400	\$12,330
3503	1.46	2.23	\$953	\$1,005	\$93,500	\$41,480
3504	2.84	3.22	\$135	\$142	\$89,500	\$8,507
3505	0	0	\$0	\$0	\$0	\$0
3506	2.43	2.16	\$546	\$549	\$195,200	\$7,708
3507	3	1.22	\$149	\$169	\$259,900	\$10,295
3508	1.99	1.73	\$688	\$724	\$223,100	\$41,080
3509	2.33	0	\$0	\$0	\$150,700	\$74,554
3510	2.14	1.63	\$728	\$766	\$165,000	\$41,888
3511	2.32	2.83	\$187	\$222	\$225,000	\$10,274
3512	3.36	1.17	\$213	\$256	\$196,200	\$16,360
3513	3.65	1.87	\$511	\$563	\$209,100	\$34,091
3514	3	2.62	\$268	\$317	\$106,300	\$11,593
3515	1.21	3.63	\$118	\$131	\$562,500	\$7,368
3601	0	2.65	\$430	\$457	\$0	\$11,639
3602	3.69	2.98	\$216	\$216	\$130,000	\$8,650
3603	4.24	4.01	\$99	\$99	\$167,200	\$11,563
3604	4.24	1.92	\$179	\$217	\$169,400	\$9,438
3605	3.81	1.55	\$223	\$289	\$225,000	\$12,414
3701	3.15	1.63	\$267	\$267	\$65,300	\$9,185
3702	2.99	3.26	\$397	\$513	\$75,800	\$22,679

Mid-South

Census Tract	Average household size; Owner occupied	Average household size; Renter occupied	Renter-occupied housing units: Median contract rent	Renter-occupied housing units: Median gross rent	Owner-occupied housing units: Median value	Households: Median household income in 1999
3703	2.97	3.22	\$330	\$463	\$68,900	\$24,792
3704	2.87	2.91	\$348	\$493	\$65,900	\$25,000
3801	2.01	2.31	\$193	\$261	\$111,300	\$12,599
3802	3.14	1.8	\$282	\$342	\$218,800	\$13,585
3803	4.08	2.58	\$279	\$291	\$219,600	\$20,795
3804	4.72	1.94	\$303	\$368	\$69,000	\$10,690
3805	0	4.32	\$99	\$113	\$0	\$6,375
3806	2.8	4.44	\$164	\$171	\$9,999	\$10,980
3807	2.38	3.17	\$300	\$315	\$204,400	\$12,983
3808	4.75	2.89	\$463	\$500	\$131,600	\$24,205
3809	2.41	3	\$598	\$677	\$184,200	\$22,270
3810	3.38	3.89	\$305	\$416	\$92,500	\$25,313
3811	7.07	3.49	\$472	\$560	\$253,100	\$40,357
3812	2.63	2.04	\$414	\$481	\$172,600	\$18,277
3813	0	5.15	\$525	\$700	\$0	\$18,929
3814	2.27	2.83	\$550	\$578	\$154,200	\$19,583
3815	0	2.85	\$141	\$184	\$0	\$7,664
3816	0	3.96	\$116	\$133	\$0	\$7,200
3817	2.47	4.39	\$99	\$117	\$69,400	\$5,500
3818	2.47	2.33	\$421	\$447	\$97,500	\$12,174
3819	3.39	1.97	\$391	\$470	\$258,800	\$18,889
3820	3.72	2.33	\$411	\$434	\$138,400	\$19,758
3901	3.09	2.54	\$550	\$605	\$293,600	\$47,167
3902	3.08	2.96	\$424	\$516	\$192,100	\$34,850
3903	3.35	1.87	\$324	\$349	\$163,400	\$12,009
3904	2.49	1.87	\$428	\$462	\$153,200	\$18,819
3905	2.78	1.84	\$539	\$608	\$285,200	\$40,914
3906	3.19	1.82	\$610	\$678	\$260,400	\$50,357
3907	1.57	1.72	\$856	\$899	\$118,300	\$49,273
4001	2.09	2.97	\$394	\$443	\$90,000	\$17,159
4002	4.56	4.35	\$120	\$139	\$105,000	\$9,583
4003	2.41	2.99	\$479	\$543	\$100,800	\$19,226

West Side



West Side Median

Census Tract	Average household size; Owner occupied	Average household size; Renter occupied	Renter-occupied housing units: Median contract rent	Renter-occupied housing units: Median gross rent	Owner-occupied housing units: Median value	Households: Median household income in 1999
2701	3.84	3.03	\$539	\$639	\$111,500	\$35,096
2708	3.06	2.79	\$389	\$470	\$113,100	\$19,886
2709	3.6	2.2	\$512	\$657	\$97,500	\$20,313
2710	3.6	2.39	\$356	\$440	\$89,000	\$28,750
2711	7.18	2.34	\$300	\$340	\$68,000	\$17,857
2803	1.6	1.43	\$457	\$482	\$257,800	\$50,333
2804	1.77	3.57	\$247	\$248	\$162,500	\$16,591
2805	3.09	3.74	\$366	\$482	\$182,800	\$19,904
2806	2.38	4.56	\$270	\$370	\$68,900	\$34,844
2807	2.43	2.52	\$325	\$353	\$112,500	\$26,667
2808	3.75	3.08	\$99	\$146	\$43,500	\$6,267
2809	2.42	3.41	\$160	\$308	\$116,000	\$10,048
2810	5.25	4.21	\$275	\$375	\$162,500	\$24,063
2811	2.25	2.71	\$348	\$426	\$182,400	\$11,083
2812	2.71	3.4	\$515	\$515	\$172,200	\$52,321
2813	1.78	2.09	\$260	\$308	\$187,500	\$11,287
2814	5.45	2.17	\$409	\$415	\$162,500	\$7,067
2815	1.43	2.16	\$335	\$383	\$112,500	\$20,625
2816	4.06	1.15	\$146	\$187	\$118,200	\$8,730
2817	2.29	1.69	\$150	\$236	\$347,300	\$16,394
2821	1.45	1.53	\$639	\$775	\$183,500	\$71,406
2822	2.85	2.2	\$649	\$744	\$231,800	\$40,662
2823	2.32	2.24	\$853	\$927	\$290,500	\$46,563
2824	2.66	1.69	\$727	\$798	\$331,900	\$27,500
2825	1.36	2.26	\$690	\$724	\$275,000	\$37,917
2826	3.58	0.74	\$2,001	\$2,001	\$157,100	\$9,750
2828	2.84	2.78	\$675	\$820	\$190,200	\$41,146
2829	2.79	1.96	\$601	\$622	\$250,000	\$34,766
2830	3.88	3.18	\$440	\$590	\$132,100	\$22,321
2831	2.72	2.01	\$766	\$801	\$292,600	\$28,214
2832	1.8	2.24	\$284	\$292	\$191,000	\$20,000
2833	3.82	1.95	\$677	\$736	\$187,500	\$39,886
2834	0	0	\$0	\$0	\$0	\$0
2837	0	0	\$0	\$0	\$0	\$0
2838	0	3.76	\$505	\$526	\$0	\$15,513
2839	1.53	2.85	\$173	\$191	\$142,500	\$10,175
2840	3.26	2.36	\$363	\$397	\$82,100	\$16,750
2841	0	3.53	\$378	\$428	\$0	\$11,750
2842	3.56	3.27	\$509	\$612	\$132,100	\$15,179



Nonprofit financial and real estate resources
Where nonprofits come first.

Illinois Facilities Fund
One North LaSalle Street
Suite 700
Chicago, Illinois 60602
Telephone 312 629 0060
Fax 312 629 0061
www.iff.org